



08 November 2021

## ANNUAL REPORT ANALYSIS OF THE INDEPENDENT POLICE INVESTIGATIVE DIRECTORATE (IPID) 2020/21

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## 1. INTRODUCTION

This paper provides an analysis of the financial and service delivery performance of Independent Police Investigative Directorate (IPID) during the 2020/21 financial year. The paper is completed in preparation for the engagement of the Portfolio Committee on Police on the 2020/21 Annual Report hearing scheduled for 17 November 2021.

## 2. SUMMARY

The Independent Police Investigative Directorate (IPID) derives its mandate from the IPID Act, 2011 (Act 1 of 2011), which is to ensure effective independent oversight of the South African Police Service (SAPS) and Municipal Police Service (MPS). It is often difficult to measure the true performance of independent police oversight bodies through its effect on police conduct, especially when police members face little consequences for wrongdoing.

The lack of consequences was raised as a major concern by the Portfolio Committee on Police during 2021. The Committee recommended that some IPID recommendations should become binding, forcing the SAPS to implement the recommendations without conducting an internal investigation through which police members are found not guilty, thus contradicting the findings made by the IPID.



The IPID received an unqualified audit opinion with a matter of emphasis on payables not recognised of R2.5 million that exceeded the payment terms of 30 days. The Department also had material findings on the reliability and usefulness of its performance targets and reported achievement.

At the end of the 2020/21 financial year, the IPID had spent 100% of its R340.976 million Final Appropriation budget. Overall, the performance of the Department improved during the 2020/21 financial year, achieving 73% of its performance targets compared to 70% overall achievement in the previous financial year. The Administration Programme is the only one of the four programmes that recorded a decline in performance from 43% in 2019/20 to 20% in 2020/21.

The IPID had two acting Executive Directors after the previous Executive Director's contract of employment ended at the end of February 2019. In June 2020, the Minister of Police nominated Ms Jennifer Dikeledi Ntlatseng as the preferred candidate for the appointment to the position of Executive Director of the IPID, in terms of section 6 of the Independent Police Investigative Act, 2011 (No. 01 of 2011). The Committee criticised the Minister because the appointment of a new permanent Executive Director took longer than the stipulated timeframe given by the IPID Act, 2011. The Committee approved the appointment of Ms Ntlatseng as IPID Executive Director. The appointment will provide much needed stability in IPID.

### **3. REPORT OF THE AUDITOR GENERAL OF SOUTH AFRICA (AG)**

#### **3.1. Report on the audit of financial statements**

The IPID received an **unqualified audit opinion** with a matter of emphasis on payables not recognised of R2.5 million that exceeded the payment terms of 30 days. This is a repeat finding from the previous financial year.

#### **3.2. Report on the audit of the annual performance report**

The AG was unable to obtain sufficient audit evidence for the reported achievements on three of the 13 performance indicators in the Investigation and Information Management Programme, including:

- Number of investigations of discharge of an official firearm by a police officer that are decision ready.
- Number of investigations of rape by a police officer that are decision ready.
- Number of investigations of corruption that are decision ready.

#### **3.3. Report on compliance with legislation**

In terms of **internal control deficiencies**, the AG found that management did not implement adequate record keeping controls to ensure that accurate, complete and relevant information is available and retrievable on a timely manner to support compliance with key legislation.



## 4. FINANCIAL OVERVIEW

### 4.1. Overall expenditure

The IPID received a Main Appropriation of R355.7 million in 2020/21, which was a nominal increase of 5.6% compared to the previous financial year. National Treasury did not reduce the budget allocation due to an already constrained budget. In the Special Adjustment Budget, the Main Appropriation remained unchanged. However, during the Second Adjustments Appropriation, the budget was reduced with R14.69 million to an Adjusted Appropriation of R340.976 million. The Final Appropriation remained at R340.976 million at the end of the 2020/21 financial year, of which the Directorate had spent R340.939 million or 100 per cent of its Final Appropriation (slight underspending of R37 000.00 under *Compensation of employees*). The underspending on *Compensation of employees* was located under the *Legal and Investigation Advisory Services* Programme, which spent 99.4% of its Final Appropriation. The rest of the three budget programmes spent 100% of their Final Appropriation budgets.

**Table 1: Appropriation statement 2020/21**

Programme R'000	Adjusted Appropriation	Shifting of funds	Virement	Final appropriation	Actual Expenditure	Variance	% Spent
Administration	89 941	1 227	(814)	90 354	90 354	-	100.0%
Investigation Information Management	232 450	1 050	(1 236)	232 264	232 263	1	100.0%
Legal and Investigation Advisory Services	6 020	-	(349)	5 671	5 635	36	99.4%
Compliance Monitoring and Stakeholder Management	12 565	1	121	12 687	12 687	-	100.0%
<b>Total</b>	<b>340 976</b>	<b>2 278</b>	<b>(2 278)</b>	<b>340 976</b>	<b>340 939</b>	<b>37</b>	<b>100.0%</b>

Source: 2020/21 IPID Annual Report

### 4.2. Irregular expenditure

The Department incurred irregular expenditure amounting to R712 000.00 during the 2020/21 financial year. However, the Department had a significant amount of R98.8 million brought over from previous financial years, of which R32.8 million was condoned during the 2020/21 financial year. This amount related to the lease contract for the Head Office Building (City Forum). The Department had a closing balance of R66.7 million in irregular expenditure at year end.

### 4.3. Unauthorised expenditure

The Department did not incur any unauthorised expenditure in the 2020/21 (same as the previous financial year). However, the Department has historic unauthorised expenditure of R891 000.00 related to previous financial years that is awaiting authorisation.



#### 4.4. Fruitless and wasteful expenditure

During the year under review, the IPID incurred R5 000.00 in fruitless and wasteful expenditure, of which R1 000 was recovered. The Department has historic fruitless and wasteful expenditure of R125 000.00 from previous financial years. At year-end, the IPID had a closing balance of R129 000.00.

#### 4.5. Claims against the Department

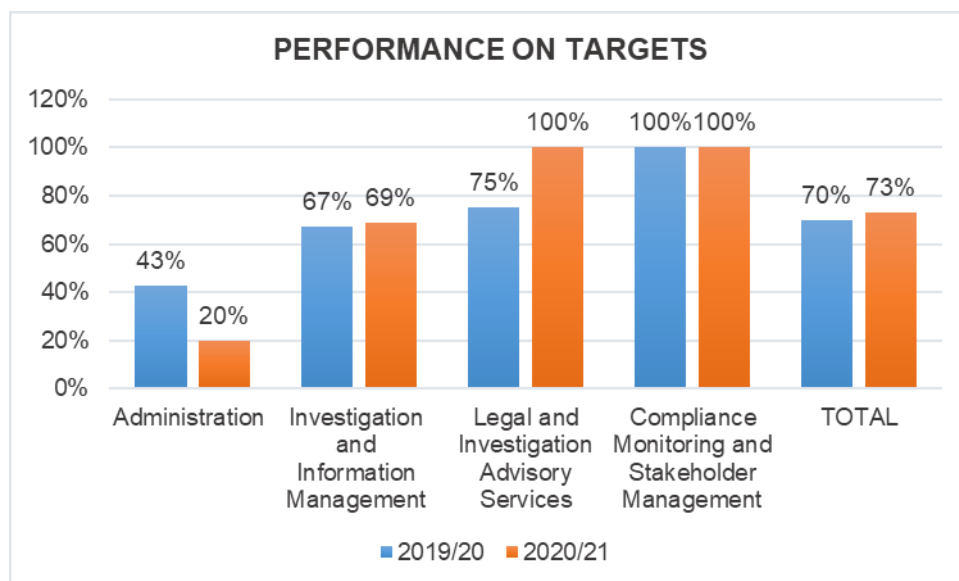
In 2017/18, the Department had a contingent liability of R87.9 million allowed for civil claims against the Department. During the 2018/19 financial year, the Department incurred liabilities of R9.250 million and paid R41.018 million in liabilities. This resulted in a reduction in the contingent liability to R56.200 million at year-end. The Department further reduced its contingent liability to R49.8 million in 2019/20, which increased significantly to R84.9 million in 2020/21 (with claims amounting to R35.6 million incurred in 2020/21).

#### Comments and questions

- 1) The Department should indicate what number of civil claims resulted from the implementation of Section 33 of the IPID Act, 2011. Section 33 refers to offences and penalties. The section makes it an offence to interfere, hinder or obstruct the IPID in the exercise of its powers of functions, as stated in section 29 of the IPID Act, 2011.
- 2) The Directorate should explain the significant increase in the number of civil claims in 2020/21 compared to the previous financial year. What is the leading cause for the claims and what mitigating measures have the Directorate implemented to stem the continuous increase?
- 3) The Labour Appeal Court (LAC) declared the salary increases for the 2020/2021 financial year unlawful and invalid. The LAC ruling has been appealed and referred to the Constitutional Court. The ruling by the Constitutional Court will confirm if the Department will be obligated to pay the salary increases in dispute. The Directorate should explain what led to this case. Does this form part of the R84.9 million in claims against the Department and if so, what amount is attached to the salary increases in dispute?

### 5. PERFORMANCE

Overall, the performance of the Department improved during the 2020/21 financial year achieving 73% of its performance targets compared to 70% overall achievement in the previous financial year. The Administration Programme is the only one of the four programmes that recorded a decline in performance from 43% in 2019/20 to 20% in 2020/21. Both the *Compliance and Stakeholder Management* and *Legal and Investigation Advisory Services* Programmes achieved 100% of their performance targets, while the performance of the *Investigation and Information Management* improved from 67% in 2019/20 to 69% in 2020/21. However, it should be noted that the AG was unable to verify the performance of three performance indicators in this Programme.



### 5.1. Programme 1: Administration

**Administration Programme**  
 Achieved 1 from 5 performance targets  
**20% Achievement rate**

The Administration Programme achieved only one from five performance indicator targets, which represents 20% of targets achieved, which is a significant decline in performance from the already poor performance recorded in the previous financial year in which 43% of targets were achieved.

The following targets were not achieved:

**Table 2: Performance targets not achieved by the Administration Programme**

Percentage implementation of the Information and Communication Technology (ICT) Strategy <ul style="list-style-type: none"> <li>• Target: 90%</li> <li>• Achievement: 12% (8/65)</li> <li>• Deviation: -78%</li> </ul>	Percentage implementation of the risk mitigation strategies <ul style="list-style-type: none"> <li>• Target: 60%</li> <li>• Achievement: 57% (13/23)</li> <li>• Deviation: -3%</li> </ul>	Percentage compliance of SMS financial interests submitted through e-disclosure per year <ul style="list-style-type: none"> <li>• Target: 100%</li> <li>• Achievement: 97% (29/30)</li> <li>• Deviation: -3%</li> </ul>
Percentage vacancy rate per year <ul style="list-style-type: none"> <li>• Target: &lt;10%</li> <li>• Achievement: 11.5% (45/391)</li> <li>• Deviation: -1.5%</li> </ul>		



The poor performance on the implementation of the ICT Strategy was due to budget cuts and projects that could not be implemented were deferred to the 2021/22 financial year. Various projects were also dependent on the relocation of the head office building. The Department of Public Works only handed over the new building on 26 March 2021.

### Comments and questions

- 1) The Directorate should provide details on the new office building and whether it provides sufficient office space.
- 2) The Directorate should provide a summary of the ICT projects to be completed and a breakdown of the costs.

## 5.2. Programme 2: Investigation and Information Management

### Investigation and Information Management Programme

Achieved 9 from 13 performance targets

**69% Achievement rate**

The Programme achieved 9 from 13 performance targets in the 2020/21 financial year, which represents an achievement rate of 69%. The following four targets were not achieved:

**Table 2: Investigation and Information Management Programme**

Number of investigations of deaths as a result of police action cases that are decision ready per year <ul style="list-style-type: none"> <li>• Target: 280</li> <li>• Achievement: 259</li> <li>• Deviation: -21</li> </ul> <i>Underperformance due to: Delays in obtaining technical reports such as ballistic, post-mortem, histology) and constant temporary closure of laboratory due to COVID-19 infections.</i>	Number of investigations of rape by police officer that are decision ready per year <ul style="list-style-type: none"> <li>• Target: 130</li> <li>• Achievement: 81</li> <li>• Deviation: -49</li> </ul> <i>Underperformance due to: Delays in obtaining technical reports such as DNA and low active workload cases.</i>	Number of investigations of corruption that are decision ready per year <ul style="list-style-type: none"> <li>• Target: 85</li> <li>• Achievement: 52</li> <li>• Deviation: -33</li> </ul> <i>Underperformance due to: Investigation is complex and takes long to complete. There were also challenges with witnesses not being able to identify alleged suspects or provide information.</i>
Number of approved systemic corruption cases that are decision ready per year <ul style="list-style-type: none"> <li>• Target: 3</li> <li>• Achievement: 2</li> <li>• Deviation: -1</li> </ul> <i>Underperformance due to: Due to the complex nature of systemic corruption matters, investigation was still in</i>		



progress for other active cases.

### 5.2.1. Case intake: 2020/21

**Note: There is a significant discrepancy in statistics reported in the 2020/21 Annual Report compared to the presentation to the Committee scheduled for 10 November 2021. Please see section 5.2.2 below. The analysis below is based on the figures reported in the 2020/21 IPID Annual Report.**

During 2020/21, 6 122 cases were reported to the IPID, which is an increase of 9% compared to the previous financial year. Of the total, 5 998 cases involved the SAPS, 111 cases involved the MPS and 13 cases involved civilians. The figure below shows that while most categories recorded a decrease, five showed a significant increase, including rape in police custody (+36%), discharge of an official firearm (+21%), torture (+19%), assault (+11%) and other criminal matters and misconduct (+67%).

**Table 3: Changes in annual intake of cases per category**

Annual intake	2019/20	2020/21	Percentage changes
Deaths in police custody	237	217	-8%
Deaths as a result of police action	392	353	-10%
Complaint of the discharge of official firearm(s)	684	830	21%
Rape by police officer	120	80	-33%
Rape in police custody	11	15	36%
Torture	216	256	19%
Assault	3 820	4 228	11%
Corruption	84	66	-21%
Other criminal matter and misconduct	18	30	67%
Systemic corruption	1	-	-100%
Non-compliance with Section 29 of IPID Act	57	47	-18%
<b>Total</b>	<b>5 640</b>	<b>6 122</b>	<b>9%</b>

Source: IPID 2020/21 Annual Report

At the end of the 2020/21 financial year, the IPID had an active case load of 15 317 and 23 187 post decision ready cases (also referred to as post decision monitoring cases<sup>1</sup>), thus at year-end the IPID had a total case load of 38 501 cases. This is a significant backlog, which is increasing yearly and should be of significant concern to the Committee.

As in previous financial years, assaults remain the predominant category of cases (69% of the total cases) and has also shown a 11% increase in 2020/21 compared to the previous financial year. The highest number of cases was in the Western Cape with 1 016, followed by Gauteng with 678 incidents and Free State with 565 incidents. In terms of assault cases according to their description, the highest number of cases received were assault common with 3 757 incidents, followed by assault with the intent

<sup>1</sup> Post decision monitoring refers to the continuous evaluation and monitoring of completed cases of which feedback and the outcome is still outstanding which would allow the closure of a case. Cases falling under this status should be reviewed every 60 days for feedback from the stakeholder.





to do Grievous Bodily Harm (GBH) with 415 incidents, crowd management with 42 incidents and dog attacks with four incidents.

Cases of death in police custody showed a decrease of 8% in 2020/21 compared to the previous financial year. While most provinces recorded a decrease, the following provinces recorded an increase: Free State (+12%), Gauteng (+4%), KwaZulu-Natal (+38%) and the Western Cape (+10%). The leading cause of deaths in police custody is suicide by hanging. Of the 217 cases of death in police custody recorded in 2020/21, 64 persons hung themselves in police custody. Of the 64 hangings, most were committed in the Western Cape (17 incidents and a 31% increase compared to the previous financial year), followed by Gauteng (14 incidents and a 27% increase compared to the previous financial year) and the Free State (10 incidents and a 150% increase compared to the previous financial year). Items such as clothing and blankets were the main instruments used to commit suicide. IPID has noted with concern that suicide victims used other prohibited items such as rope, shoelaces and belts.

In terms of deaths as a result of police action, 353 cases were recorded, which is a 10% decrease compared to the previous financial year. Some cases involved more than one victim (deaths) and 388 persons died in the 353 incidents. Of the 353 incidents, 109 involved the death of a suspect during the course of a crime, and 106 incidents involved the death of suspects being shot during the course of arrest. It is concerning to note that **26 suspects were killed during the course of an investigation**, of which nine deaths were due to assault, 14 suspects were fatally shot and **three suspects were suffocated**. During 2020/21, the IPID recorded **21 domestic violence deaths** involving police members, during which 2 victims died from assault, 15 victims were fatally shot and four committed suicide. During 2020/21, **11 persons were fatally shot by police during crowd management incidents**.

According to Section 29 of the Act, members of the SAPS and MPS should immediately notify the Directorate of any matters referred to in Section 28 (1) (a)-(f). They should, within 24 hours submit a written report to the Directorate and must provide their full cooperation in terms of the investigation, which includes, but is not limited to, arrangement of identification parades, availing members for affidavits and any other information required. The highest number of non-compliance cases were recorded in Mpumalanga with nineteen (19) cases, followed by Gauteng with thirteen (13) cases and Free State with four (4) cases.

The IPID made 1 887 criminal recommendations to the National Prosecuting Authority (NPA) for decision, of which 1 478 of referrals are still waiting for response, prosecution was declined for 369 cases, 34 cases were to be prosecuted and 6 cases were withdrawn.

The IPID made 2 173 recommendations to SAPS during the period under review, which comprised of 686 recommendations where the IPID recommended to SAPS to discipline its member(s) and 1 487 recommendations where the IPID recommended no disciplinary action to SAPS member(s). Of the total referrals, the SAPS made 106 disciplinary convictions.

The IPID made 47 recommendations to MPS during the period under review, which comprises of 16 recommendations where the IPID recommended to MPS to discipline its member(s) and 31 recommended no disciplinary action to MPS member(s). The majority of negative recommendations were to the Tshwane Metro Police Department (8 recommendations) followed by Ekurhuleni Metro Police (5 recommendations).





**Specific attention should be given to cases of assault/torture. The following should be noted:**

- 477 of 686 cases referred to SAPS were on assault/torture (65.16%)
- From the 179 finalised cases with a guilty verdict, 105 cases were on assault/torture (58.65%)
- From the 105 guilty verdicts on assault/torture, there were 2 dismissals (1.9%)
- The 2 dismissals from the total 477 assault/torture cases referred to SAPS (finalised and pending) equates to 0.42%.

Thus, between April 2020 and March 2021, the IPID referred 477 cases of assault/torture to the SAPS for disciplinary action and by the end of this period 0.42% of assault cases had led to a dismissal from the SAPS.

**The following should further be noted:**

- Between April 2020 and March 2021, the IPID had an active case load of 7 820 assault cases and 665 cases on torture (combined total of 8 485 cases).
- In reporting that 105 guilty verdicts were reached on assault/torture cases at the end of this period, it represents 1.23% of the total case workload.
- The 2 dismissals represent 0.02% of the total case workload.

Thus, during the 2020/21 financial year, a police member under investigation by IPID for assault/torture had only a 1.23% chance of being found guilty of assault/torture and an 0.02% chance of being dismissed for allegations of assault/torture (2 dismissals/ 8485 cases).

**5.2.2. Discrepancy in IPID figures: 2020/21 Annual Report vs. Presentation**

On 26 May 2021, the Portfolio Committee on Police requested the SAPS and IPID to reconsolidate their statistics because the two sets differed. The table below shows that IPID amended their figures (presented on 17 August 2021 compared to May 2021) to reflect those presented by the SAPS in May 2021. According to the IPID the figures erroneously included the recommendations made to the SAPS as well as to the MPS. The figures were included in a table headed “*Recommendations made to SAPS*”. **The mistake (or misstated figures) in reporting on 26 May 2021, is repeated in the presentation scheduled for 10 November 2021 (slide 28). As per the 2020/21 Annual Report (and the August 2021 presentation), 2 173 referrals were made to SAPS and 47 referrals to MPSs.**

**Table 4: Differences in data on recommendations**

	<b>Total Recommendations to SAPS</b>	<b>Positive Recommendations<sup>2</sup></b>	<b>Negative Recommendations<sup>3</sup></b>
<b>26 May 2021</b>	2 220	1 518	702
<b>17 August 2021 and 2020/21 Annual Report</b>	2 173	1 487	686
<b>10 November 2021</b>	2 220	1 518	702
<b>Difference</b>	<b>- 47</b>	<b>-31</b>	<b>-16</b>

<sup>2</sup> Positive recommendations: Disciplinary steps not recommended

<sup>3</sup> Negative recommendation: Disciplinary steps recommended



The most significant change in the figures previously presented to the Committee is that of disciplinary recommendations made by IPID and disciplinary sanctions. These differences are shown in the table below.

**Table 5: Differences in disciplinary sanctions based on IPID referrals finalised**

Date of presentation	Total Guilty	Dismissal	Salary suspended	Final written warning	Written warning	Verbal warning	Corrective counselling
26 May 2021	66	6	6	13	32	5	4
17 August 2021 and 2020/21 Annual Report	179	28	13	31	71	17	19
10 November 2021	66	6	6	13	32	5	4
<b>Difference</b>	<b>+113</b>	<b>+22</b>	<b>+7</b>	<b>+18</b>	<b>+39</b>	<b>+12</b>	<b>+15</b>

**The Committee was set to discuss the differences in figures on 17 August 2021, but the IPID presentation was stopped before the figures could be presented and as such, the Committee did not engage in the discrepancies in the presented figures, especially those of disciplinary sanctions. The joint figures by SAPS and IPID presented in August 2021 (slide 32) should still be explained.**

**The IPID should pay closer attention to the figures presented to the Committee and ensure that they are correct. Different sets of figures create unnecessary confusion and casts overall doubt on the veracity of the figures presented by the IPID.**

#### **Comments and questions**

- 1) During a recent Committee meeting (14 October 2020), the Executive Director indicated that the NPA declined to prosecute in some cases due to the quality of investigations. The National Director for Prosecutions (NDPP) indicated that some cases referred to it do not warrant prosecutions. To mitigate this challenge, the IPID appointed legal quality assurers to address these challenges. Is this a once off, or a permanent quality assurance mechanism? Under which Programme are these personnel members appointed?
- 2) In October 2020, the Executive Director further indicated that cases that were declined for prosecution will be reopened and analysed to determine what they lack. The IPID should indicate how this process would work, e.g. would these detectives be appointed on a contract-basis? Are there visible increases in prosecutions as a result of this intervention?
- 3) The SAPS often decline to initiate disciplinary action on IPID recommendations, without proper reasons being provided – what steps is IPID taking to address this shortcoming?
- 4) Outcomes/sanctions by SAPS often do not match the seriousness of the case and often the outcome results in no effective corrective measures being implemented, e.g. suspended sentences or written warnings for rape/murder cases. The IPID should indicate how this could be addressed in future.



- 5) There seems to be a large discrepancy between the sanctions imposed by SAPS for the same offences – the IPID should indicate how this could be rectified? What recommendations should the Committee make to assist in addressing this challenge – would a legislative change solve the problem?
- 6) What is the impact of the so-called ‘code of silence’ in the SAPS on discipline management in the Department?

### 5.3. Programme 3: Legal and Investigation Advisory Services

#### Legal and Investigation Advisory Services

Achieved 4 from 4 performance targets

**100% Achievement rate**

At the end of the 2020/21 financial year, the Legal and Investigation Advisory Services Programme achieved 4 from 4 performance targets, giving the Programme an achievement rate of 100%. The Programme’s only outcome is to ensure that the Department’s legal interests are protected, mainly focussed on the coordination of civil and labour litigation, drafting and reviewing contracts and service level agreements. The Programme also provides legal advice to investigators, of which only nine such advices were given during the 2020/21 financial year.

#### Comments and questions

The Directorate should indicate what role, if any, the Programme plays in terms of monitoring the legal requirements or merits of a case prior to it being referred to the NPA for prosecution. This is especially in light of the NPA’s sentiment that IPID investigations are lacking in quality, which lead to the low number of criminal convictions. The Committee should request regular updates on progress.

### 5.4. Programme 4: Compliance Monitoring and Stakeholder Management

#### Compliance Monitoring and Stakeholder Management Programme

Achieved 8 from 8 performance targets

**100% Achievement rate**

At the end of the 2020/21 financial year, the Compliance Monitoring and Stakeholder Management Programme achieved 8 from 8 performance targets giving the Programme an achievement rate of 100%. During 2020/21, two performance indicator targets were reduced during the midyear adjustments to comply with COVID-19 gathering regulations, which were: 46 station lecture awareness training sessions per year instead of the initial 56 lectures and the number of formal engagements with key stakeholders was reduced from a planned 136 engagements to 107 such engagements.

One of the outcomes of the Programme is to reduce the level of police criminality and misconduct through analysis feedback. As part of the indicators for this outcome, the Programme conducted several analyses during the 2020/21 financial year, including:

- 2 173 recommendations referred to the SAPS and MPS were analysed
- 1 838 criminal referrals forwarded to the NPA were analysed
- 74% (298 from 402) of responses from the SAPS and MPS were analysed



- 68% (497 from 733) responses from the NPA were analysed

Furthermore, five case docket inspections were conducted during the 2020/21 financial year to further contribute to the reduction in the level of police criminality and misconduct.

#### **Comments and questions**

- 1) The findings of the various referral and response analyses documents and docket inspection reports must be made available to the Committee for perusal.
- 2) The Directorate should indicate how the findings of the analyses are used to reduce the level of police criminality and misconduct. What are the typical findings made through these analyses?
- 3) How are the analyses leading to recommendations/actions to improve the quality of investigations as well as uptake by SAPS on recommendations made?

## **6. HUMAN RESOURCE MANAGEMENT**

At the end of the 2020/21 financial year, the Directorate had 346 filled positions against an approved establishment of 391 posts (45 vacancies), resulting in a vacancy rate of 11.5%. During 2020/21, the organisational structure was reviewed to ensure optimal utilisation of resources. The Department's baseline allocation has been reduced over the 2021 MTEF period. The budget cut was mainly in *compensation of employees*. All vacant posts in the establishment were reprioritised to accommodate the reduction of the budget baseline, which resulted in the process of filling vacant posts being put on hold.

## **7. REFERENCES**

Independent Police Investigative Directorate (IPID) (2021). Annual Report for 2020/21.  
Independent Police Investigative Directorate (IPID) (2020). Annual Report for 2019/20.