



PARLIAMENT
OF THE REPUBLIC OF SOUTH AFRICA

ANALYSIS OF EXPENDITURE PATTERNS OF, AND PERFORMANCE-RELATED INFORMATION ON NATIONAL GOVERNMENT DEPARTMENTS

PEACE AND SECURITY CLUSTER

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VOTE 25: POLICE**1. Introduction**

This report provides the Portfolio Committee on Police with expenditure and performance related information on the Department of Police over a three year period between 2009/10 and 2011/12.

The report is structured as follows:

- Analysis of expenditure trends over the period under review;
- Analysis of changes in programme structure over the period under review;
- Outline and analysis of the Department's aims, objectives and performance targets over the review period.
- Analysis of the programme performance successes together with challenges and whether any intervention is required in terms of the extent to which targets and measurable objectives has been met.
- Liaison with entities;
- Outstanding issues to be considered by the Committee with specific focus on issues that the Committee has identified throughout the period under review for further oversight; and
- Recommendations made in term of the above in forward use of resources.

2. Analysis of expenditure trends**2.1. Overall growth in expenditure 2009/10-2011/12**

The table below reflects that the overall expenditure by the Department increased from R47.6 billion in 2009/10 to R58 billion in 2011/12, at a rate of 21.7 per cent over the three years. In monetary value, the expenditure increased by R10 billion over the past three years. This growth in expenditure is as a result of the investment in capital infrastructure and technological enhancements, especially in the forensic science and investigative functions; additional capacity for the Directorate for Priority Crime Investigation; the upgrading of the IT network; and the review and modernisation of the criminal justice system to create an integrated criminal justice environment.

Table 1: Programme expenditure 2009/10-2011/12

Programme	2009/10 (R'000)	2010/11 (R'000)	2011/12 (R'000)	Increase/ (Decrease) 2009/10- 2011/12 (R'000)	Increase/ (Decrease) 2009/10- 2011/12 (%)
1. Administration	16 009 520	17 871 935	19 263 922	3 254 402	20.3%
2. Visible Policing	19 769 866	21 702 627	24 761 973	4 992 107	25.2%
3. Detective Services	7 493 634	8 868	10 167 669	2 674 035	35.7%

		123			
4. Crime Intelligence	1 658 018	1 947 626	2 204 989	546 971	33.0%
5. Protection & Security Services	2 690 929	1 412 576	1 534 568	(1 156 361)	(43%)
Total	47 621 967	53 529 700	57 933 121	10 311 154	21.7%

2.2. Under or over-spending: 2009/10-2011/12

The Department of Police spent 100% of its budget for two of the three years under review, with exception of the 2011/12 financial year, wherein the Department spent 98.9 per cent of its budget.

Table 2: Under-spending 2009/10-2011/12

2009/10	2010/11	2011/12
100.0%	100.0%	98.9%
R29 thousand (underspent)	R42 thousand (underspent)	R617.4 million (underspent)

The surplus on the Vote for the 2011/12 financial year amounts to R614.416 million. Of this amount, R525.233 million remained unspent on Programme Administration and R92.183 million on the Detective Services Programme. This under-spending essentially comprises an under-spending on capital infrastructure (R266.528 million (28.5 per cent)) and the Criminal Justice System (CJS) revamp (R350.877 million (19 per cent)). Key issues related to 2011/12 expenditure include:

- There was under-spending on the Technology Management Services due to the slow implementation of modernisation projects. Spending on Current Payments was 98.8 per cent of the budget, primarily due to the slow spending on the Criminal Justice Sector Revamp projects under Goods and services.
- Transfers and subsidies spending was 8.8 percentage points higher than the budget due to transfers to provinces and municipalities for non-anticipated vehicle licence renewals, transfers to departmental agencies and accounts and transfers to Households for post-retirement benefits.
- Payment for Capital Assets at 99.8 per cent was marginally lower than expected, which was largely influenced by expenditure on buildings and other fixed structures (54.3 per cent) due to the non-performance of contractors and changes in the design and scope of projects by the Department of Public Works (DPW).
- The Department spent only 71.5 per cent (R669.9 million) of the earmarked amount for the construction and upgrading of police stations. The Department of Police asserts that the under-spending was, amongst others, due to delays in site clearance, changes in design and scope of projects and delays in the awarding of contracts for the construction of police stations.

- Only 83.5 per cent (R1.78 billion) of the earmarked amount for the Integrated Justice Sector (IJS) Programme was spent. This was a result of cumbersome procurement processes confronted by the Department.

Under-spending can be summarised as follows:

Project	Surplus
Criminal Justice System Revamp:	R350 877 million
Capital Works:	R266 528 million
Unspent from normal operational budget:	R0.011 million
Total	R617 4156

Programme spending for 2011/12 can be summarised as follows:

- **Programme 1: Administration:** At the end of the 4th quarter of 2011/12, the Administration programme managed to spend only R19.26 billion (94.6%) of its allocated budget. The under-spending recorded for this programme is mainly due to a significant under-expenditure on *Buildings and fixed structures* (54.2%) and the slow implementation of modernisation projects.
- **Programme 2: Visible Policing:** The programme recorded a slight over-spending of R2.68 billion at the end of the last quarter of 2011/12, which is 101.1 per cent of the total budget allocated to Programme 2: Visible Policing. This was due to increases in spending in compensation of employees as well as fuel and oil prices.
- **Programme 3: Detective Services:** The programme recorded an over-spending of R3.36 billion at the end of the 4th quarter of 2011/12, which represents 102.5 per cent of the total budget allocated to Programme 3: Detective Services. This was due to higher than anticipated spending on transport assets for the detectives.
- **Programme 4: Crime Intelligence:** The programme recorded a slight over-spending of R10 million at the end of the last quarter of 2011/12, which is 100.5 per cent of the total budget allocated to Programme 4: Crime Intelligence. This was due to the purchase of specialised equipment.
- **Programme 5: Protection and Security Services:** The programme recorded under-spending (97.9 per cent) due to delays in procurement processes in relation to machinery and equipment.

2.3. Audit opinions

The Department of Police has received unqualified audit reports with findings for the past five years up to 2011/12. The following reflects key findings for 2009/10-2011/12:

Table 3: Summary of key audit findings 2009/10-2011/12

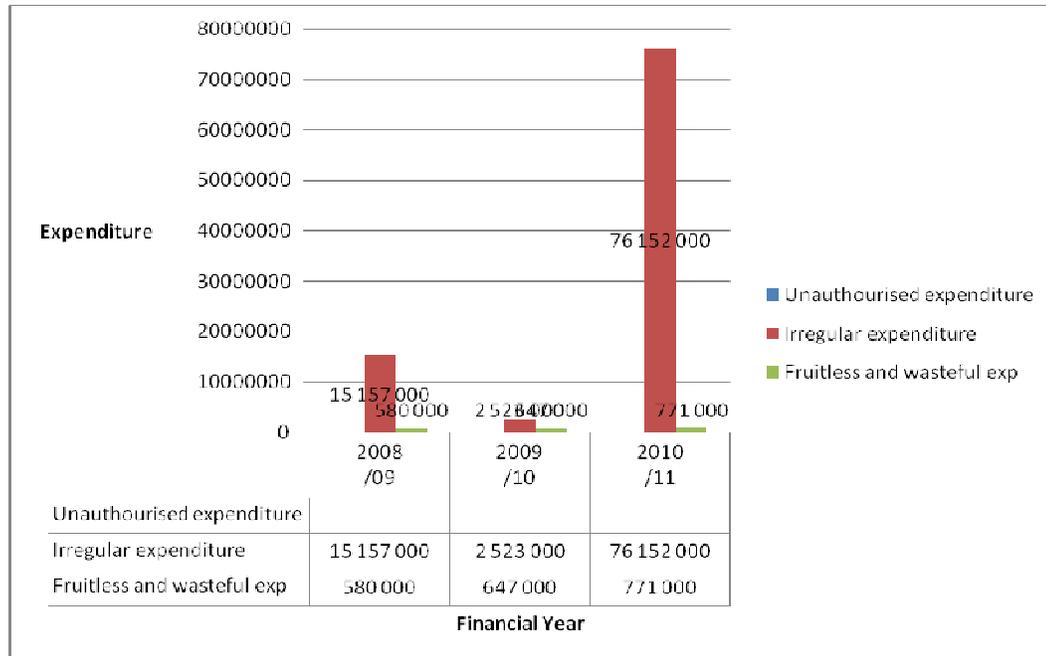
2009/10	2010/11	2011/12
Predetermined objectives	Predetermined objectives	
Reported information not useful	Significant uncertainty	Significant uncertainty
		Material under-spending
Reported information not reliable	Reported information not reliable	Reported information not reliable
Non-compliance with laws and regulations	Non-compliance with laws and regulations	Non-compliance with laws and regulations
Internal controls	Internal controls	Internal controls
Unauthorised, irregular, fruitless and wasteful expenditure	Procurement and contract management	

2.4. Irregular, fruitless, wasteful and unauthorised expenditure

2006-2010: The Department of Police incurred irregular expenditure amounting to R118.3 million and R2 million in fruitless and wasteful expenditure for this period. Most of the irregular expenditure was incurred in the 2010/11 financial year due to supply chain management irregularities. Irregular expenditure increased from R23.8 million in 2007/08, declined in 2009/10, and increased to R76.1 million in 2010/11. The key findings on supply chain management include awards to state officials and their close family members, uncompetitive or unfair procurement processes and inadequate contract management.¹⁸¹

¹⁸¹ General Report on national audit outcomes (2010/11)

Irregular, fruitless, wasteful and unauthorised expenditure



Source: Auditor General (2006/07-2010/11)

2011/12: Irregular expenditure dropped from R76 million in 2010/11 to R1.183 million incurred in 2011/12. The highest amounts of irregular expenditure were incurred in Accommodation and Meals (R813 000), Security Services (R749 000) and Renovation (Buildings) (R498 000).

Fruitless and wasteful expenditure also decreased from R771 000 incurred in 2010/11 to R494 000 incurred for 2011/12.

3. Programme structure

The Programme structure of the Department of Police has **remained constant** over the three years under review. A number of changes were however made in 2012/13 (outside of the period of review) including:

- The sub-programme: Border Security was shifted from Programme 5: Protection and Security Services to Programme 2: Visible Policing.
- The sub-programme: VIP Protection (Programme 5) will fall under Programme 4: Crime Intelligence.

The programme structure of the Department is largely in line with the mandate set by the Constitution of South African and aligned with the strategic objective of Government in general.

Key Departmental Programme and Sub-programmes	Measurable objectives
Programme 1: Administration Minister Deputy Minister Management Corporate Services Property Management	Regulate the overall management of the Department and provide centralised support services.
Programme 2: Visible Policing Crime Prevention Border Security Specialised Interventions (Air Wing, Special Task Force)	Discourage all crimes by providing a proactive and responsive policing service that will reduce the levels of priority crimes.
Programme 3: Detective Services Crime Investigation Specialised Interventions Criminal Record Centre Forensic Science laboratory	Contribute to the successful prosecution of crime, by investigating, gathering and analysing evidence, thereby increasing the detection rate of priority crimes.
Programme 4: Crime Intelligence Crime Intelligence Operations Intelligence and Information Management	Contribute to the neutralising of crime by gathering, collecting and analysing intelligence that leads to an actionable policing activity.
Programme 4: Protection and Security Services Ports of Entry Railway Police VIP Protection Static and Mobile Security Government Security Regulator	Minimise security violations by protecting foreign and local prominent people and securing strategic interests.

Source: Annual Report, APP and Strategic Plan 2009/10-2011/12.

4. Report on performance targets

It should be noted that the Strategic Plans and Annual Performance Plans of the Department have been modified to ensure alignment with strategic outcome-based goals of the Justice, Crime Prevention and Security Cluster (JCPS). These can be summarised as follows:

Strategic Outcome Orientated Goal 1	Ensuring that all people in South Africa are and feel safe
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Goal Statements	<p>To provide police services that will ensure safer communities by:</p> <ul style="list-style-type: none"> • Reducing the number of all serious crime, contact crime and trio-crime • Increasing activities to prevent and combat border crime • Increasing the percentage of court ready case dockets for all serious crime, contact crime and trio-crime • Increasing the detection rate for all serious crime, contract crime and trio-crime, including organised crime and the crimes against women and children • Increasing the conviction rates for all serious crime, contact crime and trio-crime
Strategic Outcome Orientated Goal 2	Ensuring adequate availability of, and access to SAPS service points
Goal Statements	Improve the levels of service delivery and accountability to services by bringing SAPS service points closer to the communities.

Source: SAPS Annual Report 2011/12

The table below provides an overview of **some** of the performance targets and indicators as set by the Department of Police for the period under review (2009/10 to 2011/12). The table includes information on addition/deletion of targets and whether the targets were achieved. Not all targets and indicators are included in the table.

Programme	Sub-programme	Targets		
		2011/12	2010/11	2009/10
Administration		88% of learners declared competent after completion of 2010/11 training Target achieved Note: Target increased	80% of learners declared competent after completion of 2010/11 training Target achieved	80% of training provided for in terms of the TPP Target achieved
		100% bullet proof vests distributed (9 268 planned for). Target achieved	100% bullet proof vests distributed (19 358 planned for). Target achieved	80% of planned for assets procured and distributed Target achieved
		Maintain/improve ratio of personnel to vehicles (4.51:1)	Maintain/improve ratio of personnel to vehicles (4.51:1)	

		Target achieved	Target not achieved	
		70% of police facility projects completed (16 from a total of 22 police facilities were completed). Target achieved Note: Target decreased	Not less than 95% of police station projects completed in 2010/11 (42 police station projects to be completed) Target not achieved	3 New police stations completed Re-established police stations completed
		90% capacity projects completed. Target NOT achieved – 30.6% capacity projects were completed in 2011/12 (52 of 170). Note: New target		
		70% of IS/ICT annual funded projects to be completed in 2011/12 Target not achieved	70% of IS/ICT projects to be completed in 2010/11 Target achieved	
Visible Policing	Crime Prevention	Note: Removal of target	Additional 79 police stations rendering a victim friendly service (from a base line of 802) Target not achieved	
		Reduce the number of serious crimes by 2% Target not achieved	Serious crime reduced by 1 to 1.8% (from 2.1 million charges as baseline in 2008/09) Target achieved	
		Contact crimes reduced by 4-7% Target not achieved Note: Controversial reduction of target in 2010/11.	Contact crimes reduced to 1 288 per 100 000 (from 1407 per 100 000 in 2008/09) Target achieved	Contact crimes reduced by 7% in 2009/10. Target not achieved
		Reduce number of trio-crimes by 4-7%	Trio crimes reduced to 90 per 100 000 (from baseline of 97.1 per 100 000 in	

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		Target not achieved	2008/09) Target achieved	Target
		Reduce the number of reported serious crimes in a rural environment by 2% Target achieved Note: New indicator		
		Decrease number of incidents of escapes from police custody by 50%. 810 escapes were recorded in 2011/12 compared to 478 in 2010/11. Target not achieved	Decrease number of incidents of escapes from police custody by 50% from baseline of average of 762 incidents from 2006/07 to 2008/09. Target not achieved	Decrease number of incidents of escapes from police custody from baseline of 700. Target achieved
		Increase recovery of stolen/lost firearms by 3% Target achieved		Recovery of 85% of stolen/lost firearms in 2009/10. Target achieved
		Increase recovery of stolen/lost vehicles by 3% Target not achieved		Recovery of 46% of stolen vehicles. Target achieved
		Increase the recovery of state owned firearms by 3% Note: New Indicator in 2011/12 Target not achieved		
	Specialised Interventions	Stabilize 100% incidents in 2011/12 Target achieved	Stabilize 95% incidents in 2010/11 (baseline of 80 to 90% incidents stabilized from 2006/07 to 2007/08) Target not achieved	
Detective Services	Crime Investigation	Detection rate for contact crimes, contact-related crimes, crimes dependent on police action and other serious crimes. Detection rate of	Detection rate for all crime categories between 43-60%. (baseline of 42.86% between 2006/07 and 2008/09) Target achieved	Detection rate for all crime categories of 43%. Target achieved

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		between 46-65% Target achieved		
		Percentage of court ready cases for contact crimes, contact-related crimes, crimes dependent on police action and other serious crimes. 3% Increase on the baseline of 2010/11 (30.84%) Target achieved	Percentage of court ready case dockets for all crime categories <i>to be determined</i> . New target	Percentage of cases to court for all crime categories of 33% Target achieved
		Not measured	Note: Target removed	Conviction rate for all crime categories of 15% Target achieved
		Detection rate for contact crimes between 60-65% Target achieved	Not broken down	Not broken down
		Percentage of court ready case dockets for contact crimes. 3% Increase on the baseline determined in 2010/11 (32.24%) Target achieved	Not broken down	Not broken down
		Detection rate for trio crimes – 18.25% Target achieved	Not broken down	Not broken down
		Percentage of court ready case dockets for trio crimes. 3% Increase on the baseline determined in 2010/11 (37.74%) Target achieved	Not broken down	Not broken down
		Detection rate between 40-50% Target achieved Court ready case dockets between 30-	Detection rate for commercial crime of 40-50% (from baseline of 38.69% in 2008/09) Target achieved	Detection rate of 37% Target not achieved Commercial crime

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		<p>40%</p> <p>Target achieved.</p> <p>Note: Moved to sub-programme Specialised Interventions and additional indicators added- see below.+</p>	<p>Court ready case dockets for commercial crime of 30-40% (from baseline of 26.68% in 2008/09)</p> <p>Target not achieved</p> <p>Conviction rate target removed</p>	<p>cases to court of 25%</p> <p>Target not achieved</p> <p>Conviction rate of 35% Target achieved</p>
		<p>New mandate therefore target not set for 2011/12</p> <p>52.7% achieved which will be baseline for 2012/13</p>	<p>50% of Organized Crime Projects successfully terminated (from baseline of 40% in 2008/09)</p> <p>Target not achieved</p>	<p>Organised crime cases to court of 25% and conviction rate of 11% Target achieved</p>
		<p>Crimes against women detection rate of 71-75%.</p> <p>Target achieved</p> <p>Percentage of court ready case dockets for crimes against women – 3% increase from baseline determined in 2010/11 (34.5%)</p> <p>Target achieved</p>	<p>Crimes against women detection rate of 68-75%. (from baseline of 67.47% in 2007/08 and 2008/09)</p> <p>Target achieved</p> <p>Percentage of court ready case dockets for crimes against women <i>to be determined.</i></p> <p>New indicator</p>	<p>Crimes against women charges to court of 40%, and detection rate of 42% Targets achieved</p>
		<p>Crimes against children detection rate of 66-70%.</p> <p>Target achieved</p> <p>Percentage of court ready case dockets for crimes against – 3% increase from baseline determined in 2010/11 (21.66%)</p> <p>Target achieved</p>	<p>Crimes against children detection rate of 76-80%. (from baseline of 75.14% in 2007/08 and 2008/09)</p> <p>Target achieved</p> <p>Percentage of court ready case dockets for crimes against children <i>to be determined.</i></p> <p>New indicator</p>	<p>Percentage of charges to court for crimes against children of 30% and detection rate of 40%.</p> <p>Targets achieved</p>
	Specialised Interventions	Percentage of court ready case dockets		

		for fraud and corruption by individuals within the JCPS Cluster New Indicator in 2011/12 35.4 % base line		
		Number of serious commercial crime-related cases investigated where officials are involved in procurement fraud and corruption related cases. (57) New Indicator in 2011/12 Target achieved		
		Number of serious commercial crime-related court ready cases where officials are involved in procurement fraud and corruption related cases. (25) New Indicator in 2011/12 Target not achieved		
	Criminal Record Centre	80% conviction reports generated within 20 days. Target achieved	76% conviction reports generated within 30 days. (from baseline of 75.25% in 2008/09) Target achieved	85% conviction reports generated within 30 days. Target not achieved
	Forensic Science Laboratory	92% of exhibits analysed within 28 days. Target not achieved	92% of exhibits analysed within 35 days. (from baseline of 91.73% over 35 days in 2006/07 to 2008/09) Target achieved	92% of exhibits analysed within 35 days. Target not achieved
Crime Intelligence		Number of network operations resulting from intelligence files Target was 26 805.	Maintain or increase the number of operations/ investigations	Maintain or increase the number of operations/ investigations

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		Achieved 49 019 Target achieved	conducted from baseline of 8 103 cluster operations and 6 559 ad hoc operation (as achieved in 2008/09) Target achieved	conducted from 19 000 Target exceeded
		Number of crime intelligence products Target achieved	Maintain or increase operations analysis reports from baseline of 62 500 and research and other reports from baseline of 78 000 (as achieved in 2008/09) Target achieved	Maintain or increase crime intelligence products from 85 000 Target exceeded
Protection and Security Services	Ports of Entry	Moved to Programme 2 and targets removed		Increase the recovery of illegal firearms from 400 Target not achieved
		-	Conduct a minimum of 3 848 planned actions (baseline of 2 380 planned actions in 2008/09) Target achieved	Increase the number of arrests for illegal firearms, stolen vehicles, illegal drugs and goods, human smuggling and trafficking and undocumented persons from 40 000 Target not achieved
	Railway Police	Note: Responsibility shifted to programme 2 and target removed	Reduce contact crimes reported by 8.5% (from baseline of 3 333 crimes in 2008/09) Target achieved	Contact crimes reduced by 7%. Target achieved
		-		Increase the number of priority crime arrests from 2 500 Target achieved
	VIP Protection	100% protection without security breaches (baseline of	100% protection without security breaches (baseline of	98-99% protection without security breaches

		98%) Target not achieved	98%) Target not achieved	Target achieved
	Static and Mobile	100% protection without security breaches Target not achieved	100% protection without security breaches Target achieved 100% safe delivery (baseline of 98%) Target achieved	98-99% protection without security breaches and 100% safe delivery Target achieved
	Government Security Regulator	50% of identified strategic installations audited Target achieved 98% of National Key Points evaluated Target achieved 95% of advisory reports compiled in relation to requests received Target achieved	Apprise 50% of 207 strategic installations and evaluated 165 national key points. Target not achieved	Appraise 50% of 265 strategic installations Target achieved

Source: SAPS Annual Reports 2009/10 – 2011/12

The following general issues can be noted with regard to the measurable objectives/targets for the period under review:

- The indicators have not remained static during this time period. The actual number of indicators has increased from 47 in 2009/10, dropping to 37 in 2010/11 and then increasing to 58 in 2011/12.
- The increase in indicators has been welcomed as the Committee has noted that increasing the indicators provides more opportunity for proper accountability and oversight. In this respect, the lack of indicators, particularly in the Crime Intelligence Programme has been noted as this reduces the ability to oversee functioning in this area effectively.
- There has been an attempt to align the indicators with the delivery agreement for the Justice, Crime Prevention and Security cluster. This can be noted in the more detailed breakdown of indicators in Programme 2: Visible Policing with regard to serious crimes, trio crimes etc. The addition of a number of indicators with regard to rural service delivery is also in line with this agreement.
- Some indicators seem to have been removed with little rationale such as the indicator for establishment of victim friendly centres.
- Some consistency of indicators would now be expected to allow for historical analysis of progress in performance over time.
- Reduction of some targets has been noted with concern specifically in terms of the target set for police facility projects (capital works) which was significantly

lowered from 95% completion in 2010/11 to 70% completion in 2011/12. The reduction of the target for the detection of crimes against children was also a concern as it was set at between 30 and 40 per cent in 2009/10, increased to a detection rate of between 76 and 80 per cent in 2010/11 and then was decreased significantly in 2011/12 to a detection rate target set at between 66 and 70 per cent. The reduction of the contact crime target of 7-10% to 4-7% has been raised as a concern by the Committee. The Department has stated that this was a JCPS decision and not a decision of the SAPS.

- Relatively low targets have also been raised as a concern by the Committee especially with regard to detection, court ready case dockets and conviction rates. However, with the exception of selective indicators (some of which were mentioned above) most targets are set for incremental increases over the period.
- A key concern has been the setting of targets under 100% for completion of both capital projects and ICT projects. The Committee has consistently stated that the targets should be 100% for delineated projects.
- The Committee has successfully motivated for the inclusion of some targets. These include for example the inclusion of reaction time (which the Department complied with by inclusion in the 2012/13 Annual Performance Plan); victim support centres (which the Department has stated it will now re-instate); and conviction rates (re-instated in 2011/12).
- The Auditor General has noted a number of problems over the years with regard to the reliability of performance information provided by the SAPS. In 2011/12 concerns were around Programme 2: Visible Policing especially the inability to verify the completeness of actual reported performance indicators supported by the CAS system due to an inadequate audit trail; and the incompleteness of reporting indicators (specifically in relation to recovery of illicit drugs) as station commanders are not ensuring accurate recordings on the OPAM system. In addition, leadership and oversight at station and provincial level to ensure that reported information is accurate and that corrective action is taken, was lacking.

5. Programme Performance: Successes and challenges

The following section outlines the successes achieved by the South African Police Service together with the challenges faced and suggested interventions.

The achievement of planned targets remained relatively constant over the period under review.

- Of the total number of planned targets for 2011/12, 38 of 56 were achieved (68 per cent) and 18 out of 56 were not achieved (32 per cent).
- Of the total number of planned targets for 2010/11, 24 of 37 were achieved (64.8 per cent) and 13 out of 37 were not achieved (35.1 per cent).

- And of the total number of planned targets set for 2009/10, 38 of 47 targets were achieved (80 per cent) and 9 out of 47 targets were not achieved (19 per cent).

It is important to note that the 2009/10 financial year recorded the best achievements in that the number of targets not achieved was below 20 per cent. The achievements of the Department decreased significantly in the 2010/11 financial year, but improved slightly in 2011/12.

a. Successes

The Department of Police attained numerous successes in terms of service delivery over the three years under review.

- **Audit opinion:** The Department of Police has managed to receive unqualified audit opinions (with findings) for the past three years up to 2011/12. Spending has also been good with 100 per cent spending reflected over the period with an exception of spending in 2011/12. The under-spending on 2011/12, is however a concern and a re-occurrence should be avoided. It should be noted that while spending has been good over the period (i.e. little under or over expenditure) the Committee has raised a number of concerns around virement. This is discussed in the section on Challenges.
- **Reduction in murder rate:** The reduction in the murder rate to the lowest levels in many years is particularly welcomed and the reduction in a number of contact crimes and other serious crimes is beginning to realize the outcome of 'ensuring that all people in South Africa are and feel safe'.
- **Re-establishment of FCS:** The re-establishment of the Family Violence, Child Protection and Sexual Offences (FCS) units in the clusters is particularly welcomed and if properly resourced and supported, these units will succeed in curbing crime against the most vulnerable in society - women and children.
- **Detectives:** Achievements in the detective environment included the establishment of the Directorate of Priority Crime Investigations (DPCI) in 2009/10 and an increase in the number of detectives over the period under review.
- **Illegal firearms:** Illegal firearms contribute largely to the violent nature of crime in South Africa. In an effort to root out illegal firearms, the SAPS have intensified operations on the confiscation of illegal firearms over the past three years. These confiscation figures include: 21 268 firearms and 295 085 rounds of ammunition in 2009/10; 19 327 firearms and 255 924 rounds of ammunition in 2010/11; and 25 615 firearms and 264 720 rounds of ammunition in 2011/12.
- **CPFs:** A total of 1 114 police stations had functioning Community Police Forums (CPFs) in 2009/10 and increased to 1 122 in 2011/12. It should be noted that South Africa currently have 1 125 police stations, which means that only three stations in the country does not have a functioning CPF, which should be seen as a major achievement for the Department.
- **Reaction time:** The national average reaction time for serious complaints in progress improved from 21.43 minutes in 2010/11 to 19.13 minutes in 2011/12,

while the reaction time for serious complaints already occurred improved from 28.58 minutes compared to 2010/11.

- **Forensic Services:** Improvements in performance in both the criminal record and forensics science environments have been noted, despite the failure of the FSL to achieve their target for 2011/12 due to the high increase in queries.

b. Challenges

The following are some of the key challenges occurring in the period under review:

- **Spending:** The Committee has raised concerns during this period with regard to the virement that has occurred. The concern is that while the virement has not exceeded the 8% according to law, the fact that the budget of the SAPS is so huge means that large amounts of money are shifted between programmes. This points to inadequate planning and manifests in a 'good picture' of planning and spending which may mask a different reality. It is unclear as yet as to whether the under-expenditure which occurred in 2011/12 points to a new pattern of spending. As noted earlier, key problems in spending are in the IJS/CJS Revamp environment and in the building environment, both of which are intersectoral spending environments.
- **Crime:** It should be noted that despite the reduction of most categories of crime in 2011/12, the reality is that the extent of the reduction in these crimes (including in the broad categories of contact crime, serious crime and trio crimes) was not sufficient to meet the targets set. This is despite the fact that the targets in some cases are set quite low (i.e. for serious crime a reduction of only 2% is expected) or has been reduced (i.e. in the case of contact crime where the target was reduced from 7-10% to 4-7%).
- **Supply Chain Management:** A key problem apparent over the period under review having had an effect in all areas of service delivery was the serious lack of effective control systems within the area of supply chain management (SCM), particularly the control and management of assets. The lack of control of assets within the Department manifests in inadequate service delivery and create opportunities for potential corruption and fraud. The Committee had recommended in 2010/11 that no additional funding should be given to the Department until significant improvements had been put in place to address this problem. Subsequent reports by the Department have shown some progress in this regard but the problems noted with the implementation of the PCEM (Property Control and Exhibit Management) System remain a concern, as well as leadership instability within this environment.
- **Building projects:** Another major challenge faced by the Department is the lack of easy access to police services. The slow pace in the completion of capital works projects (especially relating to the building of new police stations) has a negative impact on effective and efficient service delivery. Over the period under review, a total of fifteen new police stations were built (five new police stations were completed in 2010, four in 2011 and six in 2012) and those completed by the SAPS took many years to build at very high costs. Excessively poor management in the Building Services environment and poor

control over these assets has been acknowledged by the Department as a key factor in this regard. Slow pace of construction results in poor access to services particularly in the rural areas. In 2010, the Committee embarked on a comprehensive project to ascertain expenditure in comparison to service delivery (output) in the building environment of the SAPS. This process resulted in the tabling of a comprehensive report on Property Management and Capital Works in the SAPS, which highlighted the poor service delivery by the SAPS Building Services and has resulted in major changes in the Building Services environment within the SAPS. It needs to be noted that during this period a key swing in spending has occurred. Spending in the building environment during 2009/10 and 2010/11 was marked by over-expenditure (and little delivery). Spending during 2011/12 showed a reversal to high under-expenditure (but again little delivery).

- **Capacity projects:** In terms of completion of capacity projects (provision of basic services to police stations like electricity, water and sewage), the pace is extremely slow. In 2011/12, 6 of the 29 police stations that were identified was provided with electricity generators, 13 of the 54 police stations identified was provided with water and 33 of the 87 police stations identified were assisted with sanitation needs.
- **Service Delivery oversight issues:** Key service delivery issues identified during the oversight visits to police stations and training academies in during the period under review included:¹⁸²
 - Inadequate measures to ensure effective safeguarding and control over both SAPS and exhibit firearms at station level. The presence of amnesty firearms in the stores long after they were meant to have been sent to the provinces for disposal was a serious concern.
 - Poor state of archives and SAPS 13 stores.
 - Inadequate implementation of the relevant legislation passed by Parliament.
 - Community allegations of corruption by SAPS members, particularly detectives. Generally, problems identified amongst the detectives included high numbers of untrained detectives, shortage of detectives and resources allocated to them, and ineffective security of dockets.
 - Ill-discipline was noted both at some of the stations and at the training academies, particularly amongst staff/trainers.
 - Ineffective management at station level, particularly in terms of overseeing the work of staff and ensuring that recordkeeping etc. is in line with requirements.
- **Sector policing:** The 169 priority stations had implemented sector policing, though the slow pace of implementation of sector policing is cause for concern. The slow pace of implementation of sector policing was identified as a key challenge to effective service delivery. This is mainly as a result of insufficient vehicles available to implement sector policing (largely because

¹⁸² 2011 BRRR, p. 3562

they are sent in for repairs or maintenance and this process is not managed properly).

- **Poor Planning:** The lack of clearly defined and costed implementation plans with clear timeframes, especially in the IS/ICT - Technology Management Service (TMS) and Capital Works Programmes of the SAPS was identified as a key concern by the Committee over the period under review. The lack of performance targets and budget allocation for specific programmes is a serious challenge for oversight and measurement of accountability and level of service delivery. Some steps have been taken by the Department to improve information provided in this regard as can be seen in the detail of information provided in the 2011/12 Annual Report in comparison with reports of previous years. The Committee has still needed to request additional planning information with regard to these projects to be included in the 2012/13 APP.
- **Victim Support:** The lack of prioritisation of rendering victim support in the SAPS is a great challenge as the delivery of Victim Friendly Rooms (VFRs) is slow and many of the existing VFRs are in a poor state. Facilities used as VFRs such as Wendy houses, deteriorate over time. In some cases these had to be closed due to health and safety concerns. The SAPS rely heavily on business and community partnerships to provide these facilities. The lack of delivery on VFRs poses a challenge to effective and efficient service delivery, especially to the most vulnerable groups in South Africa (women, children and the elderly).
- **Spending and performance in rollout of Criminal Justice System Revamp and Integrated Justice System:** Inadequate reporting, slow progress particularly in relations to IS/ICT projects, lack of deliverables despite huge budgets, suspected irregularities, and poor spending patterns are just some of the serious concerns of the Committee which have come to light but have not been addressed in the period under review.
- **Leadership:** Allegations of corruption, nepotism, and mismanagement against the Previous National Commissioner, the former Acting National Commissioner, the former Head of Crime Intelligence, two Divisional Commissioners for Supply Chain Management as well as many others in the IS/ICT environments and the building services environments have prevailed in the period under review. A number of people have been dismissed and suspended, while others have resigned. A number of large scale investigations are under way.

c. Interventions required during the period under review

The following are some of the interventions required during the period under review:

- **PSIRA:** A Ministerial Investigation Task Team (MITT) was appointed on 3 March 2009 to conduct an in-depth enquiry into the functioning of the Authority with a particular focus on all factors impeding the functioning and the effectiveness of PSIRA as a regulatory body; and to identify threats and challenges facing the Authority. Although the MITT addressed the majority of concerns and challenges faced by the PSIRA, it is noted that the challenges have not been completely addressed and needs continued focus.
- **IS/ICT irregularities:** The Minister of Police announced during his 2012/13 budget speech that an investigation into alleged corruption within the SAPS Information Communications and Technology (ICT) division relating to tender mismanagement, irregular expenditure and a lack of return on investment was launched by the Directorate for Priority Crime Investigation (DPCI). These concerns were also raised by the Committee as the Technology Management Services (TMS) continues to receive large amounts of money with very little visible returns.
- **SIU investigation into SCM and building environment.** In early 2011, the Special Investigating Unit (SIU) embarked on a comprehensive investigation into the supply chain management (SCM) environment of the South African Police Service for corrupt practices and procurement irregularities between 2005 and 2010. The investigation are focussed on alleged irregularities in the building and maintenance of 33 police stations, the leasing of buildings through the Department of Public Works (DPW) (this is pertaining specifically to the two lease agreements for office accommodation in Pretoria and Durban together with the Public Protector) and multi-million rand procurement contracts for uniforms and Information and Communication Technologies (ICT).

6. Liaison with entities

The Private Security Industry Regulatory Agency (PSIRA) is the only entity reporting to the Department of Police. Over the three years under review, the Portfolio Committee on Police identified several issues of concern regarding the PSIRA. The section only provides a brief summary of the challenges and issues of concern.

In 2009/10 it was reported that PSIRA's Current Council was appointed only in January 2010, meaning that approximately 10 months lapsed from the time of the Minister's intervention in March 2009 to January 2010. During that time PSIRA was without a Council, and therefore without strategic direction which had a severely negative effect on the organisation as a whole.¹⁸³ In 2009/10, as a result, PSIRA underperformed on the achievement of their strategic objectives and performance targets. Out of about 25 strategic objectives, only five had been achieved, with seven partially achieved and 15 were not achieved. The situation slightly improved in 2010/11 with more targets achieved. PSIRA received an unqualified report in this

¹⁸³ PSIRA Annual Report (2010).

year and managed to considerably reduce both irregular and wasteful expenditure in the 2010/11 financial year compared to the 2009/10 financial year.

Despite the appointment of new leadership and the development of a turnaround strategy a number of problems persisted over the period and continue to persist including:

- A high deficit
- Problems with the solution posed to reduce this deficit (high increase in levies) which may not be legal and which is currently before court.
- Problems with the lease of the new Head office.

7. Outstanding issues to be considered by the Committee

The following are some of the outstanding issues that should be considered for follow up by the Committees:

- **IS/ICT irregularities:** The outcome of the DPCI investigation into alleged corruption in this environment which is expected to conclude in 2013. The Minister of Police also requested a turnaround strategy plan from the Technology Services management (TMS) division, which was expected to be concluded by the end of May 2012. The Portfolio Committee should interrogate this plan as well as be briefed on the findings of the DPCI into this environment on conclusion of the investigation. The role of SITA in delays needs to be further probed.
- **IJS/CJS spending and performance:** The continuous under spending on projects related to the Criminal Justice System (CJS) revamp and Integrated Justice System (IJS) necessitates a joint meeting of the Portfolio Committees of the Justice, Crime Prevention and Security (JCPS) Cluster to discuss the way forward and to ensure better future spending of funds, particularly ring-fenced funds.
- **Supply Chain Management:** Severe problems relating to Supply Chain Management (SCM) was raised as early as 2009/10 resulting in the office of the Auditor-General indicating that a forensic audit is required in this regard. The Committee should follow-up on whether this audit was completed. The Committee should consider the findings made through the forensic audit into the irregular expenditure incurred in 2009/10, which was requested by the Minister of Police. The outcome of the SIU investigation in the SCM and building environment must also be addressed when completed. A joint meeting with the Portfolio Committee on Public Works should be held to address some concerns both in the building and the leasing environments.
- **Consultants:** The Auditor-General noted in the 2009/10 report that it had begun a performance audit in June 2009 on the use of consultants within the Department. The performance audit is not yet completed but is in the reporting phase. The findings will be contained in a separate report.

8. Conclusion and recommendations

The lack of compliance with laws and regulations, strategic planning and performance management, internal control and leadership has been consistently identified by both the Portfolio Committee on Police and the Office of the Auditor General as the main concern relating to the Department of Police. It is thus recommended that the four issues mentioned above need urgent attention if the South African Police Service is to improve their achievements towards service delivery.

It is further recommended that the current strategy employed by the South African Police Service for combating crimes against women and children should include clear timeframes, as well as a ring-fenced budget, especially towards the challenges relating to the Implementation of the Child Justice Act. As this is relatively new legislation, processes is not yet established and a clear understanding thereof at station level is lacking.

In light of the above, it is recommended that the budget of the Department of Police is adequate to fulfil its Constitutional mandate and needs. The issue is therefore not inadequate funding, but rather ineffective utilising of the allocated funds.