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2020/21 ANNUAL REPORT ANALYSIS: SOUTH AFRICAN POLICE SERVICE (SAPS)

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1. INTRODUCTION

This analysis is completed in preparation for the engagement between the Portfolio Committee on Police and the South African Police Service (SAPS) on the 2020/21 Annual Report scheduled for 03 November 2021.



2. SUMMARY: 2020/21 PERFORMANCE

The 2020/21 financial year fell within some of the strictest COVID-19 lockdown restrictions. The South African Police Service (SAPS), with the support of the South African National Defence Force (SANDF), was mandated to enforce the lockdown regulations/restrictions. This placed a significant strain on the resources of the SAPS, both directly and indirectly. During the financial year, SAPS recorded 28 741 confirmed cases of COVID-19 and 598 SAPS members lost their lives as a result of the virus.

The national lockdown was announced on 23 March 2020 and included a strict curfew, restriction on movements and a ban on alcohol sales, which resulted in a sharp decrease in crime countrywide throughout 2020/21. However, fluctuations in quarterly crime statistics emerged as lockdown restrictions were adjusted based on the adjusted risk strategy adopted by Government. By the first quarter of the 2021/22 financial year, crime had increased by 34.9% compared to the same period of 2020/21.

Despite the challenges posed by the COVID-19 pandemic, the SAPS received an unqualified audit opinion from the Auditor-General (AG) for the 2020/21 financial year with various matters of emphasis. This comes after the Department received four consecutive qualified audit opinions from 2016/17 to 2019/20. The Department's overall performance improved in the 2020/21 financial year compared to the previous year. At the end of the 2020/21 financial year, the Department achieved 73.68% of its performance targets, which shows an improvement compared to the 63.36% achievement rate in the 2019/20 financial year. The Detective Services Programme is the only Programme that achieved a lower performance rate in 2020/21 compared to the previous financial year, which is largely due to the poor performance of the Forensic Science Laboratory subprogramme, which achieved none of its performance targets during 2020/21.

At the end of the 2020/21 financial year, the Department had spent R95.4 billion or 95.9% of its Final Appropriation budget of R99.5 billion, thus recording material underspending of R4.07 billion at year-end. This was highlighted as a matter of emphasis by the AG. The underspending was largely due to a significant underspending of R2.6 billion in the Visible Policing Programme.

In 2020/21, the personnel numbers continued to decrease (while the population size increases) resulting in a year-on-year increase in the police to population ratio over the past six financial years. In 2014/15, the police/population ratio was one police member to 358 citizens (1:358) compared to a police/population ratio of one police member to 413 citizens (1:413) in 2020/21.

3. REPORT OF THE AUDITOR GENERAL (AG)

The Department received an **unqualified audit with three matters of emphasis**. The Department had qualified audits between 2016/17 and 2019/20.

3.1. Matters of emphasis

The matters of emphasis include:

- **Significant uncertainties:** The SAPS is a defendant in a number of lawsuits. The ultimate outcome of these matters cannot be determined and no provision for any liability that may result was made in the financial statements. The contingent liabilities of the SAPS are R8.240 billion at the end of the 2020/21 financial year (2019/20: R7.440 billion).



- **Underspending of the budget:** The SAPS materially underspent the 2020/21 budget by R2.665 billion on Visible Policing (Programme 2) and R997 million on Detective Services (Programme 3).
- **Irregular expenditure:** Irregular expenditure of R3.475 billion is still under assessment.

3.2. Report on the audit of the Annual Performance Report

The AG evaluates the usefulness and reliability of the reported performance information in accordance with the criteria developed from the performance management and reporting framework for the following selected programme presented in the annual performance report of the SAPS for the year ended 31 March 2021:

The **material findings** in respect of the usefulness and reliability of the Visible Policing Programme are as follows:

According to the AG, the achievement in the Annual Report did not agree with the supporting evidence provided for the indicators listed below and showed material differences:

- 1) Percentage reduction in the number of contact crimes
- 2) Number of reported contact crimes at the identified 30 high crime weight station
- 3) Percentage reduction in the number of contact crimes against women (18 years and above)
- 4) Percentage reduction in the number of contact crimes against children (18 years and below)
- 5) Number of stolen or lost and illegal firearms recovered
- 6) Number of identifiable stolen or lost SAPS firearms recovered
- 7) Number of stolen/robbed vehicles recovered

3.3. Report on the audit of compliance with legislation

The material findings on compliance with specific matters in key legislation are as follows:

Procurement and contract management

- Some of the bid documentation for procurement of commodities designated for local content and production, did not stipulate the minimum threshold for local production and content as required by the 2017 Preferential Procurement Regulation 8(2).
- Tender requirements for some of the contracts above R30 million did not include a condition for mandatory subcontracting to advance designated groups, as required by the 2017 Preferential Procurement Regulation 9(1).
- In some instances, persons in service of the SAPS who had a private or business interest in contracts awarded by the SAPS failed to disclose such interest, as required by Treasury Regulation 16A8.4 and the Public Service Regulation 18.

3.4. Internal control deficiencies

The AG highlighted the following:



- The SAPS did not have sufficient monitoring controls to ensure adherence to the internal policies and procedures at a programme level and for purposes of taking corrective action.
- The SAPS developed an action plan to address internal and external audit findings. Audit action plans on pre-determined objectives did not have the desired impact as repeat findings were identified. This was due to lack of monitoring of adherence to the plan in a timely manner by the appropriate level of management.
- The SAPS did not maintain proper record keeping to safeguard records and facilitate timely retrieval. Supporting documentation relating to performance information was not always provided or was not provided within the agreed timelines.
- Non-compliance with legislation could have been prevented had compliance been properly reviewed and monitored. Despite management having included applicable checklists, these did not contain some bidding requirements.

3.5. Investigations

The AG further indicated various investigations relating to instances of transgressions of SCM legislation in previous years. These investigations have been ongoing for several years with no indicated completion date and no recommendations for implementation with regard to disciplinary and/or criminal proceedings against transgressors.

Comments and questions

- 1) The internal control deficiencies are very concerning and point towards ineffective leadership and management. These deficiencies should be addressed and the Department should indicate what steps will be taken against members of the Senior Management Structure (SMS) of the Department.
- 2) The non-adherence to SCM legislation and regulations is a key challenge to the Department. The SAPS is one of the largest government departments and as such it is vital that procurement must be controlled. The Department must take steps to improve SCM. Recently, significant levels of corruption were found in the SCM Division of the SAPS that continue to have a significant negative impact on service delivery in the SAPS, especially in the FSL Division and firearm management.
- 3) The Committee should focus on the material findings on procurement and contract management.
- 4) The Department should provide details on the investigations relating to various instances of transgressions of SCM legislation in previous years. How long have these investigations been ongoing and when will they be completed? Will these investigations lead to disciplinary and/or criminal proceedings against transgressors?
- 5) The escalation in irregular expenditure must be addressed. The Department should provide full details on historic irregular expenditure. The Department should indicate whether they have engaged National Treasury to condone historic irregular expenditure and what challenges exist?
- 6) The performance management system of the Department should be reviewed to provide assurance that the reported performance is actual performance that can be verified. Unverifiable



performance on key indicators, such as the reduction of contact crime, is extremely problematic as it raised concerns about the manipulation of crime statistics. The Department should provide clarity on this matter.

4. FINANCIAL OVERVIEW 2020/21

4.1. Appropriation statement

The SAPS received a Main Appropriation of R101.7 billion at the start of the 2020/21 financial year. As part of the First Adjustment Appropriation, the SAPS received an additional allocation of R3.7 billion for its COVID-19 response. As part of the Second Adjustments Appropriation, the budget was reduced with R5.966 billion to an Adjusted Appropriation of R99.560 billion for 2020/21.

At the end of the 2020/21 financial year, the Department had spent R95.4 billion or 95.9% of its Final Appropriation budget of R99.5 billion, thus recording underspending of R4.07 billion at year-end. As part of the AG's audit, the material underspending was raised as a matter of emphasis. The Department recorded underspending in all budget Programmes:

- Administration: R304.7 million
- Visible Policing: R2.6 billion
- Detective Services: R996.7 million
- Crime Intelligence: R70.3 million
- Protection and Security Services: R40.8 million

Table 1: Appropriation statement for 2020/21

R'million	Main Appropriation	Adjusted Appropriation	Final Appropriation	Actual Expenditure	Variance	Expenditure as % of final appropriation	COVID-19 Spending
Programme							
Administration	20 912,8	19 007,0	19 007,0	18 702,3	304,7	98.4%	2,5
Visible Policing	52 327,3	53 401,5	53 401,5	50 736,3	2 665,0	95.0%	1 744,9
Detective Services	20 624,2	19 688,5	19 688,5	18 691,8	996,7	94.9%	2,5
Crime Intelligence	4 403,5	4 200,1	4 200,1	4 129,8	70,3	98.3%	0,4
PSS	3 443,3	3 263,7	3 263,7	3 222,8	40,8	98.7%	1,2
Total	101 711,0	99 560,9	99 560,9	95 483,1	4 077,7	95.9%	1 751,4
Economic Classification							
Current payments	96 876,1	95 366,4	94 889,0	91 171,1	3 717,8	96.1%	1 784,3
Compensation of employees	81 112,2	76 147,0	76 147,0	75 697,2	449,7	99.4%	32,1
Goods and Services	15 763,9	19 219,4	18 742,0	15 473,9	3 268,0	82.6%	1 716,2
<i>Training and development</i>	-	48,9	27,7	2,4	25,3	8.9%	-
Transfers and subsidies	1 497,7	1 613,7	1 623,5	1 595,9	27,6	98.3%	0,0
Payments of capital assets	3 337,3	2 580,8	3 001,5	2 669,2	332,2	88.9%	3,1
<i>Buildings and other fixed structures</i>	-	497,7	511,9	327,8	184,0	64.0%	-
Payments: Financial assets	0,0	46,7	46,7	46,7	0,0	100.0%	0,0
Total	101 711,0	99 560,9	99 560,9	95 483,1	4 077,7	95.9%	1 751,4



At economic classification level, the following low spending should be noted in terms of percentage of the final appropriation:

- Catering: Departmental activities: 20.8%
- Laboratory services: 7.3%
- Contractors: 61.6%
- Entertainment: 43.3%
- Consumable supplies: 45.0%
- Transport provided: Departmental activity: 14.6%
- Training and development: 8.9%
- Venues and facilities: 20.7%
- Buildings: 61.7%

Comments and questions

- 1) Has National Treasury approved the request to roll-over unspent funds to the current financial year? What amount of funds were requested to be rolled-over?
- 2) The Department should indicate why it did not use the adjustments period more effectively to shift funds away from items in *goods and services*, such as catering and consumable supplies, to avoid the significant underspending realised at year end.
- 3) The significant underspending in the SAPS core service delivery Programme (Vispol) should be questioned, as there were arguably more police members deployed in a visible policing capacity during the COVID-19 lockdown compared to other periods.
- 4) The significant underspending on Training and development has been a continuous trend over the past three financial years. This is explored in more detail under section 5.5 of this paper.
- 5) The significant underspending on laboratory services should be explained. What items are covered under this expenditure?
- 6) Despite the impact of COVID-19 on construction, the lack of infrastructure development, specifically building of new police stations, has been an area of continued underperformance. Policing services should be brought closer to communities to enable improved service delivery.

4.2. COVID-19 Expenditure

The table below shows that by the end of March 2021, the SAPS had spent R1.71 billion on COVID-19 related *goods and services*. High spending of R1.37 billion (or 80% of the total expenditure) occurred in the first quarter of the 2020/21 financial year (01 April to 30 June 2020) after which there was decreased expenditure in the subsequent three quarters.

Table 2: Quarterly spending on COVID-19 related goods and services

Economic classification <i>R million</i>	Quarter 1 April to June 2020	Quarter 2 July to Sept 2020	Quarter 3 Oct to Dec 2020	Quarter 4 Jan to March 2021
Goods and services	1 371.4	1 646.3	1 661.7	1 716.2
	1 371.4	274.9	15.4	54.5

Source: National Treasury (2021)



The bulk of the spending was recorded on *goods and services* (R1.7 billion) under current payments, mainly on the items: *minor assets* (R22.7 million), *consumable supplies* (R1.5 billion), *travel and subsistence* (R79.8 million); and on *payments for capital assets* (R3.1 million), mainly on *machinery and equipment* (R3.1 million).

According to National Treasury, the COVID-19 related expenditure in the SAPS was mainly for the procurement of PPE items such as digital thermometers, plastic aprons, wipes, surgical gloves, disposal overalls, sanitisers and disposal boot covers. And according to the National Treasury COVID-19 Dashboard, 56.16% of all COVID-19 related orders were for surgical masks, followed by hand sanitisers and disinfectants (32.02%).¹

National Treasury highlighted the following issues for the Committee to note related to COVID-19 interventions:²

In light of the preliminary underspending recorded on COVID-19 interventions by SAPS, the National Treasury provided context to the spending patterns under this item:

- During the 2020 Special Adjustment Budget, an amount of R3.7 billion was allocated to the Department for COVID-19 interventions. This funding was earmarked by the National Treasury.
- A further amount of R252.8 million was rolled over during the 2020 Second Adjustments Budget, of which R248.4 million was rolled over for PPE, which was procured in 2019/20 but could not be delivered due to the unavailability of stock domestically.
- Furthermore, the Department reprioritised R1.1 billion within its baseline towards the Department's response to the COVID-19 pandemic. As such, the overall budget for COVID-19 interventions amounts to R5.1 billion.
- During the fourth quarter of 2020/21, the Department requested approval from the National Treasury to utilise R1.1 billion to fund priorities that cannot be financed in the baseline due to cost pressures in the Department. The funds were to be utilised as a once-off arrangement for the purposes of:
 - paying software licence fees;
 - procurement of ICT systems;
 - medical expenses for POLMED members and their dependents;
 - repair and maintenance of damaged vehicles; and
 - deployment costs for policing operations.
- The main reasons for shifting funds from COVID-19 items was low spending resulting from availability of PPE stock locally; and multiple service providers selling PPE at lower and competitive rates.

A comprehensive research paper was prepared on the Department's COVID-19 related procurement titled, *SAPS COVID-19 Procurement* dated 09 June 2021 - [Click here to access research paper](#).

Comments and questions

- 1) The SAPS should indicate the quantities of all types of COVID-19 related goods and services procured. Preliminary calculations suggest that the SAPS had procured approximately 10 million masks. Were proper needs assessments made prior to the procurement of COVID-19 related goods and services? According to the SAPS Internal Audit Division, proper needs assessments

¹ National Treasury (2021a)

² National Treasury (2021b)



were not conducted and that this led to an oversupply of procured items. The SAPS should explain why the relevant needs assessments were not completed.

- 2) The Department should indicate why expenditure slowed down drastically from the second quarter of 2020/21 and onwards – 80 per cent of COVID-19 related procurement of goods and services occurred within the first quarter of the 2020/21 financial year.
- 3) The SAPS should explain its decision to fumigate its buildings through the Forensic Services capabilities. What savings did this bring about and did it not compromise the already constrained environment further?
- 4) The AG had continuously made findings on the lack of consequence management in the SAPS and lack of disciplinary action taken against officials who had incurred and permitted irregular expenditure. Furthermore, the AG noted that action plans to address significant findings on the reporting of predetermined objectives and the prevention on irregular expenditure, were not effectively monitored and implemented during the year. The SAPS should indicate what steps will be taken against the officials that incurred and permitted irregular expenditure on COVID-19 goods and services?
- 5) Although the National Treasury allows that Accounting Officers may deviate from inviting competitive bidding in cases of emergency, the excessive inflation of prices and significant deviations on verbal authorisation protocols should have been evaluated more carefully and 80 per cent of all spending was possibly not needed in the first quarter of the 2020/21 financial year and could have been done when PPE was more accessible.
- 6) The later availability of PPE at competitive prices eventually led to the SAPS underspending on allocated COVID-19 funds, which was shifted to other functional areas such as software licence fees; procurement of ICT systems; medical expenses for POLMED members and their dependents; repair and maintenance of damaged vehicles; and deployment costs for policing operations.

4.3. Expenditure at Programme level

Programme 1: Administration. At the end of the 2020/21 financial year, the Programme had spent R18.7 billion or 98.4% its Final Appropriation of R19.007 billion, thus underspending by R304.7 million. The underspending was recorded under the *Corporate Services* subprogramme, which spent 98.5% of its budget (underspent with R277.7 million) and the *Ministry* subprogramme which spent 57.8% of its budget (underspent with R27 million). It should be noted that the *Management* subprogramme was one of only two subprogramme of the Department to spend 100% of its budget (the other is the *Static Protection* subprogramme under Programme 5: Protection and Security Services).

At economic classification level, expenditure on *Compensation of employees* was 99.4% of its available budget (underspent with R81.5 million) and expenditure on *Buildings and other fixed structures* was only 63% of the available budget, thus recording underspending amounting to R184 million.

Programme 2: Visible Policing. At the end of the 2020/21 financial year, the Programme had spent R50.7 billion or 96.5% of its available budget of R53.4 billion, thus recording underspending of R2.5



billion. The underspending was mainly recorded in the *Crime Prevention* subprogramme (R2.4 billion). At economic classification level, the bulk of the underspending was recorded on *Current payments*, mainly under *Compensation of employees* (R18.3 million) and *Goods and services* (R2.6 billion). Expenditure on *Goods and services* as a percentage of the Final Appropriation was 78.4%, which emanated from savings on various items including catering, computer services, training and transport.

Programme 3: Detective Services. At the end of the 2020/21 financial year, the Programme had spent R18.691 billion or 94.9% of its available budget of R19.7 billion, thus recording underspending of R996.7 million. The underspending was mainly recorded under the *Forensic Science Laboratory* subprogramme, which spent R1.124 billion, or 81%, of its available budget of R1.388 billion. In terms of economic classification, the subprogramme spent only 31.2% of its available budget for *Goods and services*. On *Machinery and equipment*, the subprogramme spent only 4.4% of its available budget.

The *Specialised Investigations* subprogramme, or DPCI, spent R1.8 billion, or 86.2%, of its available budget of R2.1 billion. The under expenditure of R297.2 million was solely recorded under *Compensation of employees*.

At economic classification level, the bulk of the overall underspending of the Programme was recorded on *Goods and service*, which spent 75.5% of its available budget (underspending of R531.3 million).

Programme 4: Crime Intelligence. At the end of the 2020/21 financial year, the Programme had spent R4.1 billion or 98.3% of its available budget of R4.2 billion, thus recording underspending of R70.3 million. The underspending was mainly recorded in the *Crime Intelligence Operations* (-R42.8 million) subprogramme. At economic classification level, the bulk of the underspending was recorded on *Goods and services* (-R48.3 million) under current payments.

Programme 5: Protection and Security Services. At the end of the 2020/21 financial year, the Programme had spent R3.22 billion or 98.7 per cent of its available budget of R3.26 billion, thus recording preliminary underspending of R40.8 million. This underspending was mainly recorded in the *Government Security Regulator* subprogramme, which spent 92% of its available budget (-R6.1 million). It should be noted that the *Static Protection* subprogramme was one of only two subprogramme of the Department to spend 100% of its budget (the other was the *Management* subprogramme under Programme 5: Protection and Security Services). At economic classification level, the bulk of the underspending was recorded on *Goods and services* (-R36.4 million) under current payments.

4.4. Irregular expenditure

In 2020/21, the Department had an opening balance for irregular expenditure of R1.58 billion, which is an increase compared to that of the previous financial year (2019/20 opening balance: R1.272 billion). The Committee should note the balance has consistently increased over the past four-year period, despite the actual amount incurred decreasing in 2020/21 compared to the previous year. In terms of the balance, in 2017/18 it was R20.7 million (against the R1.58 billion in 2020/21).

In 2020/21, the Department incurred irregular expenditure of R532 000.00, which is a significant decrease compared to R161.6 million in 2019/20. During the period under review, R28 000.00 was condoned/written off and the cases carried over from previous financial years amounting to R1.58 billion have been assessed and confirmed and the process of condonation by National Treasury is underway.



Incidents of irregular expenditure indicated a significant decrease of 66,67% (eight confirmed incidents, in 2020/2021, compared to 24 confirmed incidents during the same period, in 2019/2020).

Despite the above, the AG stated that irregular expenditure of R3.475 billion is still under assessment and raised this as a matter of emphasis. The assessment includes 823 incidents of irregular expenditure and non-compliance to procurement prescripts. The largest amount related to these investigations stands at R1 billion for sub-contracting requirements not adhered to (12 incidents), followed by 38 incidents in which local contents requirements were not complied to amounting to R934,5 million, and 19 incidents in which bid specification requirements were not met amounting to R654,19 million. The highest number of irregular expenditure incidents under assessment was on not obtaining three quotes (214 incidents), followed by tax requirements not complied with (144 incidents). *Please see note 25.7 of the 2020/21 financial statements for further details.*

According to the SAPS, the following activities have been undertaken decrease irregular expenditure:

- The pocket guide, which includes education relating to the prevention of irregular expenditure, was updated and was distributed to all procurement and supply chain management practitioners, on 1 October 2020.
- Irregular Expenditure Committees were rolled out to provinces and divisions, responsible for monitoring and ensuring the timeous finalisation of all irregular expenditure cases within their respective divisions and/or provinces. Registers are to be submitted on a weekly basis for monitoring purposes by the Supply Chain Management Division.
- A project plan was developed to conduct a National Intervention Road Show to all divisions and provinces, with the main objective to provide guidance to Provincial and Divisional Irregular Expenditure Committees and to finalise and prevent irregular expenditure.
- Irregular expenditure is discussed during biannual Procurement Forums, held with provinces and divisions.

Comments and questions

- 1) The Department should indicate what steps have been taken to address the significant historic irregular expenditure.
- 2) The continuous findings on contraventions of the supply chain regulations should be a serious concern to the Committee. The Department should indicate how these incidents occur despite the strict guidelines set by National Treasury.
- 3) The SAPS should report on the progress made regarding the 823 incidents of irregular expenditure amounting to R3.475 billion under assessment.
- 4) The lack of effective consequence management has been a recurring concern raised by the AG and the Committee. The Department should provide a detailed report on all incidence and the outcomes in terms of responsibility/consequences.

4.5. Fruitless and wasteful expenditure

The Department had an opening balance of R16.2 million in fruitless and wasteful expenditure at the start of the 2020/21 financial year. During 2020/21, the Department incurred R129 000 in fruitless and wasteful expenditure, which is a decrease from the previous financial year. During 2020/21, the



Department recovered R375 000 and R4.48 million was written off. Of the amount written-off, R4,129 million was on interest on claims against the State involving 91 cases. *Note: Interest on claims against the state occurs when the SAPS fails to pay a settlement by the date stipulated in a court order.* At year-end, the Department had a closing balance of R11.918 million, which is a decrease compared to the previous financial year (R16.2 million).

During 2020/21, 766 incidents of fruitless and wasteful expenditure was still under investigation (to determine whether they are in-fact fruitless and wasteful as per the PFMA) amounting to R16.724 million, of which 443 incidents relate to interest-claims against the State amounting to R10.7 million.

Comments and questions

- 1) The SAPS should explain the high number of non-compliance to court orders when civil claims are paid resulting in interest incurred (fruitless and wasteful expenditure). In 2020/21, R367.2 million was paid out in claims and R4.129 million was written off for interest paid on late payments by the Department.

4.6. Liabilities

4.6.1. Contingent liabilities

The AG made stated significant uncertainties at a matter of emphasis in 2020/21 because the SAPS is a defendant in a number of lawsuits. The ultimate outcome of these matters cannot be determined and no provision for any liability that may result was made in the financial statements. The contingent liabilities of the SAPS are R8.240 billion at the end of the 2020/21 financial year (2019/20: R7.440 billion).

4.6.2. Civil claims against the State

During the 2020/2021 financial year, 10 689 new civil claims were registered amounting to R16.7 billion (R16 782 612 292.45). The number of claims decreased from 14 845 new claims that were registered to the value of R2 033 295 750 in 2019/20. A total of 52 203 claims, valued at R59.812 billion (R59 812 179 327.28) were still pending, as at 31 March 2021. These claims emanate from previous financial years, as well as the current financial year. The most civil claims were recorded in the Gauteng province (19 313 cases valued at R23.89 billion), followed by KwaZulu-Natal recording 12 885 civil claims valued at R10.256 billion). The fewest civil claims were brought in the Northern Cape with 302 claims valued at R258.1 million.

In 2020/21, 9 941 claims were brought against the State for wrongful arrest and detention amounting to R8.062 billion (R8 062 629 850.16). The highest number of claims was recorded in KwaZulu-Natal at 2 906 claims valued at R1.2 billion, followed by Gauteng at 2 692 cases valued at R3.056 billion.

During 2020/21, a total of 2 899 payments (court orders and settlements) were made, to the value of R367.2 million (R376 247 932.15), of which arrest and detention claims were the highest pay outs amounting to R239.2 million (R239 299 759.27).



Comments and questions

- 1) The continued increase in claims against the State is extremely worrying. The sheer number and value of claim are staggering. The value of claims represents 60% of the SAPS's Final Appropriation for the 2020/21 financial year. Although this amount will not be paid, it remains an indication of wrongdoing by police members.
- 2) The Department should indicate whether a National Instruction on Civil Claims was developed and implemented and whether it includes the recovery of money from members involved.
- 3) When is a claim determined to be 'dormant' (what are the criteria for determining a claim as dormant) and explain the cancellation rationale?
- 4) Did the SAPS take any disciplinary steps against police members that are responsible for civil litigation brought against the Department? This should form part of ongoing consequence management, as the root causes are contravening internal prescripts, policies, directives and even legislation.

5. PERFORMANCE OVERVIEW 2020/21

Financial and service delivery performance should be read together when considering the performance of the SAPS. There should be some alignment between performance and expenditure. Due to the nature of police work, there is no direct link between budget allocations and service delivery, which challenges effective oversight. The focus of oversight should be placed on the quality of performance indicators and targets and whether these measure an improvement in service delivery.

The initial 2020/21 APP was implemented in the first quarter of the 2020/21 financial year (April to June), but was revised due to the challenges posed by COVID-19 and was re-tabled in June 2020³ and implemented from the second quarter of the 2020/21 financial year. The SAPS made revisions to some targets in the Administration, Visible Policing and Crime Intelligence Programmes. Although the SAPS Annual Report includes separate reporting for the first quarter and then quarters two to four, this analysis focusses on the annual targets and achievements.

5.1. Overall performance for 2020/21

At the end of the 2020/21 financial year, the Department achieved 73.68% of its performance targets (70 from 95 targets), which shows an improvement compared to the 63.36% achievement rate in the 2019/20 financial year.

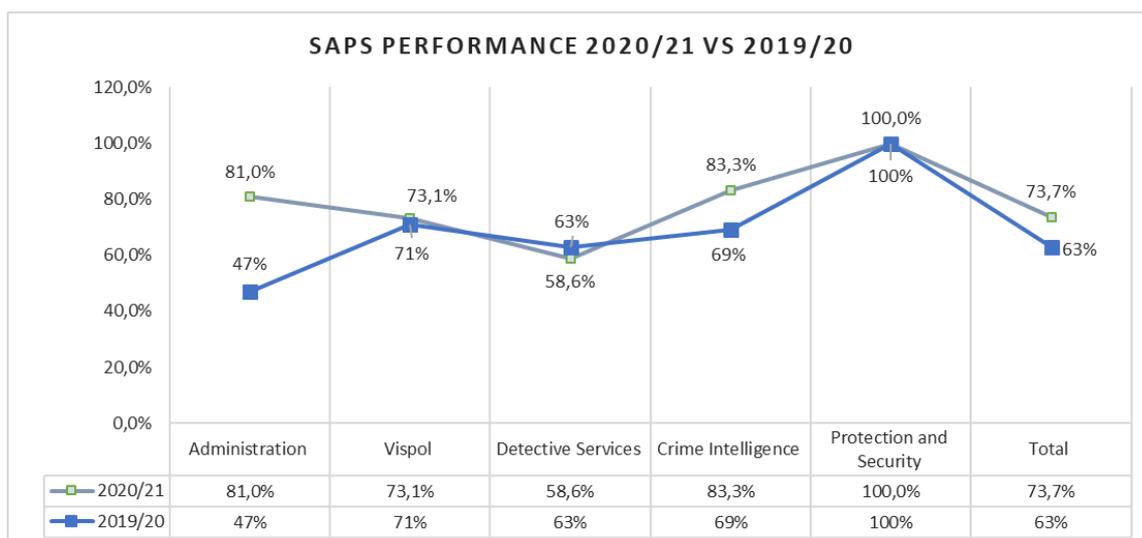
Overall the SAPS achieved 70 from 95 performance targets
Achievement rate of 73.68%

³ The Department of Monitoring and Evaluation (DPME) directed the revisiting of the planning process, requiring all government entities to re-assess their strategic and annual plans, which were developed, prior to the onset of the 2020/2021 financial year.



The figure below provides a summary of the Department's performance at the end of the 2020/21 financial year against that of the previous financial year. The Protection and Security Services Programme achieved 100% of its targets, similar to that of the previous financial year. The Crime Intelligence Programme achieved 83.3% of its targets at the end of 2020/21, which is a significant improvement compared to the 69% achievement rate of the previous financial year. The Visible Policing Programme achieved 73.1% of its targets at the end of the 2020/21 financial year, which is an improvement compared to the previous financial year during which it achieved 71% of its performance targets. The Administration Programme achieved 81% of its performance targets at the end of 2020/21, which is a significant improvement compared to the achievement rate of only 47.06% at the end of the 2019/20 financial year.

The Detective Services Programme is the only Programme that achieved a lower performance rate in 2020/21 compared to the previous financial year. At the end of 2020/21 the Detective Services Programme achieved 58.6% of its performance targets compared to an achievement rate of 63% in the 2019/20 financial year. This is largely due to the poor performance of the Forensic Science Laboratory subprogramme, which achieved none of its five performance targets during 2020/21 (achievement rate of 0%).



Source: SAPS 2020/21 Annual Report

The 2020-2025 Strategic Plan includes several **perception-based performance indicators** to measure internal and external satisfaction with police services. The external indicators focus on community perceptions and the internal indicators focus on SAPS members' perception of organisational aspects of the Department. Unfortunately, the relevant research-related processes were delayed by COVID-19. This is a shame as the inclusion of perception and outcome targets (rather than just output/numerical targets) was an extremely positive step towards service delivery improvement. The SAPS should be encouraged to prioritise these projects as soon as possible.

5.2. Performance over four financial years: 2017/18 – 2020/21

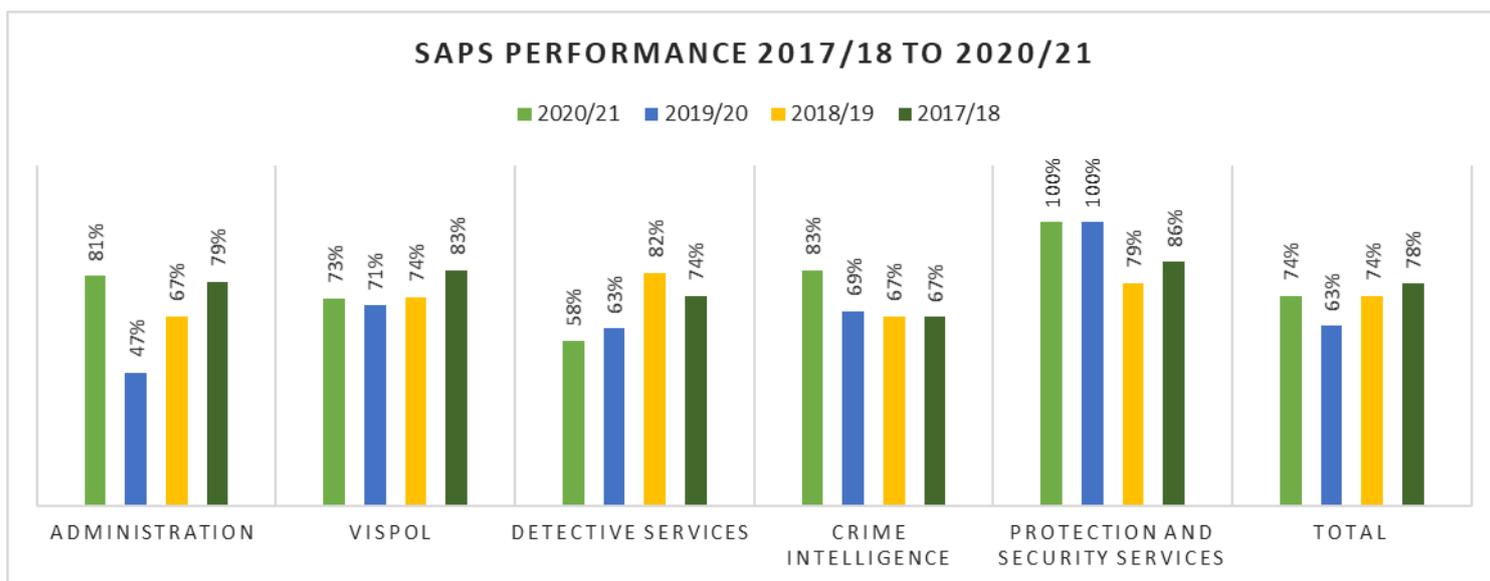
The figure below shows a comparative picture of the Department's performance over a four-year period. Overall, the Department's performance decreased between 2017/18 and 2019/20 from 78% in 2017/18 to 63% in 2019/20. The improvement is largely attributed to the improved performance recorded in the



Administration Programme, which saw a significant downward trend between 2017/18 and 2019/20 from 79% achievement to 67% in 2018/19 and 43% in 2019/20.

As mentioned above, the performance of the Detective Services Programme was the only one that declined in 2020/21 compared to the previous financial year. The Programme achieved its best performance in 2018/19 when it achieved 82% of its performance targets, which was also the best achievement rate across all budget programmes in that year. Since, the Programme’s performance declined to 63% in 2019/20 and further to 58% in 2020/21.

Both the Protection and Security Services and Crime Intelligence Programmes have shown improved performance. The Protection and Security Services Programme recorded a decline between 2017/18 and 2018/19, but has since stabilised its performance at 100% achievement in both 2019/20 and 2020/21. The Crime Intelligence Programme has shown consistent improvement in achieving its performance targets between 2017/18 and 2020/21, with considerable improvement in 2020/21 (83%) compared to the previous financial year (69%).



Source: SAPS Annual Reports

5.3. Programme performance for 2020/21

5.3.1. Programme 1: Administration

Administration achieved 17 from 21 performance targets
Achievement rate of 81%

At the end of the 2020/21 financial year, the Administration Programme achieved 17 of its 21 targets (4 targets not achieved). The following should be noted:

Targets not achieved during the 2020/21 financial year

Number of new police stations established as per the	Number of identified National Network Communication	Percentage compliance with the SAPS’ Ethics and
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<p>SAPS Infrastructure Development Programme</p> <ul style="list-style-type: none"> • Target: 2 • Achieved: 0 • Deviation: -2 	<p>Infrastructure sites modernised and implemented</p> <ul style="list-style-type: none"> • Target: 65 WAN sites • Achieved: 15 WAN sites • Deviation: -50 WAN sites 	<p>Integrity Plan - Overall target not achieved. Sub-targets not achieved:</p> <ul style="list-style-type: none"> • 99.7% of Middle Management to submit financial disclosures by 31 July 2020 (-0.30%) • 95.93% of Financial Management and Supply Chain Management financial disclosures submitted by 31 July 2020 (-4.07%) • Submission of certificates on remunerative work not submitted by 31 December 2020, but only by March 2021 (-3 months)
<p>Percentage of audits completed in terms of the Internal Audit Plan</p> <ul style="list-style-type: none"> • Target: 100% (134) • Achieved: 80.6% (108 from a total of 134) • Deviation: -19.40% 		

Comments and questions

- 1) Performance on the modernisation of communication networks was severely impacted. The initial target for the development of Wide Area Network (WAN) sites was 488 for the 2020/21 financial year, but was adjusted downwards to only 65 sites as part of the May 2020 APP revision process. However, at the end of 2020/21, only 15 WAN sites were developed, leaving a deviation of 50 sites less than planned. It should be noted that the performance target was first introduced in the 2019/20 APP with a target of 240 sites, of which none was achieved at the end of the 2019/20 financial year. Thus, the underperformance cannot be blamed on COVID-19 entirely. In 2019/20, the lack of CJS funds were blamed and in 2020/21, SITA was blamed for not performing in service tenders.
- 2) What steps were taken against individuals who did not submit their financial disclosures within the agreed time period? In 2020/21, the AG highlighted, with concern, that persons in service of the SAPS, who had a private or business interest in contracts awarded by the SAPS, failed to disclose such interest. This should be addressed as a matter of urgency. How does the SAPS ensure that contracts are not awarded to persons employed by the SAPS?

5.3.2. Programme 2: Visible Policing

Visible Policing Programme achieved 19 from 26 performance targets
Achievement rate of 58.6%



At the end of the 2020/21 financial year, the Visible Policing Programme achieved 19 from 26 performance targets (7 targets not achieved).

Targets not achieved during the 2020/21 financial year per subprogramme

Subprogramme: Crime Prevention: Achieved 9 from 16 targets (7 not achieved)		
Increase the number of stolen, lost and illegal firearms recovered <ul style="list-style-type: none"> • Target: Increase to 4 225 • Achieved: 2 035 • Deviation: -2 190 	Increase the number of identifiable stolen, lost SAPS firearms recovered <ul style="list-style-type: none"> • Target: Increase to 482 • Achieved: 376 • Deviation: -106 	Percentage of new firearm license applications finalised within 120 working days <ul style="list-style-type: none"> • Target: 90% • Achieved: 38.87% (24 133 finalised from a total of 62 082 received) • Deviation: -51.13% points
Number of stolen/robbed vehicles recovered <ul style="list-style-type: none"> • Target: Maintain at 36 674 • Achieved: 29 422 • Deviation: -7 252 	Number of identified functional strategic partnerships <ul style="list-style-type: none"> • Target: 3 • Achieved: 0 • Deviation: -3 	Number of provinces in which the Traditional Policing Concept has been implemented <ul style="list-style-type: none"> • Target: 1 province by 31 March 2021 • Achieved: 0 • Deviation: -1
Percentage reduction in the number of contact crimes against children (below 18 years) <ul style="list-style-type: none"> • Target: Decrease to 39 497 (6.73%) • Achieved: Reported contact crimes against children reduced by 5.8% from 42 348 in 2019/20 to 39 878 in 2020/21 • Deviation: -0,93% points 		

The Border Security and Specialised Interventions subprogrammes achieved 100% of their respective performance targets at the end of the 2020/21 financial year.

Compounding the decline in the performance of the Visible Policing Programme, the AG made material findings in respect of several performance targets. According to the AG, the achievements in the Annual Report did not agree with the supporting evidence provided for the indicators listed below and showed material differences. For those targets reported as not achieved by SAPS, the fact that the AG could not verify the supporting evidence, could mean that the underperformance on those targets could be even worse, which is concerning, especially regarding the management of firearms.

Targets reported as achieved by SAPS, but not supported by evidence:

- 1) Percentage reduction in the number of contact crimes
- 2) Number of reported contact crimes at the identified 30 high crime weight station



- 3) Percentage reduction in the number of contact crimes against women (18 years and above)

Targets reported as not achieved by SAPS and not supported by evidence:

- 4) Percentage reduction in the number of contact crimes against children (18 years and below) (not achieved).
- 5) Number of stolen or lost and illegal firearms recovered
- 6) Number of identifiable stolen or lost SAPS firearms recovered
- 7) Number of stolen/robbed vehicles recovered

Comments and questions

- 1) The SAPS should explain why audit action plans on pre-determined objectives are not implemented? According to the AG, this led to repeat finding on performance targets (especially in the Visible Policing Programme) and is attributed to the lack of monitoring adherence to the plan in a timely manner by the appropriate level of management. A specific challenge lies at station level where implementation is not monitored. How does the SAPS plan to address these types of non-compliance?
- 2) Coupled with the above, a continuous finding by the AG is that the SAPS does not maintain proper record keeping to safeguard records and facilitate timely retrieval, and that supporting documentation relating to performance information was not always provided or was not provided within the agreed timelines. This is also leads to repeat findings on the reliability of performance. How does the SAPS plan to rectify the lack of proper record keeping, especially at station level?
- 3) The SAPS reported that the Eyes and Ears initiative was established during 2020/21, which is a joint crime fighting initiative between the SAPS, Business against Crime South Africa (BACSA) and the Private Security Industry Regulatory Authority (PSIRA), aimed to enhance the situational awareness and appropriate response by the SAPS. The initiative was piloted, in Gauteng, in 2019 and was rolled out to KwaZulu-Natal, Limpopo, the Eastern Cape and the Western Cape. Careful consideration should be given to the increased focus on private security and crime prevention. ***This partnership needs a formalised approach with strong guidelines based on a clear policy and legal framework.*** This must include regulatory requirements, strategic and operational management. [Please see Parliamentary Research Unit paper on the Role of private security in crime prevention: South African perspective.](#)
- 4) The SAPS should explain the concepts for the Royal Police Reserve, the Traditional Policing and the Community-in-Blue, and how these concepts work together. According to the SAPS, these “will significantly increase the visibility of the SAPS at local level”. What frameworks are in place and are these concepts aligned to the White Paper on Safety and Security?

5.3.2.1. Firearm amnesties

The SAPS ran two separate six-month firearm amnesties since December 2019. The first was from 01 December 2019 to 31 May 2020 and the second, from 01 August 2020 to 31 January 2021. Collectively, the two amnesties collected 149 726 firearms and 723 959 ammunitions. According to the SAPS, they received the majority of these firearms and ammunition during the second amnesty. In both amnesties, illegal firearms far outnumbered the voluntary surrendered legal firearms. A major challenge in both amnesties was the national COVID-19 lockdown that hampered the collection of firearms and had a



significant impact on the renewal of firearm licences. On 16 February 2021, the Portfolio Committee on Police requested monthly progress reports on the capturing of amnesty firearms. According to these reports, as of August 2021, 165 715 firearms and 723 959 ammunitions were surrendered. It is clear that the ammunition remained the same, but the number of surrendered firearms increases with 15 989.

It is important to note that of the 165 715 firearms surrendered (updated August 2021 figure), 105 121 licence applications for these surrendered firearms were received (63.43% of surrendered firearms). As such, during both amnesties, only 60 594 unwanted firearms were surrendered.

Comments and questions

- 1) The SAPS should indicate the projected date at which the reconciliation of amnesty firearms will be completed. It is worrying that the figure increased by 15 989 between 31 March 2021 and August 2021.
- 2) What does SAPS consider to be the reason for the large percentage of firearm licence applications received for surrendered firearms?
- 3) When will the backlog for firearm license and competency certificate applications be cleared, especially in relation to amnesty firearms?

5.3.3. Programme 3: Detective Services

Detective Services Programme achieved 17 from 29 performance targets
Achievement rate of 58.6%

The Detective Services Programme achieved 17 of its 29 performance targets, thus not achieving 12 targets at the end of the 2020/21 financial year. As noted above, the Programme's performance is the only to decline compared to the previous financial year, which is mainly due to the underperformance recorded in the Forensic Services Laboratory subprogramme which achieved none of its performance targets in 2020/21. The subprogramme also recorded significant deviations between the targeted and achieved performance. The following should be noted:

Targets not achieved during the 2020/21 financial year per subprogramme

Subprogramme: Crime Investigations: Achieved 10 from 16 targets (62.5%)		
Percent increase in detection rate for contact crimes <ul style="list-style-type: none"> • Target: 55.47% • Achieved: 47.43% (348 355 from a total of 734 496) • Deviation: -8.04% points 	Percentage increase in detection rate for contact crimes at the identified 30 high crime weight stations <ul style="list-style-type: none"> • Target: 56,23% • Achieved: 33.94% (37 112 from a total of 109 335) • Deviation: -22.29% points 	Percentage increase in detection rate for crimes committed against women 18 years and above (murder, attempted murder, all sexual offences, common assault and assault GBH) <ul style="list-style-type: none"> • Target: 75,15% • Achieved: 71.29% (132 443 from a total of 185 778) • Deviation: -3.86% points
Percentage increase in detection rate for crimes committed against children	Percentage increase in compliance with the taking of	Percentage reduction in outstanding fingerprint investigative leads



under 18 years (murder, attempted murder, all sexual offences, common assault and assault GBH) <ul style="list-style-type: none"> • Target: 70,10% • Achieved: 64,88% (34 890 from a total of 53 776) • Deviation: -5.22% 	buccal samples from schedule 8 offenders <ul style="list-style-type: none"> • Target: 60% • Achieved: 43.59% (86 969 from a total of 199 507) • Deviation: -16.41% points 	<ul style="list-style-type: none"> • Target: 5% • Achieved: 144.91% (2 575 from a total of 1 777) • Deviation: -139.91% points
Subprogramme: Criminal Record Centre: Achieved 1 from 2 targets (50%)		
Percentage of results of guilty trial verdicts updated within 20 calendar days <ul style="list-style-type: none"> • Target: 95% • Achieved: 93.09% (154 173 from a total of 165 613) • Deviation: -1.91% points 		

5.3.3.1. Forensic Science Laboratory subprogramme

The performance of the *Forensic Science Laboratory* subprogramme has seen a consistent decrease over the past four financial years, with the backlog in DNA analysis rising sharply to unacceptably high levels at 84.3% of case exhibits not finalised within 90 days during 2020/21 and the finalisation of DNA Intelligence case exhibits falling sharply from 95.2% in 2017/18 to 14.6% in 2020/21.

Targets not achieved during the 2020/21 financial year per subprogramme

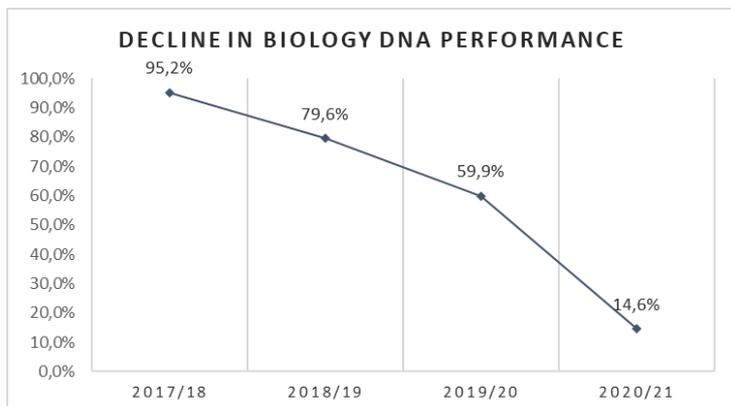
Subprogramme: Forensic Science Laboratory: Achieved 0 from 5 targets (0%)		
Percentage of routine case exhibits (entries) finalised <ul style="list-style-type: none"> • Target: 75,00% within 35 calendar days • Achieved: 32.23% (27 983 from a total of 86 824) • Deviation: -42.77% points 	Percentage of case exhibits (entries) not yet finalised exceeding the prescribed time frame <ul style="list-style-type: none"> • Target: Backlog not exceeding 10% of registered case exhibits (entries) • Achieved: 84.56% (300 722 from a total of 355 648) • Deviation: -74.56% points 	Percentage of non-routine case exhibits (entries) finalised <ul style="list-style-type: none"> • Target: 70,00% within 113 calendar days • Achieved: 61.70% (1 226 from a total of 1 987) • Deviation: -8.3% points
Percentage of Ballistics Intelligence (IBIS) case exhibits (entries) finalised <ul style="list-style-type: none"> • Target: 95,00% within 35 calendar days • Achieved: 90.5% (33 216 from a total of 36 704) • Deviation: -4.5% points 	Percentage of Biology DNA Intelligence case exhibits (entries) finalised <ul style="list-style-type: none"> • Target: 80,00% within 90 calendar days • Achieved: 14.59% (706 from a total of 4 838) • Deviation: -65.41% 	

As at the end of 2020/2021, the Forensic Science Laboratory environment had 300 722 cases that are yet to be finalised. The backlog increased from 27,06% to 84,56% in 2020/21, which surpasses the international norm of 10%, by 74,56%.

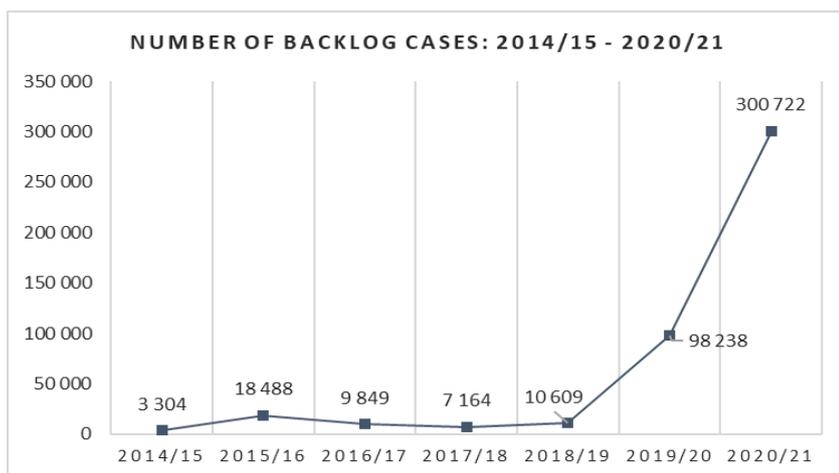
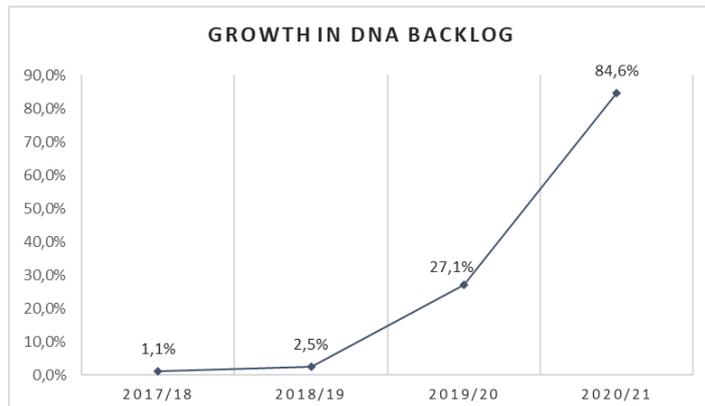


The figures below illustrate the decline in the performance over the past four financial years from 2017/18 to 2020/21. Already in 2018/19, the performance showed a significant decrease.

Percentage of Biology DNA Intelligence case exhibits finalised.
Target: 80%



Percentage of case exhibits not yet finalised.
Target: 10%



The figure to the left shows that the number of backlog cases has increased significantly over the past seven financial years from 2014/15 to 2020/21. In 2014/15, the backlog stood at 3 304 case exhibits, which increased drastically to 18 488 cases in 2015/16, but declined again to 9 849 cases in 2016/17 and further to 7 164 cases in 2017/18. Thereafter, the backlog started a significant increase to 10 609 cases in 2018/19 to 98 238 cases in 2019/20 and 300 722 cases in 2020/21.

According to the SAPS, the backlog had a negative impact on the Criminal Justice System (CJS), particularly with the detection and conviction rates. In 2020/21, the SAPS had not achieved any performance targets on improving detection rates for contact crimes and crimes against women and children. Furthermore, the SAPS Annual Report states, “the increased backlog has unfortunately negated the incremental investment made by the South African Government, during the period 2010/2011 to 2017/2018, to improve the efficiency of the CJS”. This should be seen as a serious indictment.

According to the SAPS, the following factors led to the underperformance:

- Lower production levels, due to COVID-19.
- The evacuation of buildings, due to positive COVID-19 cases.
- Non-operational equipment and machinery, due to outstanding service.
- Outstanding maintenance, calibration and validation contracts.

Although the COVID-19 pandemic and associated changes can be blamed as one of the reasons for the decline in performance during 2020/21, the significant decline in the Forensic Science Laboratory



environment started long before the outbreak of the COVID-19 pandemic. Worryingly is the latter two reasons, namely non-operational equipment and machinery due to outstanding service and outstanding contracts for maintenance, calibration and validation of the equipment.

In 2020/21, the size of the National Forensic DNA Database has decreased to 743 730 forensic DNA profiles from 1 616 535 profiles in 2018/19. This is attributed to challenges with the poor compliance rates of detectives taking buccal samples from persons arrested and charged for Schedule 8 offences, as well as the significant increase in DNA backlogs. During 2020/21, 207 840 profiles were expunged on the NFDD, while only 4 693 new profiles were loaded.

The performance target for taking **buccal samples from Schedule 8 offenders** is in the *Crime Investigations* subprogramme, but relates directly to the utilisation of forensic investigative aids in the investigation of crime and the enhancement of the DNA database. During 2020/2021, a total of 86 969 buccal samples were taken from a total number of 199 507 suspects arrested for Schedule 8 offences. The performance target was set at, an already low, 60% of which the SAPS achieved 43.59%, thus 16.41% less than the target. According to the SAPS, the underperformance was due to the under-utilisation of, and monitoring of the taking of buccal samples.

Similarly, the performance target for the reduction in **outstanding fingerprint investigative leads** falls in the *Crime Investigations* subprogramme, but also links directly to the utilisation of forensic investigative aids in the investigation of crime. In 2020/21, the performance target was a reduction of 5%, but the backlog increased to 144.91%, thus a deviation of 139.9%. According to the SAPS, the underperformance was due to deficiencies in the monitoring of the Automated Fingerprint Identification System (AFIS) list and the purification thereof.

Comments and questions

- 1) The Department should indicate the amount of funds that have been spent on the CJS since 2010/11 to date. The Committee should call a dedicated meeting on the CJS Revamp and Integrated Justice System (IJS) Modernisation projects. Expenditure and delivery on these projects have been fraught by irregular and poor performance.
- 2) Does the SAPS have any maintenance contracts on the systems and equipment used in the FSL Division? Based on the expenditure, these contracts are not in place.
- 3) The SAPS should provide a status update on roll-out and functioning of the Forensic Exhibit Management (FEM) system (replacement for PCEM).
- 4) The SAPS should provide feedback on the establishment of Public-Private-Partnerships (PPPs) to address the significant DNA backlog. What number of private laboratories have been identified and what is the estimated cost associated with these partnerships? Does the SAPS have sufficient funds for these partnerships?
- 5) What steps are taken to ensure that buccal samples are taken for Schedule 8 offences - what monitoring and consequence in place to ensure compliance?



5.3.3.2. Specialised Investigations subprogramme (DPCI)

The **Directorate for Priority Crime Investigations (DPCI)** achieved 6 from 6 performance targets and recorded an achievement of 100%. The number of arrests decreased with 192 in 2020/21 (2 253 arrests compared to the previous financial year (2 445 arrests). The number of convictions increased from 37 728 in 2019/20 to 38 411 in 2020/21. According to the SAPS, seizures with an estimated value of R657 million, including R324 million narcotics, counterfeit goods, precious metals and wildlife were realised. A total of 114 firearms and 15 159 rounds of ammunition were seized, as well as 1 862 explosives. A total number of 175 vehicles, valued at R50 755 800.00, were seized and forfeited to the State. However, it should be kept in mind that the DPCI spent R1.8 billion, or 86.2%, of its available budget of R2.1 billion. The under expenditure of R297.2 million was solely recorded under *Compensation of employees*.

Comments and questions

- 1) The SAPS should indicate whether they are still considering making the DPCI a separate budget Vote and should provide an update on engagements with National Treasury regarding this matter.

5.3.4. Programme 4: Crime Intelligence

Crime Intelligence Programme achieved 10 from 12 performance targets
Achievement rate of 83.33%

The Crime Intelligence Programme achieved 10 of its 12 performance targets of the 2020/21 financial year. recorded large deviations between planned targets and actual performance on targets. It did not achieve 2 of its 12 performance targets.

Targets not achieved during the 2020/21 financial year

<p>Percentage of cross-border operations and arrests of identified transnational crime suspects facilitated, in relation to requests received from INTERPOL member countries.</p> <ul style="list-style-type: none"> • Target: 100% • Achieved: 80% (4 from 5 requests facilitated) 	<p>Percentage of arrests of identified transnational crime suspects facilitated, in relation to requests received from INTERPOL member countries.</p> <ul style="list-style-type: none"> • Target: 100% • Achieved: 62.5% (25 from a total of 40 arrests)
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Comments and questions

- 1) The Committee may request information as to the number of security clearances that were refused, withdrawn or degraded in the 2020/21. At what rank level did these refusals occur and what happened to these members' employment?
- 2) The Committee should question the security of the E-vetting system. Are the documents loaded onto the system secure? Is it vulnerable to hacking? What security measures are applied to the system to ensure its integrity?



- 3) The Division has developed a comprehensive and ambitious *Crime Intelligence Corporate Renewal Strategy*. The Departments should indicate whether any of the identified milestones have been achieved.

5.3.5. Programme 5: Protection and Security Services

Protection and Security Services Programme achieved 7 from 7 performance targets
Achievement rate of 100%

The Protection and Security Services Programme achieved 100% of its performance targets for 2020/21. Thus, the Programme performed well in the protection provided to VIPs without security breaches, protection provided at identified government installations and identified VIP residences without security breaches, auditing of strategic installations and evaluation of National Key Points (NKPs).

Comments and questions

- 1) The Department should provide a status update on the progress of moving away from the NKPs Act to the Critical Infrastructure Protection Act.
- 2) The Department should indicate whether any interventions have been made to address the spending pressure put on the Division by the Department of International Relations and Cooperation (DIRCO). There is a consistent increase in events held in SA and thus an increased number of dignitaries in need of protection. This is an unfunded mandate of the SAPS that should be addressed through engagements with DIRCO to enable SAPS to recoup the money for the provision of protection and security services for DIRCO events.
- 3) The Division should address previous suggestions of changes to the organisational structure of the Presidential Protection Services to be governed by the Secret Service policies and for it to be upgraded to international standards of secret service. The SAPS should indicate the status and whether any progress has been made.
- 4) Has the Department embarked on a review of security measures at other (all) NKPs countrywide in an effort to prevent a security breached at other NKPs?
- 5) The Department should elaborate on the challenges experienced with the DPW-I to implement security recommendations made by the SAPS at NKPs.

5.4. Crime statistics 2020/21

The SAPS started to release quarterly crime statistics in 2020/21, based on a Cabinet decision that was taken in 2016. Although the release of quarterly statistics is a positive step, the SAPS has not released the annual crime statistics for 2020/21, which challenges accurate yearly crime analyses. Although the figures below are contained in the Annual Report in-text, there is not a data set available.



In 2020/21, contact crimes declined by 13,9%, from 622 206 to 535 869 compared to the previous financial year. This reduction was largely due to the COVID-19 lockdown regulations, which limited opportunities for crime-related interaction and increased police visibility in high-crime areas.

Serious crimes (17 community reported crimes) declined by 16,4%, from 1 635 896 in 2019/20 to 1 367 516 in 2020/21. Contact-related crimes declined by 8,8% from 112 765 in 2019/20 to 102 854 in 2020/21. Property-related crimes declined by 21,1% from 472 158 to 372 424 and other serious crimes declined by 16,9% from 428 767 to 356 369 compared to 2019/2020.

Crimes committed against women decreased by 9,4% from 171 070 in 2019/2020 to 155 062 in 2020/2021. According to the SAPS, all crimes under the contact crime category against women, except for attempted murder contributed to the 9,4% decrease, with sexual offences indicating the biggest decrease of 23,6%, followed by assault Grievous Bodily Harm (GBH) (-8,2%), common assault (-5,4%) and murder (-1,5%). In respect of contact crimes against children, the SAPS recorded a decrease of 5,8% from 42 348 in 2019/2020 to 39 878 in 2020/2021.

Comments and questions

- 1) The SAPS should be encouraged to release annual crime statistics at the end of each financial year despite the release of quarterly crime statistics.
- 2) The Committee should prioritise engagements with the SAPS on the crime statistics.
- 3) The lockdown restrictions have a significant impact on the crime statistics, making analysis and comparison to the same period of the previous year difficult or impossible. How will the SAPS approach this in their analyses at the end of the 2021/22 financial year?
- 4) What lessons has SAPS learnt about the impact of the lockdown restrictions on the patterns and causative factors in crime?
- 5) Will the SAPS adapt their strategies to combat crime based on the lessons learnt?
- 6) Crime patterns are expected to normalise with the easing of lockdown restrictions. Will the SAPS be able to contain the gains made during the lockdown?

6. HUMAN RESOURCE MANAGEMENT

6.1. Establishment and personnel changes

At the end of the 2020/21 financial year, the SAPS had 181 344 filled posts against an initially approved Human Resource Budget Plan (HRBP) annual target of 191 763 posts. However, National Treasury communicated substantial in-year reductions to the Department and an amount of R4,907 billion was removed from the budget for compensation of employees. This resulted in the Department having to reconsider all human resource priorities in process, at the time, including the revision of the establishment target, during compilation of the 2021 Estimates of National Expenditure, to 181 344.

At the end of the 2020/21 financial year, 6 129 personnel left the employment of the Department, of which the majority was due to retirement (2 538), followed by resignations (1 540) and death (1 435).



Retirements increased from 1 256 in 2019/20 to 2 538 in 2020/21 due to the early retirement without penalisation of pension benefits initiative. Deaths increased significantly from 897 in 2019/20 to 1 435 in 2020/21 due to the COVID-19 pandemic.

6.2. Police/Population Ratio

In 2020/21, the Department had a fixed establishment of 182 126 employees, of which 144 253 were SAPS Act employees and 37 873 were Public Service Act employees. Compared to the previous financial year's establishment of 187 358, the Department's current fixed establishment decreased (5 232 less).

Over the last six years (2014/15 to 2020/21), the police/population ratio⁴ increased year-on-year. The generally accepted benchmark is one police officer to 450 people, as such, the SAPS is within the benchmark. However, the police/population ratio is highly dependent on the crime level of an individual country and one size (or ratio) does not fit all.

In 2014/15, the police/population ratio was one police member to 358 citizens (1:358) compared to a police/population ratio of one police member to 413 citizens (1:413) in 2020/21.

The table below illustrates the changes in police/pollution ratio between 2014/15 and 2020/21.

Table 3: Changes in the police/population ratio over five years

Financial year	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
SAPS Act Employees	150 950	151 834	151 651	150 791	150 855	147 035	144 253
Police/Population ratio	1:358	1:362	1:369	1:375	1:383	1:400	1:413

Source: SAPS Annual Reports 2014/15 – 2020/21

6.3. Section 35 Terminations

Similar to the previous year, the SAPS awarded two Section 35 terminations to two Lieutenant Generals. The amount paid by SAPS to the employees amounted to R6, 672,649.81 (R6.6 million). The payment included leave-gratuity, pro-rata service bonuses, severance packages and notice periods.

6.4. Regulation 47 Appointments/promotions

Under section 47(n) of the 2018 SAPS Employment Regulations, the National Commissioner may upon written motivation and in consultation with the Minister, promote an employee into a post without advertising the post. In 2020/21, three such promotions were made. This section of the Employment Regulations (section 45 of the 2008 Employment Regulations) has been an area of serious contention in the past, especially between 2015/16 and 2017/18. During a previous Portfolio Committee meeting that focused on SAPS promotions, POPCRU stated that regulation 47 proportions are grossly misused and that the careers of many police members had been stifled by this misuse. The table below illustrates the point. The Committee should be cognisant of the possibility of abuse.

⁴ The Police/Population ratio is calculated on SAPS Act employees only and not the fixed establishment (that includes administration personnel).



Table 4: Regulation 47 Appointments / Promotions from 2013/14 to 2020/21

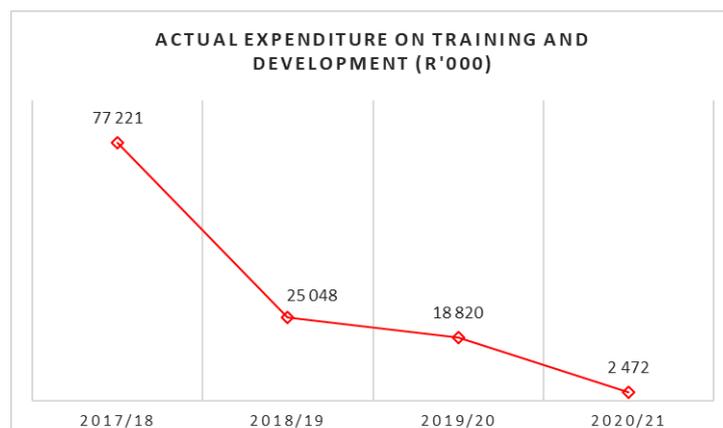
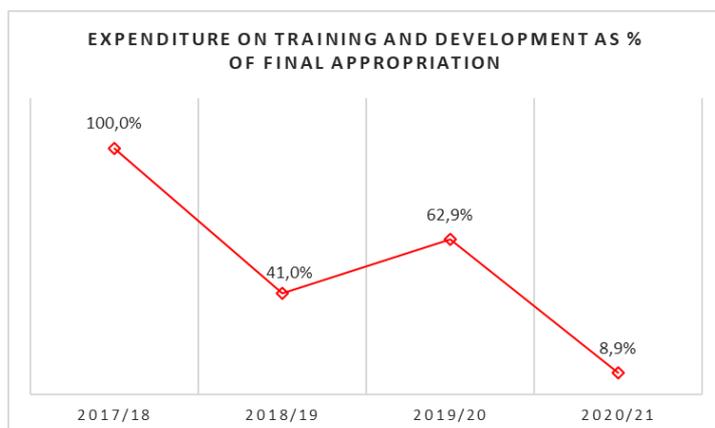
Financial year	Number of Regulation 47 Appointments / Promotions
2020/21	3
2019/20	6
2018/19	2
2017/18	47
2016/17	83
2015/16	41
2014/15	10
2013/14	1

Comments and questions

- 1) The Committee should ask whether the three Regulation 47 promotions were made in consultation with the Minister of Police.
- 2) The Department should indicate the average age of the police service. Are there any plans for rejuvenation?
- 3) The fixed establishment of the Department has been declining over the past five years, while the population has grown; as such, the police/population ratio has increased. Does the Department think that additional police members will solve the crime situation in SA?
- 4) In March 2019, during a media briefing, the Minister of Police indicated that he will address the backlog of 69 219 promotions dating as far back as 2011/12. This came after police unions threatened industrial action against the Department if the promised promotions are not effected. This threat was reiterated in October 2019. Since, the Minister indicated that in the past two financial years, 48 067 members were promoted through grade progression with a total budget of R1.330 billion. Are the rest of the promotions still on track to be completed in 2020/21 and 2021/22?

6.5. Training and development

Spending on the capacitation of SAPS members has shown a worrying trend of decline over the past four financial years from 2017/18 to 2020/21. The figures below illustrate that in 2017/18, the SAPS spent 100% of its budget on training and development (R77.2 million). However, this declined significantly in 2018/19, when the SAPS spent only 42% of its training and development budget (R25.04 million from R61.04 million) and in 2019/20, had spent only 62.9% of this budget (R18.8 million from R29.9 million). In 2020/21, the SAPS spent only 8.9% of the available budget (R2.4 million from 27.7 million). Although the decrease in 2020/21 is attributed to the COVID-19 lockdown restrictions, the trend has been ongoing over the past four financial years. According to the SAPS Annual Report, the National Commissioner suspended all planned training and development interventions, including the training of new recruits at the various Basic Police Development Academies, yet various training initiatives did take place during the 2020/21 financial year.



Despite the decreases in expenditure, the number of learners trained did not follow the same declining trend. In 2019/20, 92 481 learners were trained, in 2018/19 the figure was 71 815 and in 2017/18, it was 77 843. The performance target on training was changed in the 2020/21 Annual Performance Plan to only measure achievements on training in specific training in prioritised areas (crime prevention, crimes against women and children, crime investigation) and specialised capabilities (public order policing, forensic sciences, crime intelligence and cybercrime). Despite the deferment of training during 2020/21, 9 753 members were trained in these sepecific and specialised areas. Despite the significantly low expenditure on training and development in 2020/21, coupled with the COVID-19 restrictions, the SAPS reported that all afore mentioned targets on training (percentage of learners declared competent) were achieved.

Comments and questions

- 1) The continued capacitation of employees is critical to the continued development and improvement of the Department. The Department should explain the decrease in expenditure on training and development, especially between 2018/19 and 2019/20.
- 2) What innovative measures were used to continue training, such as virtual platforms?
- 3) Why were all training initiatives suspended by the National Commissioner and not adapted to comply with COVID-19 safety protocols? Could social distancing not have been implemented to allow the continuation of training?

7. REFERENCES

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