



09 April 2015

BUDGET ANALYSIS 2015: VOTE 23 – POLICE
20 Years of Democratic Policing

1. INTRODUCTION

The 2015/16 Annual Performance Plan (APP) of the South African Police Service (SAPS) provides measurable performance indicators and targets against which its performance and service delivery outputs will be measured at the end of the 2015/16 financial year (FY). These targets are budgeted through the Estimates of National Expenditure (ENE) (or Budget), and together these two documents provides a cohesive picture of the direction the Department is moving towards during the 2015/16 FY. In turn, these documents are informed by and based on the SAPS Strategic Plan 2014 - 2019, which expounds the strategic priorities of the Department. These Departmental priorities should also be aligned with the broad strategic goals and priorities of Government as stated in the Medium Term Strategic Framework (MTSF) 2014-2019.

This report analyses the alignment of APP and the Budget allocations to the Strategic Plan of the SAPS, as well as the broader alignment to the MTSF for the 2015/16 FY. This report are structured as follows:

- Section 2: Overview of the 2014/15 financial year. This section provides a summary of the expenditure trends of the previous FY, including the Adjusted Budget summary, quarterly expenditure and recommendations made by the Committee during the 2014/15 budget hearings.
- Section 3: Strategic Overview for the MTEF 2014-2019. This section provides an analysis of the alignment of the SAPS Strategic Plan (2014-2019) to the MTSF and National Development Plan (NDP) together with the SAPS Operational Strategic Priorities, Enterprise Risk and revision to its legislative framework.
- Section 4: Overview of the 2015/16 Budget. This section provide an overview of the Main Appropriation of Vote 23: Police in relation to other National Votes as well as comparatively to the previous FY and ring-fenced budgets.
- Section 5: Programme and Sub-programmes plans and budget. This section provides an analysis of the budget allocations and performance indicator per individual Departmental Programme of the Police Vote. The Administration Programme also includes an overview of the SAPS Staffing Plan, Capital Works Plan and Information and Communication Technology Plan.
- Section 6: Conclusion. This section recaps the main concerns raised in the budget analysis document.



2. OVERVIEW OF THE 2014/15 FINANCIAL YEAR

2.1 2014/15 Adjusted budget summary

The main appropriation of R72. 507 billion allocated to the SAPS at the beginning of the 2014/15 financial year remained unchanged during the adjustments period. However, a total amount of R690.2 million was shifted under the main division of the Police Vote. The table below shows that the main appropriation made towards Current payments decreased with R157.9 million from a main appropriation of R68.9 billion to an adjusted appropriation of R68.7 billion. This amount was shifted to the Transfers and subsidies account, which increased from R737 million to R852 million (increase of R114.8 million) and to the Payments for capital assets account, which increased from a main appropriation of R2.84 billion to R2.88 billion (increase of R43 million) during the adjustments period, which is curious as the expenditure on capital assets remains low and below projected expenditure.

Table 1: 2015/15 Adjusted budget summary

	Main Appropriation	Adjusted Appropriation	Decrease	Increase
Amount to be appropriated	72 507 243	72 507 243	-	-
<i>Of which:</i>				
Current payments	68 924 443	68 766 458	(157 985)	-
Transfers and subsidies	737 145	852 032	-	114 887
Payments for capital assets	2 845 655	2 888 753	-	43 098

Source: Treasury (2014)

The virement and shifts made during the adjustments period affected most of the Departmental Programmes during the 2014/15 financial year. The main appropriations of the Administration and Crime Intelligence Programmes remained unchanged despite the shifting of funds within these programmes. Of specific importance is the fact that the SAPS shifted R115 million from the Buildings and other fixed structures (Capital assets) account in the Administration Programme to Compensation of employees (Current payments) due to underspending on buildings to salary increases. This shift is against the provisions of the Public Finance Management Act, 1999 (PFMA, Act 1 of 1999), which allows for the Accounting Officer to utilise a saving in the amount appropriated under a main division within a Vote towards the defrayment of excess expenditure under another main division within the same vote. However, section 43(4)(c) of the PFMA, provides specifically that an amount appropriated for capital expenditure may not be used to defray current expenditure. The SAPS used the saving under capital expenses to defray higher than planned salary increases.

Table 2: Adjusted Estimates of National Expenditure 2014

Programme	Main Appropriation	Virements and Shifts	Adjusted appropriation
Administration	15 304 042	-	15 304 042



Programme	Main Appropriation	Virements and Shifts	Adjusted appropriation
Visible Policing	37 008 813	35 000	37 043 813
Detective Services	15 242 695	(109 700)	15 132 995
Crime Intelligence	2 880 793	-	2 880 793
Protection and Security Services	2 070 900	74 700	2 145 600
Total	72 507 243	-	72 507 243

Source: Treasury 2014

The allocation for the Visible Policing Programme was adjusted upwards with R35 million to an adjusted appropriation of R37.04 billion, while the allocation of the Detective Services Programme was adjusted downwards by R109.7 million to an adjusted appropriation of R15.1 billion. An amount of R152.3 million was shifted from Goods and Services to Machinery and equipment within the same Programme to procure laboratory, photographic and security equipment to capacitate the Directorate for Priority Crime Investigation and the forensic services unit. The main appropriation of the Protection and Security Services Programme was also adjusted upwards with R74.7 million to an adjusted appropriation of R2.14 billion.

2.2 Expenditure trends for 2014/15

The SAPS has a very good record of spending its total budget for any given FY. For the 2014/15 financial year, the Department of Police had an adjusted appropriation of R72.5 billion. Unfortunately the financial year-end expenditure is not yet available and as such, this section will rely on expenditure as at the end of the third quarter ending in December 2014. At the end of the third quarter of the 2014/15 FY, the SAPS had spent R53.2 billion or 73.4 per cent of its adjusted budget. This is 0.1 percentage points higher than the amount spent in the same period in 2013/14. The bulk of the expenditure incurred in the third quarter was mainly under the *Visible Policing* programme, primarily under the *Crime Prevention* sub-programme. Actual spending was lower than planned with a variance of R429.7 million.

In terms of economic classification, the bulk of expenditure incurred at the end of the third quarter of 2014/15 was under compensation of employees (76.6 per cent). Moreover, spending on compensation of employees was R140.5 million higher than planned. In contrast, spending on goods and services and payments for capital assets was below approved projections by R321.1 million and R332.1 million, respectively.

In terms of expenditure per Programme at the end of the third quarter, the Administration programme spent R11 billion or 72.2 per cent of the adjusted appropriation for 2014/15. The bulk of expenditure in this programme was incurred under the *Corporate Services* sub-programme (98.9 per cent). Within this programme, 64.3 per cent of total expenditure was incurred on compensation of employees. The Administration programme was behind its spending schedule by R23.2 million at the end of the third quarter of 2014/15. The slower than planned spending was mainly visible under buildings and other fixed structures which deviated from approved projections by R397.9 million. Spending in this programme has deteriorated slightly when compared to



spending as at the end of the second quarter of 2014/15. In this regard, as at the end of the third quarter, the programme was behind its spending schedule by R362.3 million, compared to R397.9 million recorded as at the end of the third quarter of 2014/15.

The Visible Policing programme is the largest spending programme in the SAPS, accounting for 51.5 per cent of overall spending as at the end of the third quarter of 2014/15. The SAPS had spent R27.4 billion or 73.9 per cent of its adjusted appropriation for this programme, the bulk of which (78.8 per cent) was incurred under the *Crime Prevention* sub-programme as at the end of the third quarter of 2014/15. Overall, the Visible Policing programme was behind its spending schedule by R136.5 million. The slow spending was mostly notable under the *Crime Prevention* sub-programme which recorded a deviation of R353.1 million. Of concern, actual spending on machinery and equipment has remained relatively lower than projections showing a variance of R135 million as at the end of the third quarter.

The Detective Services programme has an adjusted appropriation of R15.1 billion for the 2014/15 financial year. Spending in this programme was R11 billion or 72.6 per cent of the adjusted appropriation as at the end of the third quarter, which represents a deviation of R336.2 million from approved projections. The Crime Intelligence programme accounted for 4 per cent of the SAPS total spending as at the end of the third quarter of 2014/15. The bulk of the programme's expenditure was incurred under compensation of employees (91.2 per cent). Actual spending in this programme was R2.2 billion representing a variance of R4.2 million or 0.1 percentage points from projections. Lower than planned spending is mostly notable under the *Crime Intelligence Operations* sub-programme (R16.5 million).

At the end of the third quarter of 2014/15, spending under the Protection and Security Services programme accounted for 3 per cent of the department's total expenditure. The bulk of this expenditure was incurred under the *Static and Mobile Security* sub-programme (42.9 per cent). The programme was ahead of its spending schedule by R70.5 million as at 31 December 2014, mainly as a result of higher than planned spending in the *VIP Protection Services* and *Government Security Regulator* sub-programmes, which recorded a spending deviation of R96.4 million and R9 million, respectively.

2.3 2014 Budgetary Review and Recommendations Report (BRRR) and Budget Report

The Committee made several recommendations during the 2014/15 budget hearings that was echoed in the 2014 BRRR. The following recommendations should be followed-up by the Committee:

2.3.1 Administration Programme

- The Committee should request progress on the demilitarisation and professionalization processes;
- The Committee should request progress on the re-establishment of specialised units such as the FCS and organised crime and anti- corruption units in particular.



- Progress made in term of the establishment of closer liaison and co-operation between the oversight structures including the SAPS Inspectorate Division, the Civilian Secretariat and the Independent Police Investigative Directorate on the architecture of police oversight.
- The SAPS did not reconsider the targets for the policing of rural communities, as the target specifically to reduce crime in rural areas was omitted from the APP. The Committee should request an explanation.
- The Committee should request progress on the implementation of the Rural Safety Plan as an immediate priority. This paper examines this aspect in more detail in Section 5 dealing with the performance targets for the Visible Policing Programme.
- The SAPS should report on the anticorruption measures implemented at the Central Firearms Registry and provide it with a full report on the implementation of those measures.
- The SAPS should explain its unwillingness to comply with Section 17H(5) of the SAPS Act (68 of 1995), with respect to the budget of the DPCI. The monies allocated to the DPCI is not specifically and exclusively appropriated (ring-fenced) in terms of the Appropriations Bill, 2015;
- The SAPS should report whether they have met with academics and statistics experts to improve the frameworks for the validity of calculating the crime statistics process, prior to the release of the annual crime statistics. Or does this only include the partnership with the CSIR?
- The SAPS should indicate whether the Chief Financial Officer was appointed in terms of Treasury regulations and the PFMA.

2.3.2 Visible Policing Recommendations

- The Committee should request the SAPS to report on its spending priorities to reflect a higher spend on operational priorities.
- The Committee recommended that SAPS provides support for the strengthening of Public Order Police Units as soon as possible and provide the Committee with a report on its resourcing and establishment throughout the country. Section 7(4) of the Money Bills Amendment Procedures and Related Matters Act, 2009 states that the Minister of Finance must submit a report to Parliament on how the Budget gives effect to the recommendations contained in the Budgetary Review and Recommendations Reports (BRRRs). In terms of the 2015/16 allocation, the 2014 BRRR recommended that the SAPS should provide support for the strengthening of the Public Order Police (POP) Units as soon as possible and provide the Committee with a report on its resourcing and establishment throughout the country. The Committee has further indicated that it supports the Departments additional funding bid of R3.3 billion for the capacitation of the POP environment over the 2015 MTEF period. The Minister of Finance stated that the SAPS submitted requests for additional funding over the last two MTEF cycles to capacitate the POP environment. However, owing to the tight fiscal framework and the government-wide expenditure ceiling, the requests could not be accommodated. The Department was therefore advised to consider reprioritising funds within its baseline or to consider other interim arrangements



such as specialised training or existing police personnel. The SAPS current compensation of employees' budget will not be able to absorb further increases to its personnel.

- The SAPS should provide clarity around the status of the current use of the Resource Allocation Guide and whether it considered of research undertaken by the Civilian Secretariat for Police. A report is to be provided to the Committee on the progress of the implementation.
- The SAPS should report on progress made regarding the relevant legal steps to support the promotions of staff members with the ranks of Captain, Lieutenant and Colonel. A status report is to be made available to SAPS.
- The SAPS should indicate whether the IT governance framework is finalised and implemented by SAPS.
- The SAPS should indicate the progress made to date regarding the mitigation of repeat findings from the Auditor General regarding performance information. This will also be discussed in greater detail under Section 5 of this paper. One of the major findings of the AG was the unreliability of response times to Alpha, Bravo and Charlie complaints. This target was removed from the 2015/16 APP.
- The SAPS should provide details on the status of the criminality audit into SAPS members who have criminal convictions continue for the years up to date.
- The progress made in terms of the implementation of performance measures for the Border Security sub-programme to measure effectiveness at border posts. Such performance target has not been included in the 2015/16 APP.

2.3.3 Detectives Programme

- The SAPS should indicate the progress made in terms of increases of the numbers of court ready dockets and also the number of these dockets being scrapped off the court roll for lack of evidence. How is this mitigated by the Detective Court Case Officers (DCCOs)?
- The SAPS should indicate the current status of the implementation of the MOU dealing with the processing of blood samples at forensic laboratories administered by the Department of Health.
- The SAPS should provide details on the current establishment and performance of the SAPS Inspectorate.
- The SAPS should indicate what steps have been taken to develop a strategy to encourage women who are afraid to report rape, to do so without fear and to also consider measures developing an early warning system for police officers who abuse their partners.
- The SAPS should indicate what steps have been taken to implement integrity testing of the senior management echelon and cascade it to provinces.
- The SAPS should provide feedback on the re-introduction of uniformed detectives.

2.3.4 Crime Intelligence

- The SAPS should indicate the current status of the purification process of the Crime Intelligence environment and give an indication of when the Programme will be removed from the direct management of the National Commissioner.



- The SAPS should indicate the status of the integration of the Crime Intelligence function with that of the Public Order Police Units.
- The SAPS must indicate the status of the vetting of all senior managers in the division.

3. STRATEGIC OVERVIEW FOR THE MTEF 2014-2019

The aim of the SAPS is to prevent, combat and investigate crime, maintain public order, protect and secure the inhabitants of South Africa and their property, and uphold and enforce the law. It derives its mandate from the following:

- Constitution of the Republic of South Africa, Section 205;
- South African Police Service Act, 1995 (Act No. 68 of 1995);
- White Paper on Safety and Security, 1998;
- National Development Plan: Vision for 2030; and
- National Crime Prevention Strategy, 1996

The vision of the SAPS is to create a safe and secure environment for all people in South Africa. And the Mission of the SAPS is to:

- Prevent and combat anything that may threaten the safety and security of any community;
- Investigate all crimes that threaten safety and security of any community;
- Ensure offenders are brought to justice; and
- Participate in efforts to address the root causes of crime.

3.1 Medium Term Strategic Framework 2014-2019 (MTSF) and National Development Plan (NDP)

The Medium Term Strategic Framework (MTSF) for 2014 to 2019 represents Government's comprehensive plan for implementing the National Development Plan over the five year term (2014-2019), which continues the outcomes approach adopted by the 2009–2014 administration. The MTSF defines the strategic objectives and targets of government and outlines the government's main priorities underpinning the strategic direction of government over the next five years. It also serves as the principal guide to the planning and the allocation of resource across all spheres of government. These priorities informs the budget submissions that national departments make to the government's budgeting process, as per the Medium Term Expenditure Framework (ENE). The main outcome applicable to the SAPS is *Outcome 3: All people in South Africa are and feel safe*. This outcome focusses on five (5) main sub-outcomes, namely:

- i. Reduced levels of contact crime;
- ii. An efficient and effective Criminal Justice System;
- iii. South Africa's borders effectively defended, protected, secured and well-managed;
- iv. Secure cyber space; and
- v. Domestic stability ensured.

These sub-outcomes have several actions, indicators and targets to be met by 2018/19. However, many of the indicators included in the MTSF, which are directly linked to the SAPS, are not



included as measurable performance targets in the 2015/16 APP. Rather, the SAPS decided to pursue a number of specific priorities that are aligned with the MTSF. The SAPS Strategic Plan list the following four 'pillars' as priorities to implement the NDP. These are:

- 1) Strengthening of the Criminal Justice System;
- 2) Professionalisation of the Police Service;
- 3) Demilitarisation of the Police Service; and
- 4) Building safety using an integrated approach.

The concern is selecting the above mentioned priorities, is that many of the targets of the MTSF are not directly measured by the SAPS through the APP. An example of this is under sub-outcome 2: An effective Criminal Justice system (CJS). The MTSF states that the CJS must deliver quality and professional services in an integrated, coordinated, effective and efficient manner. It must also provide swift, equitable and fair justice in criminal matters and effectively deter crime on a sustainable basis. The target for this action is to develop a CJS Business Plan that is aligned with the Department's Strategic Plan and APP, which must be approved by December 2014 and implemented by all departments by April 2014. It is uncertain whether the SAPS has developed this Business Plan and whether it will be implemented at the start of the 2015/16 FY.

Another example under Sub-outcome 2: An effective Criminal Justice system, is the action to *Improve SAPS investigations*, with a target to conduct interviews with complainants by the investigating officer within 24 hours after a case docket is registered (should be implemented in 2014/15). This is not included in the SAPS APP. Also under this action is an indicator to have *Computer-generated investigation progress report to complainants and victims of crime established, which must be developed by 2015/16*. This target is not included in the SAPS 2015/16 APP.

3.2 SAPS Policy Imperatives

The SAPS lists several relevant policy imperatives and strategies that is instrumental to implement the MTSF sub-outcomes, which are the following:

- National Security Strategy;
- Service Delivery Improvement Programme;
- Rural Safety Strategy;
- Public Order Policing Strategy;
- National Crime Combating Strategy (NCCS);
- National Crime Prevention Strategy (NCPS), 1996;
- The Criminal Justice System Review (CJS);
- National Crime Detection Strategic Framework;
- Visible Policing Strategy;
- Crime Intelligence Turnaround Strategy; and
- SAPS Anti-Corruption Framework.



3.3 Operational Strategic Objectives

The SAPS has identified a number of broad strategic priorities to guide the realisation of the strategic sub-outcomes and direct the annual planning processes over the 2014 to 2019 MTSF period. These strategic priorities are subdivided into operational priorities, i.e. those priorities linked to the SAPS core functions in terms of Section 205 of the Constitution; and the organisational priorities, or those priorities aimed at managing SAPS resources and creating an enabling environment to deliver in terms of the predetermined objectives. These are:

- Crime prevention;
- Improving service delivery;
- Perception management;
- Regional cooperation;
- Policing incidents of public disorder or security-related nature;
- Protection of environmental resources;
- Combatting corruption;
- Investigation of crime;
- Support to the investigation of crime; and
- Crime intelligence.

The operational strategic objectives, which are closely related to the vision of the NDP and MTSF, will be sustained through five (5) main **organisational support priorities**. These include:

- 1) **Human Resource Management:** The following areas will be enhanced during the next five year period:
 - Establishment of a **Board of Commissioners**. The SAPS states that this is in compliance with the Constitution, but the Constitution does not refer to the establishment of a Board of Commissioners rather, Section 10 of the SAPS Act, 1995 provides for the establishment of a Board of Commissioners, consisting of the National and Provincial Commissioners.
 - The **National Management Forum** will form the main decision-making body of the organisation supported by its relevant and recently established sub-committees.
 - The strengthening of the **Top 1500 Management Consultation Forum** which serves as a critical vehicle for a structured engagement between national, provincial, cluster, and station level managers.
 - Refinement of the cluster concept as an extension of the provincial offices function, providing direction and overseeing all policing functions at station level within the clusters. This includes cross station operational responsibilities; monitoring and evaluation of station commanders; and the finalisation of support transactions (accounting office).
 - The introduction of **Deputy Station Commanders** will focus on administrative duties thereby allowing for the Station Commander to focus on critical operational issues.



- A **combined assurance** approach was adopted, which necessitates an integration and alignment of assurance processes to maximise risk and governance oversight and control efficiency.
- 2) **Investment in Human Resource Development:** The training of police and support personnel will be aimed at the establishment of a **quality based capability** to deliver on the policing mandate. Specific focus areas for training are the following:
 - Basic policing;
 - Public order policing;
 - Forensic services;
 - Crime investigations;
 - Aspects relating to crimes against women and children; and
 - Leadership development.
- 3) **Professionalisation of the SAPS:** In order to realise the ideals of Vision 2030 as outlined in the National Development Plan (NDP), the department acknowledges that a professional Police Service is paramount to building safer communities. In support of this, the following interventions will be implemented:
 - **Establishment of relations with Research and Academic Institutions**, including the capacitation of the SAPS Research Institute.
 - The recently opened **Paarl Police University** accepted its first intake during 2014.
 - Inclusion of the **Code of Conduct** in the disciplinary regulations, performance appraisals and basic training programme.
 - Modernising the issue of dealing with ~~disciplinary cases~~.
 - Marketing campaigns to attract young graduates to the Police Service.
 - The SAPS has implemented a **new recruitment framework** underpinned by the vision of an integrated human resource management system which comprises of the following:
 - Integrated approach in the recruitment process from the planning phase to the final selection phase.
 - A **community-orientated recruitment and selection process** is followed in order to eliminate risks in terms of corruption, nepotism, discrimination and applicants being recruited with previous convictions or cases pending against them or having fraudulent qualifications.
 - Local community-based organisations such as Community Policing Forums, schools and churches are consulted in respect of applicants before a final decision is taken.
 - The community is afforded an opportunity to comment on the enlistment of applicants who are provisionally recommended for possible enlistment.
 - As part of the final selection, prospective applicants complying with all criteria will undergo a final selection by means of a “**grooming camp**” where those with sterling character and attributes will be selected. Activities at the grooming camp will include, but will not be limited to driving proficiency, vetting, integrity testing, fitness assessment, verbal communication skills, written assessments, patriotism and loyalty.



- Successful candidates are presented to the community in the form of a parade, before reporting to the SAPS training academies. The community will be afforded an opportunity to give inputs.
- A board convened at provincial level and consisting of internal and external stakeholders (representatives from the CPF, Faith-Based Organisations and Tribal Authorities etc.) make final recommendations to the National Commissioner for approval of the applicants to be contracted.

4) Demilitarisation

The NDP emphasises the need for transformation of the Police Service, with a clear goal on putting the community at the centre of its service delivery. In this respect, the following interventions will be implemented:

- Development of self-discipline and leadership programmes;
- Appropriate training and equipment to deal with public policing;
- Public order police re-capacitation and new fit-to-purpose equipment;
- Developing change and transformation programmes; and
- Advocacy campaigns regarding the Police Code of Conduct

5) Budget and Resource Management: Enhancement of Technology

An organisational **technology management strategy** will be developed as a catalyst for the modernisation of policing in South Africa. In terms of the CJS, this will include the following:

- Implementing the seven point plan;
- Creation of justice coordination structures at provincial and local government level;
- Operationalising the JCPS community outreach programmes; and
- Establishment and capacity building of community safety and policing forums.

Comments and questions

- 1) The Committee should request the Department to indicate the manner in which certain MTSF targets were included, but especially why some crucial targets are omitted from the 2015/16 APP. The SAPS should also indicate how performance on the MTSF priorities will be measured if the performance indicators are not included in the APP.
- 2) A policy imperative to realise the MTSF sub-outcomes is the Crime Intelligence Turnaround Strategy. The first strategic objective listed for this strategy is "declaring war against crime."¹ The use of this terminology have a demonstrable converse impact on crime, as most victims and perpetrators of violence and crime are marginalised young men. International evidence point to the fact that targeting them in aggressive policing initiatives increases the risk of violence.² The Committee should encourage the SAPS not to use terminology like "war on crime". The SAPS is a civilian service and it is unwise for a state department to declare war against its own citizens.
- 3) The Anti-corruption Working Group (SAPS ACWG) is tasked to develop several strategies and units to combat corruption, which includes: 1) an organisational Anti-corruption Framework and Strategy; 2) an Anti-Corruption Unit and the Integrity Management Capability; 3) address existing criminal convictions of SAPS members; and 4) establish internal controls

¹ SAPS 2015/16 Strategic Plan 2014-2019, p. 7

² Gould, C (2013) ISS



- to address the issue of corruption in the SAPS. The Committee should request the SAPS to indicate the constitution of the SAPS ACWG and how these members were selected. The Committee should also request the SAPS to provide an update on the establishment of these listed strategies and units.
- 4) The SAPS states that a Board of Commissioners was established in terms of the South African Constitution. However, the Constitution does not provide for this board to be established. Rather, Section 10 of the SAPS Act, 1995 provides therefor. The Committee should request clarity on this matter.
 - 5) The SAPS Strategic Plan states that a National Management Forum (NMF) will be *entrenched as the main decision-making body of the organisation supported by its relevant and recently established sub-committees*. The Committee should request the SAPS to unpack this statement to indicate who will serve on the NMF and how this forum will complement the Board of Commissioners and all other levels of management within the SAPS.
 - 6) The SAPS should explain the manner in which the cluster concept will be refined.
 - 7) The Staffing Plan for 2015/16 provides for the capacitation of 100 Deputy Station Commanders at stations countrywide. The Committee should request the SAPS to indicate the reason for only 100 Deputy Station Commanders and not 1130 for each police station. Will this be a trail to extrapolate whether the Deputy Station Commander concept works on station level and indeed allow Station Commanders to focus on operational aspects and less administrative?
 - 8) The Committee should request the SAPS to indicate whether the Department intends to establish a *National Policing Board* with multi-sectoral and multidisciplinary expertise as recommended by the NDP. The objective of this Board should be to set standards for recruiting, selecting, appointing and promoting police officials and police officers. The board should also develop a code of ethics and analyse the professional standing of policing, based on international norms and standards.
 - 9) Linked to the previous question is the issue of recruitment fraud within the SAPS. During 2014 several high-ranking police officers were arrested in connection with a job recruitment scam. The establishment of a National Policing Board could also mitigate against the risk of recruitment fraud in the SAPS.
 - 10) The SAPS has developed an extensive and complicated recruitment framework recently to ensure that the 'right people' are recruited into the SAPS. However, despite these efforts, the SAPS states in the 2015/16 APP³ that *"In order to accelerate the recruitment process, the department has entered into partnership with the SANDF (Military skills Programme) to shorten the training programme for graduates who acquire qualifications relevant to SAPS"*. The Departments should clearly state the name of the skills programme, the curriculum of the programme and the number of recruits absorbed by the SAPS. The challenge in recruiting from this pool could be the incorporation of military trained personnel into a civilian service, such as the SAPS.
 - 11) In terms of the new recruitment framework, the Committee should ask the SAPS whether the Department has had an opportunity to present successful candidates to the community in the

³ P. 38



- form of a parade, before reporting to the SAPS training academies. The SAPS should elaborate on the meaning of “community” – whether it speaks to the community in general or the communities from which the recruits hail? The “community” is afforded an opportunity to give inputs – the SAPS should state the kind of inputs received to date from “the community”.
- 12) The SAPS will start with the capacitation of the SAPS Research Institute with 50 positions according to its Staffing Plan. The Committee should request the SAPS to indicate whether this will be the full establishment of the Research Institute or will it be further capacitated. Additionally, the Department should indicate the manner in which the personnel will be selected to ensure the best possible skills and knowledge of the policing environment. The Department should also indicate who will be heading the Research Institute?
 - 13) The SAPS should indicate the manner in which the Code of Conduct will be included in the disciplinary regulations, performance appraisals and basic training programme. Especially in terms of the disciplinary regulations that has taken seven (7) to reach the stage where it is currently – will these amendments not take the process back and how will this be managed.
 - 14) The SAPS also envisage the modernising of dealing with disciplinary cases. The SAPS should unpack this statement and also indicate whether the establishment of Trail Units (40 personnel) forms part of this modernisation process?
 - 15) The SAPS should indicate whether the exclusion of various internationally accepted professional policing standards, such as the use of force, is not included in either the SAPS Code of Conduct or Code of Ethics.
 - 16) The Committee should request the Department to indicate whether the CJS Business Plan has been developed and approved yet and whether the plan is aligned to the Strategic Plan and APP of the SAPS.
 - 17) The Health and Wellness of active police officers are said to be a Government Priority of the 2014-2019 Governance Term and the Deputy Minister of Police is mandated to champion this priority. It is also listed as an enterprise risk (below). Yet, there is no mention of this as a priority in the 2015/16 APP or Strategic Plan of the SAPS.

3.4 Enterprise risk

The SAPS has embarked on a process of Enterprise Risk Management (ERM) that complies with the PFMA and Treasury Guidelines and is aligned with the Public Sector Risk Management Framework (PSRMF) and the King III Code on Corporate Governance. The ERM process will support the following:

- Preservation and optimal utilisation of all resources;
- The protection and enhancement of the organisation’s reputation;
- The management of adverse outcomes; and
- The maximising opportunities.

The SAPS stated that the focus of the institutionalisation of risk management over the medium term will be embedding the ERM process in key business processes such as planning, budgeting, operations and support; the modernisation of the ERM process. The annual performance management of the strategic risks identified for mitigation over the medium term will be managed by the SAPS’ Enterprise Risk Management Committee, established and constituted in terms of



the Public Sector Risk Management Framework (PSRMF). The Enterprise Risk Committee reports to both the Accounting Officer (National Commissioner) and the SAPS' Audit Committee.

The following strategic risks have been identified for mitigation of the medium-term:

Strategic Risk	Strategic Priority	Key Risk Indicator
1. Criminal conduct by SAPS members, including corruption and fraud.	An effective Discipline and Integrity Management Capability	Percentage reduction in criminal charges
		Percentage reduction in criminal charges for corruption and fraud
2. Inadequate HR management relating to the managing of absenteeism, including sick leave and incapacity leave.	Improving the health and wellness profile of the organisation	Percentage reduction in absenteeism rate
3. Suicide by SAPS members.		Percentage reduction in suicides
4. Inadequate personnel security leading to attacks on and the murder of police officials.		Percentage reduction in murders and attacks
5. Death of SAPS members in the line of duty, including road accidents and operational incidents.		Percentage reduction in deaths of SAPS members
6. Inefficient resource management, misuse and abuse of vehicles.	Improvement of requisite resources to sustain quality service delivery or strategic priorities	Percentage reduction in vehicle collisions and damages
7. Inefficient resource management, the loss and theft of SAPS firearms.		Percentage reduction in SAPS firearms lost and stolen
8. Ineffective financial management, fruitless and wasteful, irregular and unauthorised expenditure.	Financial management capability	Percentage reduction in fruitless and wasteful, irregular and unauthorised expenditure
9. Civil claims against the SAPS due to unlawful actions by SAPS members.	Compliance with legislative and policy requirements	Percentage reduction in civil claims
10. Compromised detention management, escapes from and deaths in custody.	Enhancing Visible Policing	Percentage of escapees from police custody versus arrest and charges
		Percentage reduction in deaths in police custody



Strategic Risk	Strategic Priority	Key Risk Indicator
11. Inadequate case docket management.	Effective investigation of serious crime and crimes against women and children.	Percentage reduction in case dockets closed off as undetected against reported charges
12. SAPS members in high-risk areas not vetted.	Conduct physical security threat assessments	The percentage members in identified high risk areas vetted

Source SAPS Strategic Plan 2014-2019 (p. 30)

Comments and questions

- 1) The Committee should request the SAPS to indicate the composition of the Enterprise Risk Committee.
- 2) The SAPS should explain the measures taken to mitigate the twelve (12) Strategic Risks listed above and the manner in which the key risk indicators will be achieved. As such, the SAPS should focus on explaining the following:
 - How will the charges of criminal conduct by SAPS members, including corruption and fraud, be reduced?
 - How will the inadequate personnel security leading to attacks on and the murder of police officials be addressed? Will SAPS members receive additional street survival training? The recent attack on SAPS members on 30 March 2015 in Gauteng with AK-47 assault rifles points towards the vulnerability of active officers – how will this be addressed?
 - The SAPS list ineffective financial management, fruitless and wasteful, irregular and unauthorised expenditure as a strategic risk, yet the position of Chief Financial Officer (CFO) has been vacant for more than a year. The SAPS should indicate the manner in which this strategic risk will be mitigated. To merely state that fruitless and wasteful, irregular and unauthorised expenditure must be reduced is not a mitigation in itself.
 - How will the Employee Health and Wellness Programme (EHWP) be improved to address to suicide rate of SAPS members? The Minister of Police prioritised this for the 2014-2019 FYs with the Deputy Minister as champion. Yet, it is not stated as a priority in the 2015/16 APP of the SAPS.
 - How will resources be better managed (vehicles and firearms)?
 - How will civil claims be reduced?
 - How will civilians in detention be protected?

3.5 Revision to legislation

The 2015/16 APP states that five (5) Acts will be reviewed during the FY under review, which includes the following:

- **Animal Movement and Control Bill:** This Bill will revise the Stock Theft Act, 1959 (Act No. 57 of 1959), and will repeal and substitute the said Act.



- **National Strategic Infrastructure Bill:** This Bill will revise the National Key Points Act, 1980 (Act No. 102 of 1980).
- **Firearms Control Amendment Bill, 2014:** This will amend both the Firearms Control Amendment Act, 2006 (Act No. 28 of 2006) and the Firearms Control Act, 2000 (Act No. 60 of 2000).
- **South African Police Service Amendment Bill, 2014:** This Bill will revise the South African Police Service Act, 1995 (Act No. 68 of 1995).
- **Protection of Constitutional Democracy against Terrorist and related Activities Amendment Bill, 2014:** This Bill will update the Protection of Constitutional Democracy against Terrorist and Related Activities Act, 2004 (Act No. 33 of 2004) in respect of additional international instruments which South Africa has become a party to since the adoption of the original Act. It will also ensure that legal developments in this area are taken into account and are reflected in the Act.

Comments and questions

The Committee should seek assurance from the SAPS that the above mentioned Bills will be tabled before Parliament during the FY under review. However, the Committee should keep in mind that the drafting of legislation is not under the control or mandate of the SAPS, but that of the Civilian Secretariat for Police (CSP). The Committee should request the Departments to state any challenges experienced in terms of capacity constraints of the CSP to draft legislation.

The revisions to the legislation stated above is critically important and can have a great impact on the manner in which policing is done in South Africa. Each Act is in its own way important and none of the above is of greater or lesser importance.

4. OVERVIEW OF THE 2015/16 BUDGET

This section provides an overview of the SAPS 2015/16 budget allocation, followed by a programme specific analysis of the main appropriation for the FY.

4.1 Overview of the 2015/16 Vote 23: Police

For the 2015/16 FY, the Justice Crime Prevention and Security (JCPS) Cluster received a total of R157 535.3 billion (R157,535,300,000), which is 23 per cent of the total national budget. The total allocation to the JCPS Cluster has remained stable over the past FY, despite the slight reduction of 0.4 per cent compared to the 2014/15 FY.

Table 3: 2015/16 allocation to the Justice, Crime Prevention and Security Cluster

Justice, Crime Prevention and Security Cluster	2015/16 (R'000)	% of Cluster Vote
Correctional Services	20 617.8	13%
Defence and Military Veterans	44 579.4	28%
Independent Complaints Directorate	234.8	0.14%
Justice and Constitutional Development	14 984.0	9.5%



Police	76 377.1	48.5%
Total for Cluster	157 535.3	23.1% of total national budget
Total National Budget	679 497.5	

Source: 2015 ENE

The table above shows that the SAPS received a main appropriation of R76.3 billion for the 2015/15 FY, which is 48.5 per cent of the cluster's allocation. The Police Vote represents 11 per cent of the total national budget, which is the second largest allocation to a single Vote, following the allocation for the Social Development Vote of R138.1 billion, which is 20 per cent of the total national budget.

Table 4: Main appropriation for Vote 23: Police over the MTEF

Programme	Budget				Nominal Rand change	Real Rand change	Nominal % change	Real % change
	2014/15	2015/16	2016/17	2017/18				
R million					2014/15-2015/16		2014/15-2015/16	
Programme 1: Administration	15 304.0	16 264.2	17 133.3	18 144.7	960.2	215.3	6.27	1.41
Programme 2: Visible Policing	37 043.8	38 855.0	41 155.3	44 107.3	1 811.2	31.6	4.89	0.09
Programme 3: Detective Services	15 133.0	15 816.0	16 716.2	17 943.2	683.0	- 41.4	4.51	-0.27
Programme 4: Crime Intelligence	2 880.8	3 110.4	3 328.8	3 572.3	229.6	87.1	7.97	3.02
Programme 5: Protection and Security Services	2 145.6	2 331.5	2 482.1	2 635.2	185.9	79.1	8.66	3.69
TOTAL	72 507.2	76 377.1	80 815.7	86 402.7	3 869.9	371.7	5.34	0.51

Source: 2015 ENE

The table above shows that the main appropriation of the Police Vote will increase from R76.3 billion in 2015/16 to an estimated R86.4 billion in 2017/18, at an average annual rate of 6.0 per cent. In addition to the above mentioned priority spending areas, the following areas will also be capacitated over the medium term:

- Investing in capital infrastructure and technological enhancement, especially in the forensic science and investigative functions;
- Creating capacity in the Directorate for Priority Crime Investigation;
- Upgrading the IT network; and reviewing and modernising the Criminal Justice System to create an integrated criminal justice environment.

In 2015/16, the main appropriation increased nominally with R3.8 billion, which is a real increase of R371.7 million or 0.51 per cent, compared to the 2014/15 FY. In essence, the SAPS currently



has a holding budget, which means that it received little more than an inflationary increase to its baseline.

The spending focus of the SAPS over the medium term will be on the following priorities:

- Maintaining the personnel capacity;
- Professionalising the Police Service through skills development;
- Continuing to strengthen the Criminal Justice System by means of the criminal justice sector revamp and modernisation programme; and also upgrading physical resources; and
- Capital infrastructure.

The ENE states that a baseline reduction over the MTEF of R517.1 million in 2015/16, R1.240 billion in 2016/17 and R802 million in 2017/18 was approved by Cabinet. These reductions were effected from *goods and services* comprising of R366.3 million in 2015/16, R586.4 million in 2016/17 and R634.9 million in 2017/18. Furthermore, R150.8 million in 2015/16, R653.2 million in 2016/17 and R167.1 million were removed from payments for capital assets (*buildings and other fixed structures and transport equipment*). Of these amounts, R352.9 million in 2015/16, R372.3 million in 2016/17 and R790.9 million in 2017/18 are reallocated to provide for higher personnel remuneration costs than the main budget provided for and the replacement of transport equipment in 2017/18. Having considered the Department's ability to sustain the current baselines in respect of compensation of employees over the medium term, total personnel numbers are estimated to stabilise at a level of 198 062 for each year during this period. This in essence implies that the department will only be able to replace current personnel losses on an annual basis.

The baseline reduction also mean that the Department will not be able to apply for additional funding over the MTEF, which is illustrated by the response by the Minister of Finance rejecting the request from the SAPS for an additional R3.3 billion to capacitate the Public Order Policing environment. The Minister of Finance stated that owing to the tight fiscal framework and the government-wide expenditure ceiling, the requests could not be accommodated. The Department was advised to consider reprioritising funds within its baseline or to consider other interim arrangements such as specialised training or existing police personnel. The SAPS current compensation of employees' budget will not be able to absorb further increases to its personnel. Expenditure by the SAPS increased from R57.9 billion in 2011/12 to R72.5 billion in 2014/15, at an average annual rate of 7.4 per cent, driven mainly by the increased expenditure on compensation of employees. The Department currently spends approximately 77 per cent of the total budget on Compensation of employees leaving little budget for operational expenses. The Committee should keep a close eye on this expenditure.



Table 5: Proportional allocation for Vote 23: Police

Programme	Budget (R'000)	% of total budget per programme (%)	Budget (R'000)	% of total budget per programme (%)	Change in percent allocation (%)
R million	2014/15		2015/16		
Programme 1: Administration	15 304.0	21.11	16 264.2	21.29	0.19
Programme 2: Visible Policing	37 043.8	51.09	38 855.0	50.87	-0.22
Programme 3: Detective Services	15 133.0	20.87	15 816.0	20.71	-0.16
Programme 4: Crime Intelligence	2 880.8	3.97	3 110.4	4.07	0.10
Programme 5: Protection and Security Services	2 145.6	2.96	2 331.5	3.05	0.09
TOTAL	72 507.2	100.00	76 377.1	100.00	0.00

Source: 2015 ENE

The Administration Programme received a main appropriation of R16.2 billion in the 2015/16 FY, which is the second largest allocation within the Police Vote. This represents a nominal increase of R960.2 million and real increase of R215.3 million (1.4 per cent). The Visible Policing Programme continues to receive the bulk of the total Vote with R38.8 billion of the R76.3 billion main appropriation, which is 50.83 per cent of the total Vote. In comparison to the 2014/15 FY, the proportional allocation decreased from 51 per cent of the total Vote (-0.22 per cent).

The Detective Services Programme received a main appropriation of R15.8 billion in 2015/16, which is a real decrease of 0.27 per cent compared to the 2014/15 adjusted appropriation of R15.1 billion. It is the only programme of the Vote to receive a real decrease in 2015/16. The Crime Intelligence Programme received a main appropriation of R3.1 billion, which is a real percentage increase of 3 per cent compared to the 2014/15 adjusted appropriation of R2.8 billion. The Programme received four (4) per cent of the total Police Vote in 2015/16. The Protection and Security Services Programme continues to receive the smallest portion of the Police Vote with R2.3 billion or three (3) per cent of the total Vote. This is a real increase of 3.6 per cent compared to the 2014/15 FY.

4.2 Specifically appropriated (ring-fenced)/reprioritised amounts for 2015/16:

The Appropriation Bill [b6-2015] reflects the amounts that have been specifically and exclusively appropriated towards the

- Ring-fenced allocations to Infrastructure (Building and upgrading of police stations)
 - Programme 1: Administration –
 - o R702.2 million specifically appropriated to building and upgrading of infrastructure (Police Stations).
- Civilian Secretariat for Police: R105.094 million



5. PROGRAMME AND SUB-PROGRAMME PLANS

This section provide an analysis of the Programme specific budgets together with its respective performance targets and strategic priorities.

5.1 Programme 1: Administration

The purpose of the Administration Programme is to develop policy and manage the Department, including providing administrative support. The Programme regulates the overall management of the Department and provides centralised support services such as information technology, capital investment such as the building and renovation of Police Stations and providing property for management costs. It also provides for the functions of Human Resource Management and Human Resource Development. As such, this section will also focus on the staffing plan, capital works plan and information and communication technology (ICT) plan of the SAPS for the 2015/16 FY.

According to the SAPS Strategic Plan 2014-2019, the Administration Programme comprises the following five (5) sub-programmes:

- 1) The Minister of Police
- 2) The Deputy Minister
- 3) Management
- 4) Corporate Services
- 5) Office Accommodation

However, according to the 2015 ENE and 2015/16 APP, the Administration Programme comprised of the following four (4) sub-programmes:

- 1) Ministry
- 2) Management
- 3) Corporate Services
- 4) Civilian Secretariat for Police

The key institutions responsible for performance in this programme include the following:

- The Ministry
- Office of the National Commissioner:
 - Internal Audit
 - Presidential Protection Services
 - Corporate Communication
 - Crime Intelligence
 - Executive Support
 - Legal Advisory Services
- Divisions and Provincial Offices:
 - National Inspectorate
 - Supply Chain Management



- Human Resource Development
- Human Resource Management
- Financial Administration Services
- Technology Management Services
- Legal Services
- Facility Management
- Auxiliary Services

5.1.1 Budget: Administration Programme

The Administration Programme received a main appropriation of R16.2 billion in the 2015/16 FY, which is the second largest allocation within the Police Vote. This represents a nominal increase of R960.2 million and real increase of R215.3 million (1.4 per cent). The Corporate Services Sub-programme received the bulk of the allocation of the Administration Programme in 2015/16, with a main appropriation of R16 billion of the total Programme appropriation of R16.2 billion. This allocation represents 98.8 per cent of the total allocation of the Administration Programme.

Table 6: Administration Programme: Vote 23 Police (2015/16)

Programme	Budget		Real Increase / Decrease in 2015/16	Real Percent change in 2015/16	Percentage of Programme Budget 2015/16	
	R million	2014/15				2015/16
Sub-programme 1: Ministry		28.9	32.4	2.0	6.98	0.20
Sub-programme 2: Management		58.2	67.2	5.9	10.18	0.41
Sub-programme 3: Corporate Services		15 117.2	16 069.5	216.3	1.43	98.80
Sub-programme 4: Civilian Secretariat		99.8	105.1	0.5	0.49	0.65
TOTAL		15 304.0	16 264.2	215.3	1.41	100

Source: 2015 ENE

The Civilian Secretariat for Police (CSP) still forms a sub-programme of the Administration Programme despite its budget being ring-fenced in the Appropriations Bill, 2015. In order to put some perspective on the budget allocation of the CSP, it receives 0.65 per cent of the Administration budget and 0.14 per cent of the total Police Vote.

5.1.2 Performance targets: Administration Programme

The SAPS made some changes to its strategic priorities and performance indicators in the 2015/16 FY compared to the previous FY (2014/15).



Table 7: Strategic objectives, performance indicators and targets for Programme 1: Administration

STRATEGIC OBJECTIVE: TO REGULATE THE OVERALL MANAGEMENT OF THE DEPARTMENT AND PROVIDE CENTRALISED SUPPORT SERVICES		
Strategic Priority	Performance Indicator	Target
Establishing an adequate Human Resource capability	Percentage of filled posts in terms of the approved establishment	Maintain a minimum workforce of 98% in terms of the approved establishment (198 042)
	Percentage of service terminations finalised within 60 working days	95% ⁴
	Average time taken to fill vacant funded posts	100% within three months after approval by the Human Resource Committee
Investing in Human Capital Development	Percentage of learners declared competent upon completion of their training in terms of the Training Provisioning Plan (TPP)	96,5% of learners declared competent
	Percentage of learnerships and artisanship training implemented in terms of the planned programme	85,5% implemented
	Percentage of learners declared competent upon completion of K53 driver training	94% of learners declared competent
	Percentage of bursaries disbursed for policing and scarce skills-related qualifications	100% bursaries distributed
	Number of internships undertaken	Increase by 10% to 336
	Percentage of operational members ⁵ declared competent in the Modules: use of handgun and legal principles (<i>New</i>)	92% ⁶
An effective Discipline and Integrity Management Capability	Percentage of disciplinary cases finalised within the stipulated timeframe	90% cases finalised within 90 days
	Percentage of reported incidences of corruption by members investigated	95%
Improving the health and wellness profile of the organisation Improving the health and wellness profile of the organisation	Percentage of employees reached during proactive Employee Health and Wellness (EHW) programmes	95%
	Percentage of employees reached in relation to EHW related requests received	100% reached
	Percentage of operational employees debriefed subsequent to attending a crime	100% debriefings held

⁴ Increased 5% from 2014/15

⁵ Operational members are those who qualify for a service allowance

⁶ The percentage excludes members declared unfit to possess a firearm



STRATEGIC OBJECTIVE: TO REGULATE THE OVERALL MANAGEMENT OF THE DEPARTMENT AND PROVIDE CENTRALISED SUPPORT SERVICES		
Strategic Priority	Performance Indicator	Target
	scene and operations in relation to requests received and incidents being reported	
	Average acceptable rate of unscheduled absence (sick and incapacity leave)	A maximum of 5,75%
	Number of days taken to capture leave transactions (scheduled or unscheduled)	92% within 14 days
	Percentage of employees who take 10 days compulsory leave	A minimum of 65%
A properly regulated and effective organisational design and development capability	Number of Police Stations demographically analysed to inform resource allocation processes <i>(New)</i>	379 Police Stations
	Percentage of structures approved against the Organisational Design and Development Plan	100%
	Number of structures reviewed in terms of the Three-Year Rolling Plan <i>(New)</i>	11 business units
Improvement of requisite resources to sustain quality service delivery on strategic priorities	Ratio of personnel to vehicles	Maintain a ratio of 4.51:1 personnel to vehicles
	Percentage of firearms and bullet-resistant vests distributed	100% firearms and bullet-resistant vests planned for, procured and distributed
	Percentage of official SAPS firearms dot peen marked	100%
Infrastructure development and public access to policing services	Percentage of planned police facility projects completed as per the SAPS Infrastructure Development Plan (Capital works, leases and maintenance) ⁷	80%
	Percentage variation from approved infrastructure project budget	20%
Enhancing Information Systems and Information and Communication Technology (IS/ICT) to support the business objectives of the SAPS	Percentage of identified Information Communication Technology (ICT) Infrastructure sites modernised, implemented and maintained <i>(New)</i>	95%
	Percentage of prioritised Information Systems (IS)/Solutions developed, implemented and maintained within SAPS <i>(New)</i>	70%

⁷ Sensitive to approved budget



STRATEGIC OBJECTIVE: TO REGULATE THE OVERALL MANAGEMENT OF THE DEPARTMENT AND PROVIDE CENTRALISED SUPPORT SERVICES		
Strategic Priority	Performance Indicator	Target
	Percentage of IS/ ICT Governance approved, implemented and improved within the SAPS <i>(New)</i>	60%
	Percentage of allocated budget spent on approved IS/ICT projects	89%
Financial Management Capability	Percentage of legitimate invoices paid within 30 days	98%
Compliance and Assurance Provisioning	Percentage reduction in new incidents leading to civil claims lodged against the SAPS	Reduce by 3,4%
	Percentage of legally-vetted contracts and agreements in relation to the number of requests received	100%
	Percentage of policies drafted in relation to the number of requests received <i>(New)</i>	100%
	Percentage of policies reviewed in terms of the Three Year Rolling Plan <i>(New)</i>	10%
	Number of Inspections conducted by the Inspectorate	790 inspections conducted
	Percentage of Recommendations of the Independent Police Investigative Directorate (IPID) implemented	85%
	Number of repeat audit findings from external assurance providers	2 repeat audit findings
	Percentage of audits completed in terms of the approved internal audit plan	80%

Source: 2015/16 SAPS APP

The SAPS included several new performance targets, which include:

- Percentage of operational members⁸ declared competent in the Modules: use of handgun and legal principles;
- Number of Police Stations demographically analysed to inform resource allocation processes;
- Number of structures and policies reviewed in terms of the Three-Year Rolling Plan;
- The Strategic Priority for Enhancing Information Systems and Information and Communication Technology (IS/ICT) to support the business objectives of the SAPS now has four (4) targets of which three (3) are new:
 - Percentage of identified Information Communication Technology (ICT) Infrastructure sites modernised, implemented and maintained;

⁸ Operational members are those who qualify for a service allowance



- Percentage of prioritised Information Systems (IS)/Solutions developed, implemented and maintained within SAPS;
- Percentage of IS/ ICT Governance approved, implemented and improved within the SAPS; and
- Percentage of policies drafted in relation to the number of requests received.

The performance indicators linked to the **Strategic priority: Infrastructure development and public access to policing services** changed in 2015/16, compared to the previous FY. The performance target to ensure 100 per cent expenditure on devolved facilities projects is omitted from the current APP. Also, the percentage of planned police facility projects completed as per the SAPS Infrastructure Development Plan (Capital works, leases and maintenance) lowered from 100 per cent in 2014/15 to 80 per cent in 2015/16.

The performance indicator to maintain the ratio of not more than 75/25 per cent for compensation/operational expenditure under the **Strategic priority: Financial Management Capability** has been omitted from the 2015/16 APP. This is a concern as the expenditure on Compensation of employees was almost 77 per cent at the end of the third quarter of the 2014/15 FY. It raises further concern that the Department might be personnel heavy, but under-skilled. It is estimated that almost 80 per cent of the 2015/16 budget will be spent on Compensation of employees.

The performance indicator for drafted legislation and related regulations subject to parliamentary programme is omitted from the current APP, which is a positive change as the drafting of legislation does not fall within the mandate of the SAPS, but that of the CSP. However, the SAPS included a performance indicator for the drafting of policies, which is also not their mandate, but that of the CSP.

The target for the performance indicator for the percentage of recommendations of the Independent Police Investigative Directorate (IPID) implemented is lowered from 90 per cent in 2014/15 to 85 per cent in 2015/16

The target for the performance indicator for the percentage of audits completed in terms of the approved internal audit plan is lowered from 100 per cent in 2014/15 to 80 per cent in 2015/16.

It is concerning the **Strategic priority: Service end user satisfaction**, which was included in the 2014/15 APP with a performance indicator to improve user satisfaction levels, is removed from the current APP. The **MTSF 2014-2019, Sub-outcome 1: Reduced levels of contact crime** states that "Communities and all people feel unsafe due to unacceptably high levels of serious and violent crime such as murder, rape and aggravated robberies." One of the action stated by the MTSF achieve this outcome is to conduct customer satisfaction surveys under the responsibility of the SAPS (this action is also not a target for the CSP). The first Customer Satisfaction Survey report was targeted for 2014/15 and by 2018/19, a total of three (3) Customer Satisfaction Surveys must be completed. The MTSF also states that safety audits/assessments for policing areas (station, cluster, provincial, national) must be done annually. However, the



SAPS Service Delivery Implementation Plan (SDIP) implementation plan states that exit polls on people using SAPS services to ensure continuous improvement of service delivery will be conducted, although it is not listed as a Strategic priority over the medium terms as per the MTSF.

Questions and concerns

- 1) The Committee should request the Department to explain the change in sub-programmes as indicated in the Strategic Plan 2014-2019 and the 2015/16 APP.
- 2) The Department should explain the omission of various performance indicators in the current APP, especially that of the compensation/operational ratio.
- 3) The Department should explain the nature of the demographic analysis that will be performed on 379 police stations during 2015/16.
- 4) The SAPS should elaborate on the type of learnerships and artisanship training offered by the Department.
- 5) The Committees should request the Department to indicate the number of operational members competent in K53 driving and how many still needs to be trained.
- 6) The Committee should request a breakdown of the 50 966 active vehicles used by the SAPS, it should be delineated into type and use. The objective should be to ascertain the number of police vans used for patrols and visible policing. The concern is that with more than 50 000 vehicles there should be no shortages of vehicles at police stations.
- 7) Elaborate on the types of courses for which bursaries are offered and on what salary level most of these are awarded.
- 8) The SAPS should be commended for including a performance indicator for firearm proficiency, but the Committee should ascertain the reason for only including handguns and not all types of firearms used by the SAPS.
- 9) Elaborate on the type of internships undertaken by the Department.
- 10) The exclusion of the target for the percentage of allocated funds spent on devolved project facilities.
- 11) Similarly, the inclusion of a new performance indicator and target on the percentage variance on the approved infrastructure budget is noted. However, the 20 per cent variation seems rather high. The Department should provide the rationale behind this variation percentage.
- 12) What impact the inclusion of a target to measure the average acceptable rate of unscheduled absence (sick and incapacity leave) are having?
- 13) While the SAPS removed the performance target for drafting legislation because it falls out of their mandate, it included a performance indicator for the drafting of policies, which equally falls outside the mandate of the SAPS. The Department should indicate the reason for trying to extend its mandate.
- 14) The inclusion of performance indicators for IJS and CJS projects are welcomed. However, the omitted target for overall IS/ICT projects is a major concern, especially as several of the IS/ITC projects are now contained in a TCM Operational APP to which the Portfolio Committee is not privy to. Not all IS/ICT projects running in the Department are related to the CJS and as such the Department needs to provide a target for SAPS specific IS/ICT projects.
- 15) The reinstatement of the performance indicator for dot-peen marked firearms should be welcomed.



16) The policing environment is also characterised by the presence of licenced and unlicensed firearms. During the past financial year there were 7 589 reported lost or stolen firearm which might have made their way to the hands of criminals, additional to 10 907 firearms lost in the previous year alone. Over the past 5 years there were about 49 010 reported lost/stolen of which 46 712 were recovered. Of key concern is the prevalent use of unlicensed firearms in the commitment of various violent crimes, as alluded to in the 2013/14 Victims of Crime Survey, i.e. car hijacking (93%); sexual offences (57%); murders (55%); house robbery (58%) and other robberies (29%). Most of these unlicensed firearms utilised in these crimes were previously owned by licensed entities. The Committee should ask the Department to indicate strategies developed to address the proliferation of firearms. The Visible Policing Programme disaggregated its performance indicator for the recovery of lost/stolen state-owned firearms and lost/stolen firearms (private), but the recovery of state-owned firearms is set at 24 per cent, which is very low. The focus should be firstly placed on recovering state-owned firearms, as these Departments should set an example.

5.1.3 Human Resource Development Plan

The SAPS states in the current APP that the training and re-skilling of police officers continues to receive prioritised focus in the 2015/16 financial year, because the Financial framework provides for the total establishment over the medium term and will be maintained at 198 062. This is not necessarily a negative as the SAPS is running the risk of becoming personnel heavy while being under-skilled. Continuous up-skilling of personnel should remain high on the priority list of the Department.

The Department further states that it will also focus on improving employee gender equity by 60 per cent males and 40 per cent females, while persons with disability will increase to 1.5 per cent. During the reporting period, the SAPS will enlist 5 000 entry level personnel, which will comprise of 3 800 Police Act personnel. Ten percent of these recruits will be reserved to capacitate the Detective Service and 1 200 for the Public Service Act personnel. The Department will further increase the staffing levels of the Detective Service by allocating 200 posts from the CJS funds.

The following newly established structures will be prioritised and capacitated with existing posts:

Structure	Staff Compliment
Revised Cluster Framework	103
Deputy Station Commander	100
Integrity Unit	50
Research Component	50
Trial Units	40

The staffing levels of the following existing environments will also be increased to 95 per cent:

- Employee Health and Wellness;
- Internal Audit;
- Forensic Social Workers; and
- Garages (Artisans).



It is interesting to note that the SAPS aims to accelerate the recruitment process through a partnership with the SANDF (Military skills Programme) to shorten the training programme for graduates who acquire qualifications relevant to SAPS. The department will focus on a re-enlistment drive based on the allocation of posts and with set criteria thereby ensuring that the department recruits personnel with the right skills in order to capacitate critical environments.

An Employee Health and Wellness Strategy will be developed to support the culture of a healthy workforce for increased productivity and professional service delivery.

The following development priorities will be focussed on during 2015/16:

Priority	Courses	Members
Operational Leadership Development Programme	21	515
Generic Leadership Development Programme	26	945
Professional Leadership Development Programme	11	550
International Development Cooperation	90	634
Preparation for Specialised Tactical Training Programmes	8	520
High-risk Specialised Operations	3	90
Refresher for High-Risk and Tactical Training Programmes	50	2 651
Crowd Management	21	711
Protection and Security Training Programmes	27	842
Detective Training Programmes	308	6 130
Cyber Crime Training Programme	5	170
Intelligence Development	24	462
Support Related Programmes	236	6 893
Women, Children and Victims	2 019	40 390
Frontline Service Delivery Programmes	867	17 370
Other Emerging Priorities	506	10 130
Basic Policing Development	6	4607
Totals	4 228	93 610

Source: 2015/16 SAPS APP, p. 39

The table below shows that the SAPS had 198 010 funded posts at 31 March 2015, which is expected to increase slightly to 198 042 funded posts in 2015/16. Of this post, the vast majority is located within the Visible Policing Programme (106 034 posts), which is more than half of the total funded posts (53.5 per cent). This is followed by the Detective Services Programme (39 854 posts), the Administration Programme (37 058 posts), the Crime Intelligence Programme (6 681 posts) and the Protection and Security Services Programme (6 415 posts). In 2015/16, it is expected that the expenditure for Compensation for employees will be R57.8 billion out of the R72.5 billion total main appropriation for the Police Vote, which is 80 per cent of the entire Vote.



Table 8: Vote personnel numbers and cost by programme

Programme	Number of funded posts estimated for 31 March 2015	Revised estimate 2014/15		2015/16	
		Number	Cost (R'000)	Number	Cost (R'000)
Administration	37 058	37 058	9 309.1	37 058	10 060.1
Visible Policing	106 034	106 034	29 015.9	106 034	30 610.5
Detective Services	39 822	39 822	11 605.6	39 854	12 314.6
Crime Intelligence	8 681	8 681	2 605.9	6 681	2 820.0
Protection and Security Services	6 415	6 415	1 912.5	6 415	2 079.6
Total	198 010	198 010	54 449.0	198 042	57 884.9

Source: ENE 2015

Comments and Questions

- 1) In 2013/14, the Department prioritised 74 000 members to be trained on firearm competency yet, this figure is not stated for the 2015/16 FY. The Committee should request the Department to indicate the number of SAPS members that will be trained in the current FY.
- 2) The Committee should request the Department to indicate the number of SAPS member that will be trained on various legislative provisions like the Child Justice Act and Domestic Violence Act.
- 3) The Department should elaborate on its partnership with the SANDF (Military skills Programme) to recruit from the SANDF pool in order to shorten the training programme for graduates who acquire qualifications relevant to SAPS. The Department should indicate the specific training that these military trained members will receive in order for them to fit within the human right culture of a civilian police service.
- 4) The Department should elaborate on the envisaged re-enlistment drive to ensure that persons with the right skills are recruited to specialised environments.
- 5) The Departments should explain the newly developed Employee Health and Wellness Strategy and the manner in which this strategy will assist in improving the health and wellness of active members, especially in terms of dealing with stress and trauma.
- 6) The Committee should request the Department to indicate whether the 80 per cent expenditure on personnel is not too high (in their view), as it leaves only 20 per cent of the Vote for operational and capital expenditure.

5.1.4 Capital Works Plan

This section provides an overview of the SAPS Capital Works Plan for the 2015/16 FY. This environment has been a major concern to the Committee as expenditure remains significantly low, despite the infrastructure environment being a continuous priority for the SAPS across the past couple of financial years. The SAPS has allocated a total amount of R4.3 billion towards its infrastructure environment, which includes capital works, accommodation charges (maintenance and property rates), private leases and municipal services. Of the R4.3 billion allocation, R998.7



million is allocated towards capital works projects, of which R687.8 million will be used by the Department of Public Works and R310.8 million allocated to the SAPS.

Table 9: SAPS Infrastructure Budget

	NDPW (R'000)	SAPS (R'000)	Allocation (R'000)	Comment
Capital Works	687 884	310 836	998 720	SAPS estimates a variance of R13 million
Accommodation Charges (Maintenance and Property Rates)	-	-	1 425 761	NDPW utilizes the allocation from the accommodation charges to pay for property rates and maintenance. Whilst SAPS is utilizing a percentage (%) of the Maintenance Allocation.
Private Leases	-	-	1 119 607	NDPW continues to enter into leases to supply in the accommodation needs of SAPS. NDPW thus still procures and manages leases on behalf of SAPS. Payments are made monthly in advance.
Municipal Services	-	-	997 674	SAPS have an agreement with NDPW to pay municipal services on their behalf, for which NDPW charge a 5% management fee. Payments are made based on actual expenditure plus a 5% administration fee.
Total	-	-	4 358 762	

Following significant pressure by the Committee over the past years, the SAPS now provides slightly more information on projects, especially in terms of the various phases of the project process flow of capital works projects. The first phase is the *Project initiation phase* where projects are identified by the Provincial Commissioners and approved by the National Commissioner, which is followed by the *Site clearance and acquisition phase*, where the following processes take place:

- Site selection;
- Procurement for the appointment of consultants for site audit;
- Site audit and investigation/ built environment activities; and
- Land legalisation/ Registration of land.

This is followed by the *Planning phase* where the following processes take place:

- Procurement for the appointment of consultants for design;
- Design; and
- Preparation of tender documents.

This is followed by the fourth and final phase, which is the *Construction phase* and includes the following:

- Procurement for the appointment of the contractor;
- Building of police station; and



- Occupation of police station.

During the 2015/16 FY, the SAPS will have 13 construction projects in the site clearance phase, 19 construction projects in the planning and design phase and six (6) projects in the execution phase. However, it is not stated in which year these 'construction execution' projects will be finalised. The SAPS will also have eight (8) repair and upgrade projects in the execution phase, as well as 14 disabled accessibility projects in the execution phase.

Table 10: SAPS Capital Works Programme

		Site Clearances	Planning & Design	Execution
Focus Area 1: Police stations	Construction	13	19	6
	Repair and upgrades	-	-	8
	Accessibility for persons with disabilities	-	-	14
Focus Area 2: Victim Friendly Facilities		-	-	23
Focus Area 3: Mobile Units		-	-	33
Focus Area 4: Electricity repair and upgrades		-	-	28
Focus Area 5: Generators	Police Stations	-	-	14
	High Sites	-	-	8
Focus Area 6: Air Conditioners		-	-	47
Focus Area 7: Acquisition of leased Police Stations and land	Acquisition of stations	-	-	7
	Acquisition of land	-	-	3
Sub-Totals of focus areas		13	19	189
Grand total				221

Source: SAPS APP 2015/16, p. 40

During the 2015/16 FY, the SAPS will also focus on the execution of 23 Victim Friendly Facilities, 33 mobile units, delivery of 28 generators at police stations and high sites, 47 air conditioners and will acquire seven (7) stations and three (3) pieces of land. In total the SAPS will have 221 capital works projects running during the 2015/16 FY at various phases of completion. The table above does not delineate newly re-established (NRE) and re-established (RE) stations/projects and only focusses on new (N) and repair and upgrade (R&U) projects, although the tables below includes NRE and RE stations.

The table below shows the locations of the 13 projects currently in the site clearance phase of construction. It also shows that the KwaZulu-Natal, Limpopo and Western Cape provinces have been prioritised in the site clearance phase, which will move on the planning and design and later execution phases of the project flow. It is important to have proper time-frames linked to



these projects to ensure that it does not overrun its duration and unnecessarily escalates the costs of the projects.

Table 11: Focus Area 1: Construction: Site Clearance (13)

No	Province	Name	Category
1	Free Stats	Kutlwanong	NRE
2	Gauteng	Reigerpark	NRE
3	KwaZulu-Natal	Dududu	RE
4	KwaZulu-Natal	Msinsini	N
5	KwaZulu-Natal	Ntshongwe	N
6	KwaZulu-Natal	Sokhulu	N
7	Limpopo	Ga-Kgatla	N
8	Limpopo	Khubvi	N
9	Limpopo	Moletlane	N
10	Limpopo	The Oaks	N
11	Mpumalanga	Mariti	N
12	Western Cape	Rondebosch (Fsd)	R&U
13	Western Cape	Weltevreden (Nyanga)	N

Source: SAPS APP 2015/16

The table below shows the location of the six (6) new build projects currently in the construction phase of execution. It is clear that the bulk of new stations will be located in the North West province. It is vitally important that clear time-frames exists for these projects to mitigate against the unnecessary escalation of building costs.

Table 12: Focus Area 1: Construction: Execution (6)

No	Province	Name	Category
1	Limpopo	Muyexe	N
2	Mpumalanga	Pumgutsha	N
3	North West	Dwarsberg	N
4	North West	Mabieskraal	N
5	North West	Mareetsane	N
6	North West	Moeka-Vuma	N

Source: SAPS APP 2015/16

The table below indicates the locations of R&U projects currently in the execution phase of the project. A total of four (4) of these projects are located in the Western Cape province.

Table 13: Focus Area 1: Repair and Upgrade: Execution (8)

No	Province	Name	Category
1	Western Cape	Harare	R&U
2	Western Cape	Kleinzee	R&U
3	Western Cape	Kraaifontein	R&U



4	Western Cape	Riviersonderend	R&U
5	Free State	Kopanong	R&U
6	Gauteng	Alexandra	R&U
7	KwaZulu-Natal	Amangwe	R&U
8	Northern Cape	Hartswater	R&U

Source: SAPS APP 2015/16

Questions and Comments

- 1) The management of immovable assets, specifically capital work projects, has been a longstanding concern of the Committee. This has been raised annually as one of the major areas in which the Department must improve delivery as well as improve reporting. It is not clear why the Department is continuously reluctant to report the location and names of building projects under way in the Department in a given financial year. The previous discrepancies identified in the strategic plan of the Department are historical facts. The misalignment between the strategic plan, performance targets and actual achievements are vast, but also historical facts.
- 2) The Department needs to report openly to the Committee and disclose clearly delineated time-frames of each of the projects stated in the 2015/16 APP and going forward.
- 3) The SAPS did not report on capital works projects under the responsibility of the National Department of Public Works despite the fact that the DPW receives the bulk of the budget allocation for infrastructure development (R68 million). Not delineating these projects makes it impossible for the Committee to oversee the effectiveness of service delivery on these projects and budget allocation. Even though the SAPS is not responsible for the delivery of DPW managed projects, the SAPS remains the client and need to take some responsibility for these projects.
- 4) The Committee should request a comprehensive list of building projects to be completed in the 2015/16 FY, disaggregated into the start date of the project as well as the funds spent to date (entire cost of the project from start to finish).
- 5) The above mentioned list must include the reasons for overruns in time, value and quality. If the contractor did not deliver on an aspect, the reason must be listed together with corrective action taken and sanctions imposed against the contractor and/or consultant team on the building project.
- 6) The SAPS should also prioritise evidence stores (SAPS 13 stores) as a focus area in the 2016/17 APP. It has been noted on several oversight visits that many stations struggle with small evidence stores that does not meet the requirements of the station. The SAPS also embarked on a process of developing a uniformed standard for evidence stores in 2013/14 – the Committee should request progress made on this process to date.
- 7) The SAPS should further also prioritise holding facilities (cells) as a focus area of the 2016/17 FY. The state of some holding facilities is in a dire state. In past years, the state of many holding facilities was given as a reason for the increase in escapes from police custody.
- 8) The Committee should elaborate on the extent of the use of private leases under the SAPS for police stations. The bulk of the allocation of the SAPS infrastructure budget are towards private leases (R1.1 billion out of the total R1.4 billion infrastructure budget). The SAPS



should provide a list of its approximately 1 130 police stations delineated into the number of buildings owned by the SAPS and those rented by the SAPS.

- 9) It must be noted that the Committee understands that the building environment is not an easy environment to deal with and that it is subject to external factors outside the control of the execution authority (SAPS or NDPW), like shortages in bricks or certain types of materials. However, it is the manner in which these projects are managed that is of concern to the Committee. It points towards the overall lack of command and control and management at all levels in the SAPS. There must be accountability and consequences to the parties responsible for the late delivery of projects.
- 10) The Department MUST be encouraged to take responsibility to improve the access of communities to SAPS service points. New stations must be built in order to correct the discrepancies of the special planning of the past and expansion of existing communities. Services must be brought closer to all communities, especially rural communities.

5.1.5 Information and Communication Technology Plan (ICT)

The IS/ICT Plan consists of the following elements:

ICT Infrastructure:

- The ICT Infrastructure plan focuses on modernisation, implementation and maintenance of the following: The National Network Modernisation;
- Radio Communication Modernisation;
- Expand Closed Circuit Television (CCTV) infrastructure capacity;
- Establish and Modernise Audio Visual (e.g. voice, video) etc;
- Establishment of the Network Operations Centre;
- Restructure and expanded Hosting Services; and
- Expand and maintain End User Equipment.

IS/Solution:

The IS/Solution plan will ensure the following:

- Maintain and manage the data and information resources in order to ensure that reliable and up to date information is available for strategic management and operations.
- Plan and execute the integration of all business systems and applications in order to improve and increase the efficient use of systems.

IS/ICT Governance:

The implementation and improvement of IS/ICT Governance supports the SAPS strategic objectives by ensuring:

- The effective and efficient management of IS/ICT; and
- The use of technology as an enabler in support of policing capabilities.



The IS/ICT Governance Plan will provide an understanding of the current state of IT Governance within the SAPS; determine improvements and compliance to the Department of Public Service and Administration/ Governance of ICT Policy Framework implementation.

The SAPS no longer clearly distinguishes between SAPS and CJS projects, which makes oversight on the implementation of the plan difficult. The plan is also not costed, which compounds the ineffective oversight over the effective and efficient delivery on the outcomes of the plan. The SAPS 2015/16 APP lists seven (7) ICT Infrastructure Projects, 49 Information Systems/Solutions and five (5) Governance Deliverables for the current FY.

In terms of the CJS 7-Point Plan, modernisation of policing continues to be one of the enabling strategic pillars within the criminal justice value chain. As such, it is vitally important that the SAPS delineates the CJS ICT plans and the progress made to date. The quarterly reports provided by the Department on CJS projects has proven valuable in tracking the progress of these projects and should be continued. It is important to assess whether the SAPS has aligned its Information Technology Strategy and Action Plan to the CJS Business Plan that had to be approved by April 2015.

Comments:

- 1) The lack of delineated budgets of ICT projects has been a concern of the Committee and have been requested on numerous occasions. Huge amounts of funds have been allocated over the past few years and are identified in the MTEF for expenditure on IS/ICT. Yet it has become increasingly apparent that (1) the Department is having difficulty in spending these funds properly during the financial year, even when they are ring fenced and (2) the results of the systems are not apparent at station level to date.
- 2) The impact of lack of systems within the Department has devastating effects on its ability to manage its own information in terms of, for example, the assets that it has in its possession and thus it cannot be expected to make any strategic decisions in this regard. Considering that, to date, the Department does not have the systems in place that it needs to deal with its own information, the fact that its system needs to talk to and align with those of the other CJS role-players is even more difficult to imagine.
- 3) The Committee should recommend that the Department include a performance target to measure the progress in IS/TSM project that fall outside the ambit of IJS/CJS in order to ensure that progress in SAPS projects are still measured.
- 4) The Committee should request progress on all IS/ICT projects currently with the Council for Scientific and Industrial Research (CSIR) as part of the recently developed Memorandum of Understanding (MOU) and also indicate which of these are specifically associated with the CJS modernisation.
- 5) The Department should indicate in which specific units of the Detective Services Programme the additional 200 posts will be created and funded from CJS funds.



5.2 Programme 2: Visible Policing

The purpose of the Visible Policing Programme is to enable Police Stations to institute and preserve safety and security; and to provide for specialised interventions and the policing of South Africa's borders. The Programme is one of the key programmes entrusted with implementing the statutory mandate of the SAPS. It comprises the following three (3) sub-programmes:

- 1) Crime Prevention: Provides for basic crime prevention and visible policing services rendered by Police Stations, including community service centres;
- 2) Border Security: Provides for the policing of borders; and
- 3) Specialised Interventions: Includes the Air Wing, the Special Task Force, the National Intervention Unit and Public Order Policing, among others.

5.2.1 Budget: Visible Policing Programme

The Visible Policing Programme continues to receive the bulk of the total Vote with R38.8 billion of the R76.3 billion main appropriation, which is 50.83 per cent of the total Vote. In comparison to the 2014/15 FY, the proportional allocation decreased from 51 per cent of the total Vote (-0.22 per cent). Sub-programme 1: Crime prevention received the bulk of funding within the Visible Policing Programme with R30.7 billion of the total programme allocation, which represents 79 per cent. The Visible Policing Programme house 106 034 funded posts out of a total of 198 042 funded posts of the Department to an estimated cost of R30.6 billion for the 2015/16 FY.

Table 14: Visible Policing Programme: Vote 23 Police (2015/16)

Programme	Budget		Nominal Increase / Decrease in 2015/16	Real Increase / Decrease in 2015/16	Real Percent change in 2015/16	Percentage of Programme budget 2015/16
	R million	2014/15				
Sub-programme 1: Crime Prevention	29 285.4	30 711.1	1 425.7	19.1	0.07	79.04
Sub-programme 2: Border Security	1 659.8	1 753.4	93.6	13.3	0.80	4.51
Sub-programme 3: Specialised Interventions	2 886.4	3 030.5	144.1	5.3	0.18	7.80
Sub-programme 4: Facilities	3 212.3	3 360.0	147.7	- 6.2	-0.19	8.65 p
TOTAL	37 043.8	38 855.0	1 811.2	31.6	0.09	100

Source: 2015 ENE

The Border Security Sub-programme received the smallest allocation in the 2015/16 FY, with only R1.7 billion, which is 4.5 per cent of the total programme budget.



5.2.2 Targets: Visible Policing Programme

Table 15: Strategic objectives, performance indicators and targets for Sub-programme 1: Crime Prevention in 2015/16

STRATEGIC OBJECTIVE: TO DISCOURAGE ALL CRIMES BY PROVIDING A PROACTIVE AND RESPONSIVE POLICING SERVICE THAT WILL REDUCE THE LEVELS OF PRIORITY CRIMES		
1. SUB-PROGRAMME: CRIME PREVENTION		
Strategic Priority	Performance Indicator	Target 2015/16
Reduce levels of serious crime including crimes against women and children	Number of reported serious crimes ⁹	1 790 428
	Number of reported crimes against women	168 159
	Number of reported crimes against children	45 034
	Number of reported crimes for unlawful possession of and dealing in drugs	294 627
Addressing contributors to crime	Percentage of stolen/lost firearms recovered in relation to the number of firearms reported stolen/lost ¹⁰	Recover a minimum of 85% reported stolen/lost firearms
	Percentage of stolen/lost state-owned firearms recovered in relation to the number of firearms reported stolen/lost	Recover a minimum of 24% reported stolen/lost firearms
	Percentage of stolen/robbed vehicles recovered in relation to the number of vehicles reported stolen/robbed	Recover a minimum of 50% reported stolen/robbed vehicles
	Quantity of illicit drugs confiscated as a result of police actions	Increase by 3% to: to 283 817,272 kg of Cannabis, 226 883 Mandrax (Tablets), 113,150 kg of Cocaine, 267,552 kg of Crystal meth (Tik-Tik), 3,077 kg of Heroin
	Volume of liquor confiscated as a result of police actions	Increase by 3% to 1 846 243lt
	Percentage of escapees from police custody versus arrested and charged	Not exceeding 0,048%
Quality service delivery and responsiveness	Percentage of applications for firearm licenses, permits,	90% of applications finalised

⁹ Serious crime includes contact crime (including sexual offences and trio crimes), contact-related crime, property-related crime and other serious crime. Serious Crime in this context excludes crime detected as a result of police action.

¹⁰ The actual performance for this performance indicator includes firearms that were reported stolen/lost in previous financial years.



STRATEGIC OBJECTIVE: TO DISCOURAGE ALL CRIMES BY PROVIDING A PROACTIVE AND RESPONSIVE POLICING SERVICE THAT WILL REDUCE THE LEVELS OF PRIORITY CRIMES

1. SUB-PROGRAMME: CRIME PREVENTION

Strategic Priority	Performance Indicator	Target 2015/16
	authorisations, competency certificates and renewals finalised	
	Percentage of Police Stations rendering a victim friendly service to victims of rape, sexual offences, domestic violence and abuse based on the minimum criteria ¹¹	100%
Enhancing partnership policing	Percentage of Police Stations where sector policing has been implemented according to the minimum criteria ¹²	95%
	Percentage of operational community police forums implemented at Police Stations according to set guidelines	99% ¹³
	Number of rural and rural/urban mixed Police Stations implementing the minimum criteria of the four pillars of the Rural Safety Strategy	637
	Number of crime Awareness campaigns conducted	65 ¹⁴
	Number of schools linked to Police Stations to advance the school safety programme (<i>New</i>)	5 000 schools linked

Source: SAPS 2015/16 APP

¹¹ A station is deemed capable of rendering a victims friendly service if it meets two of the following three requirements: First that at least 50% of its operational members must have completed one or more of the following training courses: Victim empowerment learning programme, Domestic Violence Learning Programme, Vulnerable Children Learning Programme and First Responders to sexual offences learning programme. Second that it must have a dedicated Victim Friendly Room or if space does not allow for that, specific alternate arrangements must be made to provide for privacy during statement taking in cases of gender based or intimate violence. Third that a station order has been issued to direct the management of victim services at the police station including referral to other service providers, management of the VFR and or the alternate arrangements referred to above, and where applicable management of volunteers.

¹² Not all Police Stations can implement the minimum criteria for sector policing due to their geographical location.

¹³ This excludes those Police Stations that are not positioned to implement Community Police Forums, such as airports.

¹⁴ The target of 65 comprises of five crime awareness campaigns conducted per province and twenty at National Level. National crime awareness campaigns refer to matters of national importance which involve the Minister and /or Deputy Minister and the National Commissioner or a senior officer duly nominated to represent him/her. A Provincial crime awareness campaign refers to a matter initiated by the Provincial Commissioner and the Provincial Member of the Executive Council (MEC) for Safety and Security/the Head of Department of the MECs office or a crime awareness campaign initiated at provincial level managed by Corporate Communication.



Comments and questions

- 1) The *Strategic priority: Enhancing visible policing* that was included in the 2014/15 APP was split into two new Strategic priorities in the 2015/16 APP. The first is *Reduce levels of serious crime including crimes against women and children* and the second is *Addressing contributors to crime* (lost/stolen vehicles and firearms, confiscation of liquor and drugs, and escapes from custody).
- 2) The performance indicator for the *Percentage of Police Stations rendering a victim friendly service* has been qualified significantly in the 2015/16 APP. It states that "A station is deemed capable of rendering a victims friendly service if it meets two of the following three requirements: First that at least 50% of its operational members must have completed one or more of the following training courses: Victim empowerment learning programme, Domestic Violence Learning Programme, Vulnerable Children Learning Programme and First Responders to sexual offences learning programme. Second that it must have a dedicated Victim Friendly Room or if space does not allow for that, specific alternate arrangements must be made to provide for privacy during statement taking in cases of gender based or intimate violence. Third that a station order has been issued to direct the management of victim services at the police station including referral to other service providers, management of the VFR and or the alternate arrangements referred to above, and where applicable management of volunteers." The Committee should ascertain what the target of 100 per cent actually mean.
- 3) The Department should brief the Committee on the steps that will be taken in 2015/16 to intensify the fight against crimes against vulnerable groups, including women, children and the elderly.
- 4) The 2014/15 performance indicator for the number of lost/stolen firearms, including state owned firearms has been disaggregated into two performance indicators, one for the recovery of lost/stolen firearms (85%) and the other for the recovery of lost/stolen state owned firearms (24%). Although the split should be welcomed, the target of recovering 24 per cent of lost/stolen state owned firearms is too low and should be increased.
- 5) The re-insertion of targets for the confiscation of illegal drugs and alcohol are welcomed. However, the closure of illegal/unlicensed liquor premises is still omitted from the APP.
- 6) The Committee should request the Department to indicate why Nyope is not included in the target for recovering illicit drugs as many communities suffer severely under it.
- 7) Response times: Please note: Response times to complaints (Alpha, Bravo and Charlie complaints) has not been included as a service standard as SAPS is currently engaged in a process of developing customised targets for reaction times specifically for urban, rural and semi-urban areas as the current targets do not provide for this distinction. Unacceptable.
- 8) The target of 95 per cent for police stations where sector policing has been implemented according to the minimum criteria is based on geographic location. The Department should explain what/which geographic locations cannot implement sector policing.
- 9) The Committee should welcome the reinstatement of the performance indicator for the number of rural and rural/urban mixed Police Stations implementing the minimum criteria of the four pillars of the Rural Safety Strategy.
- 10) The Department should elaborate on the School Safety Programme and possibly provide evidence of the impact these programme have on safety in communities, especially in and around schools.



11) The performance indicator and target for reaction times to Alpha, Bravo and Charlie compliant have been omitted from the 2015/16 APP. The SAPS stated that the response times to complaints (Alpha, Bravo and Charlie complaints) has not been included as a service standard as SAPS is currently engaged in a process of developing customised targets for reaction times specifically for urban, rural and semi-urban areas as the current targets do not provide for this distinction. Members should keep in mind that the Auditor General made significant findings in the last Annual Report regarding the unreliability of response times. The reason provided by the SAPS begs a question around the inclusion of several other performance indicators based on rural stations.

Table 16: Strategic objectives, performance indicators and targets for Sub-programme 2: Border Security

2. SUB-PROGRAMME: BORDER SECURITY		
Strategic Priority	Performance Indicator	Target 2015/16
Effective Border Security Management	Percentage of crime-related hits reacted to as a result of the Movement Control System and Enhanced Movement Control System screening on wanted persons/ circulated stolen or robbed vehicles	Maintain 100% reaction to hits (persons)
		Maintain 100% reaction to hits (vehicles)

Source: SAPS 2015/16 APP

Comments and questions

The border security environment remains under-resourced despite several challenges identified in the past, and more recently by the Committee during its recent oversight visit to the Lebombo border post in the Mpumalanga Province. The Committee should request the Department to provide the personnel strength of the sub-programme and also delineate its budget allocation for the 2015/16 FY. It is important to note that a single performance indicator does not allow for meaningful oversight on this critical environment.

Table 17: Strategic objectives, performance indicators and targets for Sub-programme 3: Specialised interventions

3. SUB-PROGRAMME: SPECIALISED INTERVENTIONS			
Strategic Priority	Performance Indicator		Target 2015/16
Police incidents of a public disorder or security nature which are not deemed to be "normal" crime	Percentage of medium to high risk incidents stabilised ²² in relation to requests received	National Intervention Unit	100%
		Special Task Force	100%
		Public Order Police Unit	100%



Safeguarding of valuable and/or dangerous cargo	Percentage of safe deliveries of valuable and/or dangerous cargo in relation to the number of cargo protection provided	100% protection provided without security breaches
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Source: SAPS 2015/16 APP

Comments and Concerns:

- 1) The Committee should ask the Department to indicate the manner in which the Public Order Policing environment will be capacitated during the 2015/16, especially in the light of the additional funding request for R3.3 billion cannot be accommodated by the National Treasury.
- 2) The Committee should request the Department to provide a breakdown of the operational equipment needed within this environment. Also the Department should explain the use of the listed equipment, especially of the long range acoustic devices, commonly known as "sound cannons or ghetto blasters". At the last Committee meeting regarding the capacitation of this environment, the SAPS indicated that R1.9 million has been budgeted for the procurement of 11 such devices. The Department should indicate whether any research has been conducted into the use of this specific type of equipment. A news article recently stated that "Criminologist and UNISA securities studies professor Anthony Minaar said that the weapon was of military origin, having been used by the US forces in Iraq and Afghanistan. But its use for policing was minimal and overseas there was increased emphasis in non-lethal crowd control measures"¹⁵. It will affect the hearing of all by-standers.

5.3 Programme 3: Detective Services

The Detective Services Programme is to enable the investigative work of the South African Police Service, including providing support to investigators in terms of forensic evidence and the Criminal Record Centre. The Programme comprises of the following four sub programmes:

- 1) Crime investigations provides for the investigation of all crimes not falling within the mandate of specialised units by detectives at station level.
- 2) Specialised Investigations provide for the prevention, combating and investigation of national priority offences, including the investigation of organised crime syndicates, serious and violent crime, commercial crime and corruption (includes crimes investigated by the DPCI)
- 3) The Criminal Record Centre provides for an effective and credible Criminal Record Centre/Local Criminal Record Centre service in respect of crime scene management/processing and the provision of criminal history and related information.
- 4) The Forensic Science Laboratory provides for forensic science services, including specialised technical analysis and support to investigations regarding evidence.

¹⁵ <http://www.timeslive.co.za/thetimes/2015/01/22/ghetto-blaster>



5.3.1 Budget: Detective Services Programme

The Detective Services Programme received a main appropriation of R15.8 billion in 2015/16, which is a real decrease of 0.27 per cent compared to the 2014/15 adjusted appropriation of R15.1 billion. It is the only programme of the Vote to receive a real decrease in 2015/16. In terms of allocations to sub-programmes, the Crime Investigation Sub-programme received 66.89 per cent of the Programme's allocation (R10.58 billion). Despite receiving the largest allocation, the sub-programme's allocation decreased with 68.5 per cent in real terms.

The Specialised Investigations Sub-programme received the smallest allocation within the Programme, at 8.6 per cent or R1.359 billion. The 2015/16 allocation represents a real percentage decrease of 45.7 per cent, which is concerning as this sub-programme is responsible for the prevention, combating and investigation of national priority offences, including the investigation of organised crime syndicates, serious and violent crime, commercial crime, corruption and includes crimes investigated by the DPCI. The budget and functions of the DPCI is currently still located within this sub-programme despite clear provisions made in the SAPS Act, 1995 regarding the budget allocations to the DPCI.

Table 18: Detective Services Programme: Vote 23 Police (2015/16)

Programme	Budget		Nominal Increase / Decrease in 2015/16	Real Increase / Decrease in 2015/16	Real Percent change in 2015/16	Percentage of Programme budget 2015/16
	2014/15	2015/16				
Sub-programme 1: Crime Investigation	10 164.0	10 580.1	416.1	- 68.5	-0.67	66.89
Sub-programme 2: Criminal Record Centre	1 988.0	2 114.9	126.9	30.0	1.51	13.37
Sub-programme 3: Forensic Science Laboratories	1 637.7	1 761.1	123.4	42.7	2.61	11.13
Sub-programme 4: Specialised Investigations	1 343.3	1 359.9	16.6	- 45.7	-3.40	8.60
TOTAL	15 133.0	15 816.0	683.0	- 41.4	-0.27	100.00

Source: 2015 ENE

Both the Criminal Record Centre (CRC) and Forensic Science Laboratories (FSL) sub-programmes received an increased budget allocation in real terms. The CRC received a R2.116 billion allocation compared to its R1.988 billion allocation of the 2014/15 FY. This is a 30 per cent real increase compared to the previous FY. Similarly, the FSL sub-programme received a budget allocation of R1.761 billion in 2015/16 compared to R1.637 billion in 2014/15, which is a real increase of 42.7 per cent.



5.3.2 Targets: Detective Services

The Committee should consider whether there is a need for additional targets in the APP to measure specific issues in the detective environment, which is not currently covered specifically enough in targets. For example, the lack of conviction rates on commercial organised crime or fraud. The Committee should consider whether these indicators can maybe also follow the same format as the others for measurement.

Table 19: Strategic objectives, performance indicators and targets for Sub-programme 1: Crime Investigation

STRATEGIC OBJECTIVE: CONTRIBUTE TO THE SUCCESSFUL PROSECUTION OF CRIME, BY INVESTIGATING, GATHERING AND ANALYSING EVIDENCE, THEREBY INCREASING THE DETECTION RATE OF PRIORITY CRIME.		
1. SUB-PROGRAMME: CRIME INVESTIGATION		
Strategic Priority	Performance Indicator	Target 2015/16
Effective investigation of serious crime	Detection rate for serious crimes ¹⁶	41,07% (858 834)
	Percentage of trial-ready ¹⁷ case dockets for serious crimes	69,00% (262 414)
	Conviction rate ¹⁸ for serious crime	87,65% (166 566)
	Detection rate for contact crimes	58,95% (436 744)
	Percentage of trial-ready case dockets for contact crimes	65,40% (144 992)
	Conviction rate for contact crimes	79,77% (62 041)
	Detection rate for crimes dependent on police action for detection ¹⁹	99,50% (346 506)
	Percentage of trial-ready case dockets for crimes dependent on police action for detection	65% (138 970)
	Conviction rate for crimes dependent on police action for detection	97,15% (139 499)
Effective investigation of crimes against women and children	Detection rate for crimes against women 18 years and above (murder, attempted murder, all sexual offences, common assault and assault GBH)	75,42% (298 692)

¹⁶ Serious crime includes contact crime (including sexual offences and trio crimes), contact-related crime, property-related crime and other serious crime. Serious Crime in this context excludes crime detected as a result of police action

¹⁷ A trial-ready docket is a fully investigated and completed case docket, which is ready for trial.

¹⁸ Conviction rate comprises of all priority crimes that are measured by the SAPS, whilst the NPA takes into account all offences that are referred to court and in which a conviction is secured. The SAPS and the NPA are jointly responsible for the achievement of the conviction rate and utilise the same formula in the calculation thereof.

¹⁹ Crimes dependent on police action include: illegal possession of firearms and ammunition, drug-related crime and driving under the influence of alcohol.



STRATEGIC OBJECTIVE: CONTRIBUTE TO THE SUCCESSFUL PROSECUTION OF CRIME, BY INVESTIGATING, GATHERING AND ANALYSING EVIDENCE, THEREBY INCREASING THE DETECTION RATE OF PRIORITY CRIME.

1. SUB-PROGRAMME: CRIME INVESTIGATION

Strategic Priority	Performance Indicator	Target 2015/16
	Percentage of trial-ready case dockets for crimes against women 18 years and above (murder, attempted murder, all sexual offences, common assault and assault GBH)	68,17% (82 689)
	Conviction rate for crimes against women 18 years and above (murder, attempted murder, all sexual offences, common assault and assault GBH)	82,69% (46 831)
	Detection rate for crimes against children under 18 years (murder, attempted murder, all sexual offences, common assault and assault GBH)	70% (74 974)
	Percentage of trial-ready case dockets for crimes against children under 18 years (murder, attempted murder, all sexual offences, common assault and assault GBH)	66,68% (40 128)
	Conviction rate for crimes against children under 18 years (murder, attempted murder, all sexual offences, common assault and assault GBH)	75,26% (13 181)

Source: SAPS 2015/16 APP

Comments and questions

- 1) Almost all targets under the Strategic priority: Effective investigation of serious crime have been lowered. The targets are based on the estimated performance of the previous FY, which was not achieved. The Committee should request the Department to explain the reason for the decreases, for instance -
 - The 2014/15 target for Detection rate for serious crime was 44%, the estimated performance is 41%, as such the target for 2015/16 is 41.05%
 - The 2014/15 target for Percentage of trial-ready case dockets for serious crimes was 72.89%, the estimated performance is 68.05%, and as such the 2015/16 target is 69%.



- The 2014/15 target for Conviction rate for serious crime was 88.32%, 87.6% target 87.65%.
- 2) The Committee should request the Department to explain the measurement of detection rate, trial ready dockets and conviction rate for contact crimes, when the SAPS APP specifically states that serious crimes include contact crimes. The targets for reduction of serious crimes in the VISPOL Programme, states that the measurement includes contact crimes in order to eliminate the dual measurement of achievements.
 - 3) A major concern in terms of the achievements made by the SAPS in terms of the CJS targets and the real impact that the SAPS has on crime in SA, is the calculation used to establish the conviction rate of serious crimes. In February 2015, the South African Institute for Race Relations (SAIRR) published its findings based on recent a study²⁰. According to the institute, nearly 1.4 million arrests were made in the 2013/14 FY, of which only 301 798 resulted in convictions. This equates to a conviction rate of 22 per cent (the SAPS conviction rate for that year was 87.56 per cent). The study found that "prosecutors reject nearly 78 per cent of cases police bring to them." The study was backed by Western Cape University researcher Lukas Muntingh, who stated that the low conviction rate was because people are being arrested in either poor or non-existent evidence. This sentiment was also shared by the Committee in recent years, criticising the SAPS that they arrest to investigate and not investigate to arrest. However, this study was disputed by the SAPS on the basis that a case may be reported in one year but only get to court a few years later. However, the SAPS is mandated to report to Parliament on its performance on a yearly basis – thus stating yearly achievements. As such, the SAPS should report accurate figures including only those applicable to the year under review. The Committee should request the SAPS to explain the method used to calculate the achievements of targets stated in the APP.
 - 4) Similarly, it is important to note that the conviction rate used by the SAPS comprises of all priority crimes (that are measured by the SAPS), whilst the NPA takes into account all offences that are referred to court and in which a conviction is secured. The SAPS and the NPA are jointly responsible for the achievement of the conviction rate and although it is said that the two Departments utilise the same formula in the calculation thereof, there seems to be a discrepancy when they work from two different bases – the SAPS on only priority crimes and the NPA on all cases referred to them.
 - 5) The target for the detection rate for crimes against children (18 years and younger) has decreased. The Department should explain in detail the rationale for a decrease in this target taking into account the vulnerability of this grouping? Surely, if the target is hard to achieve steps should be taken to improve policing in this regard, rather than decrease the target. Again, the target was set based on previous year's performance on the target.
 - 6) In terms of the MTSF: Sub-outcome 2: Improve SAPS investigations, one of the actions under this sub-outcome is to have *interviews conducted with complainants by the investigating officer within 24 hours after a case docket is registered by 2014/15* and to have a *Computer-generated investigation progress report to complainants and victims of crime* developed by 2015/16. The Committee should ask the Department whether these interviews are being conducted within 24 hours and whether the computer-generated investigation progress reports will be developed at the end of the 2015/16 FY as per the MTSF target?

²⁰ <http://m.timeslive.co.za/thetimes/?articleid=13980151>



7) The Committee should request the Department to indicate the current number of Detective Court Case Officers (DCCO) stationed at High courts, Regional courts and Magistrate courts, and also the number of courts these officers are stationed at. In 2012/13, there were a total of 142 DCCOs deployed to courts countrywide. The main function of the DCCOs is to screen new court cases for completeness, to ensure that court dockets are brought to court at least two (2) days before the court date, and to ensure that investigating officers comply with the instructions of the public prosecutors in time. In light of the recent findings of the SAIRR above, the Committee should request the Department to state whether these DCCOs have a measurable impact on the conviction rate and whether the deployment of these officers are successful?

As stated above, the Specialised Investigations Sub-programme received the smallest allocation within the Programme (8.6 per cent or R1.359 billion). The 2015/16 allocation represents a real percentage decrease of 45.7 per cent, which is concerning as this sub-programme is responsible for the prevention, combating and investigation of national priority offences, including the investigation of organised crime syndicates, serious and violent crime, commercial crime, corruption and includes crimes investigated by the DPCI. The performance indicators and adjoining performance targets remained mostly unchanged. A new Strategic priority for the investigation of cybercrime was included, with a low target of an 18 per cent detection rate for cybercrime related cases.

Table 20: Strategic objectives, performance indicators and targets for Sub-programme 2: Specialised Investigations

2. SUB-PROGRAMME: SPECIALISED INVESTIGATIONS		
Strategic Priority	Performance Indicator	Target 2015/16
Specialised investigation of serious corruption	Percentage of trial-ready case dockets for fraud and corruption by individuals within the JCPS Cluster	53%
Specialised investigation of serious commercial crime	Detection rate for serious commercial crime-related charges	Maintain at 80%
	Percentage of trial-ready case dockets for serious commercial crime-related charges	53%
Specialised investigation of serious organised crime	Percentage of registered serious organised crime project investigations successfully terminated	43% of registered projects successfully terminated
Address Serious Corruption where officials are involved in procurement fraud and corruption related cases by convicting 1 000 persons	Number of serious commercial crime-related trial-ready case dockets where officials are involved including procurement fraud and corruption	30 trial-ready case dockets



2. SUB-PROGRAMME: SPECIALISED INVESTIGATIONS		
Strategic Priority	Performance Indicator	Target 2015/16
(cumulative) and recovering R3 million assets (cumulative) by 2019	Value of amount involved in procurement fraud and corruption related cases	R 376 million ²¹ of assets restrained
Investigation of cybercrime <i>(New)</i>	Detection rate for cybercrime-related cases <i>(New)</i>	18% <i>(New)</i>

Source: SAPS 2015/16 APP

Comments and questions

- 1) The Department should explain the extreme decrease in the target set for the value of assets seized in serious commercial crime-related cases investigated where officials are involved in procurement fraud and corruption related cases decreased significantly from R125 million in 2011/12 and 2012/13 to 'more than R5 million' in 2013/14. In 2015/16, the target is set at R376 million building up to the MTSF target of R1.88 billion in 2018/19. However, in 2012/13 a total value of R1.024 billion assets were seized and in 2013/14, a total value of R1.381 billion was seized. As such the MTSF target has been reached already, but it should be appreciated that this represents a target where a significant over achievement will be welcomed by Government.
- 2) In terms of the MTSF Sub-Outcome 4: Secure cyber space, the Criminal Justice System (CJS) needs to improve cyber security so as to create a secure, dependable and reliable cyber environment. The MTSF states that *"the negative impact of Cybercrime on the economy and general wellbeing of citizens cannot be underestimated. It has the potential to negatively impact on national security. Information and communication technologies have become indispensable to the functioning of the South African society. The expected growth of international bandwidth will increase uptake and usage of the internet. It is envisaged that there will be an increase in criminal activities in cyberspace. Cyber security policies and legal frameworks do not adequately address existing challenges; neither does South Africa have the necessary institutional mechanism to address this matter in a coordinated manner."* In order to deal with the significant threat cybercrime will potentially have on the security of SA, the MTSF stated that the police must have a draft strategy by 2014/15 and fully implemented by 2018/19. The Committee should request a copy of the draft strategy, if available.
- 3) The SAPS included a new Strategic priority for the investigation of cybercrime, with a significantly low target of 18 per cent detection rate for cybercrime-related cases. The Committee should ask why the target is set this low, even though it is a new targets and no baseline is available, it should be expected to aim for a significantly higher detection rate.
- 4) The 2015/16 APP states that only 170 members will be trained over five (5) courses relating to the cybercrime training programme. The Committee should request the Department to name the five (5) training courses and also to indicate whether training of 170 members during 2015/16 will adequately address the significant threat cybercrime holds for SA. According to McAfee²², cybercrime has an economic impact equal to 0.14 per cent of the national GDP –

²¹ R376 million is an annual target building up to the MTSF target for 2019 of R 1,88 billion (cumulative).

²² McAfee is an internationally leading brand in digital protection.



about R5.8 billion annually. It is estimated that if cybercrime was a nation, it would have been 27th biggest in terms of GDP, and cost the global economy \$445 billion yearly.²³

- 5) The Committee should ask the SAPS to indicate the current personnel strength of its cybercrime component.
- 6) The Committee should request the SAPS to indicate the current vacancy rate of the Detectives Services.

DPCI

The DPCI was originally established through the SAPS Amendment Act, 57 of 2008 and later amended through the SAPS Amendment Act 10 of 2012, following a Constitutional Court ruling declaring some sections of the 2008 Amendment Act invalid. The 2012 Amendment Act was later adopted by Parliament to address the deficiencies and was assented to by the President on 13 September 2012. The Act makes provision for several requirements, of which two (2) significant requirements are not being complied with by the SAPS despite the 2015/16 FY being the third full FY since the Act came into operation. The first of these requirements is in terms of Section 17H(5) of the SAPS Act, 1995 which states that "*monies appropriated by Parliament for the purpose envisaged in subsection (1) - (a) shall be regarded as specifically and exclusively appropriated for that purpose; and (b) may only be utilised for that purpose.*" In other words, the budget of the DPCI should be ring-fenced in the Appropriations Act of each FY. The second requirement is through Section 17K(2A), which states that "*the budget report to Parliament shall include a full breakdown of the specific and exclusive budget of the Directorate and further that the National Head of the Directorate shall make a presentation to Parliament on the budget of the Directorate (SS17K(2B)).*" The DPCI still forms part of a component within a sub-programme of the Detective Services Programme of the SAPS. This is against the spirit of the Act and the spirit of the establishment of an elite directorate to investigate serious and priority offences.

In the 2014 Annual Report Hearings, the Committee had a lengthy discussion on the location and resourcing of the DPCI. One of the critical challenges identified was the so-called "purification" of the DPCI in terms of the migration of cases and personnel from the DPCI to the Detective Services and *vice versa*. Commissioner Phiyega stated that the "purification" will enable the SAPS to allocate resources. The Committee was also assured that the DPCI would be allocated with the required resources to perform its work.

- 1) The Committee should impress on the SAPS the importance of the Department complying with the legislation created by this Parliament. The Committee is not looking for assurances that the DPCI will be adequately resourced, but compliance to legal obligations.
- 2) The SAPS should state the progress made in terms of the migration of cases and personnel and whether the split has been determined?
- 3) The Committee should request the SAPS to indicate whether the engagements with the Department of Public Service and Administration (DPSA) occurred to determine what the exact staff levels was that would be required by the DPCI.

²³ <http://www.hxtt.co.za/2014/11/11/cybercrime-costs-south-africa-about-r5-8-billion-a-year/>



- 4) Importantly in terms of the above, the Department should indicate whether the concerns raised by the then National Head of the DPCI was taken into consideration in terms of the fact that complex cases would not have the same resources attached to it as a simple case. It was stated that there is not a direct correlation between the numbers of resources required to deal with the cases. The SAPS Act also provides a clear indication that the National Head of the DPCI, in consultation with the DPSA, should be responsible for the staffing of the DPCI. The Committee should request the Department to indicate whether this consultation happened.
- 5) The Committee should request the SAPS to speak towards the stability of the DPCI since the November 2014 ruling of the Constitutional Court judgement in which some sections of the Act was scrapped by the court.
- 6) The Committee should request a full briefing from the SAPS and Civilian Secretariat for Police on the impact of the November 2014 Constitutional Court ruling, especially in terms of the determination of the policy guidelines which have been scrapped through the ruling.

Table 21: Strategic objectives, performance indicators and targets for Sub-programme 3: Criminal Record Centre

3. SUB-PROGRAMME: CRIMINAL RECORD CENTRE		
Strategic Priority	Performance Indicator	Target 2015/16
Improving the procedures for updating the records of offenders	Percentage of original previous conviction reports generated	94% original previous conviction reports generated within 15 calendar days

4. SUB-PROGRAMME: FORENSIC LABORATORIES		
Strategic Priority	Performance Indicator	Target 2015/16
Processing of forensic evidence	Percentage of routine case exhibits (entries) finalised within 28 working days	93% ²⁴ of routine case exhibits (entries) processed within 28 working days
	Percentage of non-routine case exhibits (entries) finalised within 75 working days <i>(New)</i>	76% ²⁵ of non-routine case exhibits (entries) processed within 75 working days <i>(New)</i>
	Percentage of Biology Deoxyribonucleic Acid (DNA) Intelligence case exhibits (entries) finalised within 63 working days <i>(New)</i>	65% ²⁶ of DNA intelligence case exhibits (entries) processed within 63 working days <i>(New)</i>
	Percentage reduction in case exhibits (entries) exceeding the	Backlog not exceeding 10% of case exhibits (entries) on hand <i>(New)</i>

²⁴ The targets will remain unchanged during the MTEF period as it was derived from a sample of data. The baseline of the 2015/16 financial year will be used to determine future and more scientific projections in this regard.

²⁵ The targets will remain unchanged during the MTEF period as it was derived from a sample of data. The baseline of the 2015/16 financial year will be used to determine future and more scientific projections in this regard.

²⁶ The targets will remain unchanged during the MTEF period as it was derived from a sample of data. The baseline of the 2015/16 financial year will be used to determine future and more scientific projections in this regard.



4. SUB-PROGRAMME: FORENSIC LABORATORIES		
Strategic Priority	Performance Indicator	Target 2015/16
	prescribed time frame of 28 working days <i>(New)</i>	
	Percentage of Ballistics (IBIS) Intelligence case exhibits (entries) finalised (acquired) within 28 working days <i>(New)</i>	95% ²⁷ of Ballistics (IBIS) intelligence case exhibits (entries) finalised (acquired) within 28 working days <i>(New)</i>

Source: SAPS 2015/16 APP

Comments and questions

- 1) The Criminal Records Centre, more previous conviction reports are been generated faster over the past four years from a low of 63 per cent within 30 days in 2009/10, to 91 per cent in half that time (15 calendar days) in 2013/14 and 94 per cent in 2015/16. The Committee should request the Department to indicate what assisted in the continued improvements in this environment over the past five (5) years.
- 2) The Department should be commended for including four (4) new targets in the FSL environment, especially in terms of DNA intelligence cases.
- 3) The Committee should request the Department to explain what non-routine case exhibits entail?
- 4) The Committee should request progress on the Memorandum of Understanding (MOU) with the Department of Health in terms of blood alcohol and toxicology tests. The significant backlog in tests are impacting negatively on the entire CJS value chain. The Committee should also keep in mind that a JCPS Cluster Protocol, in respect of Post Mortems and Toxicology, has been developed and was submitted to all departments for further input. The comments were incorporated and it was submitted to the JCPS Development Committee for consideration and submission to the Cluster DG's for approval in July 2013. It was to be implemented in the 4th quarter of 2013/14 but an inhibitor is stated as the 'signing process'.²⁸ The Committee should question the current status of the JCPS NDOH Toxicology Protocol and whether the SAPS has signed the protocol?

5.4 Programme 4: Crime Intelligence

The purpose of the Crime Intelligence Programme is to manage crime intelligence and analyse crime information, and to provide technical support to investigators and crime prevention operations. The Programme comprises of the following sub-programmes:

- 1) Crime Intelligence Operations, which provides for intelligence-based crime investigations.
- 2) Intelligence and Information Management, which provides for the analysis of crime intelligence patterns that will facilitate crime detection in support of crime prevention and crime investigation.

²⁷ SAPS firearms are included in intelligence case exhibits.

²⁸ Criminal Justice System Review Protocols Summary (February 2014)



The MTSF focusses significantly on Intelligence-led Policing and that such strategy must be developed and fully implemented by March 2018/19.

5.4.1 Budget: Crime Intelligence Programme

The Crime Intelligence Programme received a main appropriation of R3.1 billion, which is a real percentage increase of 3 per cent compared to the 2014/15 adjusted appropriation of R2.8 billion. The Programme received four (4) per cent of the total Police Vote in 2015/16. The two (2) sub-programmes are relatively equally resourced, with the Crime Intelligence Operations sub-programme and Intelligence and Information Management sub-programme receiving 42.16 per cent and 57.84 per cent of the Programme's budget allocation respectively.

Table 22: Crime Intelligence Programme: Vote 23 Police (2015/16)

Programme	Budget		Nominal Increase / Decrease in 2015/16	Real Increase / Decrease in 2015/16	Real Percent change in 2015/16	Percentage of Programme budget 2015/16
	R million	2014/15				
Sub-programme 1: Crime Intelligence Operations	1 214.6	1 311.2	96.6	36.5	3.01	42.16
Sub-programme 2: Intelligence and Information Management	1 666.2	1 799.2	133.0	50.6	3.04	57.84
TOTAL	2 880.8	3 110.4	229.6	87.1	3.02	100.00

Source: 2015 ENE

The two sub-programmes also grew equally with a three (3) per cent real increase in 2015/16 compared to the previous financial year.

5.4.2 Targets: Crime Intelligence Programme

The performance indicators developed for the Crime Intelligence Programme show improvement in 2015/16 compared to the previous FY. The Programme includes three (3) new performance indicators most of which supports crime prevention and crime investigation.

Table 23: Strategic objectives, performance indicators and targets for Programme 4: Crime Intelligence

STRATEGIC OBJECTIVE: TO GATHER, CORRELATE, COORDINATE AND ANALYSE INTELLIGENCE		
1. SUB-PROGRAMME: CRIME INTELLIGENCE OPERATIONS		
Strategic Priority	Performance Indicator	Target 2015/16
	Number of enquiries investigated ²⁹	13 350

²⁹ Enquiries investigated refer to carrying out a systematic enquiry into an allegation so as to establish the facts and truth surrounding the allegation before operationalising the information. The operationalisation of intelligence



STRATEGIC OBJECTIVE: TO GATHER, CORRELATE, COORDINATE AND ANALYSE INTELLIGENCE		
1. SUB-PROGRAMME: CRIME INTELLIGENCE OPERATIONS		
Strategic Priority	Performance Indicator	Target 2015/16
Provide crime intelligence products to support crime prevention and the investigation of crime	Number of ad hoc operations conducted ³⁰	20 023
	Number of network operations conducted ³¹	759
STRATEGIC OBJECTIVE: TO INSTITUTE COUNTER-INTELLIGENCE MEASURES		
Conduct physical security threat assessments	Percentage of physical security threat assessment finalised per request	100%
STRATEGIC OBJECTIVE: TO FACILITATE INTERNATIONAL CAPABILITY TO REDUCE TRANSNATIONAL CRIME		
Ensure and promote mutual assistance and cooperation between the SAPS and other National and International law Enforcement Agencies to reduce transnational crime	Percentage of cross-border operations conducted in relation to requests received	100%
	Percentage arrests of identified transnational crime suspects facilitated	100%
	Percentage of INTERPOL case files closed ³²	70%
STRATEGIC OBJECTIVE: TO GATHER, CORRELATE, COORDINATE AND ANALYSE INTELLIGENCE		
2. SUB PROGRAMME: INTELLIGENCE AND INFORMATION MANAGEMENT		
Provide crime intelligence products to support crime prevention and the investigation of crime	Number of intelligence products generated ³³	158 283
Provision of intelligence reports to SAPS Management	Number of strategic intelligence reports provided to SAPS management	4 strategic intelligence reports

must be finalised within a 14 working day period (the period may be extended in certain circumstances) If the process is not finalised within the set period or extended for valid reasons, the enquiry will become the first stage of culminating into a network operation.

³⁰ Ad hoc operations refer to operations which do not form part of a registered undercover or network operation, and which are usually initiated by other components in SAPS using intelligence supplied by Crime Intelligence, on condition that there must be a file opened.

³¹ Network operations relates to a process of obtaining, assembling, and organising information through exploitation of all types of sources on a target (organisation, group or individual) for further intelligence processing and/ or use as evidence. Network operations are approved by the National or Provincial Network Operations Evaluation Committee for the maximum duration of 3 months. This indicator excludes enquiries and ad hoc operations as they will be reported separately as of 2015/16.

³² An INTERPOL case file is a request for assistance regarding an investigation with an international link received from any of the 190 INTERPOL member countries, SAPS or Law Enforcement agencies. If the file cannot be finalised by the INTERPOL office, the investigation of the file is then coordinated at the INTERPOL office and the investigation is conducted by the relevant Division of the SAPS or by the INTERPOL member country. The

INTERPOL case file can only be closed when the investigation is concluded and the country or Division is satisfied with the result.

³³ Intelligence products refer to operational analysis reports which include: profiles, intelligence analysis reports, communication analysis reports, communication interception analysis reports and cluster crime threats analysis reports but excludes station intelligence products. The latter will be reported by the Provincial Commissioners as it will be reflected on their operational plans. Crime Intelligence clusters will service the stations in the respective precincts.



STRATEGIC OBJECTIVE: TO GATHER, CORRELATE, COORDINATE AND ANALYSE INTELLIGENCE		
1. SUB-PROGRAMME: CRIME INTELLIGENCE OPERATIONS		
Strategic Priority	Performance Indicator	Target 2015/16
STRATEGIC OBJECTIVE: TO SUPPLY CRIME INTELLIGENCE REPORTS RELATING TO NATIONAL STRATEGIC INTELLIGENCE TO NICOC		
Provision of strategic intelligence products to NICOC	Number of strategic intelligence reports generated to address National Intelligence Coordinating Committee (NICOC) priorities	6 strategic intelligence reports

Source: SAPS 2015/16 APP

Comments and questions

- 1) One of the new performance indicators of the Programme is to have 13 350 enquiries investigated – in a footnote of the APP, it is stated that *“enquiries investigated refer to carrying out a systematic enquiry into an allegation to establish the facts and truth surrounding the allegation before operationalising the information. The operationalisation of intelligence must be finalised within a 14 working day period (the period may be extended in certain circumstances). If the process is not finalised within the set period or extended for valid reasons, the enquiry will become the first stage of culminating into a network operation”*, of which the SAPS aims to do 759. The Committee should ask the following:
 - a. How does the SAPS establish the facts and truth surrounding the allegation before operationalising the information?
 - b. Is the source of the information kept confidential?
 - c. What does the operationalisation of information mean? And is 14 days allowed for finalisation not too long? Most information needs almost immediate operationalisation for the SAPS to prepare and as such negates the 14 days deadline.
- 2) It is stated that the “enquiries investigated” is the first stage culminating in a network operation. The SAPS set a target to conduct 759 network operations in 2015/16. The SAPS states that “Network operations relates to a process of obtaining, assembling, and organising information through exploitation of all types of sources on a target (organisation, group or individual) for further intelligence processing and/ or use as evidence. Network operations are approved by the National or Provincial Network Operations Evaluation Committee for the maximum duration of 3 months. This indicator excludes enquiries and ad hoc operations as they will be reported separately as of 2015/16. The Committee should ask who serves on the National and Provincial Operations Evaluation Committee and also what the average lead time for gaining approval for operations is.
- 3) The Committee should ask whether the ad hoc operations that will be conducted (20 023), which may be initiated by other components of the SAPS based on information supplied by Crime Intelligence, are also subject to the same conditions of approval and verifications? If the information is supplied by the CI environment, it presumably is?
- 4) The Committee should welcome the performance indicator for the percentage of cross-border operations conducted in relation to requests received, but should ascertain what the nature of these request could be.



- 5) The APP states that the target for Percentage arrests of identified transnational crime suspects facilitated is new, but it has been included in the 2014/15 APP and should have an estimated performance for the 2014/15 FY. The Committee should ask whether this was a typing error and should provide the estimated performance of the 2014/15 FY. Also, the 2015/15 APP stated the target for 2015/16 as 55 per cent, which has been raised to 100 per cent in the 2015/16 APP – the Committee should request an explanation.
- 6) Explain drop in target for Number of intelligence products generated from an estimated performance of 261 193 in 2014/15, to a target of 158 283 in 2015/16. It excludes station intelligence reports, which will be reported by the Provincial Commissioners as part of their operational plans and should be explained.
- 7) The Committee should request the Department to indicate how long it is envisaged that the Crime Intelligence Programme will be located in the Office of the National Commissioner or under direct management of the National Commissioner.
- 8) The Committee should request a detailed explanation on the Crime intelligence turnaround strategy and also the progress made to date.
- 9) The Committee should ask whether the SAPS has developed an Intelligence-led policing strategy and whether such will be implemented by 2018/19 as per the MTSF.

5.5 Programme 5: Protection and Security Services

The purpose of the Protection and Security Services Programme is to provide protection and security services to all identified dignitaries and government interests. The Programme is divided into three sub-programmes:

- 1) VIP Protection provides for the protection, while in transit, of the President, Deputy President, former Presidents, their spouses, as well as other identified VIPs.
- 2) Static Security provides for the static protection of strategic sites and residences of all identified VIPs, including places related to the President and Deputy President.
- 3) The Government Security Regulator provides for security regulations, evaluations and the administration of National Key Points and strategic installations.

5.5.1 Budget: Protection and Security Services

The Protection and Security Services Programme continues to receive the smallest portion of the Police Vote with R2.3 billion or three (3) per cent of the total Vote. This is a real increase of 3.6 per cent compared to the 2014/15 FY. The bulk of the Programme's budget is allocated to the VIP Protection and Static and Mobile Security sub-programmes. The VIP Protection sub-programme received a main appropriation of R1.004 billion in 2015/16 compared to its R899.7 million adjusted allocation in the 2014/15 FY. This is a real percentage increase of 6.52 per cent. The Static and Mobile Security sub-programme received a main appropriation of R998.7 million in 2015/16, which is a 1.05 per cent real increase from its R943.1 million adjusted appropriation of 2014/15.



Table 24: Protection and Security Services Programme: Vote 23 Police (2015/16)

Programme	Budget		Nominal Increase / Decrease in 2015/16	Real Increase / Decrease in 2015/16	Real Percent change in 2015/16	Percentage of Programme budget 2015/16 (%)
	R million	2014/15				
Sub-programme 1: VIP Protection	899.7	1 004.4	104.7	58.7	6.52	43.08
Sub-programme 2: Static and Mobile Security	943.1	998.7	55.6	9.9	1.05	42.84
Sub-programme 3: Government Security Regulator	96.8	111.2	14.4	9.3	9.61	4.77
Sub-programme 4: Operational Support	205.9	217.1	11.2	1.3	0.61	9.31
TOTAL	2 145.6	2 331.5	185.9	79.1	3.69	100.00

Source: 2015 ENE

The Government Security Regulator sub-programme received the largest real percentage increase of 9.61 per cent from its R96.8 million allocation in 2014/15 to R111.2 million in 2015/16. The Operational Support sub-programme increased marginally with 0.61 per cent in real terms from R205.9 million in 2014/15 to R217.1 million in 2015/16.

5.5.2 Targets: Protection and Security Services

The performance indicators for the Protection and Security Services has remained stable in the 2015/16 FY compared to the previous FY. One significant change is the inclusion of Presidential Protection Services now also evaluating a portion of National Key Points (NKPs), where this was solely done by the Protection and Security Services environment.

Table 25: Strategic objectives, performance indicators and targets for Programme 5: Protection and Security Services

STRATEGIC OBJECTIVE: MINIMISE SECURITY VIOLATIONS BY PROTECTING FOREIGN AND LOCAL PROMINENT PEOPLE AND SECURING STRATEGIC INTERESTS		
1. SUB-PROGRAMME: VIP PROTECTION		
Strategic Priority	Performance Indicator	Target 2015/16
Safeguarding identified VIPs	Percentage of VIPs provided with security without security breaches	Protection and Security Services 100% protection provided without security breaches
		Presidential Protection Services 100% protection provided without security breaches
2. SUB-PROGRAMME: STATIC SECURITY		
Provision of static security		Protection and Security Services



	Percentage of security provided at government installations and identified VIP residences without security breaches	100% protection provided without security breaches Presidential Protection Services 100% protection provided without security breaches
3. SUB-PROGRAMME: GOVERNMENT SECURITY REGULATOR		
Regulation of physical security in identified government buildings and strategic installations	Percentage of National Key Points (NKPs) and Strategic Installations audited/ evaluated	Protection and Security Services 50% Strategic Installations audited (123 from a total of 249) 100% NKPs evaluated (191) Presidential Protection Services 100% NKPs evaluated (13) <i>(New)</i>

Source: SAPS 2015/16 APP

Comments and questions

- 1) The performance indicator for the Percentage of National Key Points (NKPs) evaluated and Strategic Installations audited was split into two targets – one performed by the Protection and Security Services and another performed by the Presidential Protection Services. In 2014/15, there was only one target to evaluate 100% of NKPs (197). In 2015/15, 191 NKPs will be evaluated by the PSS and 13 will be evaluated by the PPS, which brings the total NKPs to 204.
- 2) The Committee should request an explanation for the evaluation of 13 NKPs by the Presidential Protection Services.
- 3) The Committee should request the SAPS to explain the reason for the ever increasing number of NKPs.

6. CONCLUSION

The Department of Police is constitutionally mandated to *prevent, combat and investigate crime, maintain public order, protect and secure the inhabitants of South Africa and their property, and uphold and enforce the law*. In the 2015/16 financial year, focus must be placed on expenditure and delivery within several projects, notably all IS/ICT projects to strengthen the Criminal Justice Systems (CJS) revamp. Focus must be intensified on infrastructure development, crimes against women and children (FCS) and training of officers. The focus on detective services over the past couple of years yielded measurable results and improvements and in 2015/16, the same intensity of focus must be placed on visible policing. This programme is struggling to achieve set targets and hence also to improve on targets. Visible policing is the front-line of policing in South Africa and needs to excel in its mandate if the negative perceptions towards police, which we currently experience are to be changed. To this end, training and recruitment of police members needs to be re-viewed, in order to ensure that the Department employ only the best suited candidates to serve our communities.



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