



15 October 2009

Analysis of Programmes 3; 4; & 5 (SAPS Annual Report 2008/09)

Purpose: Enable the investigative work of the SAPS, including providing support to investigators in terms of forensic evidence and the criminal record centre.

Performance for Programme 3: Detective Services is evaluated by through:

- The number of cases/charges referred to court
- Detection rate
- Conviction rate.

Table 12: Actual performance against targets on contact crimes

Sub-Programme	Output	Indicator	Target	Target Achieved or NOT Achieved
General Investigations	Crimes Investigated	Charges to court	39%	39.94% (41.62% in 2007/08). Achieved
		Detection Rate	53%	52.45% (54.54% in 2007/08). Not Achieved
		Conviction Rate	19%	21.54% (19.27% in 2007/08). Achieved
		% of organised crime-related charges referred to court	25%	40% (27% in 2007/08). Achieved
		% of commercial crime charges to court	24%	26.6% (26% in 2007/08). Achieved
		Detection rate of commercial crime	36%	38.69% (40.40% in 2007/08). Achieved
		% of charges to court for sexual offences and assaults against children (under 18 years)	30%	58.10% (49.97% in 2007/08). Achieved
		Detection rate of sexual offences and assaults against children (under 18 years)	40%	75.79% (67.29% in 2007/08). Achieved
		% of charges for sexual offences and assaults against women (18 years and above)	40%	52.35% (55.91% in 2007/08). Achieved



		Detection rate of sexual offences and assaults against women (18 years and above)	42%	67.39% (72.54% in 2007/08). Achieved
Criminal Record Centre	Fingerprint Identification	% of reports of offenders' previous conviction generated within 30 days	85% within 30 days	75.25% - (76.26% in 2007/08). Not achieved

Comment and Question

- Although most targets were achieved in 2008/09, the level of achievement, in most cases, was below that of 2007/08. The Department needs to explain why was there less satisfactory achievement of targets compared to the previous financial year (2007/08).

Contact Crimes

The total number of charges reported in 2008/09 for contact crimes decreased by -1.06% whereas in the previous financial year (2007/08) it had gone down by -5.61%. Common robbery had recorded a decrease of -8.67% in the preceding financial year and, that trend, continued in 2008/09 to -8.85% decrease. Likewise, the overall percentage of charges referred to court declined by -1.68% compared to the 3.21% increase of 2007/08. However, there were certain crime categories that recorded an increase in terms of charges taken to court. Those included sexual offences which had 3.28% increase, common robbery at 1.94% as well as common assault with 1.69%. The detection rate had an overall decrease of -2.09% except in the case of common robbery which increased by 1.73% compared to the previous increase of 2.7%. The conviction rate for contact crimes increased by 2.27% compared to the previous decrease of -0.13%. The highest increase in conviction rate of 2.56% was attained in the charges of common assault.

Question

- What caused the decrease in the detection rate (-2.09%) and the subsequent decrease in the number of charges taken to court (-1.68%) while there were fewer charges reported (-1.06%) overall?

Property-related crimes

2007/08 had a decrease of -4.70% in property-related crimes reported, whereas 2008/09 had an increase of 2.05%. There were marginal increases in the charges taken to court as well as in the detection rate, except for stock theft which had a detection rate of -0.26%. The overall conviction rate for these crimes was 22.65% which is an increase of 1.78%.



Crimes dependent on police action

Charges that rely on police action, resulting in direct arrest, usually have higher rates, because the perpetrators are arrested at the scene of crime, for example, possession of illegal firearm and ammunition or drug-related crimes. These crimes increased by 9.57% in 2008/09 compared to the previous increase of 8.72%. The rate of these charges taken to court increased by 0.25%, while their detection and conviction rates increased by 0.08% and 10.05% respectively. It needs to be stated, however, that the increase in crimes dependent on police action may mean that the cops are actually working hard to fight crime, which is commendable. However, whilst that is praiseworthy, it needs to be acknowledged that the increase in these crimes also indicates an ascendance in criminal factors such as the prevalence of drugs and illegal firearms in the community. Therefore, whilst celebrating the increase in these crimes from the perspective that the police are doing their work, it should also be borne in mind that their increase means that communities are infested with drugs and illegal firearms because, if they were not, these crimes would not increase no matter how many roadblocks and stop-and-searches are conducted.

Questions

- In its determination of the overall conviction rate, does the SAPS include an admission of guilt (where, sometimes, fines are paid for petty crimes e.g. drinking or urinating in public)?

Organised crime-related charges

During 2008/09, Organised Crime made 3 884 arrests and secured 343 conviction on crimes such as carjacking, truck hijacking, house and business robberies as well as cash-in-transit robberies. The aggregate success for project and non-project investigations was 7 060 arrests and 868 convictions.

Table 13: Number of activities against organised crime

Activities Against Organised Crime	Number		
	2006/07	2007/08	2008/09
Overall arrests	4 369	4 873	7 060
Overall convictions	910	1 214	868

Crimes against women and children

The analysis of the statistics for crimes against women and children was affected by the change in the definition of a "child" that the Department introduced in 2008/09. Thus, the raw figures from the previous year (2007/08) that were used for comparison in the 2008/09 Annual Report were not the figures that appeared in the previous year's Annual Report (2007/08). The explanation provided by the SAPS for this was that they revised their definition of "children" or persons younger than 18 years which automatically adjusted the raw figures for 2007/08. According to the SAPS, "it was discovered that in the previous annual reports the age of 18 and younger (for children) included victims aged 18 years plus 364 days (on day 365 such a person turns 19)" As a result, Crime



Information Management took the view that a child could actually be taken as meaning up to the 18th birthday of a person (that is 17 years + 364 days).¹ Based on this (new) definition of a child, the figures for children decreased and those for women increased.¹

• **Women 18 years and older**

Overall, crimes against women decreased by -3.5%, with the biggest decrease of -4.25% in murder. Charges referred to court decreased by -0.27% except sexual offences which increased by 1.12%. The detection rate also decreased by -0.15% except for sexual offences where it increased by 1.69%. The conviction rate of these crimes increased by 2.71%, with assault GBH having the highest increase of 3.47%.

• **Children younger than 18 years**

Overall, crimes against children decreased by -9.3%. Murder, in particular, decreased by -16%, and sexual offences decreased by -9.0%, while assault GBH decreased by -8.8%. Charges referred to court increased marginally by 0.79%. The detection rate also increased by 1.23%, while the conviction rate increased by 1.38%.

Criminal Record Centre and the Forensic Science Laboratory

For the Criminal Record Centre, a total of 348 696 cases were received for investigations compared to 340 824 that were received in the preceding financial year. Of this number, 124 768 (35.3%) were found to be linked to fingerprint-related evidence. The 85% target of generating reports of offenders' previous conviction within 30 days was not met since the sub-programme only managed to attain 75.25%. That target was also not achieved in the previous financial year (2007/08), and the explanation that the Department gave for its inability to meet the target, as it achieved only 76.26%, was that there were power shortages due to load-shedding during that period. For 2008/09, however, the explanation given by the Department was that the AFIS (Automated Fingerprint Identification System) lacked sufficient processing capability.

Question

- What steps has the Department taken to enhance the processing capability of the AFIS system so that, when there is no load-shedding (*ceteris paribus*), the 85% target can be achieved?
- Given that the Forensic Science Laboratory, which is a sister sub-programme of the CRC, gives itself 35 days to analyse cases, is a 30 days period for the CRC to analyse cases a realistic target?

The Forensic Science Laboratory (FSL) received a total of 244 248 cases for analysis, whereas in the preceding financial year it received 210 026 (16% increase). Of the 244 248 cases, the FSL analysed 175 467, and 92.20% of those cases were analysed within 35 days, thus achieving its

¹ SAPS Annual Report 2008/09: p. 12)



target of 92%. However, during the previous financial year (2007/08), the FSL failed to achieve its target and cited the loss of skilled personnel, as well as the extensive training that new forensic analysts have to undergo as causes for under achievement.

Questions

- Now that the FSL is managing to meet its target, does that mean it no longer suffers from staff shortages?
- What measures does the FSL take to augment its staff complement?
- What measures does the FSL take to retain its members?
- How is the DNA Bill likely to impact on the daily operations of the FSL?

3.4. Programme 4: Crime intelligence

Purpose: Manage crime intelligence and analyse crime information, and provide technical support for investigations and crime prevention operations

Table 14: Actual performance for Crime Intelligence targets

Sub-Programmes	Output	Target	Target achieved or Target NOT achieved.
Crime Intelligence Operations	Neutralise threats	Maintain or increase	Decreased from 18 631 in 2007/08 to 17 035 – NOT Achieved.
Intelligence and Information Management	Crime intelligence products	Number of crime intelligence products	Increased from 95 848 in 2007/08 to 142 020. Achieved

Sub-programme: crime intelligence operations fell short of the set target by 1 596 operations whereas, in the previous financial year it fell short by 10 184 operations. Then, there was no reason offered for failing to meet the target. However, for 2008/09, the Department cited the restructuring of the Division Crime Intelligence which led to the Intelligence capacity at all 1 116 police stations, which in turn led to a more focused approach in the collection of crime information and intelligence. In one's view, that explanation does not warrant under achievement of targets. In fact, it should enhance output and performance.

Question

- Why was there under-achievement in sub-programme Crime Intelligence Operations if there were such positive steps being taken in the form of restructuring?



3.5. Programme 5: Protection and Security Services

Purpose: Provide protection and security services to all identified dignitaries and Government interests.

Table 15: Actual performance for Protection and Security Services targets

Sub-Programmes	Output	Target	Target achieved or Target NOT achieved.
VIP Protection Services	Protection of all identified VIPs while in transit	Maintain or decrease	0% security breaches. Achieved
Static and Mobile	Protection of VIPs and their property	Maintain or decrease	7 security breaches compared to 9 in 2007/08. Achieved
	Protection of cargo and dangerous prisoners	98-99% delivery	100%. Achieved
Ports of Entry	Number of illegal firearms recovered	Maintain or increase	Decreased from 952 in 2007/08 to 199. NOT Achieved
	Number of stolen vehicles recovered	Maintain or increase	Decreased from 919 in 2007/08 to 772. NOT Achieved
	Value and quantity of drugs seized	Maintain or increase	Decreased from R1 441 694 523 in 2007/08 to R663 905 068 (difference R-777 789 455). NOT Achieved
	Value of illegal goods recovered	Maintain or increase	Increased from R135 777 142 in 2007/08 to R238 370 023. Achieved
	Number of arrests at ports of entry	Maintain or increase	Increased from 51 856 in 2007/08 to 59 954. Achieved
Rail Police	Number of arrests in the railway environment.	Maintain or increase	Increased from 21 314 in 2007/08 to 35 161. Achieved

Under sub-programme: VIP Protection, there were 9 written complaints received from VIPs. Those complaints were dealt with. There were no security breaches. For Railway Police, the SAPS partnered with the South African Commuter Corporation, the Department of Transport and other rail operators in order to address the issue of crime in the rail environment. As a result, Railway Police



were deployed to focus on local Metrorail train services, as well as on long distance cross-border trains and rail routes to prevent and combat crime.

4. THE FINDINGS OF THE AUDITOR-GENERAL (AG)

The Department of Police managed to spend 100% of its budget of 2008/09. However, the Office of the AG pointed out two main *issues relating to the reporting of performance information* which fall under key governance responsibilities. Fundamentally, it was found that the Department's information systems were *not* appropriate to facilitate the preparation of a performance report that is accurate and complete and that there were no adequate control processes and procedures designed and implemented to ensure the accuracy and completeness of reported performance information.

Questions

- What is it that the Department did not do to ensure that the information systems were appropriate to facilitate the preparation of a performance report? What is being done to correct this situation?
- Why were there no adequate control processes and procedures designed to implement and ensure the accuracy and completeness of reported performance information?
- Is the Department aware of these findings – does it understand them? If yes, what is it doing to address these shortcomings?

References

2005 – 2010 SAPS Strategic Plan
2006/08 SAPS Strategic Plan
2007 Estimates of National Expenditure
2008 Estimates of National Expenditure
2007/08 SAPS Planning Information
2008/09 SAPS Planning Information
2007/08 SAPS Annual Report
2008/09 SAPS Annual Report