

SA Police Service

Aim

The aim of the South African Police Service (SAPS) 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.

Policy developments

The Department is responsible for police operations, and includes the Secretariat for Safety and Security, which is responsible for policy and the implementation of the National Crime Prevention Strategy.

The Department is reviewing its structure, policies and strategies in view of the 1998 White Paper on Safety and Security's approach to crime prevention, visible policing, criminal investigation and departmental structure.

The function, structure and location of the Secretariat for Safety and Security has been reviewed and realigned with the changing needs of the Department. The SAPS has increased the number of national divisions from five to 10, with new divisions being established to enhance human resources management, crime prevention, logistics management and generation and utilisation of crime intelligence.

The Department, in conjunction with its partner departments in the integrated justice sector, is developing and implementing joint programmes to increase coordination and effectiveness. Additional funds are earmarked for the other departments in the sector to develop integrated systems and upgrade existing infrastructure. The SAPS and its partner departments are allocated funds for coordinated work within the criminal justice system. The SAPS is allocated R83 million in 2000/01, R111 million in 2001/02 and R76 million in 2002/03 for fast-tracking programmes to improve performance, set up integrated information technology infrastructure and improve social crime prevention programmes.

The main modernisation programmes of the SAPS are:

- The Automated Fingerprint Identification System, which will reduce the turnaround time of requests for criminal records and suspect identifications, while simultaneously increasing the accuracy and completeness of the reports.
- An advanced Criminal History Record Information System is to be developed to increase the speed, accuracy and accessibility of criminal records in South Africa.

Negotiations are advanced for securing the fingerprint system through a public-private partnership, at reduced cost to the state.

Expenditure estimates

Table 24.1 Expenditure by programme

R million	Expenditure outcome			Revised estimate 1999/00	Medium-term expenditure estimate		
	1996/97	1997/98	1998/99		2000/01	2001/02	2002/03
Administration	3 035,6	2 862,0	3 703,2	3 943,3	4 125,3	4 377,8	4 525,1
Crime prevention and response services	6 440,2	7 477,3	7 463,6	7 863,1	8 192,5	8 608,7	9 043,4
Detective services	2 121,2	2 458,3	2 681,6	2 689,0	3 034,2	3 283,7	3 478,2
Departmental vote¹	11 597,0	12 797,6	13 850,2	14 495,3	15 352,0	16 270,2	17 046,7
Public works ²	37,7	50,9	129,6	155,4	104,9	115,7	125,8
Total	11 634,7	12 848,5	13 979,8	14 650,7	15 456,9	16 385,9	17 172,5
Change to 1999 Budget estimate	–	–	–	99,6	306,4	743,5	–

¹ Including authorised losses of R1,8 million in 1998/99.

² Appropriated on Vote 26: Public Works.

- *Administration* comprises the policy and management work of the Ministry, Secretariat and senior management functions in the SAPS. In addition, funds used to provide medical benefits are voted under this programme.
- *Crime prevention and response services* comprises work at police stations around the country, as well as certain specialised functions such as public-order policing, VIP protection and the various dog units.
- *Detective services* includes the investigative and intelligence-related work of the SAPS, as well as training of detectives, provision of forensic evidence, analysis of crime trends and maintenance of criminal records.

The logistics, financial and administration service divisions comprise the *Administration* programme. *Crime prevention and response services* constitutes crime prevention and operational response, while *Detective services* comprises the detective services and crime intelligence divisions.

Table 24.2 Economic classification of expenditure

R million	Expenditure outcome			Revised estimate 1999/00	Medium-term expenditure estimate		
	1996/97	1997/98	1998/99		2000/01	2001/02	2002/03
Current							
Personnel	9 132,7	10 574,1	11 358,8	11 574,7	11 980,9	12 557,9	13 324,4
Transfer payments	–	–	–	–	–	–	–
Other	1 750,4	1 882,9	2 099,6	2 332,7	2 961,4	3 215,9	3 234,6
Capital expenditure							
Transfer payments	–	–	–	–	–	–	–
Acquisition of capital assets	751,6	391,5	521,4	743,3	514,5	612,2	613,6
Total	11 634,7	12 848,5	13 979,8	14 650,7	15 456,9	16 385,9	17 172,5

Spending in the SAPS has grown by 8 per cent a year between 1996/97 and 1999/00, with a further increase of 5,4 per cent a year projected between 1999/00 and 2002/03. The policy of the Department has been to rectify the imbalance between personnel spending and investment in infrastructure and material resources for the SAPS. This can be seen in the reduction of proportional expenditure on personnel from 82,3 per cent in 1997/98 to 77,6 per cent in 2002/03.

This has permitted increased spending both on capital assets and on non-personnel operational expenditure.

Two key historical problems in the SAPS were the poor pay of police officers and limited resources for equipping members in their work. To address these and improve the balance of spending between personnel and other resources, the SAPS dramatically increased remuneration levels for police officers. This has necessitated a decline in personnel numbers from about 148 000 in 1994 to about 125 000 in 1999, with a target of between 120 000 and 123 000 fully equipped personnel over the next two years. These losses will be partly offset by:

- improving management systems to reduce absenteeism
- appointing civilians for administrative work, thereby releasing trained police officers.
- improving training and resourcing to increase productivity.

Programme 1: Administration

Table 24.3 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	3 665,4	3 943,3	3 943,3	3 634,3	3 768,3	–
2000 Budget	–	–	–	4 125,3	4 377,8	4 525,1
Change to 1999 Budget estimate	–	277,9	277,9	491,0	609,5	–

Several management and policy functions are funded through the *Administration* programme, including the Ministry, legal services, financial services, logistics and training.

The largest subprogramme is a subsidy payment for the medical benefits of members of the SAPS. These benefits have long been a spending pressure, with medical cost growth outstripping the rate of increase of the budget as a whole. The SAPS has negotiated a revision of the medical benefits of its members.

Significant increases to the baseline allocations of the *Administration* programme reflect the growing emphasis on productivity-enhancing physical and information technology resources. Additional allocations are earmarked for the modernisation of the information technology systems within the criminal justice system. Administration therefore rises from 22,3 per cent of the total vote in 1997/98 to 26,4 per cent in 2002/03.

Programme 2: Crime prevention

Table 24.4 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	8 133,1	7 863,1	7 863,1	8 590,0	8 865,7	–
2000 Budget	–	–	–	8 192,5	8 608,7	9 043,4
Change to 1999 Budget estimate		(270,0)	(270,0)	(397,5)	(257,0)	–

The *Crime prevention* programme consists of:

- The activities of police officers and civilians at police stations and units across the country, as well as at area and provincial levels.
- The crowd management, public-order and high-risk functions of specialised public-order police units and the special task force.
- The policing of border posts.

The medium-term estimates are reduced by 4,6 per cent in 2000/01 and 2,9 per cent in 2001/02 to increase allocations to physical and information technology resources on the Administration programme and to increase spending on crime investigations. Expenditure on the programme declines from 55,4 per cent of total spending on the vote in 1996/97 to 52,6 per cent in 2002/03.

Outputs and service delivery trends

Table 24.5 Crime prevention and response: Key activities and outputs

Key activities	Outputs
Responding to public order and high-risk incidents	Crime prevention operations conducted Crowds managed without death, injury or destruction of property
Curbing the illegal flow of goods across South Africa's borders	Arrests and seizures at border posts
Preventing crime and managing policing at a local level	Crime levels

The output associated with this programme is changes to the crime level. However, crime levels are also heavily influenced by the investigation, prosecution and punishment of incidents of criminality, as well as by changes in an array of socio-economic factors. It is, therefore, inappropriate to ascribe either positive or negative changes in the crime level solely to the activities of the police.

Table 24.6 Recorded crime levels per 100 000 of the population

Crime ^{1,2}	1994	1995	1996	1997	1998
Murder	139	134	133	126	127
Robbery	302	305	292	294	353
Rape	109	119	124	125	115
Serious property crime	1 088	1 088	1062	1 055	1 101
Assault	1 043	1 074	1 073	1 050	1 018
Fraud	161	153	153	153	145
Subtotal	2 845	2 876	2 839	2 806	2 862
Less serious crimes	2 314	2 269	2 170	2 144	2 202
Total	5 159	5 145	5 010	4 950	5 065

¹ For ease of use, the categories in this table aggregate a number of crime types. Murder includes attempts, serious property crime includes burglaries of residential and business property and theft of vehicles, robbery includes aggravated robberies, and assault includes assault with intent to do grievous bodily harm. The subtotal aggregates these crimes, while the next row adds the other crimes the police classify as being serious (such as other thefts, arson, etc.) and the total sums all serious crimes.

² Crime is seasonally variable and tends to rise during December. Figures are currently only available for the first nine months of 1999, and are therefore excluded.

On aggregate, recorded serious and less serious crime levels in 1998 were quite similar to 1994 levels. Different categories of crime showed different patterns: serious property crime rose in 1998 after having fallen between 1994 and 1997, while recorded rapes fell in 1998 after rising between 1994 and 1997.

The SAPS has had to deal with several crime and violence flashpoints. These have generally been managed through additional deployments from outside these areas and the use of the public-order unit. Areas in which long-term deployments were made include Richmond and the Cape Flats. Special operations were conducted to secure the 1999 elections, the Commonwealth Heads of Government Meeting in Durban and the All Africa Games in Johannesburg. Planning has already begun for the forthcoming municipal elections.

The SAPS has been working with the SANDF and relevant departments, such as Home Affairs and SARS, to improve the policing and control of borders and ports of entry. This is bearing fruit, with increased arrests and border seizures between 1998 and 1999, as reflected in Table 24.7.

Table 24.7 Arrests and seizures at South African borders

Crime	January – October 1998		January – October 1999	
	Arrests	Seizures	Arrests	Seizures
Stolen vehicles	385	637	892	1 088
Illegal firearms	50	98	151	206
Drugs	254	–	577	–
Cocaine	–	1 900 kg	–	4 711 kg
Mandrax	–	1 116 pills	–	1 575 329 pills
Crack	–	2 packets	–	23 packets
Illegal immigrants	20 295	–	33 664	–
Corruption	27	–	37	–
Illegal documents	277	677	347	1 136
Other contraband	73	–	467	–

Policy developments

A new Act on domestic violence came into effect in December 1999. The Act requires the police to offer a range of services to victims of domestic violence, including protection and transport to a safe place. A draft Child Care Bill with similar requirements should be passed in 2000.

The SAPS has led the drafting of firearms legislation due in Parliament before the end of this year. In addition to existing allocations, new allocations of R35 million, R51 million and R36 million are earmarked over the next three years to implement the firearms legislation.

Programme 3: Detective services

Table 24.8 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	2 626,6	2 689,0	2689,0	2 767,3	2 892,6	–
2000 Budget	–	–	–	3 034,2	3 283,7	3 478,2
Change to 1999 Budget estimate	–	62,4	62,4	266,9	391,1	–

The *Detective services* programme covers the activities of detectives at police stations and in specialised units such as the family violence and child protection units, the murder and robbery units and the firearms units. In addition, it provides services to finalise investigations, including crime intelligence, forensics and the criminal record centre. The programme was prioritised in the White Paper on Safety and Security. Actual expenditure in 1999/00 was 2,3 per cent higher than

the estimated budget, and the medium-term estimates are increased by R266,9 million in 2000/01 and R391,1 million the year after.

Outputs and service delivery trends

Table 24.9 Detective services: Key activities and outputs

Key activities	Outputs
Investigating serious crime	Completed cases taken to court and, with prosecutors, the conviction of criminals
Maintaining criminal records	Replies to requests for criminal records and the identification of suspects
Providing forensic services	Evidence generated
Providing crime intelligence	Crime pattern analysis and offender profiles

The success of *Detective services* is measured by the rate at which cases are cleared, i.e. the rate at which cases are closed by the arrest of a suspect or by the determination that a complaint had been unfounded. This measure incorporates measures of the other outputs identified above. It should, however, be assessed along with the conviction rate, which is a partial measure of the quality of dockets closed by being taken to court.

Table 24.10 Clearance rate (%)¹

Crime ²	1995	1996	1997	1998
Murder	61	65	58	59
Robbery	34	31	30	31
Rape	80	76	74	63
Serious property crime	21	20	18	18
Assault	85	80	78	75
Fraud	57	58	54	52
Subtotal	52	50	48	46
Less serious crimes	44	43	43	42
Total	49	47	46	45

¹ This measure is not available for 1994.

² The categories in this table again aggregate a number of crime types. Murder includes attempts, serious property crime includes burglaries of residential and business property and theft of vehicles, robbery includes aggravated robberies, and assault includes assault GBH. The subtotal aggregates these crimes, while the next row adds the other crimes the police classify as being serious (such as other thefts, arson, etc.) and the total sums all serious crimes.

As Table 24.10 reflects, the clearance rate declined between 1995 and 1998, from an average of 49 per cent to 45 per cent. This decline was relatively larger for serious crimes than for less serious crimes, although murder and rape are among the most frequently cleared types of crime.

Policy developments

The White Paper on Safety and Security clearly identified the need to improve the effectiveness and efficiency of *Detective services*. The SAPS has consequently implemented a comprehensive plan called Effective Detective, to re-engineer the flow of crime information, establish a sound system of docket inspections and upgrade the skills of detectives. Of these, the most significant is re-engineering the flow of information and intelligence – particularly information contained in dockets – to maximise the efficacy of both the investigative and the preventative work of the SAPS. In addition, intelligence officers are being appointed at all police stations to improve the acquisition, processing and dissemination of relevant intelligence. In many cases, this is accompanied by the introduction of sophisticated software to assist their work.

The Detective Academy has been operational for two years and is running numerous courses for detectives, focusing particularly on investigating serious and organised crimes. The Academy has access to foreign expertise, including the Federal Bureau of Investigation and Scotland Yard, to assist in the design and delivery of advanced training programmes.

