



**Western Cape  
Government**

Community Safety

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# **Analyses of Human Resource Allocation for South African Police Service with specific reference to the Western Cape**

**Department of Community Safety**

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## ACRONYMS

CAS	:	Crime Administration System
CIO	:	Communication Information Officer
DFO	:	Designated Firearm Officer
DPO	:	Designated Police Officer
FE	:	Fixed Establishment
FLASH	:	Firearms, Liquor, and Second Hand Goods
MIO	:	Management Information Officer
RAG	:	Resource Allocation Guide
REP	:	Resource Establishment Plan
SAPS	:	South African Police Service
SIP	:	Station Information Plan
THRR	:	Theoretical Human Resource Requirement
VISPOL	:	Visible Policing

1. INTRODUCTION	4
2. RATIONALE FOR THE STUDY .....	5
3. OVERVIEW OF THE SAPS RESOURCE ALLOCATION MODELS .....	6
4. AIM OF THE STUDY .....	8
5. OBJECTIVES OF THE STUDY .....	8
6. METHODOLOGY .....	9
7. LIMITATIONS OF THE STUDY .....	10
8. ANALYSIS OF SAPS BUDGET ALLOCATION FOR RESOURCES .....	11
9 FINDINGS OF THE STUDY .....	14
9.1 THE ROLE OF THE PROVINCIAL OFFICE IN THE ALLOCATION OF RESOURCES .....	14
9.2 THE THRR, FE AND ACTUAL RESOURCE ALLOCATION PER STATION .....	16
9.3 PROBLEMATIC AREAS PERTAINING TO THRR INPUT/AUDIT SHEETS .....	27
9.4 CONSTRAINTS THAT IMPACT ON THE UTILIZATION OF HUMAN RESOURCES .....	32
9.5 AVAILABILITY OF DOCUMENTS AND INFORMATION AT POLICE STATIONS .....	36
9.6 VEHICLE ALLOCATION AT POLICE STATIONS .....	36
9.7 CHALLENGES WITH VEHICLES: VEHICLE CONDITIONS AND SAPS GARAGE .....	38
9.8 RESERVISTS PER POLICE STATION .....	39
10 CONCLUSION .....	41
11. RECOMMENDATIONS .....	43

# ANALYSIS OF HUMAN RESOURCES ALLOCATION FOR THE SAPS IN THE WESTERN CAPE

## 1. INTRODUCTION

Police resource allocation nationally, and in the Western Cape, occupies centre stage when discussing safety and security issues. The allocation of human resources for policing is crucial to ensuring the exercise of constitutional rights, namely the right to safety and security of the person, human dignity, life, equality before the law, together with the right not to be unfairly discriminated against. These rights may be affected by the unequal distribution of policing resources from one area to the other.<sup>1</sup> To some extent, the improvement of safety and security in the country and in the Province hinges on the allocation of sufficient policing resources to each police precinct.

The Khayelitsha Commission of Inquiry revealed that police stations are under resourced. The Commission found that the:

South African Police Service is only able to staff its police stations up to 70% of the level of the requirement established in the THRR process. (Khayelitsha Commission of Inquiry, 2014:63).<sup>2</sup>

Furthermore, the Commission found that budget limitations impact on resources allocation to different police stations:

The South African Police Service budget does not permit all the posts identified as necessary in terms of the THRR to be filled, and that on average each police station receives 68% of its calculated THRR. Brigadier Rabie acknowledged that the consequence of under-staffing to this extent has a deleterious impact on policing. (Khayelitsha Commission of Inquiry, 2014:63)<sup>3</sup>

Allocation of police resources at certain of the police precincts can contribute to increased safety and a decrease in certain crime categories. Redpath conducted an analysis of the distribution of SAPS human resources across the Western Cape, using 2013 SAPS data and its impact on crime over a ten-year period. Using a retrospective analysis of crime in the Western Cape she found that it required a threshold of 220 police members per 100 000 of the population to result in an 8% decrease in crime.<sup>4</sup> She found that low levels of police

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<sup>1</sup> Redpath, J. and Nagia-Luddy, F. (2015). *Unconscious and irrational human resource allocation*. SA Crime Quarterly No. 53, September.

<sup>2</sup> Khayelitsha Commission of Inquiry. (2014). *Towards a safer Khayelitsha: Report of the commission of Inquiry into Allegations of Police Inefficiency and Breakdown in Relations between SAPS and the Community of Khayelitsha*

<sup>3</sup> Khayelitsha Commission of Inquiry. (2014). *Towards a safer Khayelitsha: Report of the commission of Inquiry into Allegations of Police Inefficiency and Breakdown in Relations between SAPS and the Community of Khayelitsha*

<sup>4</sup>ibid

resources are associated with higher murder rates and that poorer areas with lower income and fewer services have experienced an increase in crime over the years.

Furthermore, through the Policing Needs and Priorities process, beneficiaries of police services have repeatedly expressed serious concerns about the lack of police resources and consequently the lack of police visibility in their police precincts.<sup>5</sup> Police visibility is perceived as a deterrent to crime and instils a sense of safety to ordinary members of the community.

Central to police visibility, police detective investigative work and a myriad of other activities the police perform to fulfil their mandate, is the allocation and distribution of both human and physical resources. Police resource allocation is a deep-seated concern throughout many police stations in the country, not only in Western Cape.

It is especially communities in economically disadvantaged areas that rely extensively on the police as they cannot afford alternative policing options such as private security services. It is therefore of paramount importance that state policing services must benefit communities equally regardless of social and economic standing.<sup>6</sup> In this context, the National Civilian Secretariat for Police determined that each provincial secretariat should undertake research analysing the human resource allocation for the South African Police Service (SAPS). This will gain insight into the process and methods applied in allocating resources, hence the current report. The report starts by outlining the rationale for the study followed by a discussion of the SAPS resource allocation process that has been followed over the years. The report then presents the findings relating to the role of the Provincial Office in the allocation and distribution of human resources, in comparison to the actual allocation of human resources and compared to the fixed establishment (granted) at the identified police stations to that proposed by the THRR (ideal). Problematic areas pertaining to THRR input/audit sheets as well as constraints that impact on the optimal utilisation of human resources are identified. Finally, the report presents the conclusion and recommendations.

## **2. RATIONALE FOR THE STUDY**

Human and physical resource allocation has been, and continues to be, a challenge in the country and Province. The rationale for the study is therefore to analyse the process for allocating police human and vehicle resources, through a study of a small number of police stations in the Province.

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<sup>5</sup>The Policing Needs and Priorities project is an annual project conducted by the Department of Community Safety. Its aim is to determine policing needs from the perspective of the beneficiaries i.e. community members.

<sup>6</sup>Khayelitsha Commission of Inquiry, (2014). *Towards a Safer Khayelitsha: Report of the Commission of Inquiry into Allegations of Police Inefficiency and Breakdown in Relations between SAPS and the Community of Khayelitsha.*

### 3. OVERVIEW OF THE SAPS RESOURCE ALLOCATION MODELS

#### 3.1 Evolution of South African Police Service (SAPS) resource allocation models

The equitable allocation of police resources is hardly a new subject within the ambit of safety and security. The South African Police Service (SAPS) realised the need to determine a uniform standard for allocating police resources to all police stations in the country. After the amalgamation of the different police forces into one service, an acute need arose to allocate resources in a systematic manner taking into consideration a number of factors which impact on policing and the police mandate.

The commonality in all these models is that they strive to identify granted and actual resource allocation per police station level. In 1997, the SAPS developed the Manpower Plan which was used to determine human and physical resources to the police stations. This plan was used until 1999. Thereafter, the Resource Establishment Plan (REP) was developed and implemented from 2000 until 2005. The REP evolved into the Resource Allocation Guide (RAG) which was used from 2005 to 2012. The Theoretical Human Resource Requirement (THRR) and fixed establishment (FE) approach was subsequently developed in 2012 and is model applied currently.<sup>7</sup> The next section outlines the transition from the RAG to the THRR.

#### 3.2 Resource Allocation Guide

The Resource Allocation Guide (RAG) was developed in response to the need to determine a standard for resource allocation. In 2004, SAPS adopted an in-house information technology-based solution for the determination of the number and level of posts for police stations and clusters. This information technology-based solution determined the budgetary requirements for clusters and police stations.<sup>8</sup> The national SAPS Organisational Development Office led the development of the RAG for implementation by the different police stations. In essence, the system was developed to calculate the ideal or theoretical number of posts per level required to perform the duties associated with a given police station. At this stage the allocation did not take budget constraints into consideration. The granted post is determined, to a large extent, by the available budget. The RAG was implemented across the country. However, after realising the shortcomings of this system, a Public Service Commission recommended that the national SAPS Office should conduct a review of the RAG because, in some instances, it recommended additional resources where some police

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<sup>7</sup> Interview with Colonel D. Vermeulen, Provincial Commander for SAPS Organisational Design, Frontline Services and GIS. Interviewed on the 28<sup>th</sup> of March 2017.

<sup>8</sup> South African Police Service. (2012). *Calculation of Theoretical Human Resource requirements, clusters, Police stations, Satellite Police Stations and contact points*. SAPS Pretoria.

stations seemed to have sufficient resources.<sup>9</sup> These concerns led to the establishment of the Theoretical Human Resource Requirement System (THRR).

### 3.3 Theoretical Human Resource Requirement System

In 2011, national SAPS Organisational Development commissioned a study for a total review of the RAG.<sup>10</sup> The outcome of the review resulted in the development of the Theoretical Human Resource Requirement System (THRR) in 2012. The THRR was designed to accommodate internal and external environmental factors affecting the burden of policing.

The Khayelitsha Commission of Inquiry provided an opportunity for the SAPS to provide a detailed explanation of their resource allocation process. Presenting evidence at the commission, Brigadier Leon Rabie, Section Head in the Performance Management Section of the SAPS Organisational Development division located in Pretoria, stressed that the SAPS allocation is based on a 'theoretical' requirement, calculated on the total time taken for all tasks done at a particular police station, as affected by a myriad factors. The factors, such as the presence of gangs or daily influx of commuters, are recorded on an 'Input Management Sheet'. A description of the THRR input sheet is presented in section 3.4 below. The total time is converted into numbers of people and this number is called the THRR. The THRR determines the ideal resources that should be placed at a given police station to perform the function for a given period of time. The component of Organisational Development gathers information annually between January and March from each police station in the country. In addition, norms and standards, criteria and weights are used accordingly to determine the required posts per police station category to perform allocated tasks. As stated above, the THRR calculates the ideal resources that should be allocated per police station as if funds were unlimited. However, due to budgetary constraints, only funded posts can be filled.<sup>11</sup>

Taking the budget into consideration, the SAPS determine a total fixed establishment that the SAPS budget is able to afford. This determination is made in terms of budget allocations to all SAPS functions on an annual basis. At the Commission of Inquiry, SAPS revealed that on average only 68% of the calculated THRR is available for each police station.<sup>12</sup> The THRR is used alongside the EQUATE job evaluation system which is used to grade posts in the SAPS. The posts are then allocated based on the category of the police station, namely A, B, C1 and C2.<sup>13</sup> The THRR (ideal) allocation is a national SAPS competency; only the fixed

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<sup>9</sup> Public Service Commission. (2011). *Consolidated Report on Inspections of Detective Services: Department of Police*. Available online at <http://www.psc.gov.za/documents/2012/Police%20Report%20Complete.pdf>. Accessed 14 February 2017.

<sup>10</sup> Parliamentary Question, (2011). *Internal Question Paper No. 19. Date asked, 1 July 2011 and date of the response 8 August 2011*. Available online at [https://pmg.org.za/question\\_reply/318/](https://pmg.org.za/question_reply/318/). Accessed on 14 February 2017.

<sup>11</sup> South African Police Service. (2012). *Calculation of Theoretical Human Resource requirements, clusters, Police stations, Satellite Police Stations and contact points*. SAPS Pretoria, p. 4-5

<sup>12</sup> Khayelitsha Commission of Inquiry. (2014). *Towards a Safer Khayelitsha: Report of the Commission of Inquiry into Allegations of Police Inefficiency and Breakdown in Relations between SAPS and the Community of Khayelitsha*.

<sup>13</sup> The South African Police Service grouped police stations into three categories based on their duties they have to perform. In terms of THRR human resources allocation, Category A (Captain station) has a maximum of 90 human

establishment is communicated to the police stations.<sup>14</sup> The fixed establishment allocates the funded posts for which a given police station qualifies.<sup>15</sup>

### **3.4 Description of the THRR input sheet indicator**

The THRR input sheet is divided into mainly internal and external environment factors. The external factors comprise demographic factors which include population size; nature of the population; population movement; size of the precinct; topographical features of the environment; roads and transport hubs; major infrastructure (dams, etc.); regular large events; courts and educational facilities. It also requests information on the number of gangs; registered liquor outlets; firearm dealers, sellers and registered firearm owners; shopping centres and tuck shops, etc. Basically, the THRR seeks to consider all factors in the external environment that are likely to affect policing.

The internal environment factors include station infrastructure: area size of the station and various key facilities; rooms; community service centres; holding cells and toilets; information on other service points – such as satellite stations and the number of Community Service Centre (CSC) activities. Certain CSC activities are outlined, i.e. registers in the SAPS environment SAP 10, 13 and 14 entries. Furthermore, the tool takes into consideration annual reported crime per police station. Finally, it accounts for the number of crime prevention activities. All these factors are weighted and aggregated to arrive at a theoretical number.

## **4. AIM OF THE STUDY**

The aim of the study is to provide an analysis of the allocation of human and vehicle resources at six selected police stations in the Western Cape Province, namely Paarl East, Mfuleni, Manenberg, Nyanga, Prince Alfred Hamlet and Kleinmond. Three of these stations are defined as urban police stations, and the other three as rural based police stations.

## **5. OBJECTIVES OF THE STUDY**

The objectives of the study are fourfold.

- Firstly, the study attempts to understand the role of the Provincial Office in the allocation and distribution of human resources at a Provincial level.

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resources, Category B (Lieutenant Colonel) has between 91-180, Category C1 (Colonel station) has 181-360 and Brigadier station has 360 human resources and higher. These resources are divided according to the three policing models namely visible policing which operates 24 hours, Detectives which has Group A, B and C and finally Support Services, Human resources, Finance, vehicle fleet management and supply chain management.

<sup>14</sup> Khayelitsha Commission of Inquiry. (2014). *Towards a Safer Khayelitsha: Report of the Commission of Inquiry into Allegations of Police Inefficiency and Breakdown in Relations between SAPS and the Community of Khayelitsha*.

<sup>15</sup> South African Police Service. (2012). *Calculation of Theoretical Human Resource Requirements Cluster, Police stations, Satellite police station and contact points*. SAPS Pretoria (unpublished).



- Secondly, it compares the actual allocation of human resources against the fixed establishment (granted) at the identified police stations to that proposed by the THRR.
- Thirdly, the study identifies problematic areas pertaining to THRR input/audit sheets.
- Finally, the study attempts to identify the constraints that impact on the optimal utilisation of human resources.

## 6. METHODOLOGY

The study necessitated a mixed method approach. Thus both qualitative and quantitative approaches were used in the data collection process. More than a third (36%) of the 150 police stations in the Province are in the urban areas, 34 (23%) are located in the urban/rural mix and finally 62 (41%) are in the rural areas. Six police precincts were identified for the project based on the national Civilian Secretariat for Police criteria. This required a mix of urban and rural stations, as well as a mix of A, B and C category stations. The identified police stations are:

- Paarl East and Mfuleni, (Colonel, Category C);
- Manenberg (Brigadier, Category C2);
- Nyanga (Brigadier, Category C2);
- Prince Alfred Hamlet (Colonel, Category C1); and
- Kleinmond police station (Captain, Category A).

Kleinmond and Prince Alfred Hamlet police precincts are the two rural police precincts whilst Nyanga, Mfuleni and Manenberg are the urban stations. Paarl East falls under the category of a peri-urban police precinct.

The Civilian Secretariat for Police Service, in conjunction with the nine Provincial Secretariats, Policy and Research representatives, developed a closed-ended questionnaire for data collection at the identified police stations. Additional tools solicited statistical data regarding granted and actual human resources, vehicle allocation, leave taken by SAPS members and Public Service Act employees, suspensions, number of police officers on duty arrangements and the total number of police reservists per police station per year over the reporting period i.e. 2011/12 to 2015/16. In addition, the tool required the police stations to provide the THRR input sheet per police station.

In the interest of developing insight and understanding of the role of the Provincial Office in the allocation of human and vehicle resources, the Department of Community Safety, Western Cape developed an interview guide to solicit information from the Provincial Office. The interview guide aimed to gain insight from the Provincial Office on the process followed in allocating and distributing police resources to all the police stations in the Province. With

this in mind, an interview was held with the Head of Organisational Development and GIS Western Cape.<sup>16</sup>

The provincial tool was modified and adapted for the police station management focus group discussions. The tool was meant to ascertain the actual role of the police station management in the acquisition and allocation of resources. The police station management of the six precincts comprise the Station Commander, Visible Police Commander, Head of Support Services (Human Resources and Vehicle Fleet Management), Detective Commander and the Management Information Office. Thus, two sets of interviews were conducted. Overall, 30 police station managers, i.e. 5 per police station were interviewed comprising SAPS and PSA employees. The closed-ended questionnaire was administered at each police station. Similarly, a focus group discussion with the above mentioned stakeholders was also conducted at each police station. The station questionnaires were sent to each police station via the Provincial Commissioner's Office requesting the Station Commander and station management to provide the researchers with the required data and to participate in the study on dates specified in the interview schedule. In addition, each police station was requested to provide the THRR input data sheet compiled over a five-year period from 2011/12 to 2015/16.

Although, the interviews were scheduled for one day per police station, none of these police stations were able to provide all the required data on the day of the interview in the format required. Reasons ranged from the absence of responsible officers, particularly the Management Information Officer (MIO), to the lack of access to the THRR system. Subsequently, arrangements were made with the police stations to collect the required information from their records and forward it to the Department, a process which proved to be extremely slow. When the information was eventually submitted, it was more often than not incomplete, inconsistent and had gaps. There was, thus, a need to request this data again. Furthermore, data on the THRR and fixed establishment requested from the Provincial Office at the beginning of December 2016, was only made available in February 2017.

## **7. LIMITATIONS OF THE STUDY**

- 7.1 The geographical scope of the analysis of human resources allocation for the SAPS was limited to six police stations (4%) in a province comprised of 150 fully-fledged police stations. The results of the study cannot be generalised for all police stations in the Province. Nevertheless, the results provide insights into the process of resource allocation and distribution in the Province.
- 7.2 The data collected is characterised by gaps. There was no human resource data received per police station for the 2011/12 financial year. The SAPS maintained that

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<sup>16</sup> Interview with Colonel D. Vermeulen, Provincial Commander for SAPS Organisational Design, Frontline Services and GIS. Interviewed on the 8<sup>th</sup> of December 2016.

the SAPS system does not show data for the 2011/12 financial year as the THRR was only introduced in 2012/13. Furthermore, certain police stations could not provide the THRR input sheet citing that they did not have access to the system. They supplied a spread sheet that was used to collect data with the purpose of submitting it to the Provincial Office. The Excel sheet had fields that were more or less similar to THRR input sheet fields. The Provincial Office provided this information at a later stage for the period 2013/14 to 2015/16.

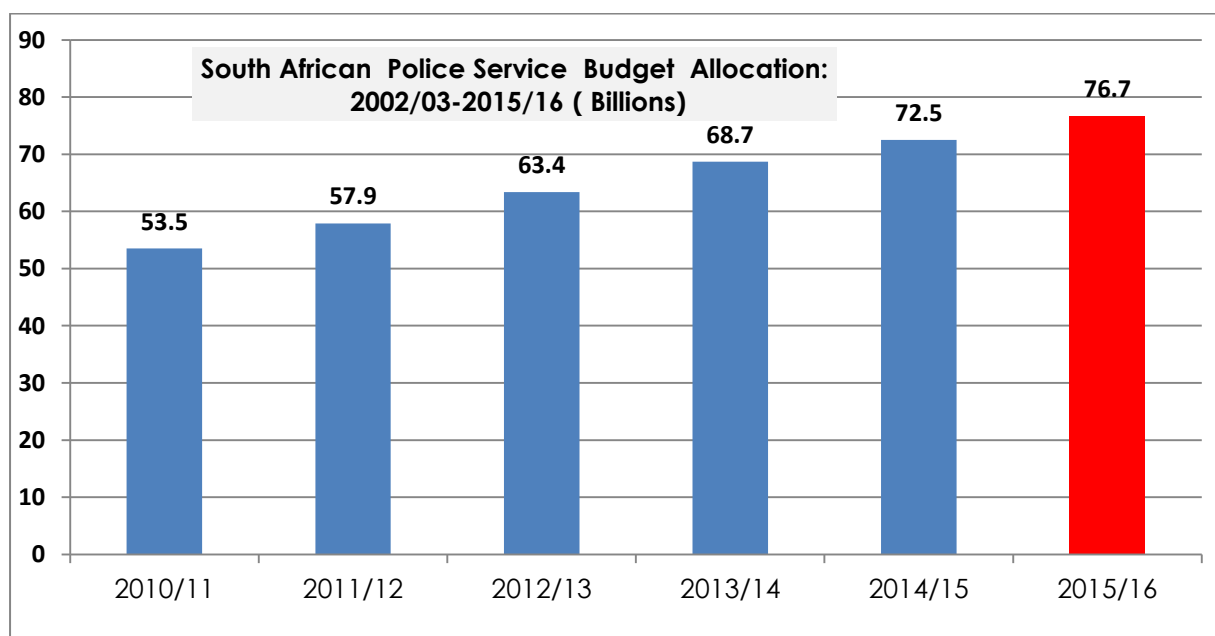
7.3 The Provincial Office could not provide the THRR data on vehicles, only the granted and the actual and these are presented below.

7.4 The study excludes human and vehicle resources that are allocated to the specialised units in the Province.

## 8. ANALYSIS OF SAPS BUDGET ALLOCATION FOR RESOURCES

Figure 1 below shows the National SAPS budget allocation from 2010/11 to 2015/16. The national SAPS budget increased exponentially from R 57 933 121 in 2011/2012 to R 76 720 801 2015/16 (Figure 1). For the past five years, the police budget increased by almost a third (32,4%) in the country.<sup>17</sup> For the 2015/16 financial year, the SAPS received a total budget of R 76 720 801, i.e. 5,7% more than the R 72 587 225 received in 2014/15. This was above the 4,5% inflation rate in South Africa for 2015.<sup>18</sup>

**Figure 1: National SAPS annual budget allocation trend 2011/12 to 2015/16**



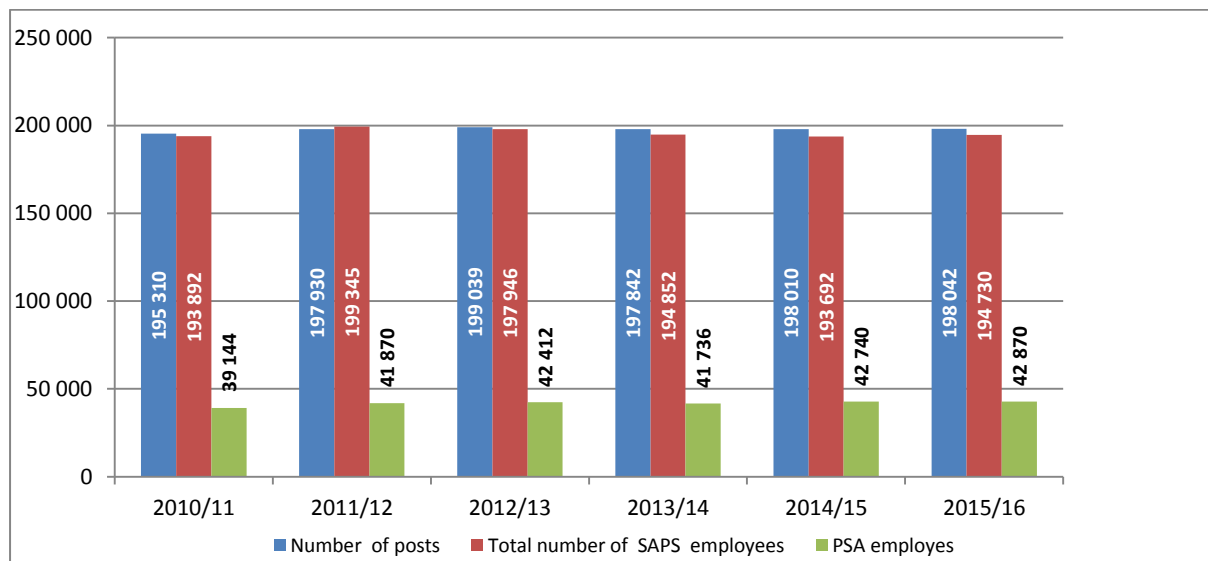
**Source:** SAPS Annual Reports 2010/11-2015/16

<sup>17</sup> South African Police Service. (2015). *South African Police Service Annual Report 2014/15*

<sup>18</sup> *Inflation South Africa 2015*. Available online at <http://www.inflation.eu/inflation-rates/south-africa/historic-inflation/cpi-inflation-south-africa-2015.aspx>. Accessed on 28 February 2017.

These large budgetary allocations have allowed the SAPS to grow slightly in size from a total of 193 892 personnel in 2011/12 to 194 730 in 2015/16.<sup>19</sup> Therefore, over the past five years the organisation has grown by 838 additional members. Interestingly, the PSA employees increased fourfold (3 726) in that period – more than the increase in SAPS members. Over the five-year period PSA employees accounted for 20% of the total SAPS establishment. The average cost of employment over the five-year period was almost three quarters (74,3%) of the total budget allocation. While the national SAPS budget increased by 32,5% from R 57 933 121 in 2011/2012 to R 76 720 801 2015/16, the human resource budget (PSA and SAPS) increased by 35,5% from R 42 427 702 in 2012/13 to R 57 478 371 in 2015/16.<sup>20</sup>

**Figure 2: National SAPS posts and total SAPS employees 2010/11-2015/16**



While the human expenditure budget may have increased, it has not been met with a similar increase in the number of personnel. There should be a different explanation to account for the increase in expenditure.

During this period the population in the country increased from 51,7 million in 2011<sup>21</sup> to 54,9 million in 2015,<sup>22</sup> and the budget and staff increases, to some extent, reflect the population growth. According to National Treasury, the budget data for the police is provided at programme level and not at the level of a police station, thus it poses a challenge in terms assessing the value for money. Attempts should be made in the future to assess the performance of specific projects/programmes within SAPS.<sup>23</sup>

<sup>19</sup> South African Police Service 2011/12-2015/16. *South African Police Service Annual Reports from 2002/03 to 2012/13*. Pretoria.

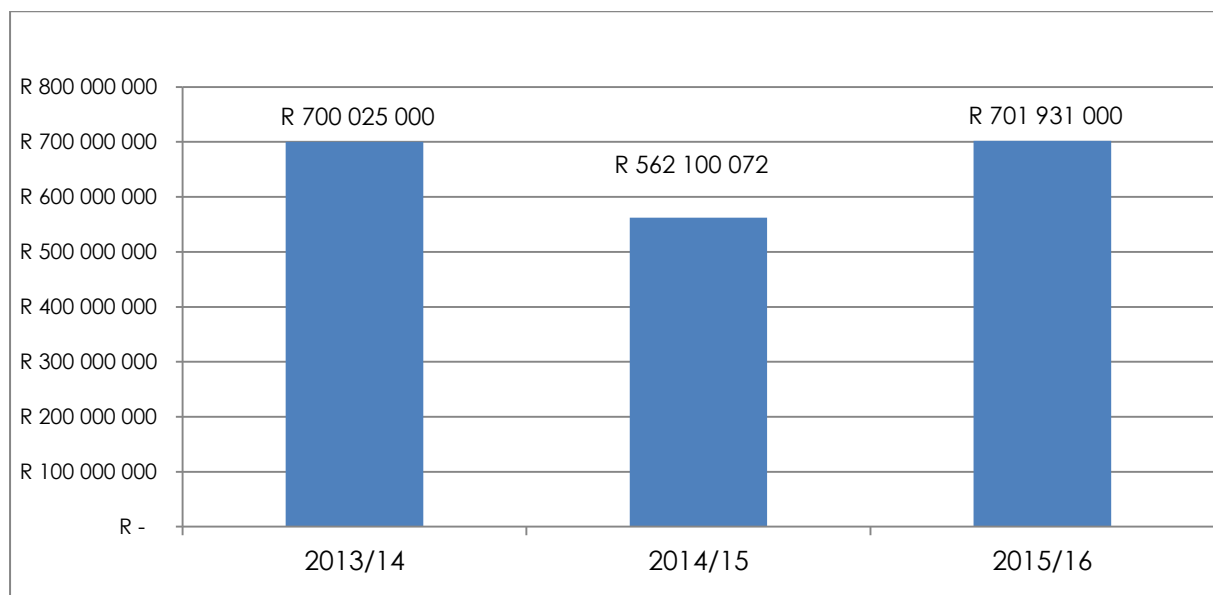
<sup>20</sup> South African Police Service. (2011-2016). *South African Police Service Annual Reports*.

<sup>21</sup> Stats- SA. (2011). *Census 2011*. Available online at <http://www.statssa.gov.za/publications/P03014/P030142011.pdf>. Accessed 22 February 2017.

<sup>22</sup> Stats-SA. (2015). *Mid-year population estimates 2015*. Available online at <http://www.statssa.gov.za/publications/P0302/P03022015.pdf>. Accessed 22 February 2017

<sup>23</sup> National Treasury. (2016). *Presentation of SAPS budget at the resource allocation workshop held in Pretoria 17-18 August 2016*.

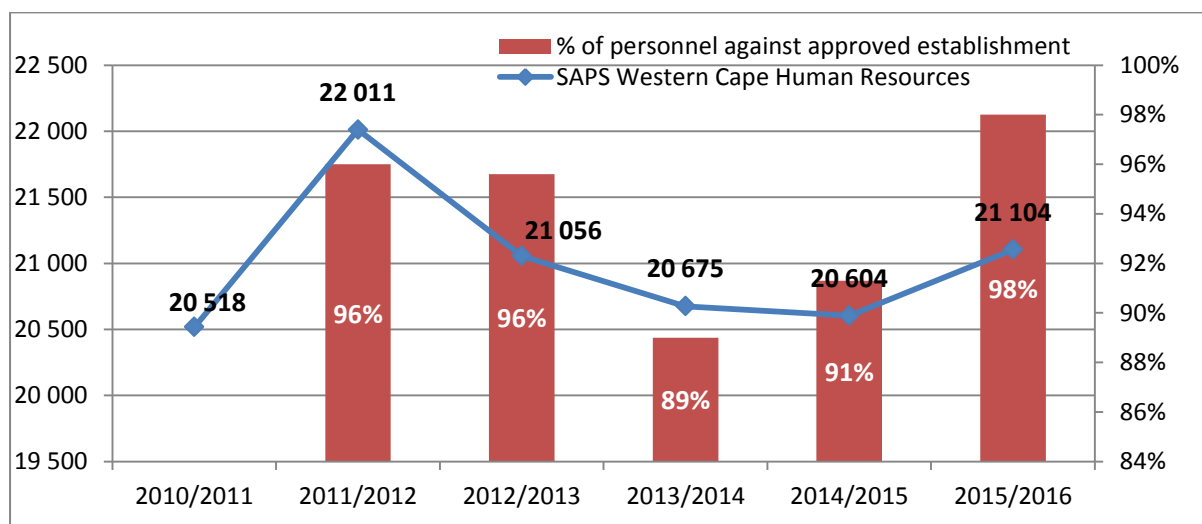
**Figure 3: Western Cape budget allocation 2013/14-2015/16**



**Source:** Western Cape SAPS Annual Reports 2013/14-2015/16

Unfortunately, detailed budgetary information is not available for the Western Cape. However, as can be seen from Figure 3 above, the budget for the SAPS in the Province decreased in 2014/15 and increased by 24,9% from R 562 million to R 701 million in 2015/16.

**Figure 4: SAPS Western Cape human resources: 2010/11-2015/16**



**Source:** SAPS Annual Reports 2010/11-2015/16

Provincial data on the THRR or the fixed establishment was not available for the Western Cape. However, the number of personnel (SAPS and PSA) in filled posts ranged from a low of 20 518 in 2010/11 to 21 104 in 2015/16 with a high of 22 011 in 2011/12. Over the five-year period the Province filled 89% to 98% of the granted human resources (fixed establishment). In 2015/16, the actual establishment increased significantly. The annual fixed establishment was not available at the time of finalising this report.

## 9 FINDINGS OF THE STUDY

### 9.1 THE ROLE OF THE PROVINCIAL OFFICE IN THE ALLOCATION OF RESOURCES

This section describes the process of resource allocation and, in particular, the role of the Provincial Office in the allocation and distribution of available resources, guided by the THRR system requirements.

**Provincial Office:** Each year in January, the SAPS Provincial Office via for the Organisational Design, Frontline Services and GIS component, instructs each police station in the Province to load the THRR input sheet onto the mainframe. The input sheet contains weighted indicators that are required to determine the ideal resource allocation for the police station. The completion of the input sheet is the first step embarked upon to determine resource needs per police station. The data captured is based on the previous year's observations. It is completed in the fourth quarter of the current financial year (January - March) to inform resource allocation for the following financial year. The THRR input sheet is a comprehensive document with various SAPS internal and external environment indicators.

**Police station:** The station's Management Information Officer (MIO), working with the station management at the stations, must complete the input sheet. The Station Commander signs it and issues a certificate indicating that he/she confirms the accuracy of the data.

**Cluster office:** Subsequently he/she sends it to the Cluster Commander's office for verification. The latter verifies the data and signs a certificate confirming that the cluster verified the data.

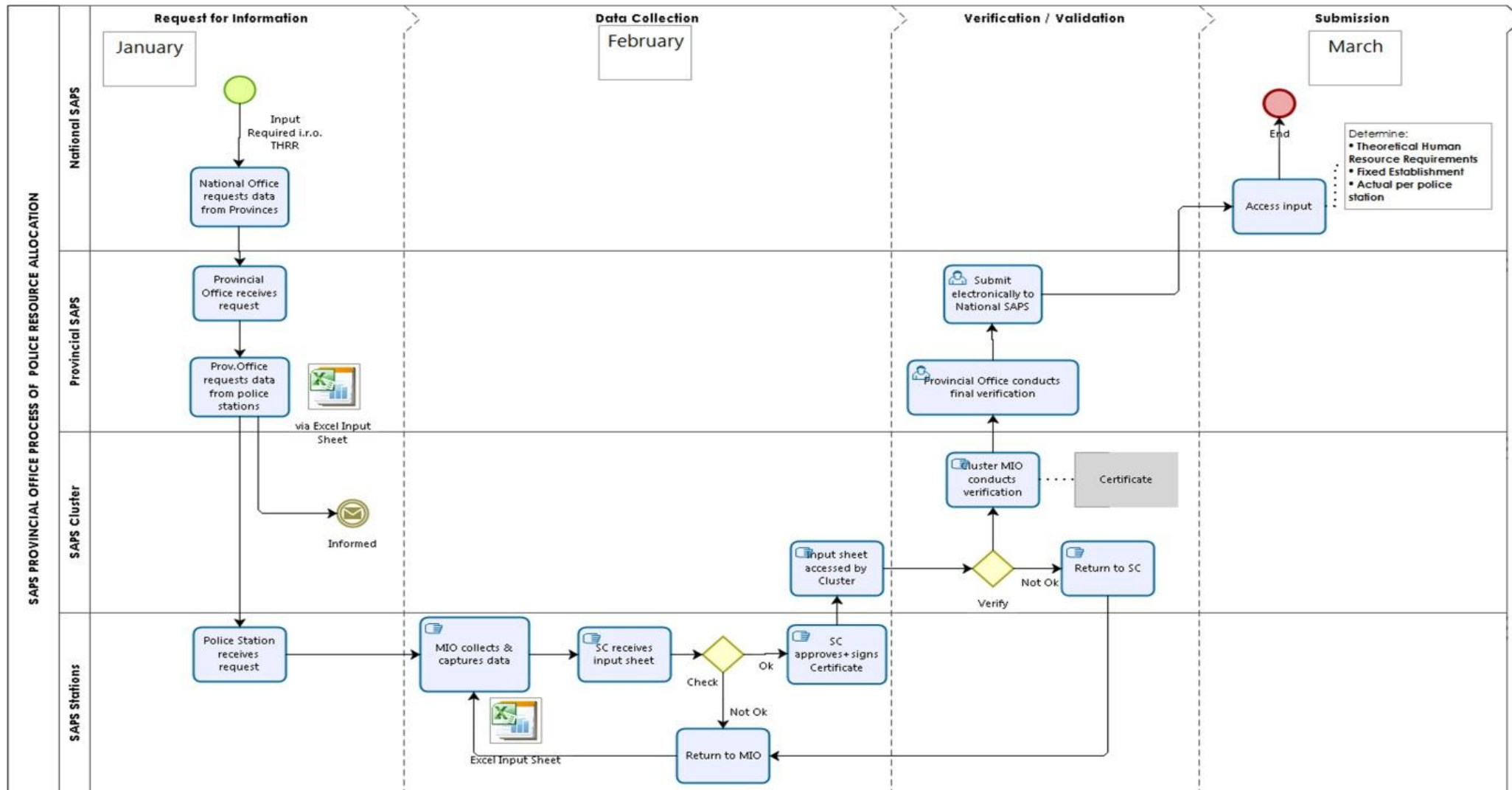
**Provincial Office:** The Provincial Office receives and accesses the input sheet electronically in February of the same year and conducts a final verification on the data prior making it available to the National Office. The National SAPS Office then accesses it and starts a process of resources allocation to the country, provinces and police stations. Figure 5, below summarises the process for resource allocation.

The process evolved over time, in the first year of the THRR, the Provincial Office captured the THRR input sheet on behalf of all police stations in the Province. In the second year, the cluster MIOs were tasked to capture for their clusters in 2016 the station MIO were tasked to collect and load onto the mainframe.<sup>24</sup>

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<sup>24</sup> Interview with Colonel D. Vermeulen, Provincial Commander for SAPS Organisational Design, Frontline Services and GIS. Interviewed on the 28<sup>th</sup> of March 2017.

Figure 5: Process flow for Provincial Office on the allocation of resources



Source: Authors

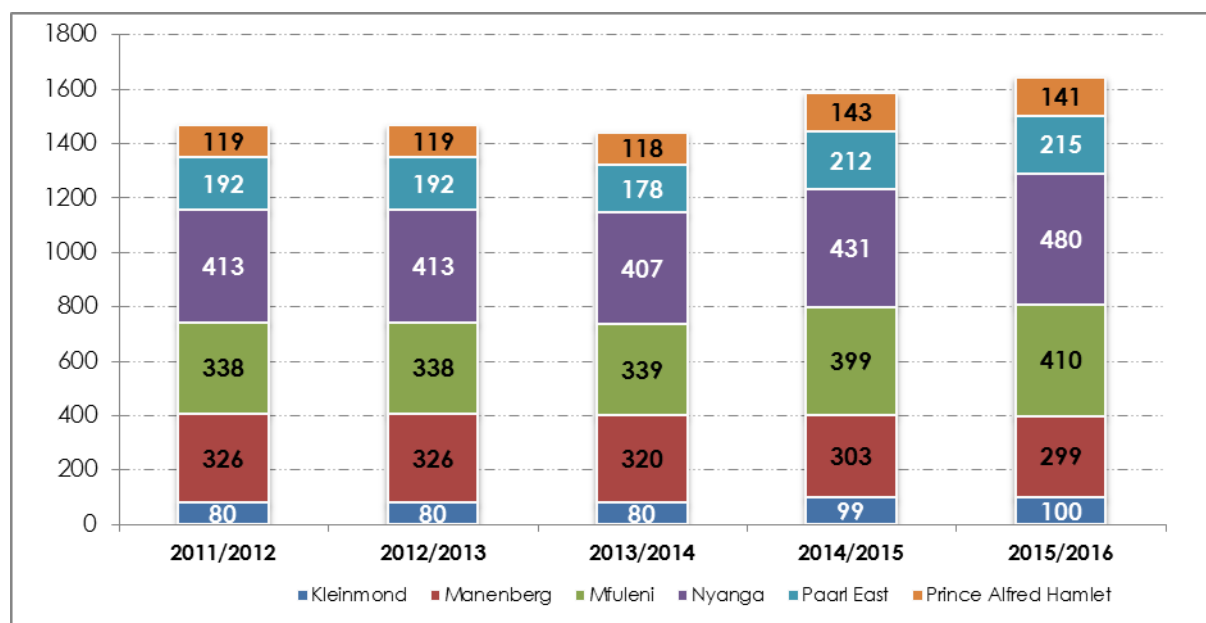
Interviews with the police station management revealed mixed feelings regarding the resource allocation process. Firstly, none of the six police stations claimed to have intimate knowledge of the THRR system, let alone actual involvement in determining the resource requirements for the police station. Only the MIO and the Station Commander reported to be aware of the THRR process because they have to comply with providing feedback to the Provincial Office, and are responsible for completing the spread sheets.

The MIOs explained that they obtain the data and information from the Station Information Plan (SIP) as well as station profiles compiled by the VISPOL head and Sector commanders. This information includes number of schools, churches, special events like soccer or rugby tournaments, etc. The Designated Police Officer for Liquor and Second Hand Goods, and Designated Firearm Officer (DFO) provides information on licenced liquor outlets, and firearm applications and renewals, etc. as well as illegal liquor outlets closed. In addition, they peruse registers for new entries. The MIOs source information on the daily flux and new residential establishments from the local municipality or the City of Cape Town. The crime statistics are exported electronically from the Crime Administration System (CAS) to the THRR. Notably, the actual population per police precinct is provided by the Provincial Office. All the police stations that participated had a designated MIO, except for Prince Alfred Hamlet as she was on maternity leave at the time of the study.

## 9.2 THE THRR, FE AND ACTUAL RESOURCE ALLOCATION PER STATION

### 9.2.1 Theoretical Human Resource Requirement (THRR)

**Figure 6: Theoretical Human Resource Requirements 2011/12 -2015/16**





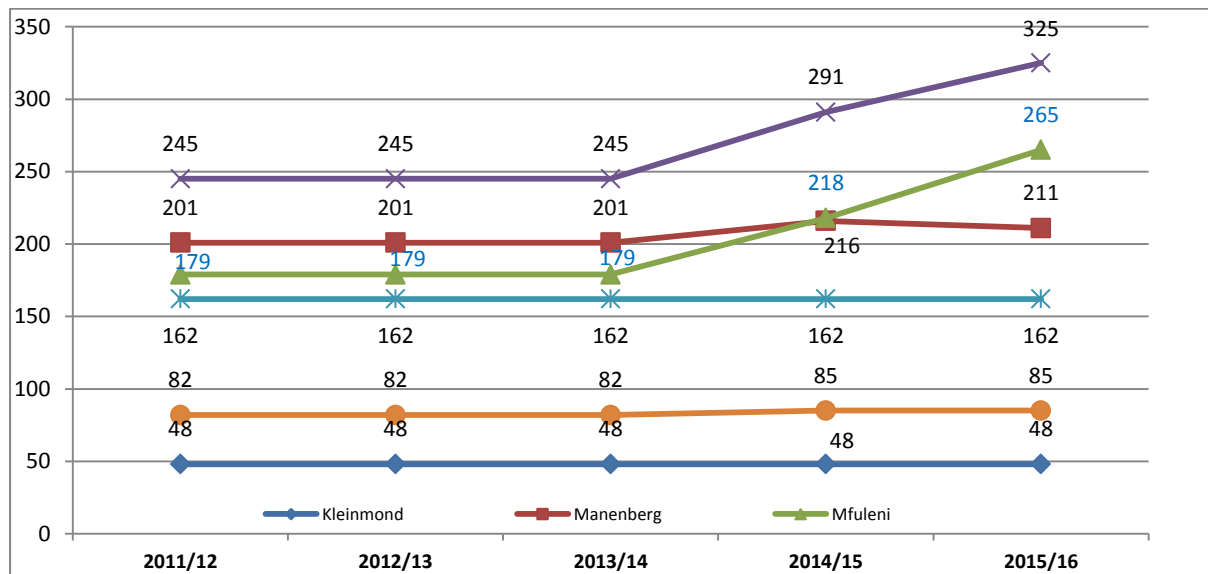
**Source:** South African Police Service

Figure 6 above presents a comparative analysis of the ideal human resource allocation (THRR) per police station per year over the five-year period. The ideal human resource allocation across the six police stations remained stable for 2011/12 and 2012/13. However, from 2013/14 all six police stations were theoretically more resourced. Theoretically, there were 12,1% more resources granted to these police stations in 2015/16 compared to the 2011/12 financial year. A three-year analysis shows that the ideal human resource allocation increased by 14,1% from 1 442 in 2013/14 to 1 645 in 2015/16. The largest increases in the ideal establishment were at Mfuleni and Nyanga police stations which received 71 and 73 more ideal human resources than in 2013/14 (Figure 6). It should be noted that Mfuleni Police station was in the process of being upgraded to a brigadier police station at the time of conducting the study. Both Mfuleni and Nyanga police precincts are in the Provincial priority top 10 and national top 30 police stations.

### **9.2.2 Fixed Establishment (FE) human resources 2011/12 -2015/16 at the six police stations**

Like the THRR resource allocation, the fixed establishment (granted resources) allocation across the six police stations remained stable for 2011/12 until 2013/14. However, from 2014/15 all six police stations except Kleinmond, and Paarl East were granted more resources to their fixed establishment. Overall, granted human resources at these police stations increased by 19,5% (179) from 917 in 2011/12 to 1 096 in 2015/16. Interestingly, the same percentage increase (19.5%) was maintained from 917 in 2013/14 to 1 096 in 2015/16. The largest increases were at Mfuleni and Nyanga police stations with 86 and 80 more granted human resources in 2013/14 (Figure 7).

**Figure 7: Fixed Establishment Human Resources 2011/12 -2015/16**



**9.2.3 Comparative analysis of human resources allocation per police station 2011/12-2015/16**

The section below presents a comparative analysis of trends in human resource allocation for all six participating police stations for the period under review. It compares the actual human resources at each precinct with both the fixed establishment and theoretical allocation. The analysis confirms that these police stations have been under resourced for the past five years if measured against the THRR. The general trend is that THRR allocation shows an increase from 2013/14 at all stations, but the trend for the FE and the actuals differ per police station for the same period. This suggests that the allocation of the fixed establishment is not directly proportionate to the THRR.

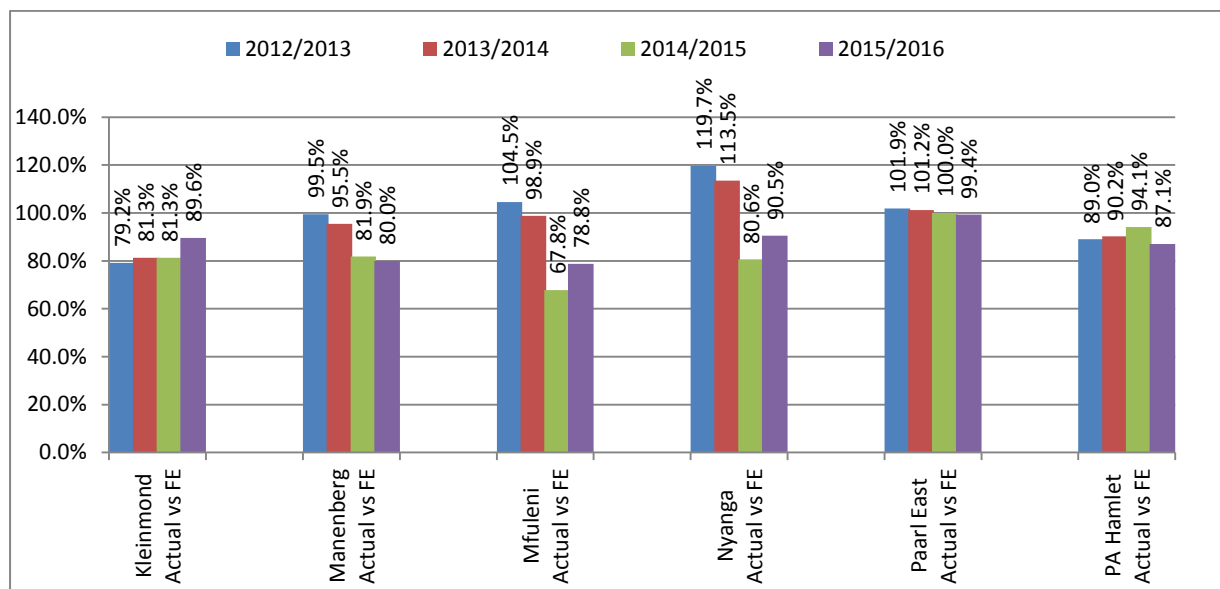
**9.2.4 Police station strength: Actuals versus fixed establishment 2012/13-2015/16**

Figure 8 below presents the actual human resources versus fixed establishment per police station for the period of four years i.e. 2012/13-2015/16. It shows the police station actuals as a percentage of the fixed establishment. Kleinmond police station's strength (actual resources) in 2012/13 was 79,2% (38) of the fixed establishment (48). Thus it was 21% under resourced i.e. there were ten fewer human resources than what was granted. The station strength improved in 2015/16 to 89,6% (43) and the station was then 10,4% under resourced i.e. five human resources fewer than what was granted for the 2015/16 (48) financial year. This analysis suggests that in the Kleinmond police station, the gap between the fixed establishment (48) and the actual gradually decreased over the years. Notably, the fixed establishment at the police station remained the same (48) for the period under review.

Over the period, 2012/13 and 2013/14 Paarl East police station's strength was 101,9% (164 actual human resources) of the fixed establishment (161). Thus the police station had three more human resources than provided for by the fixed establishment. However, in 2015/16 its actual strength decreased to 99,4% (160 actual) of the fixed establishment (161). Over the four-year period, Paarl East was the only police station that had been capacitated to the level of the fixed establishment. It must be noted that the fixed establishment at the police station remained the same (161) for the period under review.

Nyanga police station's strength (actual resources) in 2012/13 and 2013/14 was 119,7% (292) and 113,5% (277). During the same period the fixed establishment was 244. Thus the station had 19,7% (48) and 13,5% (38) more than was granted. The station strength changed to 80,6% (262) in 2014/15 and 90% (294) in 2015/16. However, during this period the fixed establishment increased to 325, leaving it under-resourced. Of the six stations, Mfuleni was the station that was mostly consistently under-resourced at 67% (179) of the fixed establishment (264), in 2014/15. In fact, actual resource allocation in Mfuleni suggests a declining trend over the reporting period. Overall none of these six station was capacitated below three thirds (66,6%) of their fixed establishment.

**Figure 8: Police station strengths: Actual allocation as a percentage of the fixed establishment 2012/13-2015-16**

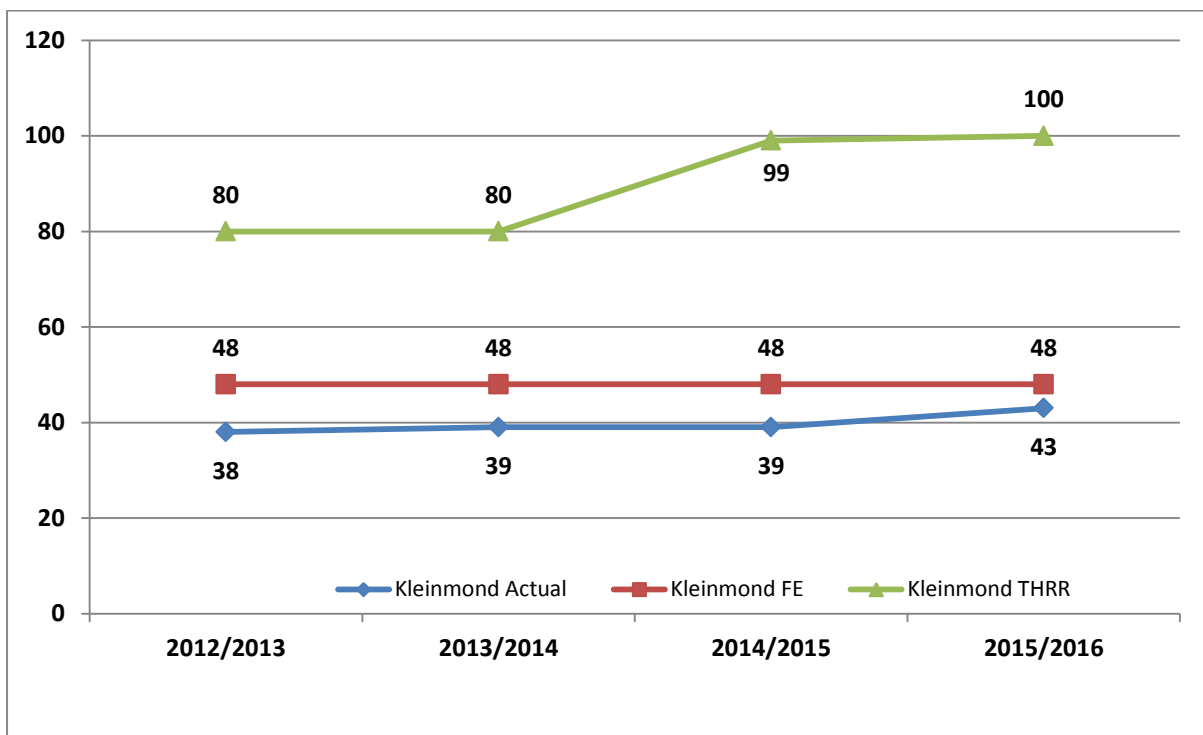


On close examination, it is clear that stations are not given an equal percentage of the fixed establishment. There is variance between the actual allocation, the fixed establishment and the THRR at these stations over the reporting period.

### 2.4.1 Kleinmond police station: THRR, FE and actual human resource allocation

The Kleinmond police station's Theoretical Human Resource Requirement (THRR) increased by 25% (20) from 80 in 2012/13 to 100 in 2015/16. Such increase augurs well for the small station, but it is notable that there was no change in the fixed establishment for four consecutive years. In the last financial year, the fixed establishment was just 48% of the THRR. This is despite the 5,1% (478) increase in population from 9 302 in 2013/14 to 9 780 in 2015/16.<sup>25</sup> The actual human resources at the station increased by 13,2% (5) from 38 in 2013/14 to 43 in 2015/16, but was only 43% of the THRR.

**Figure 9: Kleinmond police station: THRR, FE and actual human resource allocation**



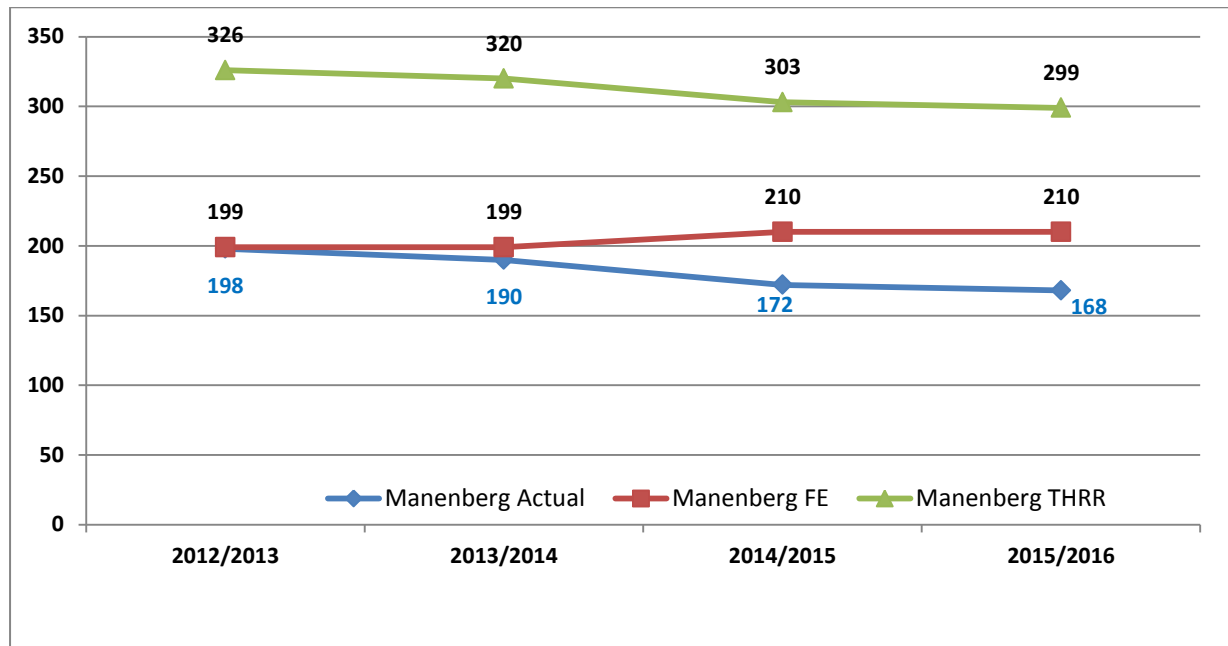
### 9.2.4.2 Manenberg police station: THRR, FE and actual human resource allocation

The THRR at Manenberg police station decreased by 21,3% (27), from 326 in 2012/13 to 299 in 2015/16, whilst the fixed establishment allocations increased by 5% (10). When looking at 2012/13 the actual allocation at the station was 99,5% (198) compared to the 199 fixed establishment allocation. However, the actuals (warm bodies) declined to 168 in 2015/16 which was 80% of the fixed establishment (210). At that point it had 30 resources fewer than they had in 2012/13. The population for the precinct increased by 4,4% (3 801) from 86 498 in

<sup>25</sup> South African Police Service. (2016). Kleinmond Theoretical Human Resources Requirement: 2013-2015.

to 90 299 in 2015/16.<sup>26</sup> The difference between the THRR and the actual is 43,8% (131), the difference between the FE and actual is 20 and the difference between actual and FE and THRR is 29,8% (89).

**Figure 10: Manenberg police station: THRR, FE and actual human resource allocation**



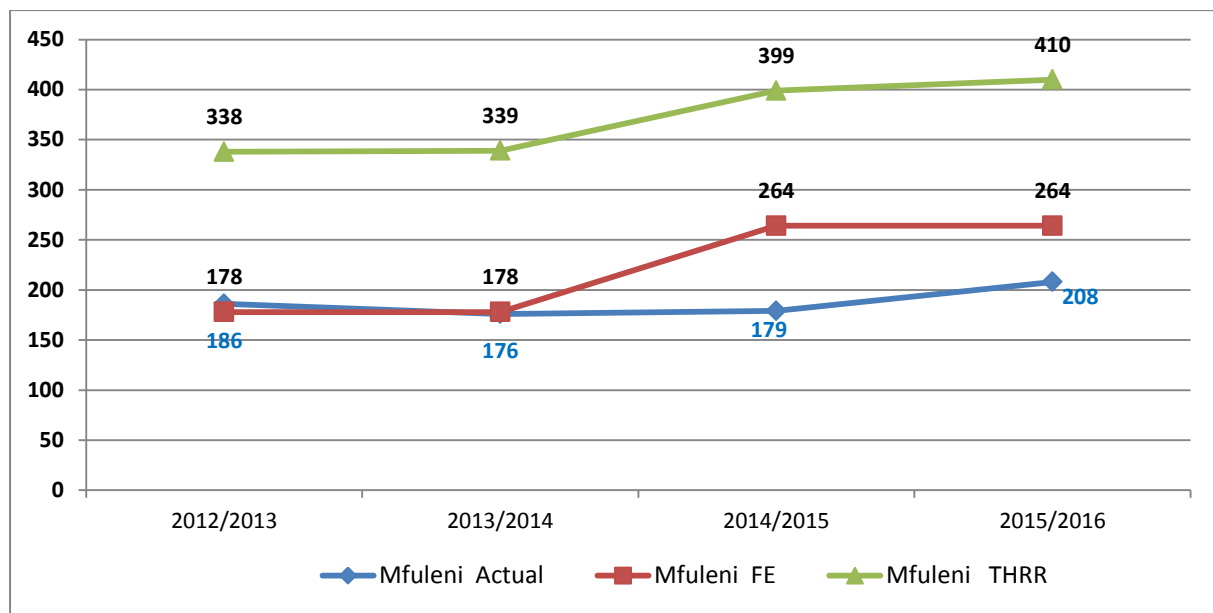
#### 9.2.4.3 Mfuleni police station: THRR, FE and actual human resource allocation

The THRR allocation for Mfuleni police station increased by 21,3% (72) from 338 in 2012/13 to 410 in 2015/16. The fixed establishment for 2014/15 and 2015/16 remained the same at 264, which was 64,4% of the THRR. The actual allocation increased by 11,8% (22), from 186 in 2012/13 to 208 in 2015/16. In 2012/13 the Mfuleni police station was resourced at 104,5% (186) of the fixed establishment (178). However, the actual allocation declined to 78,8% (208) of the fixed establishment (264) in 2015/16. The gap between the THRR and the actual increased over the four-year period. The population increased by 4,4% (5 169) from 117 609 in 2013/14 to 122 778 in 2015/16.<sup>27</sup>

<sup>26</sup> South African Police Service. (2016). Manenberg Theoretical Human Resources Requirement: 2013-2015.

<sup>27</sup> South African Police Service. (2016). Mfuleni Theoretical Human Resources Requirement: 2013-2015.

**Figure 11: Mfuleni Police Station: THRR, FE and actual human resource allocation**



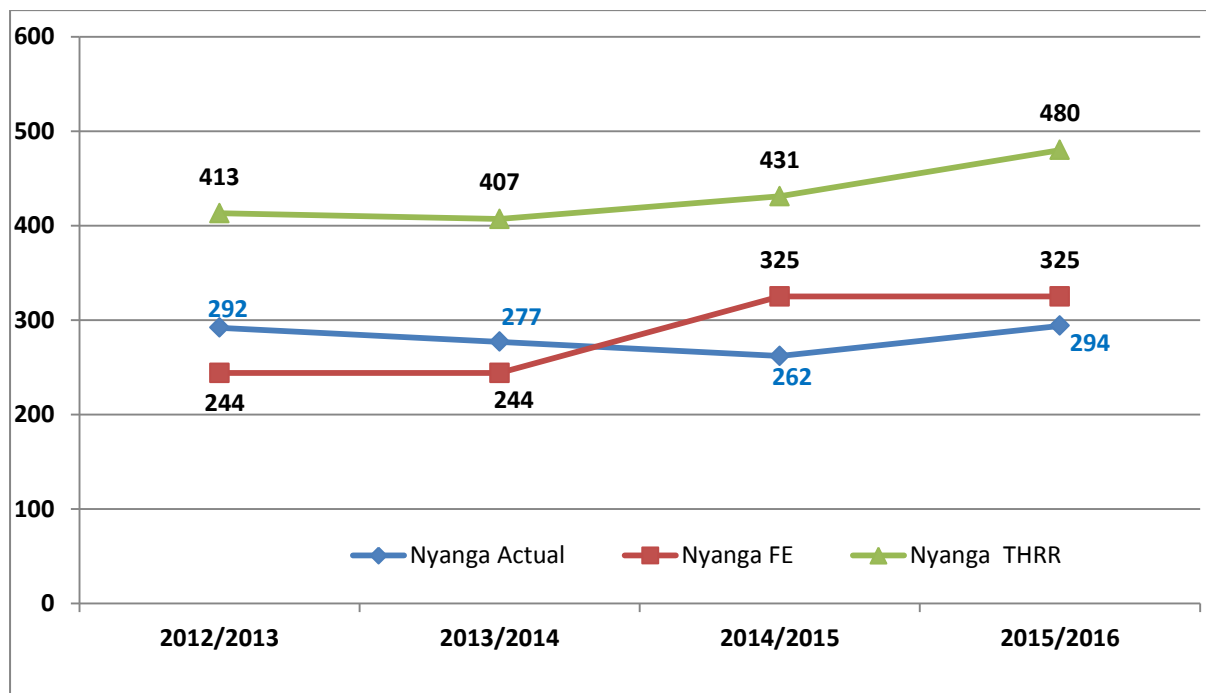
#### 9.2.4.4 Nyanga Police Station: THRR, FE and actual human resource allocation

Nyanga police station is a priority station in the Province and it is part of the national top 30 and Provincial top 30 priority police stations in terms of violent crimes. It has the dubious distinction of being the precinct with the highest number of murders in the country. The THRR's allocation for Nyanga police station shows an increase of 16,2% (67) from 413 in 2012/13 to 480 in 2015/16. The fixed establishment increased by 33% (81) for the same period. The actual allocation stabilised at 0,7% (2) from 292 in 2012/13 to 294 in 2015/16. The population increased by 4,4% from 204 637 in 2013/14 to 213 631 in 2015/16.<sup>28</sup>

As stated above, Nyanga police station's strength (actual resources) in 2012/13 and 2013/14 was 119,7% (292) and 113,5% (277) of the FE. During the same period the fixed establishment was 244. Thus, the station had 19,7% (48) and 13,5% (38) more than what was granted. The station strength changed to 80,6% (262) in 2014/15 and 90% (294) in 2015/16. However, the difference between the FE and actual was 63 (19%) in 2014/2015 and 11% (31) in 2015/16. The granted FE was 67,7% of the THRR in the last financial year.

<sup>28</sup> South African Police Service. (2016). *Nyanga Theoretical Human Resources Requirement: 2013-2015*.

**Figure 12: Nyanga police station: THRR, FE and actual human resource allocation**

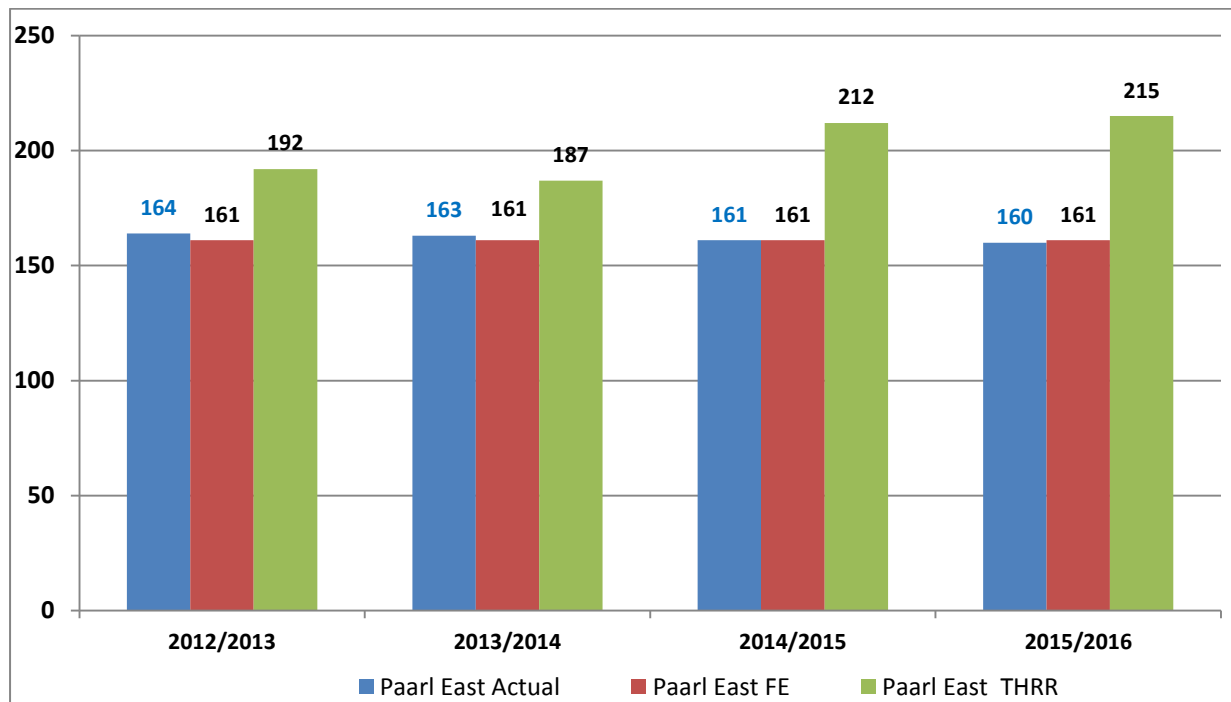


**9.2.4.5 Paarl East police station: THRR, FE and actual human resource allocation**

Paarl East police station experienced a 12% (23) increase from 192 in 2012/13 to 215 in 2015/16 in terms of the theoretical human resource allocation. However, there was no change in the fixed establishment for four years, despite the 4,4% (3 730) increase in population from 84 870 in 2013/14 to 88 600 in 2015/16.<sup>29</sup> As stated above for the period, 2012/13 and 2013/14 Paarl East police station's strength was 101,9% (164) whilst the fixed establishment was 161. The actuals reduced to 99,4% (160 actual) in 2015/16. Over the four-year period, Paarl East was capacitated to the level of the fixed establishment. The actual human allocation decreased by 4,3% (-3) from 69 in 2013/14 to 66 in 2015/16. However, the fixed establishment was 74,8% of the THRR in the last year – lower than in previous years due to the increase in the THRR.

<sup>29</sup> South African Police Service. (2016). *Paarl East Theoretical Human Resources Requirement: 2013-2015*.

**Figure 13: Paarl East police station: THRR, FE and actual human resource allocation**



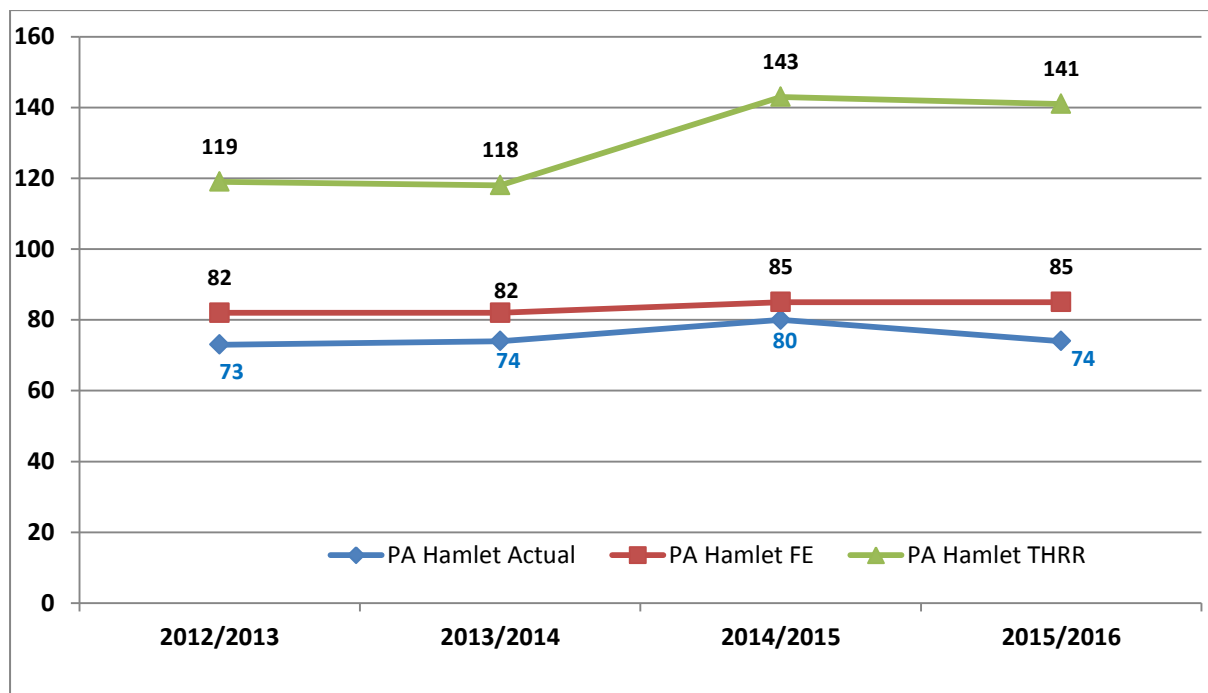
**9.2.4.6 Prince Alfred Hamlet police station: THRR, FE and actual human resource allocation**

The theoretical human resource requirement allocation for Prince Alfred Hamlet police station increased by 18,5% (22) from 119 in 2012/13 to 141 in 2015/16. The fixed establishment remained the same (82) for 2012/13 and 2013/14 and increased to 85 in 2014/15 and 2015/16. The fixed establishment was 60,2% of the THRR. There was a marginal 0,8% (308) increase in population from 39 933 in 2013/14 to 40 239 in 2015/16.<sup>30</sup> Over the reporting period Prince Alfred Hamlet police station was well resourced compared to the fixed establishment. In 2012/13 it was resourced at 89% (73) of the fixed establishment (82) and in 2014/15 it was at 94,1% (fixed establishment at 85). Finally, in 2015/16 it had 87% (74) of the fixed establishment.

<sup>30</sup>South African Police Service. (2016). Prince Alfred Hamlet Theoretical Human Resources Requirement: 2013-2015



**Figure 14: Prince Alfred Hamlet: THRR, FE and actual human resource allocation**

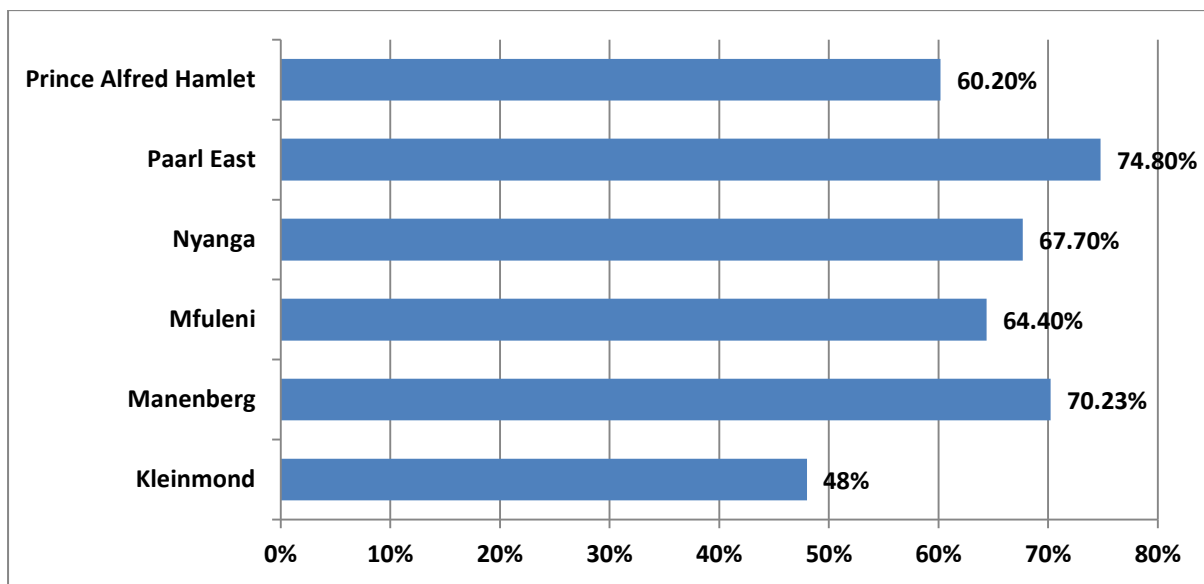


**Source:** South African Police Service

Overall, the SAPS national uses the THRR to determine and allocate ideal resources to the Province and police station simultaneously. However, the results of the THRR are not shared with each police station. Only the fixed establishment (granted) is shared with police stations. The process from THRR to the fixed establishment is largely driven and determined by budget constraints. Though one can account for the allocation of resources from national SAPS's perspective, the allocation or shifting of resources at provincial level appears to be by and large at the discretion of management and characterised by subjectivity. There appears to be no strict formula used to equitably distribute resources among police stations. This warrants further investigation.

As demonstrated in Figure 15 below, the percentage of the THRR which was granted as the fixed establishment varied between 48% at Kleinmond and 74,8% at Paarl East. There appears to be no consistent percentage reduction of the THRR per station. Stations are not given an equal percentage of the granted or the ideal.

**Figure 15: Percentage allocation of fixed establishment against THRR: 2015/16**



The Provincial Commissioner has the prerogative to shift resources in compliance with Section 12(3) of the South African Police Service Act, 68 of 1995. The Western Cape benefited from this provision in the 2016/17 financial year when the current Provincial Commissioner shifted resources on a massive scale to the benefit of the priority police stations. Nyanga, Mfuleni and Manenberg police stations were amongst the top 30 stations that received additional resources in 2016/17.<sup>31</sup> The additional resources were given because these stations are amongst the 30 police precincts that contribute more than half (52%) of crime in the Province.<sup>32</sup>

Overall, the pattern that emerges from the above analyses is that the fixed establishment allocation seems to be relatively constant over the five-year period, despite changes in the external environment – like an increase in crime, population influx and residential development in certain areas. The constant fixed establishment seems to be contrary to the premise that the THRR assists the police in determining the real need of a given police station in the Province in order to allocate corresponding police resources.

<sup>31</sup> Daily Voice Team. (2016). '1140 new cops for Cape'. Available online at <http://www.dailyvoice.co.za/1140-new-cops-for-cape/>. 5 September 2016. Accessed on 3 March 2017.

<sup>32</sup> Geach, C. (2016). 1000 more cops to cut down Cape crime. Available online at <https://www.pressreader.com/south-africa/cape-argus/20160905/281479275855320>. Accessed on 3 March 2017.

## 9.3 PROBLEMATIC AREAS PERTAINING TO THRR INPUT/AUDIT SHEETS

### 9.3.1 Theoretical Human Resource Requirement System Gaps and Limitations

The THRR is a comprehensive tool which attempts to address the burden of policing taking into consideration internal and external factors that influence policing per police precinct. However, the input sheet has shortcomings despite the attempts by the SAPS to make the input data as accurate as possible. Inevitably, there are multiple inaccuracies which unfortunately affect the final output, namely the allocation of police resources per station.

At worse, the THRR and its input sheet indicators do not always account accurately for the peculiarity of each police station. For instance, the input sheet has a gang indicator which is weighted like any other indicator. It presents merely a count of the number of gangs in a precinct. It falls short of accounting for the gang violence and frequency thereof, the size and nature of the particular gangs, gang activities and incidents. Similarly, the input sheet does not account for the time taken in responding to domestic violence cases, taking affidavits and the issuing of protection orders in terms of the Domestic Violence Act. Also, not considered as an indicator is the compliance with the Firearm Control Act, 2000, which requires the Designated Firearm officer (DFO) to visit the address of every firearm applicant to verify and confirm safe keeping of the firearm. For the period, 2012/2013 to 2015/16 the Manenberg police precinct had 900 individual firearm owners. In addition, it received firearms requests for new licences ranging from 20-23 per year and application for renewal of firearm licence ranging 8 to 23 for the four-year period.<sup>33</sup>

Section 100(2) of the Firearms Control Act provides:

'For every notification for a change of the physical address the relevant Designated Firearms Officer must ensure that the safe custody facility at the new address complies with the applicable provision in regulation 86'.<sup>34</sup>

Although the THRR requires information on the number of firearms owners, gunsmiths, institutions, dealers and collectors, the number of applications for firearm licences and licence renewals, respondents felt that the THRR does not take these nuances into consideration, particularly, if the address of the applicant is in the informal settlements with no street names and numbers.

### 9.3.2 Data governance, reliability and integrity

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<sup>33</sup> South African Police Service. (2016). *Manenberg Theoretical Human Resources Requirement: 2013-2015*. THRR

<sup>34</sup> South Africa, (2000). Firearm Control Act

There is a lack of data governance and tight record management at the identified police stations; hence the police stations could not provide certain data and information that was required. The manner in which the historical data is stored, poses a challenge in terms of accessibility to the information. The human and vehicle resource data for 2011/12 was not accessible from the police stations owing to system limitations. It would appear that there is a challenge in terms of an alternative record keeping system.

### **9.3.3 Determination of indicators and weights allocation**

Although some of the weights are disclosed in the guide of the THRR, it is however not clear how the indicators were determined and how SAPS weighs different components of the THRR and what informs the weights. Redpath critiqued the process of weighting the indicators and argued that it was arbitrary. She argued that a rational police resource allocation should be based primarily on the population and reported serious crime.<sup>35</sup>

### **9.3.4 THRR and preferential treatment**

Despite the above mentioned short comings, the study could not establish whether the THRR issues different results for different police stations, based on more or less similar input sheet drawn from the police precinct environment. Firstly, the sample was too small to identify such an anomaly, and secondly, in the Western Cape Province, priority stations are reportedly prioritised in terms of resources. However, looking at the trends in the THRR over the last four years, it appears that such increases are not always associated with an increase the actual allocation per police station.

The constraints of the THRR input sheet for the six police stations for the period 2013/14-2016/17 for which the data was available, are presented with specific focus on the following THRR indicators, namely, population data, gangs, 17 community reported serious crimes, and illegal liquor outlets.

### **9.3.5 Population data**

Stations were not required to input the population data in the THRR input sheet, as this was completed by Province. Among the six stations, the Provincial Office calculated the population growth per police station at a standard rate of 3,6% between 2013/14 and 2014/2015. In 2015/15 the population growth was projected at 0,8%, except for Kleinmond police station which grew by 1,5%. The population was again projected to have increased

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<sup>35</sup> Redpath, J. and Nagia-Luddy F. (2015). *Unconscious and irrational human resource allocation*. SA Crime Quarterly No. 53 Sept: 2015.

by 1,3% in the 2016/17 year. In essence, the SAPS Provincial Office determines an equal population increase across the 150 precincts per year, while keeping the provincial population total in line with population estimates determined by Stats-SA. According to the Provincial Office this is an attempt to increase data accuracy. Such an undertaking inevitably nullifies the actual changes in the population per police precinct. Any actual increase or decrease in the population is not accompanied by corresponding increase or decrease in police resources. It also skews the precinct police to population ratio estimates by SAPS.

Furthermore, places like Prince Alfred Hamlet police precinct have a seasonal influx of people who stay in the area for nine months at a time. The population recorded on the input sheet does not seem to reflect these trends, and accordingly are not taken into account when allocating resources. The population per police station, as determined by SAPS, for the period 2013/14 to 2015/16 is presented in table 1 below.

**Table 1: Population growth per police station 2013/14 to 2015/15**

POLICE PRECINCT	2013/2014	2014/2015	%Δ	2015/2016	%Δ	2016/2017	%Δ
Kleinmond	9 302	9 637	3,6%	9 780	1,5%	9 910	1,3%
Manenberg	86 498	89 611	3,6%	90 299	0,8%	91 491	1,3%
Mfuleni	117 609	121 842	3,6%	122 778	0,8%	124 398	1,3%
Nyanga	204 637	212 003	3,6%	213 631	0,8%	216 450	1,3%
Paarl East	84 870	87 925	3,6%	88 600	0,8%	89 769	1,3%
Prince Alfred Hamlet	38 545	39 933	3,6%	40 239	0,8%	40 770	1,3%

**Source:** SAPS THRR 2013/14-2015/16

There is a need for the SAPS to explore the possibility of linking electronically with other existing data sources from government. For instance, data from the Department of Education on the number of schools and learner population can be electronically linked to the THRR. Similarly, attempts could be made to link with the Western Cape Liquor Authority to access a database of licenced liquor outlets. These attempts would go a long way to increase data accuracy and integrity.

### 9.3.6 Gang indicator

The input sheet makes provision for the presence of gangs and the indicator is weighted like any other indicator. However, it falls short in terms of accounting for the frequency and extent of gang violence and gang activities/incidents. The Province has police precincts that are known to have unpredictable and sporadic gang violence. Manenberg police precinct is just but one of these precincts. In its quest to be holistic, the THRR input sheet does not always account accurately for the peculiarity of each police station. Strangely, although the input sheet reflects a 100% increase of gangs in Manenberg police station from 8 in 2014/15 to 16 in 2015/16, the actual resource allocation seems to be slightly decreasing. This is purely a numeric indicator which does not take into account the nature and size of the gangs, their histories, use of violence, any illicit trade, nor conflict with other gangs in the area.

**Table 2: Presence of gangs per police station 2013/14 to 2015/16**

POLICE PRECINCT	2013/2014	2014/2015	%Δ	2015/2016	%Δ	2016/2017	%Δ
Kleinmond	0	0	0%	0	0%	0	0%
Manenberg	6	8	33,3%	16	100%	16	0%
Mfuleni	12	12	0%	12	0%	12	0%
Nyanga	4	4	0%	4	0%	4	0%
Paarl East	2	0	-100%	0	0%	3	
Prince Alfred Hamlet	0	0	0%	0	0%	0	0%

**Source:** SAPS THRR 2013/14-2015/16

### 9.3.7 17 Community-reported serious crimes

A two-year comparative analysis of the 17 community-reported serious crimes compared to the number of detectives as per the fixed establishment (granted), suggests that the allocation of resources does not yield the desired results, at least in terms of the detective work load. According to SAPS, there are guidelines on the number of detectives to be assigned per category for serious crime. In terms of the guidelines, there is a ratio of 1:4, i.e. one detective for every four murders; 1:5 for attempted murder; 1:10 for common robbery.<sup>36</sup>

Kleinmond police station (Captain station), had six detectives in 2014/15 and 2015/16. It recorded a total of 1 623 and 1 198 community-reported serious crimes in each year, making it the station with the highest crime to detective workload at the six police stations with an average of 270 or 199,7 cases per detective. Manenberg had 59 detectives for both 2014/15 and 2015/16 and recorded 5 082 and 4 362 cases respectively. Each detective was then

<sup>36</sup> Answering affidavit of Leon Rabie. (17 February 2017). In the matter of the *Social Justice Coalition and others v Minister of Police and Others*, Equality High Court, Cape Town. Case Equality Court 3/2016, para 35.1.5.

responsible for 86,1 cases in 2014/15 and 73,9 in 2015/16 financial year of these serious crimes. It is worth noting that car theft cases, for instance, are dealt with by the Provincial Specialised Detective Unit. This team renders interventions to different police stations thus relieving the local detectives of their case load.

**Table 3: 17 Community-reported serious crimes**

POLICE PRECINCT	2014/2015			2015/2016		
	NO OF CASES	DETECTIVES	AVERAGE	NO OF CASES	DETECTIVES	AVERAGE
Kleinmond	1 623	6	270,5	1 198	6	199,7
Manenberg	5 082	59	86,1	4 362	59	73,9
Mfuleni	5 742	44	130,5	5 988	48	124,8
Nyanga	7 007	75	93,4	8 002	75	106,7
Paarl East	4 224	34	124,2	4 145	34	121,9
Prince Alfred Hamlet	922	20	46,1	939	9	104,3

**Source:** SAPS THRR 2013/14-2015/16

### 9.3.8 Liquor outlets

The THRR input sheet provides for the number of licenced liquor outlets, the number of requests for licenced and the number of unlicenced establishments that are closed down. However, there is no indicator for the number of unlicenced liquor outlets. In the more informal areas which do not meet the zoning bylaws, the number of unlicenced outlets may be four times more than licenced outlets. For example, a study conducted by the Medical Research Council for the Western Cape Department of Community Safety in 2016 found that there were 170 licenced taverns and 750 unlicenced shebeens and 30 umqombothi establishments in Khayelitsha.<sup>37</sup> A similar pattern has been observed in Nyanga and other township areas. The SAPS repeatedly draw links between the levels of alcohol use and abuse and high levels of violence. Yet, the THRR does not include reference to one of the major sources of alcohol in some communities which may vastly escalate the levels of violence. The indicator for the number of shebeens closed down is not an accurate reflection of the problem. The amount of time taken to respond to policing unlicenced establishments is also not factored into the THRR.

<sup>37</sup> University of Cape Town. (2016). *A mixed methods study of the nature and extent of the alcohol trade in Khayelitsha and community perceptions*. Draft report. Western Cape, p. 68.

## **9.4 CONSTRAINTS THAT IMPACT ON THE UTILIZATION OF HUMAN RESOURCES**

Despite the human resource shortfall presented above, the police have to make use of what is available to render policing services to the different communities and to deal with the burden of policing. This section outlines some of the constraints faced by the police in rendering their service.

### **9.4.1 Burden of policing**

The Station Commanders appear to have limited scope in terms of dealing with the burden of policing per police station. This is partly because the burden of policing has its source outside the ambit of the SAPS mandate, and partly because the SAPS has limited human and vehicle resources. In this context, the Station Commanders use what they have to meet community expectations – a short term solution. In addition to the normal policing functions, the police use their resources to perform non-police functions in different socio-economic settings characterised by environmental design factors and lack of infrastructure. These non-police functions are outlined below after presenting the station strength for the period under review.

Table 4 below, presents an overview of THRR, FE and actual human resources per police station for the period under review in order to give context to what the police have, to deal with both policing and non-policing functions. Specific attention is drawn to the actual resources. Overall, the analysis shows that actual human resource allocation per police station for the period 2012/13 compared to 2015/16 increased, except Manenberg which had a decrease of 15,2% from 198 in 2012/13 to 168 in 2015/16. Likewise, Paarl East had a 2,4% decrease in actual numbers from 164 in 2012/13 to 2015/16 in 160 (Table 4).



**Table: 4. Human Resource Allocation: THRR, FE & Actual per station per year**

POLICE PRECINCT	ALLOCATION	2012/2013	2013/2014	2014/2015	2015/2016	Diff 2012/13-2015/16	% Diff 2012/13-2015/16
Kleinmond	ACTUAL	38	39	39	43	5	13.2%
	FE	48	48	48	48	0	0.0%
	THRR	80	80	99	100	20	25.0%
Manenberg	ACTUAL	198	190	172	168	-30	-15.2%
	FE	199	199	210	210	11	5.5%
	THRR	326	320	303	299	-27	-8.3%
Mfuleni	ACTUAL	186	176	179	208	22	11.8%
	FE	178	178	264	264	86	48.3%
	THRR	338	339	399	410	72	21.3%
Nyanga	ACTUAL	292	277	262	294	2	0.7%
	FE	244	244	325	325	81	33.2%
	THRR	413	407	431	480	67	16.2%
Paarl East	ACTUAL	164	163	161	160	-4	-2.4%
	FE	161	161	161	161	0	0.0%
	THRR	192	187	212	215	23	12.0%
Prince Alfred Hamlet	ACTUAL	73	74	80	74	1	1.4%
	FE	82	82	85	85	3	3.7%
	THRR	119	118	143	141	22	18.5%

Source: South African Police Service

**9.4.1.1 Geographical area of the police precinct:** The size of the police service area, the population served by the police station and its available resources pose a challenge. According to the THRR input sheet, Prince Alfred Hamlet police precinct, for instance, services a geographical area that is 2 890 km<sup>2</sup> with a population of 40 770 of which 30% are unemployed.<sup>38</sup> The unique fact about this police station is that it has a seasonal influx of harvest/migrant labour. In addition, the police station has a satellite station - Op die Berg - which operates 24 hours a day. The satellite uses the same resources allocated to the police station. The furthest point from the police station is 78 km and the roads are not in a good condition. In the context of a human resource shortfall at the station which ranges from 12% to 15% of the fixed establishment over the reporting period, this poses a challenge. Moreover, the terrain requires suitable vehicles (4x4 vehicles) which the station did not have at the time of the study.

In contrast, Nyanga police precinct is small (12 km<sup>2</sup>) but very densely populated and characterised by transitory population. This area is a residential area with a few local businesses. It has an estimated population of 216 450, half of which are unemployed. Half of

<sup>38</sup> South African Police Service. (2016). Prince Alfred Hamlet police station's Theoretical Human Resources Requirement input sheet 2013-2015.

the residential area is informal settlement, characterised by a number of socio-economic factors (substance abuse and violent crime), and environmental design challenges - spatial layout of the area, lack of street lights. There is a constant and intense policing need on a 24-hours per day basis.<sup>39</sup> Paarl East police station's peculiar challenge is substance abuse and gang violence.

Kleinmond policing area is sparsely populated with 9 910 people living in the area, with a quarter of the population reported to be unemployed. The area, however, has a festive season population influx which impacts on policing of the 121 km<sup>2</sup> police area. In addition, there are four spatially distant towns that must also be policed daily, i.e. Pringle Bay, Rooi Els (which includes Ronde Klippe), Betty's Bay, and Kleinmond. The furthest point (Rooi Els) is 24 km away from the police station. Finally, the police station management stressed that they also have to police abalone poaching, despite the presence of a fully-fledged Marine and Coastal Management unit. This poses additional challenges to the police.

Manenberg police precinct, like Paarl East, is characterised by mainly substance abuse and gang violence. The latter affects schooling and quality of life for many residents in the area.

Generally, the geographical area, environmental design and socio-economic factors exacerbate the burden of policing. Overall the geographical area serviced by some police stations poses a challenge both in terms of human and vehicles resources. The peculiarity and uniqueness of a given police station does not seem to be captured thoroughly by the THRR system.

**9.4.1.2 Non-police Functions: Escort Services:** The recent spate of attacks on Emergency Medical Service (EMS) in the Western Cape necessitated that the SAPS escorts EMS staff when they visit the high-risk communities. Furthermore, social workers require SAPS to escort them to the community when they intend removing a child/children from an abusive environment for protection purposes. Paarl East, Manenberg, Mfuleni and Nyanga police stations are amongst those that are reportedly affected the most.

Moreover, Manenberg reported that city council members call for the police to escort them in and out of the area when they visit. The escort alone means that two officers and one van must be diverted. The diversion of resources impacts on other functions like serving orders to offenders in an area that lacks street addresses and visible policing. Furthermore, human

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<sup>39</sup> South African Police Service. (2016). Nyanga police station's Theoretical Human Resources Requirement input sheet : 2013-2015.

resources are diverted when a detective has to collect a juvenile from a juvenile centre for a court appearance, depending on the distance to be travelled.

Manenberg police stated that they have to respond frequently to calls for mentally disturbed people. This could take about two to four hours of their time. There is an expectation that SAPS must attend to the above mentioned issues. They are, therefore, required to shift internal resources in response to the policing needs.

**9.4.1.3 Police attacks and damage to police vehicles:** Recently, in the Western Cape, SAPS reported that community members have slashed their (SAPS) vehicle tyres and smashed the bodies of these vehicles when they are attending to complaints. This tendency is rife in Paarl East, Mfuleni and Manenberg police precincts particularly when police raid sheebens. The process of replacing the tyres is very long taking into consideration the supply chain process and the possibility that vehicles might have to be sent to the SAPS garage. The vehicle is therefore taken out of circulation for this period affecting the active vehicle fleet that must be used to patrol and attend to complaints.

#### **9.4.1.4 Dealing with leave and filling of posts**

Each of the surveyed police stations had a number of vacancies compared to the fixed establishment, and in most cases, these had existed for some time. The filling of vacancies is managed at the Provincial Office. The police stations have relatively little control over this important activity. The response of police stations is to submit critical posts to the Provincial Office to be filled. The filling of posts takes a long time, particularly junior level posts. Receiving new officials has its own problems. Prince Alfred Hamlet police station, for instance, continuously receives recruits who are not conversant in the local languages thus affecting service.

Owing to limited resources at certain stations, station commanders are compelled to request members to work on their rest days and give them additional time off as there is limited budget for paying overtime. The SAPS also, at times, makes use of office based personnel (officers). The limited human resources affects captain police stations the most seeing that each police station must have four visible police shifts working a 12 hour shift. The size of the shifts depends on number of human resources. The smaller stations (Captain stations) have few resources with almost no scope to shift resources, hence officers who are on rest days are often required to report for duty.

## 9.5 AVAILABILITY OF DOCUMENTS AND INFORMATION AT POLICE STATIONS

The six police stations could not provide the 2011/12 data on human and vehicle resource allocation. Apparently, the THRR system and the Efficiency Index System posed limits in terms of the period for which data can be accessed. Furthermore, the police stations struggled to provide the information in the manner in which it was requested. Some cited system constraints and others were not able to go back to source the required archived data. Generally, record keeping seems to be a challenge at the stations visited. Sourcing data on suspensions and duty arrangements for the past five years was a challenge. The Provincial Office provided station specific data on the THRR input sheet for 2013/14 to 2016/17, granted and actual, human resources and vehicle allocation.

## 9.6 VEHICLE ALLOCATION AT POLICE STATIONS

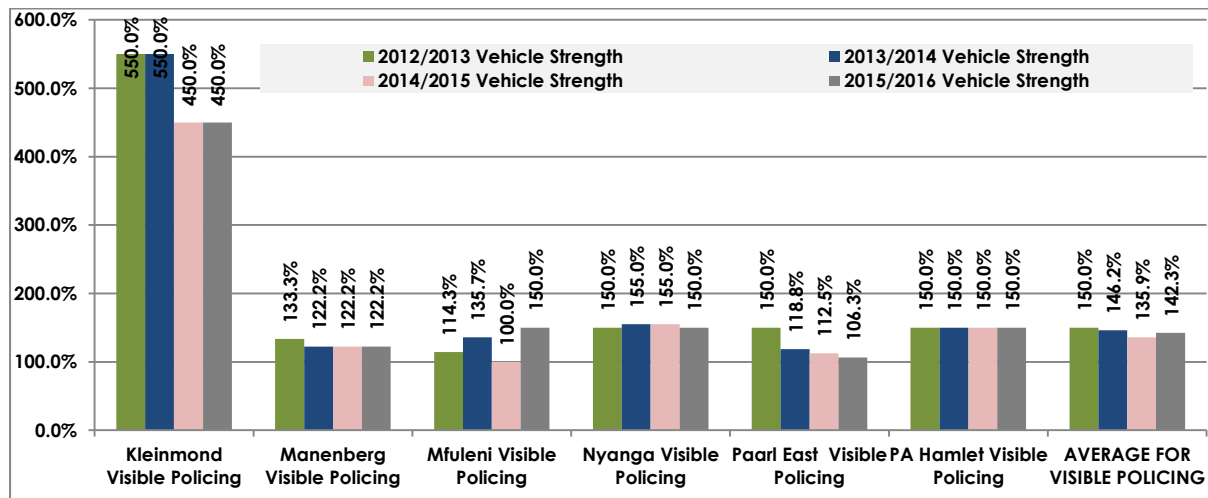
### 9.6.1 Police station strength: Vehicle actual allocation versus granted 2012/13-2015/16

The graph below presents actual vehicle resource allocation versus fixed establishment per police station over a four-year period, i.e. 2012/13 to 2015/16. It expresses the actual allocation as a percentage of the granted per police station per year. In terms of vehicle resource allocation for visible policing, these six stations appear to be capacitated above their fixed establishment (Figure 16). Although these police stations appear to be above their granted threshold, it should be noted that vehicles that are not active or have mechanical problems remain part of the vehicle fleet of the station.

The situation in Kleinmond police station's vehicle strength warrants further investigation. In 2012/13 and 2013/14 the station was granted two vehicles for visible policing, but actually it had eleven for both years. For the period 2014/15 and 2015/16 the station was granted two vehicles and its actual was nine. This resulted in the anomaly that is observed in Kleinmond police station for visible police allocation for the four-year period.

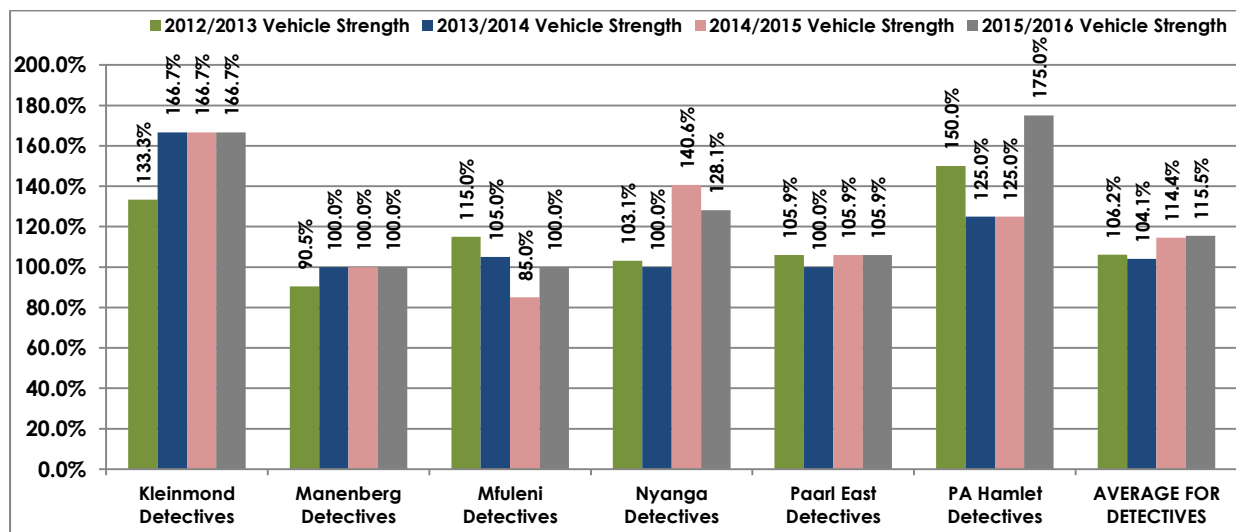
The vehicle allocation, like human resources, is characterised by three levels, namely the THRR, granted as a function of budget constraints, and finally what is actually at the police station level to deliver the service. The Provincial Office could not provide the THRR data on vehicles, but the granted and the actual resources are presented below.

**Figure 16: Actual visible police vehicle allocation as a percentage of the fixed establishment 2012/13-2015-16**



The vehicle strength of the Detective services for the six police stations over the reporting period follows more or less the same trend as visible police strength. Almost all police stations are capacitated above their fixed establishment. On average, their vehicle strength was 115.5% for the last financial year. Manenberg detective services had 90.5% of its granted allocation in 2012/13, and Mfuleni police station was at 85% of its granted vehicles in 2014/15.

**Figure 17: Actual detective vehicle allocation as a percentage of the fixed establishment 2012/13-2015-16**

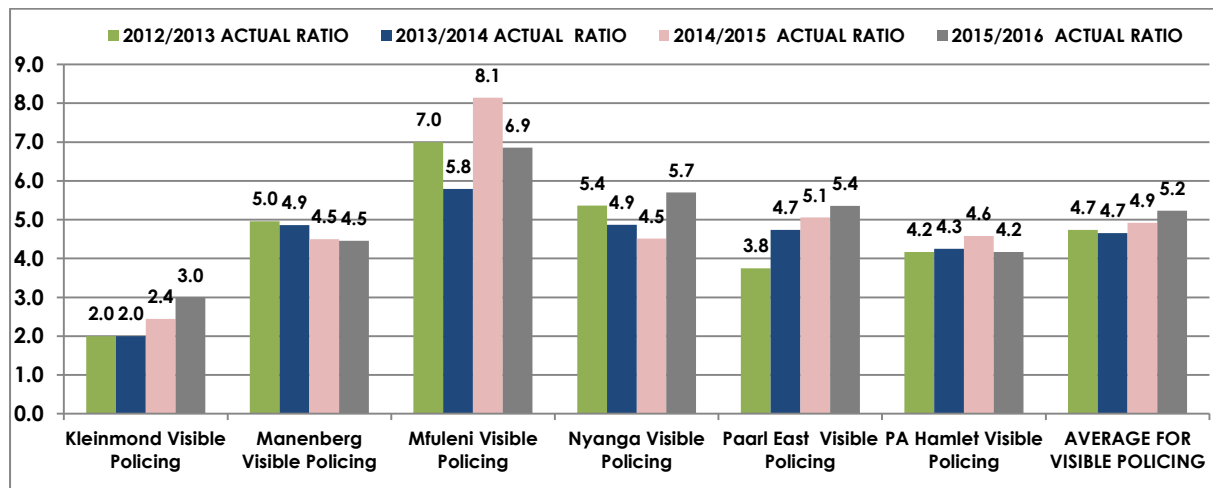


### 9.6.2 Vehicle ratio at the identified police stations

The SAPS nationally aimed to ensure personnel to vehicle ratio of 4,51:1 in 2015/16. However, the actual achieved nationally was 3,77.<sup>40</sup> The overall ratio in the Western Cape was 3,05:1 in 2014/15 and 3,18:1 in 2015/16.<sup>41</sup>

The ratio of personnel to vehicle at the identified police stations is presented below starting with the ratio of actual visible policing. The ratio fluctuates per police station and per year. Generally, the police stations seem to be operating with a ratio that is within the norm, with the exception of Mfuleni which is far below the norm and Kleinmond which is above the 1:4 norm for visible policing.

**Figure 18: The ratio of actual vehicles to actual visible policing members 2012/13-2015-16**



### 9.7 CHALLENGES WITH VEHICLES: VEHICLE CONDITIONS AND SAPS GARAGE

The number of vehicles that were said to be used by members who are on duty arrangements was hard to determine. Only four vehicles were identified as allocated for duty arrangements, one of which was from the Prince Alfred Hamlet police station and three from the Mfuleni police station.

Although vehicle allocation seems to be in surplus in some police stations, of particular interest is the age of these vehicles which is calculated in terms of kilometres travelled and

<sup>40</sup> South African Police Service. (2016). SAPS National Annual Report 2015/2016, p. 79.

<sup>41</sup> Ibid

money spent per vehicle. In Prince Alfred Hamlet police station, for instance, a 2000 Toyota Hilux with 450 412 kilometre reading had more than 397% of its purchase price spent on repairs. The vehicle is active and still in use. Furthermore, the station has a 2006 Toyota Sedan, with 298 376 kilometres on the clock. Already, 157% of its purchase price has been spent on the vehicle, and the vehicle is still active. Likewise, Nyanga police station has a 2006 Nissan Hardbody with 252 549 kilometre reading, 114,9% of its purchase price has been spent on the vehicle repairs and the vehicle is still active.

The point is that owing to the lack of sufficient vehicle resources, SAPS tends to keep vehicles even if the money spent on the vehicle is more than 100% of the purchased price – as long as the vehicle is still working regardless of its condition. Ideally such vehicle should be boarded, but faced with limited vehicle resources, the practice is that these vehicles are kept and reflected in the establishment.

Furthermore, the amount of time vehicles with mechanical problems spend in the SAPS garages for repairs is a major concern.<sup>42</sup> At best, the conditions of the vehicles from the garage is said to leave much to be desired, at worse, the turnaround time for ordinary service and repairs is a cause for concern for the station management. On average, a vehicle spends 2-3 weeks in the garage depending on the service required. Station management expressed dissatisfaction with the quality of service and repairs received at the SAPS garages.

It is concerning that there is no guarantee that when a vehicle is boarded it will be replaced. Similarly, it was reported that if the SAPS garage has repaired a vehicle from a given police station, it must be collected immediately or Provincial Office re-allocates it to another police station at the expense of the police station from where it came. Finally, the distance that has to be travelled to the garage for vehicle repairs or services impacts on the limited resources as a staff member must take the vehicle to garage and collect it when done.

## **9.8 RESERVISTS PER POLICE STATION**

The analysis of active reservists shows a declining trend over the period under review for all six identified police precincts (Figure 19). The decrease occurred despite the increasing need for policing resources as identified via the Policing Needs and Priorities process over the

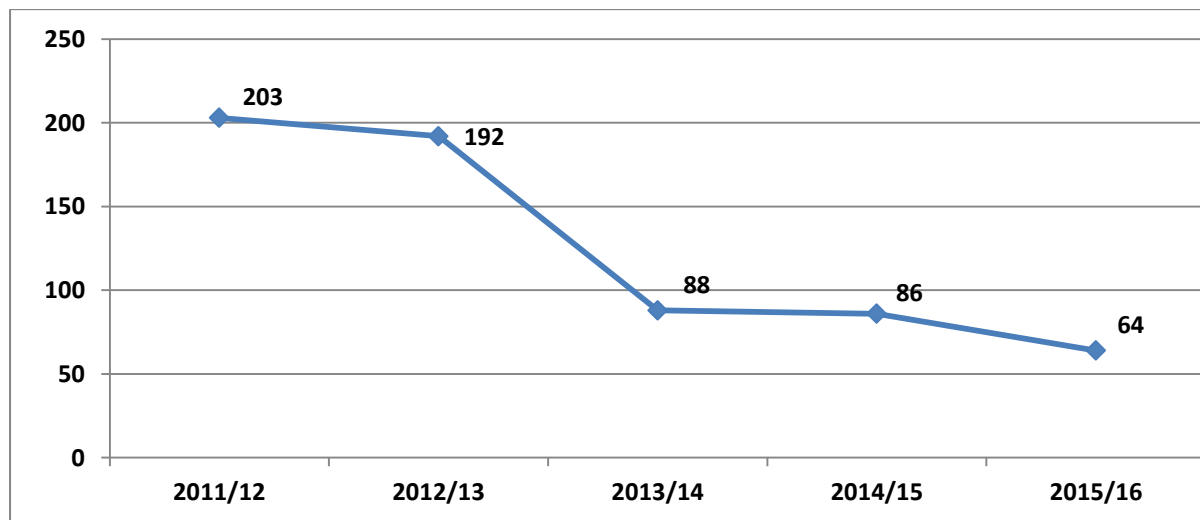
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<sup>42</sup> There are nine SAPS garages in Western Cape serving 150 police stations. There two main garages namely, Maitland and Oudtshoorn. In addition, there are 7 auxiliary garages namely: Wynberg, Belleville, Stellenbosch, Paarl, Malmesbury, Worcester and Swellendam.

years.<sup>43</sup> Ideally, the police reservists system is an attempt to promote active community involvement in policing in a given area with the purpose of supporting a problem-oriented policing approach. The SAPS National Instruction 3 of 2014 defines a reservist as follows:

A member from the community who volunteers his or her time and services or expertise without any expectations of remuneration in support of the South African Police Service, to create a safe and secure environment where he or she resides or in a specialised support environment in a formal approved SAPS structure.<sup>44</sup>

**Figure 19: Number of reservists for all police stations for the period: 2011/12-2015/16**



**Source:** South African Police Service

None of the six police stations experienced an increase in the reservist pool (Table 5). The number of reservists at the six stations, decreased by 68.5% from 203 in 2011/12 to 64 in 2015/16. The current number of reservists at these police stations is three times less than what it was in 2011/12. Manenberg police station's reservists, for instance, decreased by 82% from 102 in 2011/12 to 18 in 2015/16. Nyanga police station followed with a 69% decrease from 65 in 2011/12 to 20 in 2015/16. The decreasing trend could partly be attributed to SAPS National instruction 3 of 2014 which laid strict requirements for appointment of reservists with many disqualifications. In addition to a series of assessments that a potential reservist must undergo, a reservist must possess a senior certificate (Grade 12), or proof that they have completed a SAQA accredited NQF level 4 qualifications. Furthermore, they must be employed and have

<sup>43</sup>Department of Community Safety. (2016). *Provincial Policing Needs and Priorities (PNP): Report for the Western Cape, 2015/16*.

Available online at [https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/wcg\\_pnp\\_2015-16\\_web\\_lq\\_20160419.pdf](https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/wcg_pnp_2015-16_web_lq_20160419.pdf). Accessed on 15 February 2017.

<sup>44</sup> South African Police Service. (2014). *The Reserve Police Service: National Instruction 3 of 2014*. South African Police Service



a proof of employment.<sup>45</sup> The difficulty of recruiting reservists was corroborated by police in the station management discussion in the stations visited. They asserted that owing to the current strict requirements it is difficult to recruit people to serve as reservists because those that are willing to serve are employed already, thus unavailable, and those that are unemployed do not meet the criteria. One officer summarised his observation as follows:

'At times the reservists are called to come to work, but some of them do not pitch, mostly because they are not paid for their service. It's a voluntary work',<sup>46</sup>

This was the common sentiment amongst the station management in the study. It would appear that the policy has unintended consequences, as it unwittingly excludes potential participants.

**Table 5: Reservists per police station for the period 2011/12 -2015/16**

Period	Kleinmond	Prince Alfred Hamlet	Nyanga	Paarl East	Mfuleni	Manenberg	TOTAL
2011/12	6	8	65	11	11	102	203
2012/13	5	7	54	11	13	102	192
2013/14	5	4	23	11	13	32	88
2014/15	3	4	23	11	13	32	86
2015/16	3	4	20	6	13	18	64
<b>TOTAL</b>	<b>22</b>	<b>27</b>	<b>185</b>	<b>50</b>	<b>63</b>	<b>286</b>	<b>633</b>
<b>Average per station</b>	4.4	5.4	37	10	12.6	57.2	126.6
<b>Diff</b>	-3	-4	-45	-5	2	-84	-139
<b>% Diff</b>	-50.0%	-50.0%	-69.2%	-45.5%	18.2%	-82.4%	-68.5%

**Source:** South African Police Service

## 10 CONCLUSION

The findings in the current study confirmed that the Theoretical Human Resource Requirement (THRR) is apparently a guide, more than anything else, to start the process of resourcing police stations per province. The outcome of the THRR has not been subjected to any assessment. There is no evidence of any police station being capacitated to the full prescription of the THRR system, yet the model is meant to determine and allocate resources

<sup>45</sup> South African Police Service. (2014). The Reserve Police Service: National Instruction 3 of 2014. South African Police Service.

<sup>46</sup> Interview with Manenberg Police station management. Interviewed on the 19<sup>th</sup> of January 2017.

to the police station in order to perform the required tasks. In this context, it is difficult to determine whether the main problem lies with the THRR system – in the sense that the resources it allocates do not meet the needs of the community and the burden of policing per police station - or whether the problem is located somewhere else.

Although attempts have been made to standardise the process of resource allocation per police station using the THRR inputs sheet, there seems to be a need to accommodate the peculiarity of each police station by going slightly outside the system. There is therefore no one-size-fits-all in terms of police resource allocation. There are factors that the THRR does not cover adequately. The THRR acknowledges the presence of gangs for instance, but falls short in terms of accounting for the number of gangs, gang violence, activities or incidents in a given area.

An assessment of the THRR input sheet suggests that police stations lack an understanding of the importance of this document-input sheet. The input sheet is perceived as a feedback mechanism to the Provincial Office. There is a lack of understanding of the link between the THRR input sheet and the resource allocation to the police station.

It is evident that, at least since 2016, police resources are allocated by the national SAPS office and are shifted to priority police stations by the Provincial Commissioner in line with Section 12 of the SAPS Act. The station and cluster commander's contribution to resource allocation is determined by the THRR input sheet. The model and process that the Province uses to shift and reshuffle resources requires further investigation.

The THRR system seems to work well in terms of identifying what is ideally needed nationally and provincially. However, its value is yet to be recognised at the police station level where resources are needed the most for operational purposes. There is a discrepancy between the THRR and fixed establishment in the first place, and, more importantly, there is a disjuncture between fixed establishment and the actual allocation at the police station level. None of the six police stations in the study was operating at full strength in relation to the THRR. However, Paarl East police station has more human resources than provided for by its fixed establishment.

In an attempt to address the shortage, internal resource shuffling and shifting at the police station level is a norm rather than an exception. Such shifting and reshuffling results in inadequate attention to some functions.

Vehicle allocation at the six police stations suggests that almost all these police stations have vehicles in line with their fixed establishment. Over the four-year period most of the identified police stations had more than what had been granted.

Finally, the current study was limited in scope, and covered six police stations. There is a need to conduct further and more detailed research on resource allocation in the Province covering a wider sample.

## **11. RECOMMENDATIONS**

- 11.1 In order to test the ability of the THRR to determine requirements and to allocate resources correctly, attempts should be made capacitate 10% of the police stations to the requirement of the THRR and then monitor these stations' performance over a period of three years in respect of reported crime and the perception of safety from the communities (beneficiaries of the services).
- 11.2 Noting the importance of the THRR to the police station, there is a need to ensure that the police station management is always knowledgeable about the THRR and its implications in resource allocation.
- 11.3 Guidelines should be determined at Provincial level to inform the discretionary process of re-allocation to the police station level in terms of Section 12(3) of the SAPS Act taking into consideration the peculiarity of each police station.
- 11.4 Attempts should be made to standardise processes and systems in terms of data governance and management at the different police stations. The Provincial Office should consider guiding the police stations in terms of formats and protocols for the storage and management of data and information.
- 11.5 The South African Police Service (SAPS) should explore the possibility of using other independent data systems and available data sources to improve data integrity of the THRR. These could include data in the possession of the Department of Education, regarding the number of schools and learners per school within a police precinct. Furthermore, the number of liquor outlets per police station as captured by the Western Cape Liquor Authority could be accessed and used to improve the accuracy of the liquor related data.