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ANALYSIS OF THE 2006/07 ANNUAL REPORT OF SOUTH AFRICAN POLICE SERVICE (SAPS)

1. Introduction

The aim of the South African Police Service (SAPS), based on its legislative mandate contained in the Constitution¹, is to prevent, combat and investigate crime, maintain public order, protect and secure the inhabitants of South Africa and their property, and uphold and enforce the law.

In light of the above, the Department has been organised into five programmes: (1) Administration, (2) Visible Policing, (3) Detective Services, (4) Crime Intelligence and (5) Protection and Security Services.

The purpose of this paper is to assist the Portfolio Committee on Safety and Security in its oversight over the Annual Report of the SAPS and Financial Statements for 2006/07. The paper:

- Identifies technical problems in the Report.
- Describes the extent to which the Department's activities for 2006/07 were aligned with governmental priorities, specifically those outlined in the 2006 State of the Nation Address.
- Summarises and analyses the extent to which the Department achieved its targets set out for 2006/07 per Programme, and identifies some concerns and questions around the performance of the Department for 2006/07.
- Summarises and analyses the Financial Statements for 2006/07 and the Report of the Auditor General for 2006/07.

2. Technical Aspects

The Annual Report was tabled in Parliament on 17 September 2007, almost two weeks before the 30 September deadline prescribed by S65 of the Public Finance Management Act (PFMA). A general observation about the Annual Report is that:

- The SAPS has made an effort to amend reporting in the 2006/07 Annual Report, in line with recommendations made by the Portfolio Committee in 2005/06. The SAPS has included in the Report, all targets contained in its 2006/07 Planning Information document, and has not restricted reporting to the targets contained in the 2006 Estimates of National Expenditure (ENE). Thus targets for the Administration Programme are included in the Report.

3. Alignment with government policy and direction

¹ Section 205(c), Constitution of the Republic of South Africa, 1996



In terms of priorities for 2006 for the SAPS, the President identified a high level of public dissatisfaction with the functioning of the criminal justice system and outlined Government's response to this challenge in isolating the following focus areas for policing for 2006:

- Implementing integrated law enforcement operations in priority areas.
- Reducing the number of illegal firearms and improving the processing of applications for firearm licenses.
- Reducing drug trafficking and substance abuse.
- Implementing social crime prevention measures.

In line with the recommendations made by the Portfolio Committee on Safety and Security in 2006, the Report includes information on progress made in these areas. (See page 33 of the Report onwards.)

4. Performance of SAPS in terms of set Targets

The Planning Information for 2006/07 is an extension of the Strategic Plan 2005 – 2010 of the SAPS, which provides the strategic direction for the SAPS over a five-year period. The Planning Information indicates the priorities and objectives (as derived from the Strategic Plan) focussed on the 2006/07 financial year.

SAPS priorities for 2006/07 remained to:

- Combat organised crime
- Combat serious and violent crime
- Combat crimes against women and children
- Improve basic service delivery.
- Key organisational priorities that underpin these operational priorities are human resources and budget management.

The extent to which the SAPS met these targets is open for discussion. The following observations can be made by way of summary:

- Organised crime, especially organised violent crime, has increased. Most noticeable are the increases in cash-in-transit robbery (21,9%) and bank robbery (118%).
- Serious and violent crimes like murder and robbery with aggravating circumstances increased. Although there was a decrease in other contact crimes, the SAPS did not reach the 7% reduction, except for common assault.
- In terms of crimes against women and children, there was a 4,2% decrease in rape but it did not meet the 7% target. In addition the increase in murders of women and children is cause for concern.
- In terms of service delivery, the SAPS implemented a Service Delivery Improvement Programme based on the Batho Pele principles. In terms of this programme a customer satisfaction survey was conducted at the top 100 contact crime stations in November/December 2006. It is stated that the completion date for this survey is 2007/08.



- The targets for persons with disabilities and gender equity, especially in top management, are still not being met.
- Budget and financial management seem good, in that the SAPS once again, spent 100% of its budget for 2006/07 and received an unqualified report from the Auditor General. Concerns remain around the transfer of funds from the Visible Policing Programme, as well as the issue again noted by the Auditor General of insufficient control over SAPS firearms.

Other key priorities for 2006/07 included community and sector policing; implementation of the revised reservist system; improving SAPS capacity at borderlines, ports of entry and exit and during the 2010 FIFA World Cup; and restructuring to ensure a flatter organisational structure with more resources at station level.

4.1. Programme 1: Administration

The SAPS has, in line with the recommendation of the Portfolio Committee on Safety and Security, included in their Report, progress in terms of realising the targets for the Administration Programme.

Table 1: Extent to which targets for Administration were met in 2006/07

Subprogramme	Output	Target	Extent to which target met
Corporate Services	Updated Human Resources Plan	Maintain Employment Equity ratios of 75:25.	Target met for race and for gender
	% of employees using the Performance management system	92% of employees using the performance management system	Target met
	Disciplinary cases finalised	Finalised 70% within 60 days	Target met
	Percentage of training provided in terms of the Training Provisioning Plan (TPP)	85% of operational training 70% of support training 90% of management and Leadership training 95% of entry-level training	Targets met

Recruitment and Equity

The employment equity targets for race and gender are 75:25. In terms of the total SAPS members, the target for race was met in that only 18% of all SAPS members are white, and the remaining 82% are thus African, Coloured and Indian. The targets for gender were also met, in that 29% of all SAPS members are women. There were 1 070 (0.6%) persons with disabilities in the SAPS during 2006/07, which falls short of government's target of 2% in this regard.

However, in terms of the top management structure, out of a total of 27 persons:



- 5 (18.5%) are female and 22 (81.5%) are male.
- 5 (18.5%) out of the 27 top managers are white.

Thus it is clear that in terms of top management of the SAPS, the target for gender equity is not being reached. The target for race is, however, being exceeded.

A total of 11 237 people were recruited into the SAPS in 2006/07. 3 943 (35%) of these were women which is a positive move in terms of improving gender equity in the SAPS. As at 31 March 2006, there were 163 416 personnel within the SAPS in comparison with 155 532 in 2005/06.

Performance Management

The target for compliance with performance management was 92% (up from 90% in 2005/06). The SAPS recorded 98.5% compliance at senior management level and 95.6% compliance at the levels below that. The target was thus met.

53 219 (32.6%) out of a total of 163 416 of members received performance rewards for 2006/07, in comparison to 30.5% in the previous year. In terms of senior management, 43.3% (285 out of 658) received cash performance bonuses ranging from payouts of between R17 000 and R121 000 (one person: Salary Band D). Almost all members in Salary Band C (20 out of 26) received cash bonuses of approximately R23 000.

The Report of the Secretariat for 2006/07 states that they had embarked on an assessment of the SAPS Employee Assistance Services (EAS) during 2006/07. Findings included a lack of policy in this regard, and the lack of an integrated approach in terms of linkages with other employee support programmes such as sport and recreation, and performance management.

Corruption and grievances

In terms of corruption-related cases, during 2006/07, 167 members were suspended for corruption of which 160 were suspended without salaries and 7 with salaries. 62 members were suspended for fraud of which 55 were suspended without salaries and 7 with salaries. This is a decrease from 2005/06 where a total of 529 members were suspended for corruption-related activities.

In 2006/07, a total of 4 063 disciplinary actions were taken against members of which 366 resulted in dismissals (389 in 2005/06). The Report notes that 94.7% of outstanding cases were finalised in terms of the old instructions (304 cases), and that 73.9% of cases received in terms of the new instructions were finalised (2 845). Areas of concern remain:

- Over 12% of cases related to absence without leave (8.9% in 2005/06).
- Over 6% of cases related to use of drugs and alcohol while on or off duty (8% in 2005/06).

Training



A total of 34 312 employees received training in 2006/07. All targets for training were met. Thus:

- 90% of Operational Training was provided (target: 85%). A total of 10 604 persons were trained.
- 99% of Support Training was provided (target: 70%). A total of 3 555 persons were trained.
- 99% of Management and Leadership Training was provided. (Target: 90%). A total of 2 266 persons were trained.
- 99% of Entry-Level Training was provided (target: 95%). A total of 14 628 persons were trained. These included 9 827 entry level constables.

Table 2: Members trained in 2006/07(selective)

Course	Number trained 2006/07	Number trained in previous year (2005/06)
Basic Training Learning Programme	9 827	9 850
Station Management Learning Programme	292	47
Operational Commander Training Programme	29	389
Detective Commander Learning Programme	140	227
Detective Learning Programme	1 090	1 138
Implementation of the Firearms Control Act	294	1 251 (DFOs)
Domestic Violence Learning Programme		64 trainers and 1 245 SAPS members
Street Survival Learning Programme	334 trainers and 15 164 members	

The Report also highlights the development of 19 new learning programmes that were developed in 2006/07, which includes specialised learning programmes on Commercial Crime, Family Violence, Child Protection and Sexual Offences, Vehicle Theft, Stock Theft, amongst others.

Construction and Renovation

The 2006/07 Report identifies the planned completion dates of 43 stations, of which 21 should have been completed in the 2006/07 financial year. No information is provided as to whether these planned completion dates were met. A total of 12 stations which were meant to have been completed in 2006/07 at a certain date in terms of the SAPS Annual Report for 2005/06, were reflected in the 2006/07 Report with shifted completion dates. All of these shifted completion dates were still within the 2006/07 financial year, except for Hazyview, which was shifted for completion from March 2007 to March 2009.

Vehicles



The total number of vehicles in the SAPS increased by 6.2%, from 35 418 in March 2006 to 37 617 in March 2007. This is an increase of 2 099 vehicles in total, but it must be taken into account that 5 697 vehicles were boarded during the year. Thus a total of 7 649 new vehicles were purchased in 2006/07.

Out of this total of 37 617 vehicles available at March 2007, 2 862 were provided for national competency vehicles in the provinces (i.e. for the provincial offices) and 1 186 were available for the national head office. In terms of allocation to the provinces, Limpopo experienced the highest increase (11%) followed by Northern Cape (10%) and Western Cape (9%). The Table in which this information is provided states that provincial office vehicles increased by 35.88% which is by far higher than the increases for any of the provinces for stations.² Information on vehicles to provincial offices has been provided in this Report in compliance with a recommendation made by the Portfolio Committee on Safety and Security in this regard.

Operational Equipment and Information Technology

The Report states that one of the key internal challenges facing the SAPS is to increase the resources that the SAPS has at its disposal, particularly at station level, focusing on human, technological and physical resources. The Report states as an achievement 'prioritised spending focuses on resourcing related to...equipment in the form of firearms, bullet resistant vests, ammunition, the purchasing of vehicles, helicopters and crime scene equipment'³. The Portfolio Committee on Safety and Security were told by the SAPS in 2006, that 13 177 vests were bought during 2006/07, and that a total of 17 117 female vests had also been ordered during the year. No details on equipment are provided in the 2006/07 Report.

In terms of information technology initiatives, it can be noted that the Report refers to the purchase of an Electronic Content Management System called Documentum which will be used to create electronic docket. This will prevent the loss of information resulting from lost dockets. A pilot e-docket project was launched at Cullinan police station in 2006/07 and will be tested at other station in 2007/08.

Questions

- While equity at lower levels in the SAPS is continuously improving in terms of gender, there remains a problem at top management level. What steps have been taken to improve gender equity at top management level?
- A cash bonus of R121 000 was paid out to one person in Salary Band D in 2006/07. Was this paid to the National Commissioner?
- What steps has or will the SAPS take to address the concerns raised by the Report of the Secretariat into the Employee Assistance Services (EAS), which is of crucial concern considering the rate of police suicides, family murders etc?

² Table 5, page 26.

³ Page 2.



- Please explain the difference between the old and new instructions in terms of the finalisation of disciplinary cases.
- There is a mark decrease in suspensions for corruption-related activities in comparison with the previous year. What can this be ascribed to?
- Aiding and abetting prisoners to escape from police cells is a serious offence. In the 2005 Annual Report, information was provided on the number of disciplinary actions taken against these members. Why is this information not provided in the 2006/07 Report?
- There is a decrease in the number of detectives participating in the Detective Commander Learning Programme and the Detective Learning Programme in comparison to 2005/06. In the light of the need to ensure skilled detectives, why was there a decrease of detectives trained?
- Why was there a decrease in the number of members undergoing the Operational Commander Training Programme?
- Were the 2006/07 planned completion dates met for the stations outlined on pages 24 and 25 of the Report?
- Have the 12 stations highlighted in Appendix 3, which had shifted completion dates in comparison to the 2005/06 Report been completed?
- The Station Monitoring Tool used by Members of the Portfolio Committee on Safety and Security reveals delays in completion of new stations and renovation of stations. What are the causes of these delays?
- Please provide clarity on Table 5 which refers to the distribution of vehicles per province. 2005/06 figures for Head Office and the Provinces are not available. Why is this information not included in the table for comparative purposes? Similarly, why are the figures not available under the sub heading National Commissioner, and what would this refer to?
- Is it true as reflected in the Table 5, that the number of vehicles available to provincial offices increased by 35.88% during 2006/07?
- How many bullet proof vests in total were purchased during 2006/07 and received by members. Do all operational members now have their own vests?

4.2. Programme 2: Visible Policing

Table 3: Extent to which targets for Visible Policing were met in 2006/07

Sub Programme	Target	Actual
Crime Prevention	85% stolen firearms recovered	Target met 89% recovered (83% in 2005/06)
	46% stolen vehicles recovered	Target not met 44% recovered (44% in 2006/07)
	Maintain or increase quantity of drugs seized	Target partially met Decrease in cannabis Increase in drugs
	Sector policing established at 169 high-contact crime stations	Target not met Fully established at 76% of the 642 sectors at the 169 priority and presidential stations. (52% of 1 248 sectors in 2005/06)



	Reduce contact crimes by 7% per year ⁴	Target not met Only Common Assault met this target.
Borderline Security	Maintain or increase number of illegal firearms recovered at borderlines	Target not met 83 illegal firearms recovered (252 in 2005/06)
	Maintain or increase number of stolen vehicles recovered at borderlines	Target not met 208 stolen vehicles recovered (1 520 in 2005/06)
	Maintain or increase value and quantity of drugs seized at borderlines	Target met Value of drugs seized R39 106 816 (R37 921 326 in 2005/06)
	Maintain or increase value of illegal goods recovered at borderlines	Target not met R 6 356 103 (R277 435 327 in 2005/06)
	Maintain or increase number of arrests at borderlines i.r.o illegal firearms, stolen vehicles, drugs, illegal goods, human smuggling and trafficking	Not met 19 235 arrests (24 543 in 2005/06)
Specialised Interventions	Maintain or increase number of actions for violent, public and collective incidents	9 423 arrests for crowd-related incidents
	Maintain or increase number of high risk operations	76 operations led to 241 arrests and recovery of 119 firearms

Firearms

A total of 14 682 firearms were reported as lost or stolen during 2006/07 (compared to 14 842 in 2005/06) and 13 120 (89%) were confiscated or recovered (compared to 12 351 in 2005/06). As noted in the Report, the total number of recovered firearms includes recovery of firearms reported as lost during previous years and thus it does not mean that 89% of all lost and stolen firearms were actually recovered.

A total of 201 476 firearm licence renewals and 106 686 competency certificates were processed by the SAPS in 2006/07 (which is slightly less than the 209 973 renewals and 140 491 competency certificates processed in 2005/06). 1 338 institutions were accredited (977 were accredited in 2005/06). 160 718 firearms were destroyed by the police, compared to 107 468 in 2005/06.

Stolen vehicles



Of the 91 217 vehicles reported as stolen or robbed during 2006/07 (95 803 in 2006/07), 49% were stolen in Gauteng. Only 44% of these vehicles were recovered.

Reduction in contact crimes

Common assault was the only contact crime that decreased by the target of 7%. Murder increased by 2.4% and robbery with aggravating circumstances increased by 4.6%⁵. The Crime Statistics Report disaggregates this category into a number of subcategories. The largest number of cases (seven out of 10 incidents) falls under the category of general aggravated robbery (street and public robbery). This category increased by 1% in 2006/07. However, other subcategories recorded alarming increases. Carjacking increased by 10%, house robbery by 23.7%, business robbery by 52.5%, bank robbery by 118.6% and cash-in-transit robbery by 21.9%.

Five of the eight contact crimes (rape, attempted murder, assault with intent to cause grievous bodily harm (GBH), indecent assault, and common robbery) decreased in comparison to 2005/06. However, none of these reached the 7-10% target decrease set by the SAPS.

The SAPS itself notes that it is of some concern that many of the categories of contact crime decreased by far less significant percentage in 2006/07 than they did when one compares the 2004/05 statistics with the 2005/06 statistics. For example, attempted murder decreased by 16% in 2005/06 in comparison to 2004/05, and only decreased by 3% in 2006/07 in comparison to the previous year.

Again as noted in the latest crimes statistics report, the reductions over the years should be cumulative in order to ensure that the contact crimes are reduced in line with crime figures in the other INTERPOL member countries. During the past three years the murder, aggravated robbery, rape and indecent assault statistics have not been reduced substantially and have certainly not met this 21%-30% targeted decreases. For example, murder has only decreased by 5,2% over the last three years.

The decreases in the rape (-5.2%) and indecent assault (-5.5%) statistics are not necessarily a positive development as it cannot be ascertained whether this is because less rapes are being committed or whether less people are reporting being raped.

In terms of property crimes, theft out of motor vehicles and burglary at residential premises decreased by 11.8% and 5.9% in comparison to 2005/06.

Sector Policing

Sector policing was established at 76% of sectors in the 169 priority station and presidential stations. The number of sectors was reduced at these stations from 1 249 in 2005/06 to 942 in 2006/07.

⁵ Figures referred to a per 100 000 of the population and not based on the raw figures.



Table 4: Implementation of sector policing in 2006/07

Province	No of sectors implemented	No of sectors not fully implemented
Gauteng	173	8
KwaZulu-Natal	60	78
Western Cape	82	2
Eastern Cape	103	21
North West	50	5
Mpumalanga	41	19
Free State	140	59
Limpopo	44	28
Northern Cape	23	7
Total	716	226

From Table 4 it is clear that some provinces are still experiencing problems in implementation of sector policing. In line with 2005/06 Report, which showed a similar pattern, implementation is still slow in Kwazulu-Natal, Mpumalanga, Free State and Limpopo. It is also clear that the number of sectors has been cut substantially in Mpumalanga (from 151 to 60) and Limpopo (217 to 72). The implication of this reduction in sectors is unclear.

Violence against Women and Children

A total of 594 victim friendly facilities are established in police stations to date. The Report does not state how many were established in 2006/07 but 583 facilities were reported to be established in the 2005/06 Report. Thus it seems as if only 11 additional victim friendly facilities were established during 2006/07. 454 members were trained in victim empowerment (435 were trained in 2005/06).

Reservists

35 285 reservists were recruited in 2006/07 (16 740 were recruited in 2005/06) increasing the total number of reservists from 25 734 to 44 356. Of these new reservists 15 484 were recruited for functional deployment, 18 954 for rural and urban safety and 847 for support and specialised support at police stations.

Reservists are expected to do a minimum of 16 hours voluntary duty per month but are called up on a rotational basis and can serve not more than 160 hours per month, for which they are paid. The Report states that there is huge turnover of reservists.

An Introductory Training Programme for Reservists was developed and 2 649 reservists have since been trained.

Escapes



The number of escape incidents from police custody decreased from 1 108 incidents in 2005/06 to 905 incidents in 2006/07 (decrease of 18%). The number of escapees decreased from 1 908 in 2005/06 to 1 408 in 2006/07 (decrease of 26%). The Report also provides re-arrest figures and a total of 591 of the 1 408 escapees were rearrested. The number of escapees decreased in all the provinces but the number of escape incidents increased in KwaZulu-Natal (179 incidents in 2006/07 compared to 162 incidents in 2005/06).

Murder of police

A total of 108 police members were murdered in 2006/07 which is a 13% increase from the previous year. 95 members were murdered in 2005/06.

Questions

- How concerned is the SAPS with the crime statistics report of 2006/07, which reflects even less progress than 2005/06 in terms of reducing contact crimes in particular?
- What steps are being taken to address the problem, particularly with respect to violent contact crimes?
- Why has there been such a big reduction in the number of stolen vehicles recovered at borderlines (from 1 520 in 2005/06 to 208 in 2006/07), while the number of stolen vehicles remains similar to that of 2005/06 (e.g. about 91 000)?
- What are the implications of reducing the number of sectors in provinces such as Mpumalanga and Limpopo?
- Why the slow pace of implementation of sector policing in Kwazulu Natal?
- Why were very few victim friendly facilities established in 2006/07?
- What are the implications of the high turnover of reservists (especially in terms of resources spent on training) and what steps are the SAPS taking to reduce this turnover?
- What percentage of applications for firearms renewal and competency certificates received during 2006/07 were processed and how long, on average, is it taking the SAPS to process these applications?
- Is it possible to ascertain how many of the firearms reported lost or stolen during 2006/07 were actually recovered?

4.2. Programme 3: Detective Services

Table 5: Extent to which targets for Detective Services were met in 2005/06

Subprogramme	Output	Target	Target met or not met
General Investigations	General crime investigation	21% of charges to court (19% in 2005/06)	Target met 31.97% (29.39% in 2005/06)
		33% detection rate for priority crimes (31% in	Target met 42.39% (40.59%



		2005/06)	in 2005/06)
Specialised investigations	Specialised crime investigation	20% of organised crime cases taken to court (target unchanged from 2005/06)	Target met 37.5% (35% in 2005/06) MET
		34% detection rate for commercial crimes (32% in 2005/06)	Target met 38.8% (43% in 2005/06)
		22% of commercial crime charges to court (21% in 2005/06)	Target met 24% (24.4% in 2006/07)
		40% detection rate for sexual offences and assault against children	Target met 62.4%
		30% of charges to court for sexual offences and assault against children	Target met 45.1%
		42% detection rate for sexual offences and assault against women	Target met 60.7%
		40% of charges to court for sexual offences and assaults against women	Target met 44.8%
Criminal Record Centre	Fingerprint identification	Reports of offenders previous convictions generated within 30 days	Target not met 86.4% (83% in 2005/06)
Forensic Science Laboratory	Forensic evidence	92% of exhibits analysed within 35 days	Target met 92% (88% in 2005/06)

The Report provides an explanation of the lack of inclusion of conviction rates in the 2006/07 Report but has stated that SAPS conviction statistics will be included in subsequent Reports.

In terms of the above Table 5, it is clear that the SAPS met its targets for charges to court and detection rates in all categories. In addition, it should be noted that the percentage of charges to court and the detection rates increased for all categories where comparison is possible, with the exception of the detection rate for commercial crimes which dropped from 43% in 2005/06 to 38.3% in 2006/07.

However, it may be that the targets are actually set a bit low considering they have been achieved by quite a considerable margin at least over the last two years.