Sida Evaluation 05/14

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Department for Democracy
and Social Development

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Executive summary

Background and purpose

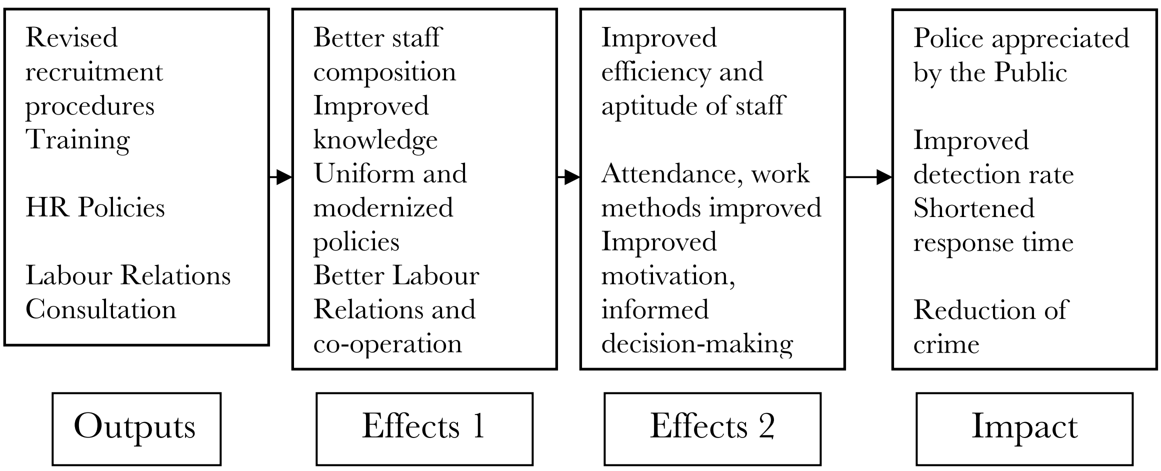
This is a review of the development co-operation programme between the South African Police Service (SAPS) and the Swedish National Police Board that has been financed by Sida – the Swedish International Development Co-operation Agency. The programme has been in operation since late 1999 and the current agreement covers the period 31 August 2002 to 31 December 2005.

The purpose of the review is twofold: First to give a clear picture of what has been achieved in the programme up to date in relation to plans, with an emphasis on the period after the first review of October 2001. Secondly, in the light of the principles of transformation for development cooperation in the new country strategy for 2004–2008, the review should provide a basis for an assessment of whether the cooperation should continue in a third phase and in such a case, make recommendations for the areas most suitable for cooperation (this includes tri-partite arrangements).

The report has been structured so that after the description of the assignment and methods in chapter 2 an overview of SAPS in the South African context and crime scene is provided in chapter 3. Then follows a description of the programme, its objectives, organization and resources used. Chapter 5 contains the analysis and summary of results, which reflects the detailed project presentations in appendix 1. Chapter 6 presents conclusions and recommendations for future co-operation. Further detailed tables of programme costs are presented in appendix 3, followed by the schedule of visits and interviews.

SAPS and the crime scene

An impact assessment of a comprehensive programme for a police service should by necessity need to study the different levels of the effect chain that is intended to lead to a more secure environment and effective prevention and combat of crime. This programme focuses on interventions related to the human resource management and development field. The chain of effects envisaged could be illustrated as follows:



There is certainly a complex multitude of factors that affect outcomes on the last impact level such as the overall economy, unemployment, illegal immigration, etc. To assess scientifically the more exact relationship between programme outputs and the impact level would need specific research projects. In the context of this study we can only make more safe conclusions about results lower down the chain that relate to the outputs and immediate effects of the programme. Nevertheless a quick glance at the impact level should be relevant and is requested in the terms of reference.

SAPS strategic targets focus on the combat of organised crime, to combat serious and violent crime, to reduce incidences of crime against women and children and improved service delivery at police stations.

The overall presentation in chapter 3 of SAPS situation and the South African crime scene as revealed in policy and budget documents reveals that

- as a general trend many crimes as reported in crime statistics have declined
- escapes from police custody has decreased
- the numbers of murdered police and attacks on members of SAPS has decreased

In general the performance in terms of solved reported crimes has improved from 2002/2003 to 2003/2004 – but for some of the more serious crimes (Murder, attempted murder, robbery under aggravated circumstances and rape) slight decreases are shown for %-age of cases referred to court and detection rates – but after all the total number of such crimes did decrease.

Still South Africa remains with what are internationally very high crime rates. What can be noted is however that the general trend is now a decrease in crime and detection rates.

Resources allocated to the police steadily increase. The balance between personnel costs and other costs has shifted towards a more healthy cost portion of around 75% for personnel 2003/04 from a level of 78% 2000/01.

Staff numbers at SAPS were down to slightly below 120 000 in the years 2000–2002, but are now increasing – to 140 560 budget year 2004/05. A further increase to 156 760 by end of March 2007 is planned. This increase obviously has put recruitment and basic training in SAPS' focus during the current programme period and will continue to do so for the next couple of years.

The co-operation programme between SNPB and SAPS

The following programme objectives have guided the programme:

– to assist the South African Police Service in its Human Resource development institutional capacity building and to strengthen the respect for and the practise of human rights and improve gender equality in the SAPS.

These objectives have remained unchanged since the program plan from 1999. For the 2002–2005 period specific mention is also made in project documents of the objective:

– to reach the Provincial level and to consolidate objectives at the Provincial level.

The programme has covered a wide range of areas, mostly in the field of Human Resources. Many of the initial projects have been finalised and replaced by others. A summary of major intervention areas and the results obtained is made below.

The initial intervention area *Human Rights* has had a considerable impact in as far as there seems to be good awareness of human rights amongst the police both related to victims and detainees. A major sign of this is also that the basic education now incorporates substantial elements of this subject. This is not to say that all is well in the field and that human rights abuses don't occur. A next step could be to incorporate monitoring of Human Rights complaints in the annual reports.

The introduction of the *performance management system* (PEPS) has come very far despite problems related to its complexity. The reached implementation coverage of 85% of SAPS staff is a tremendous achievement. The progress in this field is important as it puts the focus on relevant achievements, service delivery and the performance of individuals. The link between performance and rewards, progression and notches that has been introduced is also a major step forward. Next steps would be to revise and simplify the system, but also to link it even more to planning and monitoring of performance on station level. Further research into determining factors for stations with a good performance, linking performance monitoring to internal climate studies etc are also areas for future consideration where there are Swedish experiences to examine and learn from.

One project has been aimed at the testing and application *of job descriptions and competency profiling*. The project resulted in a number of generic job descriptions and a common format for both job descriptions and competency profiles. Job evaluation systems have also been studied within the framework of the project. The project seems to have led to both a higher level of uniformity and standard and to lessons learned in relation to job evaluation. These lessons have not led to the broader application of job evaluation, which can be a cumbersome exercise, but has informed the design of the performance management system.

The development of new or improved *Human Resource Policies* and guidelines include policies and/or national instructions in recruitment, selection, appointment, transfer, promotion, remuneration, allowances, rewards and incentives, HIV/AIDS, sports, employee assistance, disability, overtime, training and sexual harassment. The development of the policies include consultation at various stages with organised labour. The creation of common policies has been especially important as it is an element in the efforts to bring the large number of former police services from the apartheid era together under one common framework and culture. The compilation of the policies into handbooks, the spread and training and consultation around the new policies has also taken place in an efficient manner. The establishment of the *Forum for Implementation of HR Practices* has contributed to this. Further monitoring to desiccate that policies are implemented and also to make revisions and additions to the policy framework will of course be needed in the future. In some areas the need for further dissemination and development of additional policies in special project groups was identified. Examples of this are the projects related to *service termination and absenteeism*. These projects have also resulted in new or revised guidelines, good documentation and training interventions.

A number of recent projects relate to basic training and recruitment procedures. *Career guidance and information centres* have been established at four sites providing useful information and guidance to school leavers and other potential recruits to the service. *Assessment centres* and methods have been established and guidelines revised for entry into the service, partly informed by Swedish experiences. The *Basic Training* curricula has been revised, more content now covers legal aspects and human rights, additional pedagogic techniques have been introduced with the application of case studies and role play centres and methods. Also here considerable input from Sweden and Swedish expertise has been used.

As to *senior management training* progress so far has been slow, but the project has advanced plans for a thorough needs analysis.

The project aimed at improved *Labour Relations* saw significant initial improvements with employer and unions moving towards constructive dialogue and interaction. The latest phase was meant to roll out labour dialogue and negotiation to Provinces and Areas. At large a lot has been achieved, but progress varies between Provinces and the roll-out to areas and further to station levels still has far to go. There are also indications that dialogue and co-operation at the central level has encountered difficulties, partly because of the measures to implement resolution no 7, which involved matching and placing of 132 000 members of staff in accordance with their skills profile, the service needs and to improve representativity. Interviews with unions reveal that further efforts to build trust and improve consultation with management are desired. It will also be important to recognize and invite minor union groups in discussions and co-operation.

In the *Northern Cape* Province substantial efforts have been made to support seven model police stations, not only in the area of human resource management, but also through efforts related to policing methods. Some main achievements in the first project phase included: crime intelligence method improvements, reduced reaction time at crime scenes, establishment of radio control rooms for patrols, investigation form and method improvement, better utilization of police vehicles and of human resources and establishment of crime victim support rooms. In the second project phase emphasis was on: Establishment at station level of performance charts, functional training, client surveys, sector policing interventions, training and measures to introduce flex hours and revise shifts. Reports, interviews and visits on site give evidence that these efforts have yielded results – that new techniques are applied, that reaction time has been reduced, police staff are used less for administrative tasks, crime victims are better attended to etc. The client survey also shows positive results from the community. Difficulties encountered and mentioned relate to the complexity of the performance management system (PEPS), poor response from the National SAPS in accepting some of the proposed changes and some design features related to the client survey.

Many of the projects have a strong bearing on *equity* aspects of the service. The policies related to sexual harassment, methods for assessment of candidates to the service, incentive and promotion system, basic training curricula etc all have an element of equity. In addition specific measures have been taken through the equity project which has assisted in the creation of both female and male networks, awareness campaigns and material production and distribution. Problems noted relate to the situation at Basic Training Colleges with separate classes for male and female students. In terms of ethnic equity less has been done in terms of awareness-raising and discussion. An earlier project supported by another donor on diversity seems to have been terminated. At Provincial level, the Free State reported progress in local Sida-supported projects looking at "morale, moral and discipline" as well as "adventure related experiential team development" which both seems to have a bearing towards better team spirit and the building of mutual respect and understanding across ethnic barriers.

A project aimed to *revise the SAPS Act* is still in the pipe-line and has not been started yet.

The second project phase aimed *to roll-out many of the policies and other central initiatives to Provinces* and further. At large a lot has been achieved in this field. The roll-out of the PEPS system, the establishment of different consultative forums and workshops and a number of training interventions have been reported as well as production and distribution of good quality handbooks and materials. There is still more to be done to get full coverage and some Provinces seem to be more problematic in this regard than others. The Eastern Cape is often mentioned as one of the problematic provinces. This may have been influenced by the move of provincial police headquarters from the Nelson Mandela Metropol to Bisho apart form the legacy of a province which was a merger of several homelands and a portion of the Cape Province.

As a means to mobilize Provincial resources funds have been set aside and used for the Provinces to plan and implement their own sub-projects. The progress in this regard seems to have varied from province to province with the three visited provinces having the most favourable results, i.e. Free-State, Northern Cape and KwaZulu Natal. Results demonstrated show fair degrees of creativity and adaptation to local needs. Many of the projects also have the potential to benefit other provinces. For this to happen it will be important to compile and demonstrate results at national workshops like the National HR Forum.

Costs incurred

For the first programme period (August 1999–31 July 2002) 19,7 million SEK were allocated and used. For the second period running up to December 2005 24,5 million SEK have been allocated and 17,5 used by 31 December 2004. Out of the total for the whole programme of 44,2 million SEK around 37 million SEK (30 million ZAR) had been spent by December 2004, leaving 7 million SEK (6 million ZAR) to be used 2005.

The Northern Cape projects have used the largest share of the budget with 11% followed by the Performance Management and Labour Relations which each account for a total of 10% of resources consumed. However the Northern Cape represents a host of sub-projects. Otherwise the recruitment/selection project (7,7%) has a fairly large share.

Other facts are that reimbursable costs constitute 59% of total programme costs for the second phase. 41% constitute costs for fees. Out of the total for fees 53% were paid to Swedish police staff and consultants and 47% to South African consultants and police coordination staff during the last three year period (2002–2004). The main portion of the fees to Swedish staff went to the Swedish long term co-ordinators and SNPB's backstopping and co-ordination (3,1 million ZAR out of 3,9 million ZAR for fees to Swedish staff), whereas only around 0,7 million ZAR were used to pay for visiting Swedish experts and consultants during the second phase. 0,1 million ZAR waere used for fees related to visiting study delegations. It should also be mentioned that the Swedish co-ordinators also made substantial inputs as consultants to the projects.

In addition there are considerable hidden personnel costs in the programme, foremost for South African Police staff, but also Swedish personnel contributions have at times at SNPB been regarded as beneficial for its own service and personnel development and paid by SNPB:s own budget.

As to the analysis of cost in relation to outputs and outcomes as revealed by the accounts for the Swedish contribution and the detailed scrutiny of each project the results yielded must on the whole be said to give value for money.

Summary assessments related to the terms of reference

The terms of reference mentions some specific aspects to be covered by the study. Summary comments related to these are given below:

– Analyse to what extent the programme has supported the overall efforts of transformation, development and reform of the human resources management of the SAPS;

Initially the programme brought together HR functions that were split between different departments at SAPS. It has also contributed to streamline and bring together good practices and policies for SAPS, which was needed after the amalgamation of a large number of previous services that existed during the apartheid era. It has helped to introduce new concepts and methods in the area of human rights, performance management, labour relations, training, etc.

Critical aspects that can threaten good achievements concern the further delicate management of labour relations and the application of equity in SAPS. SAPS, as other South African government and private agencies, is faced with the challenge to apply the equity legislation and resolution 7. The challenge is to provide an equitable police service also to previously disadvantaged areas, to create a working climate and environment characterised by harmony, co-operation and constructive conflict resolution – both within the service and in relation to its clients. In these respects SAPS is a key institution in the new South Africa, key as it is the institution in the country vested with the power to uphold law and protect all citizens' rights and to ultimately do this by force, but key also as it is one of the largest Government National institutions with presence throughout the country – even to its remotest parts. There are some signs of problems related to labour relations and co-operation patterns and increases in absenteeism and sick leave. The impression is that this relates to the difficult application of resolution 7 (which calls for an equitable redistribution of staff), and perhaps also to poor recognition of the diversity of the labour organisations and staff members. These factors may jeopardize some of the good achievements of the programme and for SAPS in general. They may need to be further looked into and discussed in the future project design.

– Analyse the progress and results of all the different projects within the programme in relation to plans, with particular emphasis on those projects where Swedish police expertise has been utilized;

As revealed in detail in the report many projects have reached targets and been finalized, the majority are well on targets, a few projects (SAPS Act, Executive Development Management and several Provincial Projects) have not yet achieved any substantial results for a number of different reasons. The programme does however still have three quarters to go, and it is expected that many of these projects will achieve their expected results in the remaining period. On the whole the assessment of results in the programme is favourable.

– Assess how and to what extent the gender equality objective has been addressed in the cooperation programme;

An assessment has been made for each of the projects and there is evidence that gender issues have been addressed specifically for example in relation to assessment for basic training, sexual harassment policy, victim support and career guidance. The project has also been instrumental in the establishment of women's and men's networks that provide a platform for dialogue, support and grievances. In terms of improved equity in SAPS, statistics reveal substantial progress both in terms of improved gender and ethnic representativity. Weaknesses in this regard have been encountered in Basic Training Colleges where classes are split according to gender due to harassment incidences. Problems pertaining to the implementation of resolution 7 in SAPS need to be further analyzed.

– Analyse the progress made pertaining to the five model police stations in the Northern Cape;

Major achievements in this project include crime intelligence profiling, reduced reaction time, establishment of radio control rooms at area level, improved investigation techniques and forms, better utilization of human resources with less police staff doing administrative work, revised shift system and better utilization and reduced misuse of vehicles, establishment of victim support rooms and counselling, implementation of performance charts, functional training and test of client surveys and improved sector policing through environmental design and peace committees.

– Analyse to what degree the achievements of the projects at national level have been rolled out to different levels in the provinces;

Most projects have made substantial attempts to roll out results through distribution of materials, workshops, trainings and seminars. Many projects have also reported that these efforts have landed below target due to resource constraints and other reasons, but also because targets have been set high. There will be a need to address this aspect during the remaining phase of the programme. As to progress in the specific Provincial projects, many Provinces have barely started.

– Analyse the organization and overall management of the programme by the SAPS and the SNPB, taking into account the change of responsibility for the day-to-day project management which took place in mid-2003;

On the whole project managers are satisfied with the new arrangement. Some of the Swedish police consultants miss the quick briefing that the Swedish co-ordinator in place could provide to bring the short-term consultants into the picture when they had been away from South Africa for a period. A concern is that co-ordination now fully rests on staff at SAPS which are burdened by a number of other duties and that there is a risk to overstretch this staff.

– Assess the nature of the institutional collaboration between the two partners and to what extent they have been able to draw on each others' experiences and competence in the cooperation;

The interaction takes place through visits and exchange with technical experts, study visits, Participation in Board meetings and through co-ordination and in exchange of results and materials. All evidence given indicates that this interaction is highly appreciated and has deepened over the years. Study visits have been said to provide new ideas and important inputs, for example related to basic training.

Recommendations for further support

On the basis of our interviews with projects we recommend the following six areas for further support:

1. Support in the field of continued training and field training
2. Support to the process of defining and implementing an accredited training programme for SAPS' managers
3. Deepening performance management and analysis, process mapping and improvement techniques, links between client studies of service delivery and internal climate studies
4. Police engagement in preventive community measures – co-operation between police, schools and community organisations and social services to rehabilitate young delinquents and for crime prevention.
5. Continued support to improve labour relations and roll out this to area and station levels.
6. Exchange through continued interaction between SAPS and SNPB through study visits and joint sessions to exchange experiences

One could envisage three different levels or options for further support as follows, depending on the resources available.

I. A continued programme at a magnitude similar to the present one.

II. Continued professional exchange and study tours with a smaller contingency fund

III. Closing of the programme support after 2005.

We recommend option I as the suggested areas still represent a considerable area of support and amount of work.

We also recommend that a continuation is subject to a joint LFA workshop to identify focal problems, objectives, outputs and activities and agree on the continued budget and programme organization.

As to the programme organization a revision is recommended when the planning exercise has been finalized. We recommend that representatives from operational response services and crime intelligence and detection departments be invited to join the board as the scope of the project widens, that organised labour continues to be invited and that the field should be represented by one of the Provincial Commissioners or an Area commander where preventive work features strongly. We recommend that SNPB and Sida be invited to send one representative each to the quarterly follow-up meetings with the SAPS Board.

On the administrative side we foresee a shift in budget allocations so that the Sida contribution mainly aims at the provision of technical assistance and support to further exchange and study tours. We would recommend an order where the budget is split so that it becomes clear what relates to SNPB expenses, and what is to be spent by SAPS out of the Sida contribution and that SAPS' own allocations are shown.

We recommend that a programme co-ordinator be assigned at SAPS for the programme that can work full time with the programme co-ordination, the cost for which should be shared by the Swedish contribution and SAPS.

Trilateral co-operation

A programme of trilateral co-operation between SAPS, SNPB and the Rwandan Police Service is being discussed. The following four areas of support have been requested with the tentative main supporter indicated in brackets

1. Criminal investigations (SNPB)
2. Accountability (SNPB)
3. Community Policing (SAPS)
4. Management (SAPS)

We recommend that the division of responsibilities between SAPS and SNPB not to be rigid and that the above mainly indicates a lead responsibility with both police services involved in all four projects.

From the experiences of the current project we would assume that the curriculum for basic training and methods used there could be beneficial for Rwanda and that it could also be considered to use the same organisation/university/consultant and process for needs analysis for management development and training for Rwanda that is planned for SAPS.

The four identified support areas all seem relevant and areas where the two police services can contribute. At this stage they are vague, i.e. the more exact need and content need to be clarified and the direction agreed between the parties in greater detail. We suggest that substantial efforts are made to discuss the content and lay-out of the programme through LFA exercises with participation both of main stakeholders and the two police services that are expected to deliver technical and other support. The programme needs a detailed plan stipulating objectives, outcomes, outputs and activities as well as timeframes, responsibilities and resources needed.

The programme will need a steering group where the Rwandan Police force, SAPS and SNPB are represented as well as Sida through the Embassy in Rwanda. The day to day management of the project should be vested with a Rwandan Programme manager supported by the co-ordinators in SAPS and SNPB for the programme. The projects under the programme may also need project managers and sponsors as in the SAPS/SNPB model, and in certain cases task forces where technical and specific issues for example related to development of training curricula and content is discussed before submitted to management for approval.

1 Introduction – the assignment and method used

Background – 1999–2001

A specific agreement between the governments of South Africa and Sweden concerning institutional development co-operation between the South African Police Service (SAPS) and the Swedish National Police Board (SNPB) was signed in October 1999. The overall objectives of the co-operation were:

- to assist SAPS in its human resource development institutional capacity building,
- to strengthen the respect for and the practice of human rights and
- to improve the gender equality in the SAPS through co-operation with SNPB.

Seven priority areas were mentioned; Human resource management (Personnel development and career path planning), institutional capacity building, human rights, affirmative action programmes, specific support in the Northern Cape Province, joint training with labour unions and training of trainers.

Sweden agreed to make 20 million SEK available for activities to achieve the objectives during the period 1 August 1999 to 31 July 2002. The parties agreed that Sweden should obtain the services of SNPB to provide the required consultancy services, training and capacity building activities and perform procurement as specified in business plans for each project financed under the agreement.

A separate contract was signed on the 16th of February 2000 between the Swedish International Development Agency, Sida and SNPB regarding the co-operation. To the contract was attached terms of reference for the project formulated by Sida in December 2000 and a project document from SNPB, based on an extensive LFA exercise, outlining purpose, objectives, activities, performance indicators, project owner, time frames and resources for eight different projects. The contract stipulated that an inception report be submitted by SNPB to Sida. Such a report was delivered in April 2000.

In July 2001 terms of reference were presented for a review of the programme. The parties deemed it useful to have an independent review of the programme progress as a more informed input to the discussion about content of a possible second co-operation period between 1 August 2002 and 31 December 2005. The review gave proposals for the direction and content of the second co-operation period and identified areas in the HRM/HRD transformation and reform of SAPS where Swedish support could add value.

The review generally pointed towards good progress in the programme. The evaluator pointed out that SAPS had taken clear ownership of the programme from the start and the high degree of integration and acceptance of the programme in SAPS. This integration was supported through a project set-up that ascertained that project results were directly fed into the regular work and procedures of the organization. Other positive features were the commitment of the people involved in the programme, the role of the Swedish long-term advisor and the South African programme manager and the flexibility of the programme. Problems high-lighted by the review mainly concerned the initial stages of the cooperation and pertained to unclarity around the division of responsibility between SAPS and SNPB, certain administrative issues and, at the beginning, insufficient support by SNPB to the Swedish long- and short term expertise in South Africa.

2002–2005

The first agreement expired 30 June 2002. A request from SAPS for a continued program support was submitted to Sida in May 2002. In a memorandum 29 May 2002 Sida proposed a continuation of the support for the period 1 August 2002 to 31 December 2005 with a total budget of SEK 25 million.

The objectives remained unchanged from the original program plan from 1999. For the 2002–2005 period specific mention is also made in project documents of the objective:

- to reach the Provincial level and to consolidate objectives at the Provincial level.

The formal decision was taken by Sida 26 June 2002 that the institutional co-operation should be implemented in accordance with the memorandum. The decision also authorised Sida staff to sign a prolongation agreement with SNPB and the Swedish Embassy in Pretoria to negotiate and enter agreement with SAPS as an extension of the contract for consulting services entered between SAPS and SNPB from 1999.

A letter from Sida to SNPB in December 2002 proposes a prolongation of the former contract between Sida and SNPB. The letter also mentions that the prolonged contract may be replaced wholly or in part when a new framework agreement for all development co-operation has been signed. Such a framework agreement between SNPB and Sida was signed 1 June 2004, stipulating that it would need to be specified for each earlier agreement whether it was replaced by the new agreement or not. No such formal replacement agreement has yet been signed, but the formats and procedures stipulated for the framework agreement is applied also to the SAPS-SNPB co-operation.

It is recommended that this be formalized for purpose of clarity.

– A new country strategy

In June 2004 the Swedish government took a decision on a new country strategy between Sweden and South Africa for the period 2004–2008. The new strategy emphasises the transformation aspects of Swedish-South African relations: During the strategy period traditional grant-based cooperation shall gradually be transformed into broader cooperation and more sustainable partnerships based on principles of mutuality and co-financing.

– The current review

The Sida decision and memorandum from 2002 stipulates that a second review of the project be carried out during 2004.

Terms of reference for the review were formulated 2004-10-20 (Appendix 2). Two consultants were commissioned: Finn Hedvall from SIPU International, Sweden, and Busisiwe Mazibuko, independent consultant, South Africa.

The objectives of the study are:

A. To review the institutional cooperation programme up to date, building on the findings of the first review in October 2001, with specific, but not exclusive focus pertaining to the following aspects:

   – Analyse to what extent the programme has supported the overall efforts of transformation, development and reform of the human resources management of the SAPS;

   – Analyse the progress and results of all the different projects within the programme, with particular emphasis on those projects where Swedish police expertise has been utilized;

   – Assess how and to what extent the gender equality objective has been addressed through the cooperation programme;

   – Analyse the progress made pertaining to the five model police stations in the Northern Cape;

   – Analyse to what degree the achievements of the projects at national level have been rolled out to different levels in the provinces;

– Analyse the organization and overall management of the programme by the SAPS and the SNPB, taking into account the change of responsibility for the day-to-day project management which took place in mid-2003;

– Assess the nature of the institutional collaboration between the two partners and to what extent they have been able to draw on each others´ experiences and competence in the cooperation;

B. To make recommendations for a possible continuation of the programme into a third phase of cooperation during the period 2006–2008, specifically regarding the following aspects:

– The new country strategy for 2004–2008 is a guiding document for this review where the principles about transformation of traditional grant-based development cooperation into broader and more sustainable partnerships based on mutuality and co-financing should be considered;

– The possible direction and content of the third cooperation period; Furthermore, in what areas can the Swedish support add value and, generally, how can the institutional collaboration between the two police services be strengthened?;

– General organisation and management of the programme;

– Strengths, weaknesses and gaps that should be addressed or used as best practices for the programme. Recommendations to address weaknesses and gaps must be included.

Method

The review has been carried out through a study of project documents, plans, reports, agreements and financial data, as well as of general documents related to SAPS in South Africa. In addition a number of interviews have been made with SAPS programme and project managers both at head quarters and at provincial level as well as with SNPB Programme Management and Consultants in Sweden.
The interviews were combined with site visits in Gauteng, Northern Cape, Free State and KwaZulu/Natal which allowed inspection on site of some project results. A list of interviewees is found in Appendix 4. The interviews and site visits in South Africa were carried out by both consultants 14–26 November 2004 whereas the interviews with SNPB staff were made by Mr Hedvall during the period 9–22 December 2004.

To cover the aspect of possible future tri-partite co-operation between SAPS, SNPB and the Rwandan Police Service one session was arranged with the Deputy National Commissioner of Rwanda during her visit to South Africa on the 18th November 2004.

Acknowledgement

The consultants would like to express their sincere gratitude to Sida, Swedish Embassy, SAPS and SNPB staff, the Deputy National Police Commissioners of SAPS as well as Rwanda and union members for all efforts made to facilitate our visits, questions and information requirements. The notice for the review was extremely short, but despite this requirements were efficiently met and we have been well received and accommodated throughout.

2 The South African context and SAPS

The situation at the initial planning phase of the project

The original project request and preparations in 1998 were made against a background of a newly merged police service where 11 former police services had been brought together. The crime situation was extremely critical, with high incidences of most serious crimes in an international perspective. The police service was met by suspicion from a community that had learned to regard it as a tool for the former apartheid regime. Racial tensions were evident both between police officers and communities and within SAPS. One reflection of this was the tension between management and labour unions in SAPS.

The new South African Government had launched a number of initiatives to establish a modern Human Resource Management Framework in the Public Service. Prominent initiatives at the onset were the affirmative action initiatives, the transformation white paper, the Employment Equity Act and the Public Service Act and regulations. Human Resource Development needs were addressed through the Skills Development Act and Levy and financial prudence and delegation in the Public Finance Management Act.

The LFA workshops and early studies

Amongst the internal problems and development needs identified in the early LFA workshops and studies at the initial planning phase of the programme were:

– Organisational problems and needs such as unclear roles and responsibilities at the different levels of the organisation, the need to link incentives to good performance and to introduce disincentives for inadequate service, the need for improved relations between SAPS management and the unions and for training of union members

– Cultural differences, the need to equip police officers with values and ethics related to integrity, compassion and respect for all individuals, the need to improve equity both with regard to gender and race and to introduce and revise strategies for recruitment and promotion to create a more equitable service.

– Different standards of education, training and equipment. Also the education pattern and the distribution of equipment need to change to create a more equitable distribution in accordance with the crime situation and service demands for the police.

Amongst external problems mentioned in the studies and workshops were the alarming crime situation, not least in informal settlements were control was lacking, the level of illegal immigration, access to firearms and the segregated population structure. Also the attitude amongst many citizens towards the police, emanating from the apartheid era, was mentioned.

The inception report

The Project Co-ordinator appointed in South Africa by SNPB, Police Commissioner Ylva Orrenius, in her inception report mentions the following critical problems:

- the large number of illiterate and non-functional police
- the unacceptably high personnel turnover of well-trained and experienced policemen

- limited capacity within certain specialised fields (HRM and financial management) due to the lack of specific career pathing measures. This results in a situation where an unacceptable high number of functional policemen are currently performing administrative support functions for which they are not adequately equipped.
- a staff composition on relevant levels that is not representative of the South African community in terms of ethnical background and gender, and
- problems concerning attitudes, ethics, motivation, general sense of responsibility and morale

The white paper on safety and security

The vision for both the police and other services was formulated in a white paper:" *To create a safe and secure environment for all people in South Africa."* Priority policing issues were identified as well as six organisational focus areas amongst which performance appraisal and service monitoring, affirmative training and communication were included.

Recent developments on the impact level

The SNPB/SAPS co-operation project has now been in place since November 1999. The task to *analyse to what extent it has supported the overall efforts of transformation and reform of the human resource management and development in SAPS and the reform of SAPS in general* should now be possible. As always major changes in terms of transformation and HRM reform is affected by a number of other developments and conditions – apart from the project interventions. Nevertheless some general statistics and findings on the overall level can be of relevance, a further discussion on the effect of each intervention is later made under each project description in chapter 5 and an overall analysis in chapter 6.

An overall picture of the development of SAPS in some of these respects from some key documents and statistical reports may serve as a point of reference and guide the discussion on the future orientation of the project.

The budget document 2004

Under vote 25 the overall aim of the safety and security sector and department is set 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.

The operations are divided into five programmes with the following purpose and measurable objectives:

Programme:	Purpose:	Measurable objective:
1: Administration	Provide for developing departmental policy and managing the department, including administrative support.	
2: Visible Policing	Enable the services at police stations to institute and preserve safety and security and provide for specialised interventions and the policing of South Africa's borders.	Discourage all crimes, through providing a proactive and responsive policing service that will prevent the priority crimes rate from increasing.
3: Detective Services	Enable the investigative work of the South African Police Service (SAPS), including support to investigators in terms of forensic evidence and the Criminal Record Centre.	Contribute to the successful prosecution of crime, by investigating and gathering all related evidence, and thereby preventing the priority crimes detection rate from decreasing.
4: Crime Intelligence	Provide for the management of crime intelligence and the analysis of crime information, and provide technical support for crime prevention operations and for investigations.	Contribute to the neutralisation of crime by gathering, collating and analysing intelligence information which leads to an actionable policing activity.
5: Protection and Security Services	Render a protection and security service to all identified dignitaries and government interests.	Minimise security violations by protecting foreign and local prominent people and securing strategic areas.

From the State Budget 2004 – Estimates of National Expenditure

The department's strategic plan for 2002 to 2005 has set four key strategic priorities for the medium term:

1. To combat organised crime, focusing on drug and firearm trafficking, vehicle theft and hijacking, commercial crime, and corruption among public officials.
2. To combat serious and violent crimes. Strategies have been developed to counter the proliferation of firearms, improve safety and security in high-crime areas, combat crimes such as taxi and gang violence and faction fighting, and maintain security at major public events, among others.
3. To reduce the incidence of crimes committed against women and children, and improve the investigation and prosecution of these crimes.
4. To improve service delivery at police stations. Key organisational priorities underpinning these strategic priorities are human resource and budget management.¨

The National Crime Prevention Strategy informs and directs operations and resources at police station level. In addition, police resources are focused on

identified high-crime areas and priority stations within a multidisciplinary geographical approach.

A service integrity framework has been developed to encourage members to resist and expose corruption, and to improve management and supervision.

Overall Budget figures

The total budget allocation to Safety and Security and its five programmes is illustrated in the table below:

Expenditure estimates

Table 25.1: Safety and Security

Programme	Expenditure outcome					Medium-term expenditure estimate		
	Audited	Audited	Preliminary outcome	Adjusted appropriation	Revised estimate			
R thousand	2000/01	2001/02	2002/03	2003/04		2004/05	2005/06	2006/07
1 Administration	4 435 735	4 976 822	5 547 235	6 234 426	6 257 195	7 053 069	7 649 506	8 055 025
2 Visible Policing	7 663 458	8 830 296	9 779 776	10 948 119	10 948 119	12 239 943	13 488 356	14 579 450
3 Detective Services	2 831 366	3 081 829	3 368 635	3 743 582	3 693 481	4 021 815	4 359 274	4 637 369
4 Crime Intelligence	382 425	457 009	570 217	612 200	639 532	677 678	731 577	783 530
5 Protection and Security Services	284 461	324 479	447 680	429 599	429 599	517 151	609 677	671 544
Total	**15 597 445**	**17 670 435**	**19 713 543**	**21 967 926**	**21 967 926**	**24 509 656**	**26 838 390**	**28 726 918**
Change to 2003 Budget Estimate				83 460	83 460	349 371	606 679	
Economic classification								
Current payments	**14 754 770**	**16 431 259**	**18 517 220**	**20 659 564**	**20 602 428**	**22 982 339**	**25 176 674**	**26 946 526**
Compensation of employees	12 106 784	13 448 571	15 014 323	16 656 908	16 405 598	18 422 680	20 148 372	21 492 397
Goods and services	2 644 114	2 973 617	3 493 391	4 002 656	4 196 830	4 559 659	5 028 302	5 454 129
Interest and rent on land	–	–	–	–	–	–	–	–
Financial transactions in assets and liabilities	3 872	9 071	9 506	–	–	–	–	–
Unauthorised expenditure	–	–	–	–	–	–	–	–
Transfers and subsidies to:	**352 317**	**363 194**	**357 937**	**367 333**	**365 255**	**393 729**	**417 580**	**448 067**
Provinces and municipalities	43 695	48 157	54 712	60 306	58 228	65 531	70 690	75 514
Departmental agencies and accounts	168	–	354	400	400	–	–	–
Universities and technikons	–	–	–	–	–	–	–	–
Foreign governments & international organisations	–	–	–	–	–	–	–	–
Public corporations & private enterprises	–	–	–	–	–	–	–	–
Non-profit institutions	–	–	–	–	–	–	–	–
Households	308 454	315 037	302 871	306 627	306 627	328 198	346 890	372 553

	Expenditure outcome					Medium-term expenditure estimate		
	Audited	Audited	Preliminary outcome	Adjusted appropriation	Revised estimate			
R thousand	2000/01	2001/02	2002/03	2003/04		2004/05	2005/06	2006/07
Payments for capital assets	**490 358**	**875 982**	**838 386**	**941 029**	**1 000 243**	**1 133 588**	**1 244 136**	**1 332 325**
Buildings and other fixed structures	98 958	195 678	258 858	311 503	311 503	345 903	380 657	398 185
Machinery and equipment	391 310	680 302	579 500	629 526	688 740	787 685	863 479	934 140
Cultivated assets	90	2	28	–	–	–	–	–
Software and other intangible assets	–	–	–	–	–	–	–	–
Land and subsoil assets	–	–	–	–	–	–	–	–
Total	15 597 445	17 670 435	19 713 543	21 967 926	21 967 926	24 509 656	26 838 390	28 726 918

"The budget of the SAPS hence increases by an annual average of 10,7 per cent between 2000/01 and 2006/07, rising from R15,6 billion to R28,7 billion."

Staff and staff costs

Two key historical problems in the SAPS were the poor pay of police and limited resources for equipping members in their work. To address this and improve the balance of spending between personnel and other resources, the SAPS increased remuneration levels for police officers. This 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 for 2000 and 2001. The losses in numbers of staff were expected to be partly offset by:

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

The budget document for 2004/05 goes on to note that:

"The size of the growth of the vote reflects government's continued commitment to ensuring the safety and security of South Africans, and facilitates the employment of an additional 37 200 police officers between April 2002 and March 2007."

Staff costs as a portion of total costs are illustrated as follows in the budget document:

Year	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	Audited outcome	Audited outcome	Prel outcome	Revised estimate	Approved Estimate	MTEF	MTEF
Total Vote 25 Safety and Security	15 597 445	17 670 435	19 713 543	21 967 926	24 509 656	26 838 390	28 726 918
Compensation of employees	12 106 784	13 448 571	15 014 323	16 405 598	18 422 680	20 148 372	21 492 397
Personnel costs out of total	78%	76%	76%	75%	75%	75%	75%

The department has established a target ratio between personnel and non-personnel spending of 75:25, which is expected to be reached 2003/04.

As a comparison and with reservations for differences in how personnel costs are defined, the ratio of personnel costs compared to other costs in the SNPB expenditure outcome for 2002 and 2003 was 73% personnel and 27% other costs.

Staff numbers

A detailed table of personnel numbers and personnel costs per programme from the budget document follows as well as a table showing outcome and budget allocation on training:

The tables demonstrate that the proportion of administrative staff is fairly stable between 2000/01 and 2004/05 – around 15% of the total establishment with a slight decrease 2004/05 to 14%.

Table 25.10: Summary of personnel numbers and compensation of employees[1]

Personnel numbers	2000/01	2001/02	2002/03	2003/04	2004/05
1 Administration	18 161	19 379	21 205	22 764	21 299
2 Visible Policing	69 802	69 309	77 618	82 598	89 765
3 Detective Services	24 584	24 054	25 374	27 099	28 209
4 Crime Intelligence	3 351	3 719	4 686	5 186	5 197
5 Protection and Security Services	2 920	2 580	2 677	2 913	3 590
Total	**118 818**	**119 041**	**131 560**	**140 560**	**148 060**
Total compensation of employees (R thousand)	12 106 784	13 448 571	15 014 323	16 656 908	18 422 680
Unit cost (R thousand)	101.9	113.0	114.1	118.5	124.4

1 Full-time equivalent

Table 25.11: Summary of expenditure on training

	Expenditure outcome				Medium-term expenditure estimate		
	Audited	Audited	Preliminary outcome	Adjusted appropriation			
R thousand	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
1 Administration	273 798	332 049	350 757	369 101	398 369	431 832	454 719
Total	**273 798**	**332 049**	**350 757**	**369 101**	**398 369**	**431 832**	**454 719**

The total picture for staff numbers financed by vote 25 would hence be:

Number of staff 2000/01	118 818	
Number of staff 2004/05	149 060	
Increase over 5 years	25%	
Compensation per employee 2001/02	101 900	Average annual cost R per employee
Compensation per employee 2004/05	124 400	Average annual cost R per employee
Increase over 5 years	22%	

The compensation increase is however not corrected for inflation. The real value increase would be less.

The increase in costs for training for the five year period is considerable and continues in the mid term expenditure framework for the following two years:

	R thousand
Total cost for training 2000/01	273 798
Total cost for training 2004/05	398 369
Increase 2000/01-2004/05	45%
MTEF for 2006/07	454 719
Further increase 2004/05-2006/07	14%

Statistics related to equity within SAPS reveals the following:

	SA Population %	SAPS Employees 1995 %-ages	SAPS Employees 2001 %-ages	SAPS Employees 2004 %-ages	Change 1995 to 2004	SAPS compared to SA average	Trend
Population group	Census 2001						
Indian	2%	3%	5%	4%	1%	1%	Overrepresented but decreasing lately
African	79%	54%	58%	62%	8%	-17%	Underrepresented but increasing steadily
Coloured	9%	8%	8%	11%	3%	2%	Now overrepresented
White	10%	35%	29%	23%	-12%	14%	Overrepresented and steadily decreasing
Total	100%	100%	100%	100%			

A further breakdown into gender and population group is made below:

	Numbers 2001			Numbers March 2004			Changes 2001 to 2004		
Population group	Male	Female	Total	Male	Female	Total	Male	Female	Total
Indian	4 169	1 580	5 749	3 513	1 385	4 898	-656	-195	-851
African	59 064	9 446	68 510	66 871	19 526	86 397	7 807	10 080	17 887
Coloured	7 487	2 316	9 803	10 279	4 889	15 168	2 792	2 573	5 365
White	22 135	11 896	34 031	19 956	12 604	32 560	-2 179	708	-1 471
Total	92 855	25 238	118 093	100 619	38 404	139 023	7 764	13 166	20 930
Total %-ages	79%	21%	100%	72%	28%	100%	-6%	6%	

Crime statistics

Crime statistics are always problematic to interpret and for a period a moratorium was held on such statistics in South Africa, until the quality could be improved. The following statistics have now been released in SAPS Annual report 2003/2004:

Table 6
SERIOUS CRIME TRENDS BETWEEN THE 1994 / 1995 AND 2003 / 2004 FINANCIAL YEARS

Crime categories	INCIDENCE OF CRIME PER 100 000 OF THE POPULATION										
	1994/ 1995	1995/1996	1996/1997	1997/1998	1998/1999	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004	
CONTACT CRIMES (CRIMES AGAINST THE PERSON)											
Murder	66.9	67.9	62.8	59.5	59.8	52.5	49.8	47.8	47.4	42.7	↓
Rape	115.3	125.9	126.7	126.2	118.3	122.8	121.0	121.1	115.3	113.7	↓
Attempted murder	69.1	67.9	70.4	68.4	70.4	65.4	64.4	69.8	78.9	64.8	↓
Assault GBH (serious)	555.8	563.7	570.4	570.4	566.3	608.1	630.2	589.1	585.9	560.7	↔
Common assault	516.0	520.5	500.3	489.0	485.0	538.9	569.7	584.3	621.6	605.7	↔
Robbery with aggravating circumstances	218.5	195.0	163.0	177.5	220.6	229.5	260.3	260.5	279.2	288.1	↑
Other robbery	84.2	115.4	124.9	133.4	154.7	173.5	206.5	201.3	223.4	206.0	↔
CONTACT-RELATED CRIMES											
Arson	28.2	24.3	24.9	24.0	23.9	22.3	20.5	19.5	20.2	19.0	↓
Malicious damage to property	317.8	327.7	319.8	307.4	307.6	312.0	319.2	324.5	345.6	341.2	↔
PROPERTY-RELATED CRIMES											
Housebreaking - residential	596.2	628.9	602.9	611.1	652.7	673.4	694.0	675.3	704.0	645.2	↔
Housebreaking - non- residential	225.7	220.8	214.7	219.3	224.5	216.2	209.3	194.4	162.8	139.3	↓
Theft - motor vehicles	272.8	249.3	239.8	249.2	255.9	239.3	229.0	216.1	204.9	190.0	↓
Theft - out of/from vehicles	472.5	484.7	430.4	435.3	452.5	453.9	459.0	444.6	431.0	370.8	↓
Stock theft	121.9	109.7	103.5	101.0	98.8	96.2	95.1	92.9	102.7	89.0	↓
CRIMES HEAVILY DEPENDENT ON POLICE ACTION FOR DETECTION											
Illegal possession of firearms	28.3	31.2	31.4	32.5	35.0	35.7	33.8	34.6	34.8	36.3	↑
Drug-related crime	118.4	99.4	99.5	103.1	94.0	101.3	102.9	118.0	118.4	135.1	↑
Driving under the influence of alcohol or drugs	66.2	58.2	60.4	69.8	59.8	60.5	58.4	54.8	48.7	53.7	↔
OTHER SERIOUS CRIMES											
Other types of theft	995.5	979.4	924.5	969.3	1 051.4	1 152.8	1 281.1	1 286.7	1 364.6	1 307.4	↔
Commercial crime	162.5	154.0	153.2	153.7	150.9	157.7	152.4	130.4	123.7	120.4	↓
Shoplifting	170.9	160.0	152.2	154.3	153.8	153.4	154.9	152.6	151.8	155.0	↔
Total of all (17) specific crimes (excluding crimes dependent on police action for detection)	4 989.9	4 995.0	4 784.4	4 848.9	5 047.3	5 268.1	5 516.3	5 410.8	5 562.9	5 259.1	↔
*CRIMES ACCOUNTED FOR UNDER ROBBERY WITH AGGRAVATING CIRCUMSTANCES											
Carjacking	*	*	31.8	31.7	37.6	35.2	34.2	35.4	32.3	29.7	↓
Hijacking of trucks	*	*	9.2	11.3	14.6	11.8	10.4	7.4	2.2	1.9	↓
Robbery of cash in transit	*	*	0.9	0.6	0.5	0.5	0.4	0.5	0.8	0.4	↓
Bank robbery	*	*	1.4	1.1	1.2	1.0	1.1	0.8	0.3	0.1	↓

INCREASED	↑
STABILISZED	↔
DECREASED	↓

Indications of police efficiency presented in the SAPS report include:

– a steady decrease in murders of members of police from 187 members 1999/2000 to 108 members 2003/2004

– a decrease in the numbers of attacks on members of SAPS the last year from 906 to 717 previous year.

– Decreased number of escapes from police custody between 1999/2000 and 2003/2004 – from 2 572 incidents to 1 580 and from 4 611 escapees to 2 663.

In general the performance in terms of solving reported crimes have improved from 2002/2003 to 2003/2004 – but for some of the more serious crimes (Murder, attempted murder, robbery under aggravated circumstances and rape) slight decreases are shown for %-age of cases referred to court and detection rates. But after all the total number of such crimes did decrease.

Strategic issues related to human resource management and development for SAPS 2000–2005

Organisational priorities

A strategic planning initiative by SAPS top management resulted in a number of operational and organisational priority areas being identified for the police. The operational priorities are related to combat organised crime, serious and violent crimes, combat crimes against women and children and improving basic service delivery to all communities. An organisational reform of detective services was also launched.

Organisational priorities were:

1. Budget and resources management – with an optimisation of personnel and operational expenditure and optimised utilisation of physical resources and

2. Human resources management, pinpointing
   - optimising personnel utilisation
   - developing and implementing human resources policies
   - developing human resources
   - implementing affirmative action
   - institutionalising performance management
   - institutionalising a professional service-rendering ethos, and
   - developing and implementing an employee assistance programme

Among specific priorities mentioned related to human resources in SAPS are:

– Enhancing policing presence and crime prevention through community policing. Sector policing has been introduced 2002/2003 to increase the visibility and accessibility of police officers, particularly in areas with limited infrastructure and high levels of crime.

– Services to victims through participation in the victim empowerment programme. Activities include training of SAPS members to empower victims and a new training curriculum on domestic violence. Victim-friendly facilities are provided at presidential priority stations where victims statements can be taken in private in cases of rape, sexual offences, child abuse and domestic violence.

– Restructuring of various specialized investigation units and the detective service at local level. Other specialised units have been established at National and Provincial levels.

Resolution 7

The implementation of resolution 7 of 2002 of the Public Service Co-ordinating Bargaining Council PSCBC is a recent initiative in the HR field with the aim to provide for transformation and restructuring of the public service including a redistribution of staff to station level. The agreement defines a procedure for the matching and placement of staff, redeployment within and between departments and benefits for excess staff. SAPS has redeployed staff to fill vacancies and improve representativity in the service. The scale of the operation was large and involved matching and placing 132 000 members of staff, in accordance with their skills profile, service needs and to improve representativity. The process has been met with some resistance and unions have raised concerns.

Recruitment

SAPS is engaged in a considerable recruitment effort and staff numbers are to increase from 119 560 as at 31 March 2002 to 156 760 by the end of March 2007 – a 31% increase. The increase in staff numbers is needed to improve sector policing and further establish the Security and Protection Services and the transfer of the border policing responsibilities from the SA Defence Force to the SAPS.

Training

This also puts pressure on the basic training institutions where the total annual intake increases. To meet this demand a number of new institutions are being established.

9 521 students completed SAPS basic training programme 2003/2004. The new Basic Training Learning Programme (BTLP) which is currently implemented has been registered with the South African Qualifications Authority (SAQA). SAPS has also commenced its first internship programme for unemployed graduates from outside the organisation. Specific courses for various fields of policing have been developed and run in the framework of the South African Regional Police Chiefs Cooperation (SARPCCO).

A service integrity strategy

SAPS has developed a Service Integrity Strategy to address corruption in the service. Considerable effort has been made to detect alleged cases of corruption and to implement remedial actions such as risk management and internal audit. The National Evaluation Service Division evaluates operational and organizational activities in terms of their compliance with regulations and procedures with the aim to improve service delivery. 109 evaluations were conducted during 2003/2004 regarding specific policing issues. 347 police members were suspended as a result of alleged involvement in corruption-related activities during 2003/2004.

Performance and reward schemes

Further initiatives were also taken to roll out performance management, introduce an Incentive and Reward scheme and other rewards to promote good performance. See further under headings for projects related to these efforts.

3 The co-operation programme between SAPS and SNPB

Programme Objectives

The programme objectives for the whole programme is:

– to assist the South African Police Service in its Human Resource development institutional capacity building and to strengthen the respect for and the practise of human rights and improve gender equality in the SAPS.

These objectives have remained unchanged from the program plan from 1999. For the 2002–2005 period specific mention is also made in project documents of the objective:

– to reach the Provincial level and to consolidate objectives at the Provincial level.

The Projects

Projects during the period up to August 2002

In 1998 eight target activity areas were identified for the first period of co-operation between SAPS and SNPB, the plans for these areas were attached to the contract between Sida and SNPB:

1. Capacity building for the strategic objectives project team
2. Training and systems development in human resource management
3. Support to enable a decentralised and efficient human resource development in the SAPS
4. Development of the lateral entry training programme
5. Support for the implementation of the succession plan
6. Improved labour relations through a joint training programme with both the SAPS and union management
7. Continued training in human rights for the SAPS personnel with emphasis on the South African situation
8. Support to ten model police stations in Northern Cape.

During the third LFA workshop in January 2000 the project plans, names and to a certain extent focus were changed and clarified. This was necessary as the situation had changed since the second LFA workshop, which was held in April 1998. The projects were now given the following labels:

1. Performance management
2. Development and implementation of human resource policies
3. Human resources plan
4. Lateral entry
5. Job descriptions/Competency profiling
6. Improved working relationships
7. Human rights training
8. Model police stations in Northern Cape

The human rights project (7) was later replaced by project

9. Human Rights II.

Three specific new projects were also added during the first project phase namely:

10. Senior management service

11. Equity, and

12. Project Management Training

For the second phase 1 August 2002 to 31 December 2005 the list changed in the following way:

The following projects had been finalised already during the first phase:

- Human Resources Planning (project 3)
- Human Rights I and II (Projects 7 and 9)

Projects during the period 2002–2005

The project plan for the period 2002–2005 was divided into four different project categories:

A. Projects to be finalized during 2002:
   - Performance management (project 1)
   - Human Resource Policies (project 2)
   - Lateral Entry Programme (project 4)
   - Job Description/Competency Profiling (project 5)
   - Senior Management System (project 10)
   - Equity (project 11)

B. Earlier projects to be continued after 2002:
   - Labour Relations (project 6)
   - Special Support to Northern Cape (project 8)

C. New National Projects:
   - Project Management Course (project 12)
   - Assessment of Basic Training (project 13)
   - Recruitment/selection (project 14)

D. Various Provincial Projects
   - Implementation of HR Practices in Eastern Cape (project 16)
   - Implementation of HR Practices in Free State (project 17)
   - Implementation of HR Practices in Gauteng (project 18)
   - Implementation of HR Practices in KwaZulu/Natal (project 19)
   - Implementation of HR Practices in Limpopo (project 20)
   - Implementation of HR Practices in Mpumalanga (project 21)
   - Implementation of HR Practices in Northern Cape (project 22)
   - Implementation of HR Practices in North West (project 23)

– Implementation of HR Practices in Western Cape (project 24)
– Co-ordination and backing from SNPB

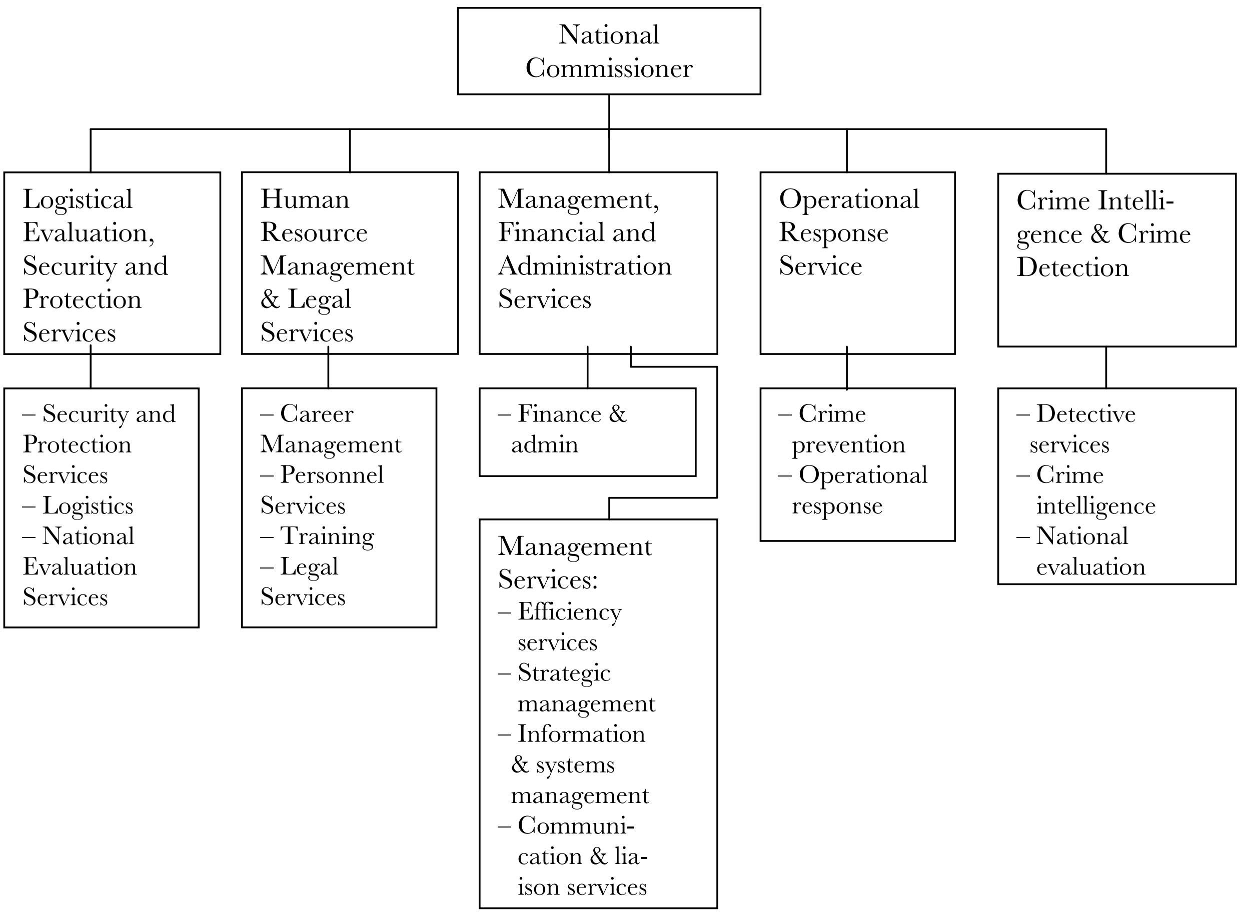
In addition the following five new National projects have been started since the second agreement was entered:

– Management of absenteeism (project 25)
– Management of Service Terminations (project 26)
– Discipline Management (New project 3)
– Executive Development Management (New project 4)
– Review of the SAPS Act (New project 7)

SAPS' Organisation

The HR organisation in SAPS has seen a number of changes over the programme period. The HR division now falls under the Department of Human Resources, Management and Legal Services. The four divisions in the department are Career Management, Personnel Services, Training and Legal Services. Some HR-related functions can also be found in the Department for Management, Financial and Administration Services. (Efficiency Services).

SAPS organisation 2003/04



The organisation of the programme

The programme has throughout been organised in projects, each of which has both a project manager supported by a task team and a project sponsor. The sponsors are senior managers responsible for a unit/division, which have a leading role in SAPS, related to the projects' area of development.

There is also a programme board consisting of SAPS project manager, Deputy National Commissioner Dr Mala Singh, Divisional Commissioners in HRM and Legal Services, two union representatives and the programme secretary.

During the first programme period and the beginning of the second there was a Swedish programme co-ordinator from SNPB (Ylva Orrenius until September 2002 and Agneta Sundström October 2002 until June 2003) based at SAPS who also was a member of the board.

The board normally meets every month to get progress reports from project managers. See the organisational chart overleaf for an overview.

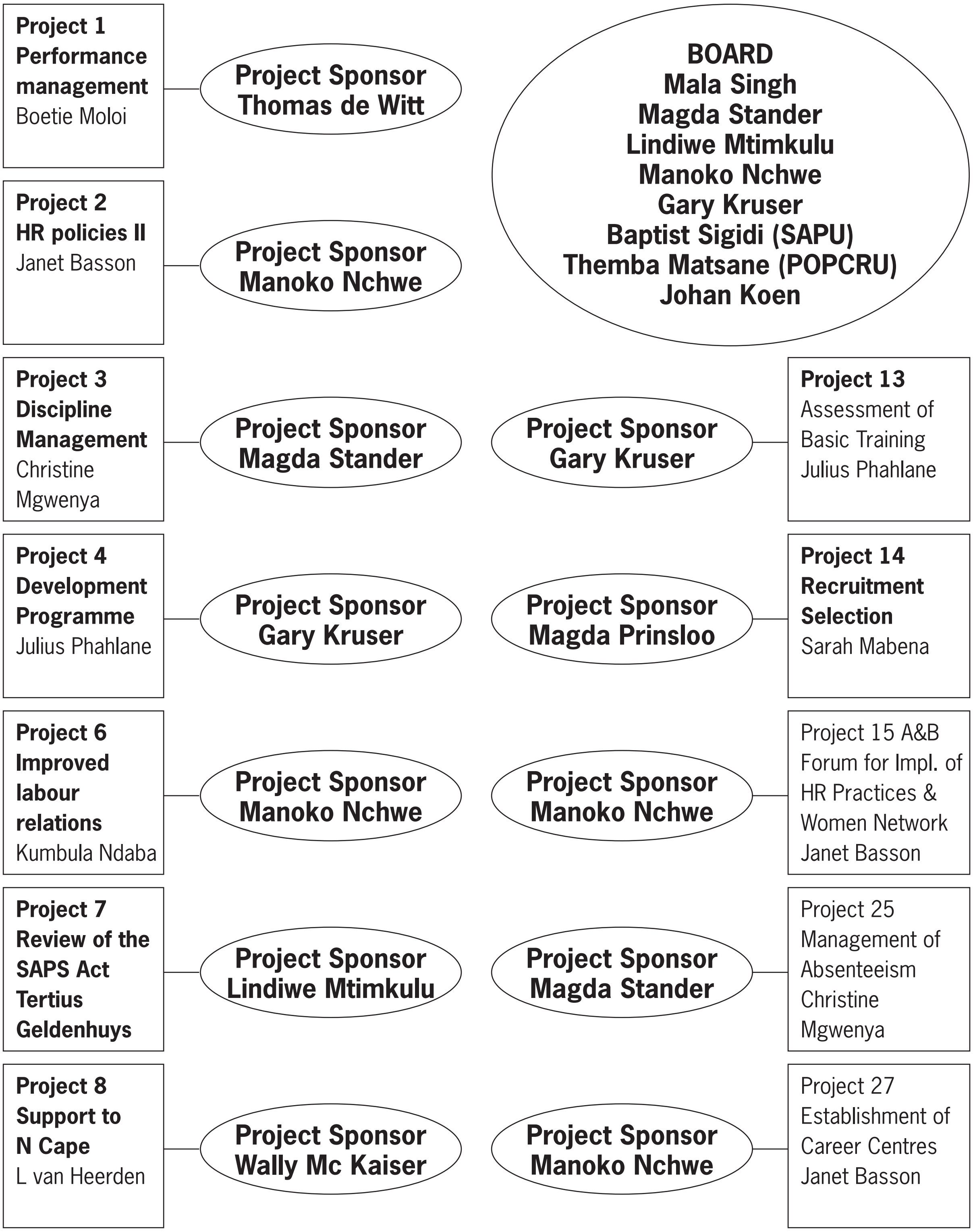
There was originally a steering committee formed at SNPB for the programme consisting of the head of the International Secretariat Commissioner, representatives from SNPBs units for criminal investigations, the personnel division, the ministry of foreign affairs representative to SNPB and administrative support. Sida was from time to time invited to the committee's meetings. The committee never became functional and was disbanded already during the first programme period.

During the present programme period SNPB programme management, co-ordination and administration is the responsibility of the International Secretariat. One programme manager and one administrative assistant is working part time with the SAPS/SNPB programme in this Secretariat. In addition different units within SNPB and the Swedish Police Academy as well as from the Swedish Police Union are utilised as short-term experts to the programme and the various projects.

Progress reports are submitted on a quarterly basis, from the Programme Management at SAPS, to both Sida and the SNPB.

In the annual review meetings in South Africa Sida Stockholm, SNPB and SAPS participate.

SAPS programme organisation



The establishment of the board for the SAPS/SNPB programme meant that a forum for HR-related development came in place, which can be used for further co-ordination and integration of HR development matters. The use of the divisional commissioners as project sponsors has strengthened the integration of the programme with the ordinary operations and units. The presence in the Board of union representatives and in the beginning of the programme of a Provincial Commissioner has also been a valuable ingredient and facilitated both input and acceptance from major stakeholders and actors in the field. The project managers also have important roles within the respective units.

The resources used

The total resources allocated to SAPS and the Department of Safety and Liaison in the budget 2004/05 amounted to ZAR 24 509 million Rand. In addition, the total donor allocation over these years amounts to around 45 million Rand per annum. The Swedish programme has had an annual cost of between 4,5 and 8,8 million ZAR which is around 12% of the total donor support. Bearing in mind the heavy commitment in SAPS' budget to personnel costs, the Swedish and other donors' contributions may, despite the marginal size, have a specific impact as it allows for use of technical expertise and purchase of equipment. The total budget figures of course include all costs for SAPS operations throughout the country. A more relevant comparison between the Swedish contribution and SAPS costs might have been to compare the project costs with the overall costs at SAPS headquarters for Human Resource related functions. Such figures have however not been available.

The total use of funds by the programme over the years is given below, in addition a special project fund of 255 815 ZAR was used 2003.

Resources used by the project from the Sida budget

	Total ZAR						
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	767 050	5 172 526	4 577 676	5 726 882	4 471 990	8 824 710	29 540 834
whereof fees	555 840	1 851 992	2 490 462	3 080 049	1 651 998	2 585 506	12 215 847
whereof reimbursables	211 210	3 320 534	2 087 214	2 646 833	2 819 991	6 239 204	17 324 987

Further cost details are given under each project and in the following table.

Resources used by the programme from the Sida budget:

ZAR	1999	2000	2001	2002	2003	2004	Total	%
Performance management I and II (project 1)		377 018	159 132	295 833	185 013	2 042 496	3 059 493	10,4
Human Resource Policies (project 2)		159 120	276 622	294 387		77 713	807 844	2,7
HR Planning (Old Project 3)		908 553	121 275				1 029 828	3,5
Discipline Management (New project 3)						0	0	0,0
Lateral Entry Programme (old project 4)		2 023	81 634				83 657	0,3
Executive Development Management (New project 4)						0	0	0,0
Job Description/ Competency Profiling (project 5)		104 844	241 387	94 919	73 853	0	515 005	1,7
Labour Relations (project 6)		218 988	477 315	242 206	851 695	1 048 858	2 839 062	9,6
Review of the SAPS Act (New project 7)						0	0	0,0
Human Rights I and II (Old projects 7 and 9)		980 451	109 459	100 788			1 190 698	4,0
Special Support to Northern Cape (project 8)		182 804	832 118	735 228	476 183	1 013 691	3 240 024	11,0
Senior Management System (project 10)			77 962	271 915			349 876	1,2
Equity (project 11)			154 789	208 183	160 253	55 226	578 450	2,0
Project Management Course (project 12)					25 627		25 627	0,1
Assessment of Basic Training (project 13)				80 962	209 997	963 308	1 254 268	4,2
Recruitment/selection (project 14)				45 802	523 034	1 702 472	2 271 309	7,7
Forum for implementation of HR Practices (Project 15)					15 089	51 117	66 206	0,2
Implementation of HR Practices in Eastern Cape (project 16)				44 196		46 698	90 894	0,3
Implementation of HR Practices in Free State (project 17)				50 192	21 654	33 309	105 154	0,4
Implementation of HR Practices in Gauteng (project 18)				44 196		24 027	68 223	0,2
Implementation of HR Practices in KwaZulu/Natal (proj 19)				76 871	18 720	33 048	128 639	0,4
Implementation of HR Practices in Limpopo (project 20)				44 196	54 179		98 375	0,3
Implementation of HR Practices in Mpumalanga (project 21)				44 196			44 196	0,1
Implementation of HR Practices in Northern Cape (project 22)				82 003	1 083	10 783	93 869	0,3
Implementation of HR Practices in North West (project 23)				76 751		31 842	108 593	0,4
Implementation of HR Practices in Western Cape (project 24)				44 196		-16 519	27 677	0,1
Management of absenteeism (project 25)					94 634	128 228	222 862	0,8
Management of Service Terminations (project 26)					12 260	47 904	60 164	0,2
Career centres						396 906	396 906	1,3

ZAR	1999	2000	2001	2002	2003	2004	Total	%
Programme Management	580 552	1 298 417	1 429 263	1 962 124	986 000	0	6 256 356	21,2
Co-ordination by SAPS						661 958	661 958	2,2
Co-ordination and backstopping by SNPB	186 498	840 642	473 078	436 551	398 866	471 643	2 807 278	9,5
Study Tours to Piog in the Netherlands and PHS in Sweden and SAPS Board to Sweden		99 664	143 643	142 363	108 035	0	493 704	1,7
Planning costs for new project (old proj. 13)				46 112			46 112	0,2
Project leader training in South Africa (old proj. 14)				262 712			262 712	0,9
Project fund					255 815		255 815	0,9
Total ZAR	767 050	5 172 526	4 577 676	5 726 882	4 471 990	8 824 710	29 540 834	100,0
whereof fees	555 840	1 851 992	2 490 462	3 080 049	1 651 998	2 585 506	12 215 847	41,4
whereof reimbursables	211 210	3 320 534	2 087 214	2 646 833	2 819 991	6 239 204	17 324 987	58,6
Annual distribution of programme total	3%	18%	15%	19%	15%	30%	100%	

4 Analysis

A word of caution

To analyze results of this programme in terms of effectiveness and efficiency is not an easy task for a number of reasons.

i) The programme's activities cover a whole range of aspects both related to Human Resource matters, training and general policing. Hence there are difficulties related to the size and scope of the exercise especially on effect and impact level.

ii) The programme is but a minor contribution in terms of other donor support as well as compared to the total cost for SAPS. Annually the project contributes with between 4,5 and 8,8 million ZAR. The South African budget for Safety and Security amounts to 24 509 million rand 2004/05, and the total donor contribution for 2002/03 was 45 million. To determine the effect of the Swedish contribution amongst all other development and ordinary functional activities is of course difficult.

iii) On a methodological level effects of police activities on society is a very complex issue and the external factors that affect outcomes are many, for example unemployment, transformation, immigration, cultural values etc.

iv) There are also complex issues related to statistics on crime where reporting methods, degree of reporting etc may vary over the years and between types of crimes.

Some of the difficulties can be off-set by following data over a longer period, by comparing different sources and by comparing areas with similar conditions, but where project activities have only occurred in one or some of them.

Of course there are also limitations in what can be achieved in the limited time available for this exercise. The two consultants have spent two and a half weeks interviewing and travelling and in total three and a half weeks studying, compiling and analysing.

The analysis is based on a mix of interview results, progress reports from projects, studies on site, study of materials and products produced by the projects and earlier experiences. There is always a risk of biased-ness from the evaluation team and that the reports available has not made full justice or exaggerated results.

Nevertheless we hope that the study will give some valuable input and documentation for the programme in the efforts to learn from results and to provide good information as a basis for future plans.

Overall assessment of activities and outputs

As to the level of activities undertaken and outputs from the project there is overwhelming evidence of such results including new policies and instructions, assessment and role play centres, HIV Aids and PEP-materials, career guidance centres and material, useful study tours, labour consultative mechanisms in place etc. Also the revised curricula and case and role-play training methods in the basic training colleges are important milestones.

Progress in the Provincial projects appears to have been uneven, with some provinces showing little results as yet, whereas other Provinces have demonstrated good results, some in areas which are new to the programme.

Impact assessment

SAPS has the ultimate aim "to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law."

All efforts under the programme must contribute to these targets. Human Resource Management and Development is one important area under management that contributes to this, but of course also detective methodology, flying squad arrangements and investigation databases have the same aim.
On an impact level there are signs that the efficiency of the police service in combating crime has improved measured as a reduction in overall crime rates. This is however not true for all crime categories and crime statistics are difficult to interpret.

In more direct relation to HR management and development in SAPS as well as other areas where the programme is involved there has been much progress. These results range from reduced response times in the Northern Cape to improved suitability of new recruits for basic training and future service, improved equity and representativity overall in SAPS and improved team efforts in Kwazulu Natal. The positive results obtained in the public survey in Northern Cape also indicates progress in service delivery.

Critical aspects that can threaten good achievements concern the further delicate management of labour relations and the application of equity in SAPS. SAPS, as other South African government and private agencies, is faced with the challenge to apply the equity legislation and resolution 7. The challenge is to provide an equitable police service also to previously disadvantaged areas, to create a working climate and environment characterised by harmony, co-operation and constructive conflict resolution – both within the service and in relation to its clients. In these respects SAPS is a key institution in the new South Africa, key as it is the institution in the country vested with the power to uphold law and protect all citizens' rights and to ultimately do this by force, but key also as it is one of the largest Government National institutions with presence throughout the country – even to its remotest parts. There are some signs of problems related to labour relations and co-operation patterns and increases in absenteeism and sick leave. The impression is that this relates to the difficult application of resolution 7 (which calls for an equitable redistribution of staff), and perhaps also to poor recognition of the diversity of the labour organisations and staff members. These factors may jeopardize some of the good achievements of the programme and for SAPS in general. They may need to be further looked into and discussed in the future project design.

Demarcation problems

The programme has for the majority of its projects been involved in the HRM or HRD field. The demarcation of project activities and funding from line functions and other development activities is often difficult to determine. We have had access to data only for the Sida financed costs and there is no time reporting or monitoring within SAPS that would reveal what resources they have put into the projects. We only know that they are considerable and most likely exceed the Swedish contribution.

Project organization and funding arrangements

The overall project organization has been a valuable mechanism for co-ordination efforts, planning, monitoring of progress, problem solving and resourcing of development efforts in the HR field. The project has been instrumental to achieve and support development in this field. It has provided expertise, flexible funding and a suitable co-ordination framework.

Critical aspects of the project noted would be that it could have created a dependence on Sida-funding for costs that SAPS should be able to take under its own budget and that the expected level of interaction with SNPB came to be lower than envisaged. The cost dependence would not be related to the level of cost but rather to the flexibility and relative quick access to funding that the programme allows.

The HR orientation

The support was from the Swedish side never meant to be merely a budget support, for that South Africa is considered to be too rich a country compared to the many less fortunate nations in the world and on the continent. The aim of the Swedish development support to South Africa was rather to provide technical assistance through twinning. It has always been puzzling why this programme of Swedish-South-African police co-operation took HR management as its core focus. It is understandable that this was a weak and strategic spot for the new South Africa and in the merger of the former police services, but it was never a core capacity with the Swedish Police. The programme therefore from the onset came to have a considerable element of South African consultancy input with relatively few elements of Swedish experiences and input. Out of all the projects less than half have had any substantial Swedish police input. Development of the PEP system, many of the policies, job descriptions, senior management service, and most of the Provincial efforts have not received any substantial or no Swedish expert input. This does not mean that they are in any way inferior or that Swedish support would have meant a better result. In some instances like performance management there might have been experiences missed however.

Even if Sida, in line with directives by the Swedish Government, wanted to avoid a budget support and has had to compromise, we would argue that the project has received critical Swedish expert input over the years and that a useful interaction has taken place on many levels between the police organisations.

Cost structure

As to the analysis of cost in relation to outputs and outcomes as revealed by the accounts for the Swedish contribution the results yielded must on the whole be said to give value for money. For all the efforts described in this report the Sida contribution amounts to 27 million Rand for the five-year period 2000–2004.

The Northern Cape projects have used the largest share of the budget with 11% followed by the Performance Management and Labour Relations which each account for a total of 10% of resources consumed. However the Northern Cape represents a host of sub-projects. Otherwise the recruitment/ selection project (8%) has a fairly large share.

Other facts are that reimbursable costs constitute 59% of total programme costs for the second phase. 41% constitute costs for fees. Out of the total for fees 53% were paid to Swedish police staff and consultants and 47% to South African consultants and police coordination staff during the last three year period (2002–2004).

In addition there are considerable hidden personnel costs in the programme, foremost for South African Police staff, but also Swedish personnel contributions have at times at SNPB been regarded as beneficial for its own service and personnel development and paid by SNPB:s own budget.

The table on the following page reveals the extent and distribution of fees for Swedish Consultants in the programme between 2002 and 2004 in relation to other main cost elements:

2002–2004	**Actual expenditure**	**whereof fees for Swedish staff**	**whereof Fees SA staff**	**whereof Reimbursables**
Title, ZAR				
Performance management I and II (project 1)	2 523 343		261 184	2 262 159
Human Resource Policies (project 2)	372 101		229 035	143 066
HR Planning (Old Project 3)	0			
Discipline Management (New project 3)	0			
Lateral Entry Programme (project 4)	0			
Executive Development Management (New project 4)	0			
Job Description/ Competency Profiling (project 5)	168 773		140 503	28 270
Labour Relations (project 6)	2 142 759	34 146	649 714	1 458 899
Review of the SAPS Act (New project 7)	0			
Human Rights I and II (Old projects 7 and 9)	100 788		96 990	3 798
Special Support to Northern Cape (project 8)	2 225 102	118 285	864 255	1 242 562
Senior Management System (project 10)	271 915		254 920	16 994
Equity (project 11)	423 661	70 781	43 911	308 969
Project Management Course (project 12)	25 627			25 627
Assessment of Basic Training (project 13)	1 254 268	448 583		805 686
Recruitment/selection (project 14)	2 271 309	11 724	633 469	1 626 115
Forum for implementation of HR Practices (Project 15)	66 206			66 206
Implementation of HR Practices in Eastern Cape (project 16)	90 894			90 894
Implementation of HR Practices in Free State (project 17)	105 154			105 154
Implementation of HR Practices in Gauteng (project 18)	68 223			68 223
Implementation of HR Practices in KwaZulu/Natal (project 19)	128 639			128 639
Implementation of HR Practices in Limpopo (project 20)	98 375			98 375
Implementation of HR Practices in Mpumalanga (project 21)	44 196			44 196
Implementation of HR Practices in Northern Cape (project 22)	93 869		6 836	87 033

Implementation of HR Practices in North West (project 23)	108 593			108 593
Implementation of HR Practices in Western Cape (project 24)	27 677		-84 757	112 434
Management of absenteeism (project 25)	222 862			222 862
Management of Service Terminations (project 26)	60 164			60 164
Career Centres (project 27)	396 906			396 906
Programme Management	2 948 124	2 091 374	22 603	834 147
Co-ordination by SAPS	661 958		115 794	546 165
Co-ordination and backstopping from SNPB	1 307 060	1 021 153		285 907
Study Tours to Piog/PHS & SAPS Board to Sweden	250 397	114 542		135 855
Planning cost new project (old proj. 13	46 112			46 112
Project Leader Training in South Africa (old proj 14)	262 712		172 508	90 204
Project fund	255 815			255 815
Total	19 023 582	3 910 588	3 406 965	11 706 029

As can be seen out of the total programme cost of 19 million ZAR for the 2002–2004 period 7,4 million ZAR was used for fees – of these around 50% were used for Swedish personnel and 50% for South African staff and consultants. Of the 3,9 million ZAR used for Swedish staff 2,1 million ZAR were used to pay for the Swedish Police co-ordinators based in South Africa at the beginning of this period, 1 milion ZAR was paid for co-ordination and back-stopping at SNPB and only 0,7 million ZAR for Swedish police staff coming to South Africa and 0,1 to receive study tours. The input given by the Swedish Co-ordinators based in South Africa however also contained substantial elements of consultancy input. In addition support has been provided from SNPB that has not been charged to the programme. The extent of this has not been possible to estimate.

Project organisation

The programme organisation described in chapter 4 has been maintained through the support periods and seems to be very appropriate.

The idea has never been for SNPB to impose its own agenda or policies on SAPS and SAPS has maintained a strong influence and management of the programme throughout. The issue of SAPS' ownership has not been a problem – with the possible exception of the Northern Cape project.

It appears that the support to the model police stations in the Northern Cape on the whole also has been yielding successes in most of its efforts and that the project has led to many useful improvements – much related to the execution of the police service, implementation of performance management – not just PEP, victim support, reduced response times etc. A question-mark relates to whether the changes tried will be sustainable and to what extent they could be useful as models for other stations and provinces. A problem in this regard could be a certain disconnection between the project and the central programme organisations. This relates to the functions represented in the steering group, which are functions more related to HR than the functions being developed in the Northern Cape Provincial project. The disconnect may also be a result of the lack of a project sponsor for the project in the steering group during the last period.

It may be useful and necessary when and if a continued programme is considered to reconsider the composition of the steering group – depending on the scope and links of the new project portfolio.

Programme co-ordination

During the first phase of the programme a Swedish Programme co-ordinator from SNPB was recruited and placed at SAPS headquarters. This support was much appreciated, but also constituted a substantial cost element. When the second incumbent of this position had to leave due to ill health it was decided to change the arrangement so that SAPS catered for programme co-ordination through its own staff and received a contribution for this. That arrangement was less costly.

Interviews reveal that on the whole project managers are satisfied with the new arrangement. Some of the Swedish police consultants miss the quick briefing that the Swedish co-ordinator in place could provide to bring the short-term consultants into the picture when they had been away from South Africa for a period.

Our concern would be that project co-ordination now seems to rest on staff in SAPS who carry the full burden of other line management responsibilities. There is a risk of overstretching this staff – not to say that they must or should be Swedish, but more emphasising that line function work and co-ordination of development project often can be strenuous to combine. The link can and should be there, but in a programme of this magnitude we would recommend a full time co-ordinator.

The planning and budgeting process

Planning for the first project phase was very involved with several LFA (Log frame approach) workshops bringing stakeholders together, identifying critical development needs and problems and defining the project plans and matrix of objectives, outputs, activities and resources needed.

Exercises revisiting the plans are conducted together with the Strategic Planning exercises at the beginning of each year. Priorities and new projects are scoped during this exercise. Sida representatives in Pretoria and representatives of the SNPB attend these planning sessions. The planning session normally lasts three days and all representatives from headquarters and the provinces are invited. Nevertheless the more recent plans are less precise in terms of time-frames, activities, outputs and objectives. *We recommend that a more precise format be applied and that a wide participation of labour and other stakeholders be continued in line with the LFA methodology applied for the first phase.*

5 Conclusive and specific findings and recommendations

Future support

A number of fields have been noted during interviews and discussions where the need for continued support after 2005 has been discussed and requests been put forward. The most prominent among these would be:

1. Support in the field of continued training and field training

The need for SAPS to expand recruitment and basic training has led to the basic training period at institutions being reduced to six months followed by a half year of field training/service. This is justified but results in an increased demand for both structuring of the field training and continued training efforts after the basic training year. The good co-operation and exchange of experience between SAPS and SNPB and the Swedish Police Academy in this field is therefore recommended to receive continued support.

2. *Support to the process of defining and implementing an accredited training programme for SAPS' managers*

The planned efforts to support Executive Development Management has been delayed. At present managerial training is discussed in the framework of SAQA accreditation and through South African Academic Institutions. In Sweden managerial training to the police has been decentralised and is provided with the assistance of several Academic Institutions. Managerial training is a strategic area where a mutual exchange of experiences and methods etc could prove very benefitial to both SAPS and SNPB. It is therefore recommended that some of the most appreciated Swedish managerial programmes be studied and that co-operation between the police services in this regard be established. This may initially have a bearing on the trainings needs analysis which could be expanded to cover needs in Rwanda feasible for the tri-partite co-operation.

3. *Performance management and analysis, process mapping and improvement techniques, links between client studies of service delivery and internal climate studies*

The performance management system implemented by SAPS is an important first step focussing on individual performance. Also the link to incentives has been developed. A logic next step is to relate individual performance to that of the station or other unit. In-depth analysis of good and poor performing organizations inevitable lead further to study of processes, of internal climate factors and of client satisfaction. Sweden and SNPB have conducted such studies and an exchange of experiences and methods in this field is recommended.

4. *Police engagement in preventive community measures – co-operation between police, schools and community organisations and social services to rehabilitate young delinquents and for crime prevention.*

A striking feature in the South African criminal scene is the high number of extremely young criminals with a background as school drop outs, unemployment and social frustration. The HIV/AIDS pandemic contributes to the situation. Sweden has some experience in suburbs with a high population of immigrants and/or excluded community members where efforts have been made to mobilize NGO:s and to improve co-operation between the police, social workers, schools and parent associations. Efforts in this field seems extremely useful and needed. It is suggested that SNPB is requested to provide support in this field.

5. *Continued support to improve labour relations and roll out this to area and station levels.*

With the dynamic and sometimes problematic transition in South Africa labour relations in a diverse organisation such as SAPS is crucial. The progress achieved in the labour relations project will need further protection and support to the dialogue between organised labour and SAPS management at all levels. The programme has started to create structures at Provincial levels but need to venture further to area and station level. The technical expertise provided has managed to gain support and confidence from both sides and it is recommended that this is continued.

6. *Exchange through continued interaction between SAPS and SNPB through study visits and joint sessions to exchange experiences.*

The interaction that has taken place through study visits and exchange of staff between SAPS and SNPB has been much appreciated on both sides. It has triggered ideas and methods like the ones implemented in the basic training and assessment field. It need not always be targeted from the onset, but can take the form of annual exchange of innovations and experiences, a type of international twinning and net-working. Also the Rwandan Police Service can be taken on board in this type of exchange. It is recommended that funds are secured to support continued annual exchanges of this type.

The extent of future support

These are all important areas for development. The format and extent of the Swedish support could differ and some options be identified. For discussion and purpose of clarity we would highlight three options:

I. A continued programme at a magnitude similar to the present one.

This would mean a reduced Swedish contribution since further support to reimbursable costs that SAPS may have for the projects must be excluded, but continued support with Swedish expertise where needed and further exchange through joint sessions and study tours as well. This approach could accommodate engagement of some Swedish trainers in management pilot courses, supply of experts in process mapping etc. The support would need to be thoroughly planned and substantiated.

II. Continued professional exchange and study tours with a smaller contingency fund

This option would provide funding for continued study tours and joint sessions. In addition some funding could be available for limited specific interventions on a more short-term basis to highlight specific solutions or facilitate some in-depth studies and visits. This does not need initial thorough planning – more an agreement of understanding and a schedule of interaction for the first year.

III. Closing of the programme support after 2005.

The third option would of course be to close the programme support from Sweden. It would not necessarily mean the end of further interaction, but such interaction would need to be funded by SAPS and SNPB themselves.

Recommendations for continued SAPS/SNPB co-operation

We recommend option 1 for the future co-operation as the six areas we suggest for continued support represent considerable efforts. The programme has yielded good results so far and we see no reason why this could not continue. The six areas recommended constitute vital areas in terms of improving the efficiency and effectiveness of SAPS and has a potential strong bearing to improve the lives of poor South Africans.

We would also recommend that such a continuation is subject to a joint LFA workshop to identify focal problems, objectives, outputs and activities and agree on the continued budget and programme organization. There must in all such exercises be preparedness to alter and add to the project list as long as it corresponds to SAPS, SNPB and Sida policies and what can reasonably be achieved.

As to improvements in the programme organization a revision is recommended when the planning exercise has been finalized. There wouldn't be need for any fundamental changes in the structure, but the composition of the board need to reflect the projects included. From the six areas identified we would recommend that training and community policing gets a strong position in the Board. The project aimed at widened performance management etc goes beyond human resources and reward aspects. We would recommend that representatives from operational response services and crime intelligence and detection departments be invited to join the board, that organised labour continues to be invited and that the field should be represented by one of the Provincial Commissioners or an Area commander where preventive work features strongly. We recommend that SNPB and Sida be invited to send one representative each to the quarterly follow-up meetings with the SAPS Board.

On the administrative side we foresee a shift in budget allocations so that the Sida contribution mainly aims at the provision of technical assistance and support to further exchange and study tours. We would recommend an order where the budget is split so that it becomes clear what relates to SNPB expenses and what is to be spent by SAPS out of the Sida contribution and that SAPS own allocations are shown. The budget should be approved by the programme board after consultation with SNPB and Sida, and any reallocation between SNPB and SAPS share of the Sida contribution should be subject to a formal board decision.

As to payment of costs pertaining to the project, the order where SNPB caters for its own and agreed costs under the programme budget should continue. SNPB should also receive funds for payment of SAPS' costs related to the Sida contribution and continue to pay such costs against requests and payment orders signed by SAPS designated programme co-ordinator. SNPB should co-ordinate payments and produce accounts and reports for the whole of Sida's contribution.

We recommend that a programme co-ordinator be assigned at SAPS for the programme that can work full time with the programme co-ordination, the cost for which should be shared by the Swedish contribution and SAPS.

Trilateral co-operation

A programme of trilateral co-operation between SAPS, SNPB and the Rwandan Police Service is being discussed. A similar co-operation with the Police Service in the DRC has also been considered.

As to co-operation related to DRC the SNPB has voiced the opinion that it would strain limited Swedish resources and not be feasible in the immediate future. A combination of support to Rwanda and DRC could also encounter political difficulties.

We therefore concentrate on the tripartite co-operation with Rwanda in the following.

The purpose of a tripartite arrangement would be for SAPS and SNPB to join forces in efforts to support Rwanda. It is based on the assumption that there are useful lessons, materials etc in the present SAPS/SNPB project that can be used and that by joining forces the quality and quantity of support can be increased.

In initial discussions four areas of support have been requested with the tentative main supporter indicated in brackets

7. Criminal investigations (SNPB)
8. Accountability (SNPB)
9. Community Policing (SAPS)
10. Management (SAPS)

For the tripartite to have a meaning and benefit from the joint venture we would recommend that the division of responsibilities between SAPS and SNPB not to be rigid and that the above mainly indicates a lead responsibility with both police services involved in all four projects.

We would assume that Accountability with Rwanda's legacy would include an element of Human Rights.

From the experiences of the current project we would assume that the curriculum for basic training and methods used there could be beneficial for Rwanda.

It could also be considered to use the same organisation/university/consultant and process for needs analysis for management development and training for Rwanda that is planned for SAPS. (See under project 13)

Bearing in mind the positive experiences from the Swedish project in SAPS we would recommend a stronger initial presence of both SAPS and SNPB in Kigali during the initial phases of the programme to sort out planning and practical arrangements, get to know the environment and key persons involved, provide introduction for staff coming in etc.

Financial and administrative arrangements

We have not been in a position to discuss or study the administrative and financial arrangements that have been discussed for the tri-partite arrangement. A few reflections on the modalities for this may however be useful.

None of the police services has experience to act as a donor towards a third party, although SNPB's role in the co-operation with SAPS gradually has become more independent. It will therefore be important with the presence of a donor partner, mainly Sida, that has experience from planning, funding, procurement and legal and administrative arrangements related to development projects. This role can gradually be reduced as the partners getsettled into the new arrangement.

It is envisaged that the Swedish contribution, much like the SAPS/SNPB co-operation, will encompass both technical assistance from SNPB and financial support to the programme and that SAPS contribution to a large extent will be in the form of technical expertise. Much like in the case of the SNPB/SAPS programme the service delivery and many local costs will be incurred in Rwanda, hence progress reporting, verification of expenses etc need to be done from Rwanda. Whether this is through an appointed project leader in the Rwandan Police Service or the Swedish Embassy in Rwanda need to be clarified. It would not be appropriate or sufficient to let the two supporting partners manage this solely from Pretoria and Stockholm. We have come to understand that there are plans to co-ordinate SAPS and SNPB efforts and to arrange regular visits and meetings to this purpose in Pretoria. This is all well and necessary, but must include the beneficiary. It may be better to focus the meetings to Rwanda with participation of all three parties.

The four identified support areas all seem relevant and areas where the two police services can contribute. At this stage they also are vague, ie the more exact need and content need to be clarified and the direction agreed between the parties in greater detail. We suggest that substantial efforts are made to discuss the content and lay-out of the programme through LFA exercises with participation both of main stakeholders and the two police services that are expected to deliver technical and other support. The programme needs a detailed plan stipulating objectives, outcomes, outputs and activities as well as timeframes, responsibilities and resources needed. The plan need not be exhaustive, tentative areas and resources may be given for the linger period, but for the first year a detailed plan is needed after a planning and inception period.

The programme will need a steering group where the Rwandan Police force, SAPS and SNPB are represented as well as Sida through the Embassy in Rwanda. The day to day management of the project should be vested with a Rwandan Programme manager supported by the co-ordinators in SAPS and SNPB for the programme. The projects under the programme may also need project managers and sponsors as in the SAPS/SNPB model, and in certain cases task forces where technical and specific issues for example related to development of training curricula and content is discussed before submitted to management for approval.

With the width and scope of the intervention areas in mind one would not expect a specific Rwandan steering group for the programme separate from the ordinary top management group in the Rwandan Police Service.

Disbursement of funds

Costs will be incurred and need to be paid both in Pretoria, Stockholm and Kigali. A break-down of the budget into the various projects, main activity and output areas and cost items is needed as well as a distribution related to by which organization and where the payment will be made. It is desirable that clarity is brought from the onset as to costs and magnitude related to different technical support interventions. If ten weeks of TA from SNPB is required in a specific field, this amount should be at the disposal of SNPB and include per diems, travel costs, hotel costs etc. The support should not be released until a go ahead signal has been given by the beneficiary. The beneficiary should not be able to redirect the agreed amounts without a formal approval and reallocation in the steering group.
Some amounts should also be available directly by the beneficiary in Kigali related to costs for local printing, workshops, local travelling etc.

It is envisaged that costs related to the technical expertise supported by SAPS is fully covered by the South African Government's budget and that the extent and direction of this support also is specified in the programme budget.

Costs paid through the Swedish contribution both by the Rwandan Police Service and SNPB should be accounted for specifically and supporting documents and reports be available for Sida for audit when required.

Swedish funds to the programme can be channelled by the SNPB and be paid in advance on a quarterly basis to the Rwandan Police Force. A precondition for new advances is that previous advances have been accounted for and utilized for the purpose envisaged in the budget.

Reporting of costs incurred should be made continuously to SNPB through signed payment vouchers and supporting documents.

Progress reports and summary financial reports are to be made quarterly to the joint steering committee.

Appendix 1 Description and assessment of the 27 projects

Project 1 Performance management

Outputs and activities as c ompared to plan

The first phase of the project was finalised 30 September 2002 and included the development and initial implementation of an instrument for performance management; the PEP – Performance Enhancement Process. The aim of the instrument is to identify each employee's strengths and shortcomings and to draw up development plans to address these shortcomings. An important part of the project is to develop skills on how to conduct performance appraisal. A more in-depth description of activities and outputs during the first phase can be found in the review report from 31 October 2001.

The second phase of this project had objectives related to the rollout of the process; to create adequate capacity/skills in the service to enhance supervisors/managers understanding and implementation of performance management throughout the service.

Planned activities for phase II included training of supervisors from salary levels 8 and above on PEP mentorship skills, training of such skills on the Presidential stations to support the implementation of generic plans and provision of training materials to support the implementation of mentorship skills.

Results reported to June 2004 for phase II were:

– all Provinces submitted training programmes to conduct or facilitate PEP mentorship workshops, 27 such workshops were conducted and 648 supervisors/managers were trained. 20 Champion Mentors were assessed in five Provinces to ensure the standard of the training. 1 800 learners files and 4 000 flash cards were allocated and delivered to Provinces, further distribution was carried out later. (in total 14 500 flash cards).

– Workshops in mentorship skills had commenced on Presidential Police Stations – 2 workshops with a total of 85 participants.

It was reported that 83–85% of SAPS staff had been subject to PEP planning and assessment procedure.

PEP has already been used to facilitate decisions for performance rewards, notch progression and promotion. In the Annual report for 2003/2004 it is revealed that 19 743 employees out of the total 140 000 had received the performance reward of 10% of the annual salary (2–3% for top level officials), 127 551 employees received a notch and 4 172 employees had been promoted. Procedures are in place for grievances and complaints regarding how the method is applied and the rating of performance.

Some complaints were raised in the teams provincial visits related to the complexity of the self-assessment form and work volume needed to complete the 20 or so pages document. There were also concerns that managers inflated ratings and that some managers practised a similar rating throughout their offices or for all aspects for an individual. These issues were however said to be monitored and dealt with.

Resources and Swedish input

Resources use d by the programme from the Sida budget:							
1 Performance management I and II (project 1)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	377 018	159 132	295 833	185 013	2 042 496	3 059 493
whereof fees	0	0	36 009	169 462	0	91 722	297 193
whereof reimbursables	0	377 018	123 122	126 372	185 013	1 950 774	2 762 300

There has been limited Swedish input to the project. Important impressions were however experienced during the study visit to Sweden in terms of competency profiling, skills audit and skills development processes and out-put driven assessment.

Impact and qualitative assessment

– compared to objectives

The impact level of the system would relate to the Police force performance and whether it reaches its objectives in terms of crime reduction etc. For a further analysis of this reference is made to chapter 7.

In relation to project objectives – to create understanding and skills to enhance supervisors/managers understanding and implementing the system, a high success rate can be noted although additional training and adjustment will be needed.

There are concerns related to the complexity of the system, at many levels a simplification may be well justified without compromising the purpose. After a years' experience an evaluation and adjustment of the system is recommended.

The quality of materials, flash cards and system content is deemed to be high and relevant.
The important linkage towards incentives and individual development plans also seems to be in place.

– development and reform of Human Resource Management in SAPS

This is a very important step towards the introduction performance management in SAPS from a system with less transparency and clarity.

– gender and ethnic equity

A scrutiny of how the performance reward was distributed in relation to race and gender indicates figures which are higher than average for Asian, white and coloured women and which has resulted in lower figures for Africans and coloureds – especially male.

See table below from SAPS annual report 2003/2004.

Table 7.1 Performance Reward by race, gender, and disability, 1 April 2003 to 31 March 2004

	Number of Beneficiaries	Total Employment	Percentage of Total Employment	Cost (R'000)	Average Cost per Beneficiary (R)
African, Female	2 689	19 522	13.8	11,230	4,176
African, Male	6 273	66 867	9.4	30,653	4,886
Asian, Female	489	1 384	35.3	2,323	4,750
Asian, Male	939	3 512	26.7	4,948	5,269
Coloured, Female	752	4 887	15.4	3,016	4,011
Coloured, Male	1 217	10 277	11.8	5,913	4,859
Total Blacks, Female	3 930	25 793	15.2	16,569	4,216
Total Blacks, Male	8 429	80 656	10.5	41,514	4,925
White, Female	3 901	12 600	31	18,820	4,824
White, Male	3 711	19 947	18.6	21,321	5,745
Employees with a disability	5	27	18.5	22	4,398
TOTAL	19 976	139 023	14.4	98,246	4,918

The table indicates that a certain racial and gender bias of the PEP system may exist. This would need a special investigation and possible measures taken.

– roll-out

Although full coverage has not yet been reached and all mentors needed not yet trained the project has come a very long way in implementation and roll-out of the system with the coverage in the SAPS of 85%.

Future of the project

– 2005

Continued training as well as assessment and revision is planned during this phase. Approximately 53 000 supervisors still need training.

– beyond 2005

Plans to train all supervisors runs up to 2007. Continued support is requested to cater for this.

The introduction of a performance management system should to become successful be closely linked to the planning process for each work unit – the PEPS system seems to have that ingredient as well. This combination paves the way for a challenging process where the steps to follow could be:

– to analyse and compare results for the work units/stations/areas to determine contributing factors to good results

– to develop further performance result studies to include and relate to other studies of, for example, work-place climate, leadership methods and cultures, client related assessments etc that link the individual and units' performance analysis to in-house and environmental criteria.

– experiences from Sweden reveal that to improve further on effectiveness and productivity, also further studies and improvement of work processes are essential

There would be important experiences to get from Sweden should SAPS want to deepen these types of analyses. It is recommended that such proposals should be supported. They would however necessitate the formulation of a Performance Management III project plan which should include further development of SAPS general planning instruments. A developed planning system would also integrate further human resource, financial and operational planning. This is not to say that this lacks in SAPS today, but there is always room for improvements.

Continued support to this project is recommended.

Project 2 Human Resource Policies

Outputs and activities as compared to plan

The first phase of this project which ended 31 December 2001 aimed to support SAPS to develop Human Resource Policies. The second phase aims to identify root causes and gaps in policy implementation, elimination in the high grievance rates and reduction of financial costs, provide guidance on implementation of policies and monitoring and evaluation of HR policies – all to enhance service delivery in the SAPS.

The project encompasses both formal policies and the issuing of national guidelines for SAPS managers. Policies are normally emanating from National Legislation and further elaborates SAPS framework of intent whereas National guidelines give more specific step-by-step guidelines to managers and other staff. The process for the development of the policies and guidelines has been established and includes circulation and consultation both within SAPS and with unions.

Of course policies must be seen in light of the area they address and their impact related to successes and progress in those areas – be it smoking, sexual harassment, HIV/AIDS or promotion. What determines a good policy is clarity, relevance, coverage, acceptance, awareness and implementation.

The following table illustrates progress in the processing and production of policies and guidelines in the first phase of the project and reveals the status that was at hand around October 2001 and November 2004.

Business Plans; policies and instructions:

National Policies:	Status 1 October 2001	Status November 2004
Transfer and redeployment policy	Under Consultation	Currently revisited
Recruitment, selection and appointment policy	Comments received for version II,	Finalized
Promotion policy	Comments consolidated for version III.	Finalized
Affirmative action/employment equity, transformation policy	Agreement reached on Promotion of employment equity and elimination of unfair discrimination policy 3 Aug 2001. National Instruction is being developed.	Finalized
Remuneration policy	See compensation management below.	See macro benefits and compensation management below.
Policy on absenteeism	See leave.	See leave
Policy on allowances, rewards and incentives	To be developed	Currently being developed
Integration of the CORE system	To be developed	Currently being developed
Career management	Senior appointment policy finalised and negotiated	Finalized
Job descriptions	See project 5, National Instruction under development	Finalized
Performance management	See project 1, Under consultation	Finalized
Policy on resignation	To be developed	To be developed
Health policy	To be developed	Currently being developed
AIDS/HIV policy	Revised agreement signed by chamber Aug 2001	Finalized
Smoking policy	Smoking in workplace agreement in chamber for signing. Task team for implementation formed.	Finalized
Policy on disability	Policy still to be developed	Endorsed, to be approved
Policy on sports and biocinetics	To be developed	Currently being developed
Employee assistance policy (EAP)	Employee assistance programme and policy in chamber for signing	
Policy on social services	See EAP	
Policy on physiological services	See EAP	
Policy on sexual harassment	National instruction in progress.	Finalized
Compensation management	New agreement in chamber for signing	Finalized
Overtime	Under consultation.	See compensation management
Training policy	Education, training and development policy finalised and now subject to consultation.	Currently being reviewed

National Policies:	Status 1 October 2001	Status November 2004
Occupational health and safety, logistics and disability	Inputs consolidated for OHS policy, ready for signing	Disability endorsed – to be implemented
Macro Benefits:		
Scarce skills policy		Finalized
Pay progression		Finalized
Grade progression		Being developed
Clothing allowance		Finalized
Bursaries and scholarships	Is being developed by Core project team.	Endorsed – to be implemented
Alcohol and drugs	Still to be considered by Core project team.	See the Employees Assistance Programme
Medical disability	Circulation to managers started.	Being developed
HIV/AIDS	Development of national instruction continues	Finalized
Rewards and incentives	Still to be considered by Core project team.	Currently being developed
Trauma	Draft submitted to core project team. Consultation in progress.	Finalized
Sport	To be designed.	Currently being developed
Sexual harassment	Circulation to managers started.	Finalized
Absenteeism	See leave.	See Leave
Pregnancy and maternity arrangements	Still to be considered by Core project team.	
Termination of services	To be developed.	Currently being developed
Probation	To be developed.	To be developed
Leave	Circulation to managers started.	Finalized
Recruitment	Circulation to managers started.	Finalized
Appointments to posts on salary levels 11–15	Issued 2000	Finalized
Transfers	Circulation to managers started.	Currently being developed
Implementation of conditions of service	Circulation to managers started.	See Compensation management
Performance management	Circulation to managers started.	Finalized
Service delivery improvement	National instruction has been developed. Consultation phase.	Finalized
Job evaluations	See projects 5 and 10, to be developed.	Endorsed – to be implemented
Career planning	See project 5. Circulation to managers started.	Finalized in PEP
Job descriptions	Circulation to managers started.	Finalized
Personnel utilisation	To be developed.	To be redeveloped
Discharge and resignation	Draft submitted to core project team.	To be reviewed
Discipline and grievance management	Still to be considered by Core project team.	Finalized

From the table can be seen that considerable progress has been made in the production and finalization of the policies and instructions between the two periods.

The latest progress report from July 2004 reported that the framework for the methodology/work flow had been finalized, that five work sessions had been carried out to look into implementation in Provinces and head-quarters attended by 484 members, that efforts were made related to Basic and management training in relation to HR policies and to simplify contents in policies. A number of participants in the sessions had been uninformed about the policies. Feed-back also revealed that they regarded principles in policies sound but that interpretation and implementation gave rise to arbitrations, that there had been poor communication on policies and that a further need for work sessions on the content of policies existed.

The project manager also reported that a questionnaire had been finalised and distributed to 990 employees (500 males and 490 females) and that the findings had been captured into a computer database. The impact study research report is being compiled and finalised and findings will be communicated to provinces and other role-players to address identified problems.

A HR Policy manual, which contains all the approved policies, exists. This manual is distributed to all managers throughout SAPS for implementation and is used in training for Station Commanders where 2 days out of a six week course is designated for HR matters.

Resources and Swedish input

Resources used by the project from the Sida budget:							
2 Human Resource Policies (project 2)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	159 120	276 622	294 387	0	77 713	807 844
whereof fees	0	0	248 722	229 035	0	0	477 757
whereof reimbursables	0	159 120	27 900	65 353	0	77 713	330 087

There has been certain inputs into some of the policies, more especially related to sexual harassment where two Swedish consultants have assisted to share experiences from the Swedish scene.

Impact and qualitative assessment

– compared to objectives

The formation of a unified service with professional HR standards and uniform procedures is important for SAPS taking into consideration its diversified background as well as the vastness of the country. The formulation of policies and guidelines is a cornerstone in this and SAPS has achieved a lot in this regard.

The criteria of clarity, relevance and coverage seem to be well catered for although efforts are still needed to simplify some of the procedures and documents. As to acceptance, awareness and implementation steps have been taken to increase awareness and access through the inclusion in training, information through the HR forum and distribution of the policy handbook/file. The policies have also been published on SAPS internal intranet and are hence easily accessible there.

The actual implementation of the policies needs to be studied in relation to each individual policy. It goes beyond this 5-week study to possibly cater for that. One would need to investigate and conduct field visits to see if smoking policies are implemented, study reported cases of sexual harassment, leave statistics etc, etc.

One indicator of policy implementation and one objective is to reduce grievances. Statistics in SAPS annual report 2003/2004 reveal that 1 893 resolved grievances were lodged 2003/2004 whereof 1 832 were resolved. This can be compared to 1 068 the previous year, whereof 886 were resolved. On the other hand Misconduct cases went down from 4 321 to 3 685 cases between the two years and the number of precautionary suspensions went down from 872 to 62. Of course these figures are extremely difficult to analyse on a superficial level and to interpret. A rise in grievances may be the effect of implementing resolution seven and the performance management system. The data needs further in-depth analysis and scrutiny to provide meaningful answers. It is however very useful that the data is published and accessible so that the relevant questions of why and where things are moving can be raised and addressed. In a way this kind of data is as difficult to interpret as statistics of criminal offences – an increase in grievance figures could indicate that now a policy is finally in place and implemented and breaches addressed, rather than a deteriorating situation where for example sexual harassment passes without action.

The policy formulation process

At the inception of a policy process a task team is established consisting of management and labour. They work on producing a draft policy in consultation with the relevant roleplayers within SAPS and organised labour. The draft policy is submitted for inputs within SAPS. If necessary it is workshopped internally and revised. Management then tables the policy at the SSSBC for a formal negotiation process. Active debate and discussion takes place. At this stage the following process is followed:

Step 1: Draft policy is developed by management and sent to labour

Step 2: Labour goes through draft policy and prepares questions and comments

Step 3: Management has a joint session with labour and officially presents the draft policy – during which labour raise questions and comments.

Step 4: Informed labour goes back to discuss the draft and recommend changes

Step 5: Labour makes official recommended changes during a joint session with Management. Management asks questions on the recommendations. Through this interaction both parties review their positions and provisional agreements are reached.

Step 6: Both parties present provisional draft policy agreements to their respective constituencies. Final changes are made to draft policy

Step 7: Mandates are sought from Management and Labour to enter into a collective agreement.

Step 8: Policy is signed into a Collective Agreement..

From a Swedish perspective there may be a need to further investigate how organised unions are consulted and made aware in the policy formulation process. Obviously in both countries and as a first aspect a non-formal consultative process and non-binding participation in project work by union representatives is relevant and useful and increases understanding and dialogue. When it comes to the formal approval of a new policy the Swedish legislation makes a distinction between such policies that directly affect labour conditions – in such cases the employer is obliged formally to inform organised labour and, if need be, negotiate before the employer takes a decision on the policy. This leads to responsible decision-making and clarity on where the parties stand. This process appears to be the same in SAPS, where matters of mutual concern are very clearly delineated. All such matters are formally negotiated. This also prevents some later conflict. Another aspect is to include labour consultation and grievance procedures in the guidelines for a specific policy – which seems to be catered for.

– development and reform of Human Resource Management in SAPS

The achievements described above indicate god progress in relation to HRM in SAPS.

– gender and ethnic equity

Most of the policies have important ethnic and gender dimensions – some are directly addressing these aspects of the service such as the policy of employment equity and the elimination of unfair discrimination. A further analysis of these aspects are given under project 11.

The development of a policy against sexual harassment has important gender properties and is an important step to improve working conditions for women and men.

Also the establishment of objective criteria for promotion, performance appraisal, transfer and compensation should make it easier to identify cases of unfair discrimination and remedy such cases.

– roll-out

The rollout process is underway though not yet complete. Further efforts in this regard are needed.

– strengths, weaknesses and gaps

The process, formulation of policies, roll out and assessment as well as communication of policies are significant strengths.

There may still be weaknesses in implementation of new policies.

HR and HRD planning may be areas where integration of planning, performance systems and operational planning can be addressed and improved. This is an area partly outside the field of HR, but needs HR participation and involvement.

Future of the project

– 2005

Support to final rollout of policies to provinces not yet covered may be needed. There is no need or wish to continue with this project through Swedish support beyond that. The line function and ordinary procedures will cater for further development.

Project 3 HR Planning (old project 3)

The project was finalised 2001 with the introduction of computerised Persal/Persap reports linked to HR planning, preparation of HR plans for all business units and the preparation of recruitment plans.

Resources used by the project from the Sida budget:							
3 HR Planning (Old Project 3)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	908 553	121 275	0	0	0	1 029 828
whereof fees	0	0	88 861	0	0	0	88 861
whereof reimbursables	0	908 553	32 413	0	0	0	940 966

Project 3N Discipline Management (new project 3)

Outputs and activities as compared to plan

The project objective is to empower management and trainers to effectively implement and maintain disciplinary procedures at divisional and provincial levels to ensure uniformity.

A policy document on disciplinary procedures was reviewed and amended in November 2004 and tabled at SAPS Bargaining Council where it was adopted.

Other project activities in the pipeline are:

- compilation of a user-friendly manual on disciplinary procedures and guidelines

- implementation of sub-programs at divisional and provincial levels
- presentation of training on the management and implementation of disciplinary procedures and evaluation thereof, etc.

Resources and Swedish input

Resources used by the project from the Sida budget:							
3 Discipline Management (New project 3)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	0	0	0
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	0	0	0

No specific Swedish input has been given to this project.

Impact and quality assessment

This is a new project. Its implementation has not taken off yet.

Future of the project 2005

Soon to be implemented.

Beyond 2005

Not likely to need support beyond 2005.

Project 4N Executive Development Management (new project)

The objective of the project is to develop managerial capacity among senior managers of the South African Police Service to function at Top/Executive management level.

Outputs and activities as compared to plan

Plans include a managerial training needs survey among 150 senior managers, establishing desired outcomes and a preferred learning method.

Preparations have been made for a training needs survey and possible consultants identified.
The training needs analysis itself, including design of a programme, is expected to cost around 600 000 ZAR which is much more than the budget available for the project.

At the same time, curricula also for longer academic training are being developed within the framework of SAQA and the accreditation procedure in South Africa. The aim seems to be to establish a programme for SAPS managers which is aligned to private sector management training. The programme would have a duration of six months and be conducted in blocks. It would not require full time attendance, but rather be organized on part time basis with assignments between training sessions. It also would not take place in a classroom environment. Several of the South African management institutions could be candidates for the production of the programme.

Resources and Swedish input

There has not been any direct resources used in this project yet.

Some general influences have been experienced and appreciated through the study tour to Sweden, but more in terms of general experience of pedagogic methods and cases than specific to managerial training.

Impact and qualitative assessment
– Nothing can be noted yet

Future of the project
– 2005

The needs assessment can commence if funds are added. It is valuable if the needs assessment can be undertaken by institutions that would later be possible to contract for implementation of training programmes. However it is not advisable to tender for both analysis and training implementation at the same time – should the needs assessment turn out to be unsatisfactory.

The involvement of Swedish expertise in the planning and needs analysis phase could be considered – but then aimed to advice in the tender specification, participate in a task force approving the design of the needs analysis and analysis of its results.

It is recommended that funds be made available to undertake the needs analysis. We also would not exclude the option to expand the task to cater for needs analysis for managers also within the framework of a tri-partite co-operation with Rwanda. A needs assessment could then also be made for Rwandan police managers and be included in the task.

– beyond 2005

The management style and managerial role model developed for SAPS is in our view of extreme importance for the positive development of SAPS from a military or paramilitary organisation to one with considerable elements of service delivery and improved public relations. In this transformation managerial training is crucial.

We would caution against a management training programme without a considerable orientation towards both policing and public sector conditions for management. This does not exclude valuable and considerable contents which also apply to the private sector but it must be recognized that the police profession also at managerial levels places specific demands on managers and that the role has to be exercised within the legal and political framework in place for Government in general and SAPS in particular.

There might be a need at some point to also prepare police managers for managerial roles in the private sector. With a fairly early retirement age it could be desirable if they could continue to serve in such functions after retirement. That should however in our view be considered as a special programme and considered outside the scope of this project.

The Swedish police doesn't conduct most of its higher managerial training through centralised training at the Police Academy, but rather through regionally organised training, many of very good standard and conducted with considerable assistance from the academic institutions.

It would probably be beneficial to all parties if lessons and approaches from both Swedish and South African managerial programmes were compared in the process to define the future curricula and content of training. There may also be room for co-operation between learning institutions in this regard – which could be included in the tender conditions, or as an option in those. A suitable Swedish counterpart institution would then need to be identified at regional level (perhaps Uppsala, Lund or Gothenburg) in addition and combination with the already established contacts at SNPB in this field. We recommend this because leadership styles, methods and cultures differ and that both parties may benefit from an exchange and comparisons in this field. We hence regard this as a possible area for future and continued co-operation – the modalities and extent of which would need further definition. It could either be a more limited exchange of ideas and experiences or a proper collaboration to define curricula and run pilot training seminars jointly.

Project 5 Job Description/Competency Profiling old project

This project was finalized 11 September 2003.

Outputs and activities as compared to plan

Prior to 2001

The original project title and focus was on job descriptions but was later ch aintain a tailor made system that must eventually lead to the employment/deployment of the right person in the right job, enable effective human resource practices such as recruitment and development and ensure job and role clarity for personnel at all levels of SAPS. Activities included grouping of jobs by families, a pilot exercise, workshops for provinces and divisions, development of generic job descriptions to be fed into PERSAP and the development of self-help training manuals and evaluation standards.

The progress report reveals that workshops and training sessions were held with all provinces and head office, that a job description format was designed and that 23 000 of the 123 000 job descriptions needed for SAPS were made. This figure has since increased to 40 000.

2001 to 2 003

The competency profiling project plan for 2001 had the objective to provide assistance to personnel at police stations compiling performance plans in the implementation of PEP, to define a methodology of competency profiling and to implement the methodology in order to determine competencies for functions being performed at police station level. The plan mentions the following main activities:

– to define provincial job content relevant for functions performed at police stations in terms of Key Performance Areas (KPA:s) including outputs, performance indicators and standards.

– definition of generic levels of performance.

– competency development training

– job evaluation for each generic level, and

– update of CORES (Codes of remuneration)

A pilot project is being implemented in Mpumalanga. A format for competency profiles has been developed. Generic profiles have been produced for 15 designations for police station personnel. The competency profile for Area Commissioners has been developed.

Studies of job evaluation systems have been made and a job evaluation pre-interview questionnaire developed.

A report on the applicability of CORE in SAPS has been written.

Competency profiles have been saved to computer format.

Resources and Swedish input

Resources used by the project from the Sida budget:							
5 Job Description/ Competency Profiling (project 5)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	104 844	241 387	94 919	73 853	0	515 005
whereof fees	0	0	117 132	66 650	73 853	0	257 634
whereof reimbursables	0	104 844	124 256	28 270	0	0	257 370

There was very limited Swedish input to this programme in the first phase and none in the second.

Impact and qualitative assessment
It is difficult to assess what the introduction of these profiles and descriptions has meant, but they obviously form part of the performance assessment and training systems. For both those systems job descriptions and competency profiles forms a basis for definition of requirements and competencies needed.

– compared to objectives

Project objectives appears largely to have been met.

– development and reform of Human Resource Management in SAPS

These form part of a modernized HRM system and provide a basic structure, which can later be revised.

– gender and ethnic equity

The formulation of requirements for a post has a bearing on equity. The general development in this regard is analysed under project 11.

– roll-out

The project results have been rolled out concurrently with PEP.

– strengths, weaknesses and gaps

In our experience job descriptions if they are to rigidly applied can be a mixed blessing. However in an organization seeking to define a new order and uniform procedures as well as equitable treatment they fill an essential function.

Future of the project
The project has been finalised.

Project 6 Labour Relations

Original project vision and objectives were to improve working relations within management of SAPS, within unions and between SAPS' management and unions. In the project's second phase the emphasis was to support, co-ordinate and monitor provinces in their activities to improve Labour Relations and the relations between management and organised labour at provincial, area and station level. The project also aimed to increase knowledge and awareness of labour relations, improve co-operation and communication, skills and capacity, ensure qualitative agreements in the collective bargaining structures, reduce grievances and encourage positive discipline management.

Outputs and activities as compared to plan
During the first phase three national workshops were organised with Labour and SAPS management. One study tour was organised to Sweden and a training programme in South Africa was designed and rolled out through workshops to all provinces.

In 2001/2002, a National Project 6 Committee made up of representatives from management and police unions was established to oversee planned project 6 activities (e.g. joint grievance monitoring and joint discipline monitoring). The National Project 6 Committee established Provincial Committees made up of provincial management and police unions (some of the provincial committees have however collapsed due to restructuring). Provincial Committees are to facilitate joint training workshops between management and labour at area level and convene provincial monthly meetings.

The activities planned in the second phase included monthly National Project Committee meetings, a national workshop with provincial representatives, methods for sharing and monitoring of information between all levels.

Workshops were conducted at National, Provincial and Area level to provide feedback on Project 6 activities, as well as sharing of good practices. Furthermore, every year, since 2001 a National Workshop has been held. The 2004 national workshop was held in October and had a Swedish input where Mr Lars Ericson, Deputy Chairman of the Swedish Police Union addressed the workshop.

On a critical note the joint National Project Committee has not met for the last two years according to union representatives.

Resources and Swedish input

Resources used by the project from the Sida budget:							
6 Labour Relations (project 6)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	218 988	477 315	242 206	851 695	1 048 858	2 839 062
whereof fees	0	121 027	223 552	35 605	21 623	626 633	1 028 439
whereof reimbursables	0	97 960	253 763	206 601	830 072	422 226	1 810 623

There has been substantial Swedish input to this project throughout through Mr who has assisted the project over the years.

Impact and quality assessment
– compared to objectives

During 2003 the goals of Project 6 were supported through specific crusades. Crusades have resulted in a notable impact. In areas like Free State, there are virtually no backlogs or delays in handling of grievances/suspensions.

Joint meetings at Provincial and Area level have become a permanent feature. The meetings have opened a positive communication channel between management and organised labour.

Slowly, as a result of the project, management feels that the "us" and "them" paradigm is being replaced with the "we" approach. This paradigm shift is echoed by Mr Lars Ericsonwho addressed the National workshop in October 2004 as follows:

> *"There is huge difference in the manner in which the unions and management interact between themselves since 2002"*

Unlike before, levels of dismissals have been reduced. However the number of grievances have increased on the whole. Most of the grievances received have to do with promotions and may also be related to the implementation of resolution 7.

Interviews conducted with unions reveal that all unions appreciate the value of project 6 as an instrument to ensure a sound environment for labour relations at the workplace. The project has provided an opportunity for interaction and there has been an attitude change, even if not to a large extent. Organization shortfalls have been addressed and the number of disciplinary cases reduced.

Some unions feel that senior management may not be regarding labour relations as part of the management strategic objective and suggest that it be included as part of the key performance area for all level of management. They see a lack of trust from both employers and unions and a need to improve management commitment and participation. Organized labour does not always take the project seriously and there is need for role clarifications and to specify the mandate of the project. There is also need for more participation and communication in the project planning process. All unions feel that there should be training in different aspects, e.g. on team building and problem solving.

Consultant's assessment

Interviews with management reveal that labour relations between management and unions have improved. There is joint development, for instance, of labour relations policies. Unions seem to be less positive in their assessment.

The Free State report demonstrates improvements in labour relations as a result of Project 6 activities. Reduction in number of grievances, including those on promotions, has been dramatic in the Province. This reduction in the number of grievances can also be attributed to the open-door-policy of the Free State Provincial Police Commissioner, and the monthly review of lodged grievances.

Some other Provinces seem to remain with a more problematic situation.

At the same time management and unions are faced with challenges like the continued transformation efforts through the implementation of resolution 7, which has led to complaints by unions.

The aim of labour relations in our view need not necessarily be for unions and management to speak with one voice, but rather to represent different interests in the service – the tax-payers/citizens as well as the employee's – and to provide fora and mechanisms to inform one another, peaceful conflict resolution and a mutual understanding of the justified role each party has to play. The two parties need not always agree, and conflicts will emerge. An important insight is however that the two parties are mutually depending on each other for their existence and need to find solutions to differences.
This cannot be done without communication and sometimes arbitration, which can pave the way for good co-operation.

The achievements in the area of this project seem to be considerable if one compares the climate from the onset of the project. The achievements have not been possible without strong interest and commitment from both parties – witnessed by the high-level participation in the National Workshop in October 2004. However this has created expectations for continued interaction and involvement which does not seem to take place to the extent desired by unions. SAPS management has a case to prove in this regard through consistent continued consultation, openness and participation of unions in planning and the provision of training.

The annual report also reveals that a number of important agreements have been reached with unions during 2003/2004.

– development and reform of Human Resource Management in SAPS

The formation of fora for communication, training of both parties, national and provincial workshops as well as the participation of unions in the various HR development projects are all instrumental to the success and creation of an effective HRM system.

– gender and ethnic equity

Gender and ethnic representation is one important element in this project. As to ethnic representation labour unions still to a large extent represent ethnic groups in South Africa. It is at present discussed whether this is desirable or whether it would be better to see one union represent all groups. We would argue that this issue need careful consideration and that a gradual move towards co-operation and joint representation on the union side is desirable, should be promoted and probably possible to achieve, but that it should not be forced on unions. Amongst the basic freedom in modern society lies the freedom to organize. It is also valuable to have minority groups and interests in the Service represented.

As to gender, complaints have been raised that women are poorly represented in union leadership structures and at national workshops. We would recommend that unions and employers try to address this issue as one component in project 6 – which looks at means to encourage and stimulate women to take part in labour union work. Of course women also need to be represented and be able to voice grievances also at higher levels. Women participation in interview and assessment panels, grievance committees, task forces etc need to be guaranteed.

– roll-out

The rollout to Provinces seems to be largely achieved, although the climate differs. Also in terms of area level a lot of progress has been achieved. The remaining and important step is the roll out to area and station levels.

– strengths, weaknesses and gaps

The will and commitment, level of organisation and acceptance of the external advisor are important strengths in this project. To the weaknesses we can count the inability of some managers and union members to listen and communicate, which can be detrimental if it affects a province for example. There are gaps in this regard in some provinces and in relation yet to the area and station level.

Also the mechanisms to develop and consult around new HR policies and national guidelines involve unions. Further comments in this regard is given under project 2.

Future of the project
2005

South Africa has been characterised by conflictual labour relations. The process to redress the situation will take a while. The positive pointers on improved labour relations in SAPS are encouraging but they are only a starting point. The continuation of Project 6 is desirable and should solidify the gains (see Suggestion, below).

SAPS suggests that, for capacity building, a proper and accredited training program needs to be developed. The training program will be based on a three-dimensional module system. First, it will be conducted for both management and labour (Joint training). Second, it will be conducted for management separately. Third, it will be conducted for labour separately.

One suggestion is to organize training also in Conflict Management. This suggestion is informed by the adage of "prevention is better than cure". If SAPS management and labour are trained in conflict management, they will be able to handle problems timeously, thereby preventing disputes from flourishing.

There should also be a clear understanding that labour relations has to do with legislations promulgated to govern industrial relations in the country. Training in the legislations is necessary as part of the aim to improve labour relations between management and labour. Exposure to the contents of the legislations has the potential to improve the interaction between the two.

These are the main legislations that must become the backbone of the labour relations training program:

- Labour Relations Act

- Employment Equity Act
- Basic Conditions of Employment Act
- Health and Safety Act

Beyond 2005

It takes time to build confidence and to roll out a program of this magnitude down to station levels. The labour relations are also in a sensitive state of development where negotiation and international experiences could be of strategic importance. *We therefore recommend* that the Swedish support and advice to this project be continued. The support provided has been rather informal, as advice and counselling to both parties. It is recommended that this approach be continued. At the same time the planning and rollout process of course need to continue to be formalised, structured and monitored.

Project 7 Human Rights I (old projects 7 and 9)

The first project came to an end 30 September 2000 and was a continuation of the first support given to SAPS by Sweden through the Wallenberg Institute at the University of Lund.

The first project resulted in the production and distribution of posters and book-lets about human rights translated to several native languages. A three day workshop was also conducted.

The second project included assessment of the first project and workshops on police ethics, human rights and non-racism. The project was finalised 30 September 2002.

Outputs and activities as compared to plan

More than 900 trainers and a total of 25 000 staff have been trained on the materials.

Human rights has been incorporated in the basic training for SAPS. The impact assessment carried out in Western Cape was positive.

A training material in HR was prepared.

Resources and Swedish input

Resources used by the project from the Sida budget:						
7 Human Rights I and II (Old projects 7 and 9)						
ZAR						
	1999	2000	2001	2002	2003	2004
Actual Expenditure	0	980 451	109 459	100 788	0	0
whereof fees	0	20 871	12 206	96 990	0	0
whereof reimbursables	0	959 580	97 253	3 798	0	0

There has been considerable Swedish input to the project through Swedish experts in Law and policing.

Impact and qualitative assessment

– compared to objectives

We have not had access to any South African record related to Human Rights abuses e.g. while in police custody to be able to determine whether the number of incidents had increased or decreased.

We can note that a national complaints helpline has been established for the police as a positive sign and that Human Rights forms part of the basic training curriculum.

– development and reform of Human Resource Management in SAPS
  This seems to have been well integrated into HRD. Perhaps more could be done in the screening and monitoring of complaints/HR abuses and complaints as part of performance management.

– gender and ethnic equity
  HR abuses always hit vulnerable and disadvantaged groups. Improvements in this field should help in the fight against discrimination.

– roll-out
  Seems to have been achieved

Future of the project

The projects have been finalised, no continuation has been requested.

Project 7 Review of the SAPS Act (New project)

The project that aims at development and implementation of a new SAPS Act has not yet started pending briefing of the Minister for Safety and Security.

Outputs and activities as compared to plan

Activities planned follow the normal procedure to prepare new legislation and includes consultation and public hearings.

Resources and Swedish input

Resources used by the project from the Sida budget:							
7 Review of the SAPS Act (New project 7)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	0	0	0
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	0	0	0

No specific Swedish input planned apart from normal consultation and exchange of experiences.

Total budget is 600 000 ZAR.

Impact and qualitative assessment

None yet.

Future of the project

– 2005

The project is planned to be implemented before 31 December 2005.

No continuation envisaged beyond 2005.

Project 8 Special Support to Northern Cape

The objective of the project is to improve effective service delivery in five priority police stations in the Northern Cape province.

Outputs and activities as compared to plan

The business plan 2000–2002 had seven focus areas and the plan for 2002–2005 seven sub projects. Progress reported was as follows:

2000–2002 focus areas:

- *Crime intelligence (profiling at crime intelligence offices, introduction of analyst notebook and the morpho touch finger-print picture system)* This has now been implemented and systems are in use.
- *Reaction time (organisational and other efforts introduced related to detectives, crime prevention and area crime combating units and the flying squad)*. Measures implemented include stand-bye after hours, duty officer, co-ordination of units etc.
- *Radio control room at area level*. Radio room established which covers a whole area. Improved access and response time as a result.
- *Investigation process improvements involving crime offices, "Pro Forma" statements, data integrity and closing of dockets*. Investigations not yet up to standard, still problems in court to prove cases due to poor investigations.
- *Utilization of vehicles (efforts to curb misuse)*. Reduced private use, increased efficiency.
- *Utilization of human resources (replacement/redeployment of members)*. Functional police now doing police work instead of administration.
- *Establishment of victim support rooms*. Support rooms furnished and in place. Well used and appreciated. Used by women against crime who do a tremendous work.

For 2002–2005 seven sub-projects were established, with the progress indicated below:

- *Performance chart*. Being implemented, evaluation of performance of stations each month, comparisons of stations, diagnostic of problem areas, training of all stations in progress.
- *Functional training*. This has been completed for all project stations, continues on ordinary budget.
- *Client Survey*. Has been designed and carried out as a pilot by Price Waterhouse. 1 232 respondents. Results encouraging, report published. Process and content to be amended.
- *Sector policing. (Crime prevention through environmental design, peace committees)*. Committees established and measures to analyse and remedy crime hot spots taken. Sector commanders trained.
- *Capacity Building*. Training for police station managers conducted.
- Training:

  Victim empowerment 4-day course, 103 trained,
  Domestic violence 2x4 days training, 107 trained,
  Computer literacy, 2-week course 100 trained,
  First aid 2 week training 123 trained,
  Management Leadership 4 days 48 trained.
- *Flexi-hours*. Efforts to increase availability of personnel in high crime periods and areas. Different shift systems tried and assessed.

Women give support to crime victims – Northern Cape

Resources and Swedish input

Resources used by the project from the Sida budget:							
8 Special Support to Northern Cape (project 8)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	182 804	832 118	735 228	476 183	1 013 691	3 240 024
whereof fees	0	118 341	406 864	298 779	39 634	644 127	1 507 745
whereof reimbursables	0	64 463	425 254	436 449	436 549	369 564	1 732 279

A Swedish Station Commissioner has supported the project over the years. He has been present in the Province one month 2002 and one month 2003 which was less than originally planned. There appears to have been some differences in the prioritization of resources and the budget for the project. A project vehicle has been purchased for the project.

In addition another used car for the Swedish Consultant's personal transport was purchased and later sold to save money on car rental.

The Swedish advice relates foremost to areas like crime intelligence, organisation of work (shifts, call centres, utilization of personnel and cars) victim support and trauma centre, survey of client satisfaction and training. However in many of these areas South African as well as other expertise and consultants have also been involved.

Impact and qualitative assessment

– compared to objectives

On the impact level it has been reported that reaction time has been reduced. The client satisfaction survey also indicates a fairly good rating in terms of client satisfaction although it will become more useful when comparisons can be made over a longer period of time through consecutive studies.

A study of crime statistics gives a mixed picture when statistics for the Northern Cape is compared to average of the country. The development of course depends on a number of issues such as migration, employment etc. No relevant conclusion can be drawn except that the Northern cape does not seem worse off than the rest of the country and in some instances better off in terms of reduced crime rates for the last few years.

– development and reform of Human Resource Management in SAPS

On the whole the support to the Northern Cape does not focus on purely HR issues, although in a wider sense sub-projects include significant HR components such as organisation, shifts, training efforts, performance measures and client satisfaction. In this respect the project provides an interesting angle closer to policing.

– gender and ethnic equity

Some sub-projects provide efforts to assist women that have been subject to crime – like trauma centres and victim support.

In the client satisfaction survey women constituted 36% and men 63% of respondents. This is unfortunate – a more even distribution would have been more representative. No specific analysis was made in the report as to differences between men and women or ethnic group in terms of client satisfaction. This should be remedied as data still must be available.

– roll-out

Several results have already been replicated to other Provinces such as the marking of cars to identify misuse, the flying squad and response centre, and the pro forma statement model. Also two other Provinces are trying the client satisfaction survey.

– strengths, weaknesses and gaps

The broad approach and scope for the project means that Swedish police experiences can be absorbed wherever it may fit and not only confined to the Human Resources field. In that respect the project represents good utilization of resources available.

On the other hand the SAPS/SNPB project design at large is more aimed to the HRM and HRD management structure in SAPS. This also means that the connection with the central HR structure is strong while central departments at SAPS responsible for other aspects of policing are less involved. This is a disconnection that can hamper the spread of results and also lead to the field project taking its own route and identifying solutions that seen in isolation may be feasible, but in the larger SAPS picture not suitable or too expensive to implement. Some examples of this seems to be the selection of the crime profiling system where Northern Cape was testing its own system and especially the difficulty to get ideas like the radio control response centre, shifts and organizational changes accepted at the centre.

Future of the project

– 2005

This has been one of the larger projects in the Swedish support with a full time project manager at the Provincial level. The project has yielded valuable results and experiences.

There still remains certain aspects that could be catered for during 2005:

– an in-depth evaluation of the cost efficiency of the radio control response centre, the shift systems tried, the investigation process measures and the efforts to improve crime intelligence.

– the good results and measures taken should be well documented and communicated with other provinces where not already done.

– beyond 2005

It is later suggested that one project might be started related to prevention of crime at the municipal level. If this is accepted such a project should be linked to the pilot stations and engage women against crime, police stations, schools and social authorities. The project would aim at preventive efforts and means to accommodate young delinquents that have served their sentence and their integration back into society.

Project 10 Senior Management System (old project)

The Senior Management Service Project was finalised June 2003. Recruitment of senior managers was identified as a critical area in the HR development field. Objectives for the project are to determine competency profiles, to identify a market related job evaluation system to determine the relative value and monetary value attached to the job weight in relation to the private sector and to develop a job description tool set for senior managers. Plans were to evaluate 125 posts from a total of 580.

Outputs and activities as compared to plan

Different job evaluation systems and methods have been studied and test evaluations carried out to demonstrate the properties of the various systems. The work has been linked to DPSA:s development of a framework for generic competencies and to link EQUATE with job evaluation systems in the private sector. Suitable job evaluation system were identified and have been applied – Peromnes and Equate.

It is not clear from reports what number of posts were studied and the final results of the validation system applied. Reports make comments that the validation process became too time-consuming, that there was unavailability of consultants and that there was limited access to SAPS resources for this due to Resolution 7.

We do not have information to assess results of this project.

Resources and Swedish input

Resources used by the project from the Sida budget:							
10 Senior Management System (project 10)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	77 962	271 915	0	0	349 876
whereof fees	0	0	0	254 920	0	0	254 920
whereof reimbursables	0	0	77 962	16 994	0	0	94 956

Impact and qualitative assessment

– compared to objectives

It appears that at least different job evaluation systems have been tested, the results and application of the system seems doubtful.

It may be worth noting that job evaluation exercises quite often end up in substantial discussion and conflict and that the application becomes difficult.

– development and reform of Human Resource Management in SAPS

The application of job evaluation and setting of salaries related to competency and experience and the character of a specific job forms part of HR management and to apply job evaluation methods is a learning experience. This also forms part of the SA HR environment. It is hence useful that SAPS staff has been in contact with the methods, although lessons drawn seems unclear.

– gender and ethnic equity

In the battle for equal salary for equal work between individuals, sexes and ethnic groups, the job evaluation systems have frequently been used to reach some better and objective ground for decision-making and assessment of discriminatory salary practices. The method hence has a considerable bearing on gender and equity issues.

A full-scale job evaluation exercise often involves considerable up-and downgrading of posts, many grievances due to this, demands for and application of salary protection etc.

– roll-out

We have not traced any substantial roll out of a job evaluation exercise. Still the application of resolution 7, drafting of job descriptions etc might have a considerable link to this project and lessons learned.

– strengths, weaknesses and gaps

Not possible to assess except for what has been stated above.

Future of the project
The project has been finalised.

Project 11 Equity

South Africa's legacy of discrimination related to race, gender and disability has denied access to opportunities for education, employment, promotion and wealth creation to the majority of South Africans. The main objective of the Employment Equity Act from 1998 is to promote equal opportunity and fair treatment in employment. The act ensures the implementation of affirmative action measures to redress disadvantages experienced by designated groups of persons to ensure equitable representation in all occupational categories and levels.

The project team identified barriers to improved equity such as poor strategies for awareness-creation, poor or little upward mobility for women, some managers not recognizing their responsibilities, SAPS policies, procedures and regulations not aligned to the act, poor and ineffective implementation of the act at Provincial and Area level, limited specialised training of designated groups to speed up transformation and no computer programme for analysis.

The objective for the first phase was to support SAPS with the implementation of employment equity. For phase two the objectives were to ensure support for women and strive to redress disadvantages experienced by women and provide equitable representation in all occupational categories and levels.

Outputs and activities as compared to plan
During the first phase the following was done:

– 10 workshops with about 1 000 female police officials in the Provinces and Divisions to identify barriers, constraints and stereotypes which inhibited them from advancing in SAPS
– establishment of a gender desk at the National Equity Office in support of women in SAPS
– establishment of gender structures in all provinces and Divisions to support the National Gender desk and introduce effective awareness programmes
– Development of a National Instruction on Affirmative Action Programmes for roll out of training to Provinces and Divisions
– Preparation discussions for reporting to Department of Labour according to Section 21

In the second phase the following has been achieved:

– 1 000 booklets, i.e. step-by-step manuals on how to develop an employment equity plan and Section 21 Report. The booklets have been distributed to all units.
– Training on affirmative Action and Employment Equity for SAPS staff
– Establishment of women networks on Local, Provincial and National levels

– Swedish input towards prevention of sexual harassment, exchange of best practices and establishment of gender structures.

– Training sessions by Sexual Harassment Education programme to raise awareness and define roles and responsibilities as well as reporting mechanisms

– E-mail facility (web-site?) established to ensure easy access to information from other players

Originally the purchase of the Equity Wizard was planned in the framework of this project – it was however transferred to another project.

Mpumalanga has been chosen as a pocket of excellence for implementation of the Affirmative Action Programme.

Resources and Swedish input

Resources used by the project from the Sida budget:							
11 Equity (project 11)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	154 789	208 183	160 253	55 226	578 450
whereof fees	0	0	0	82 933	19 627	12 131	114 692
whereof reimbursables	0	0	154 789	125 249	140 625	43 094	463 758

There has been appreciated Swedish input to the project through two consultants from SNPB in the fields of women's networking, prevention of sexual harassment and exchange of best practices.

Impact and qualitative assessment
– compared to objectives

Statistics related to equity within SAPS reveal the following:

	SA Population %	SAPS Employees 1995 %-ages	SAPS Employees 2001 %-ages	SAPS Employees 2004 %-ages	Change 1995 to 2004	SAPS compared to SA average	Trend
Population group	Census 2001						
Indian	2%	3%	5%	4%	1%	1%	Overrepresented but decreasing lately
African	79%	54%	58%	62%	8%	-17%	Underrepresented but increasing steadily
Coloured	9%	8%	8%	11%	3%	2%	Now overrepresented
White	10%	35%	29%	23%	-12%	14%	Overrepresented and steadily decreasing
Total	100%	100%	100%	100%			

A further breakdown into gender and population group is made below:

	Numbers 2001			Numbers March 2004			Changes 2001 to 2004		
Population group	Male	Female	Total	Male	Female	Total	Male	Female	Total
Indian	4 169	1 580	5 749	3 513	1 385	4 898	-656	-195	-851
African	59 064	9 446	68 510	66 871	19 526	86 397	7 807	10 080	17 887
Coloured	7 487	2 316	9 803	10 279	4 889	15 168	2 792	2 573	5 365
White	22 135	11 896	34 031	19 956	12 604	32 560	-2 179	708	-1 471
Total	92 855	25 238	118 093	100 619	38 404	139 023	7 764	13 166	20 930
Total %-ages	79%	21%	100%	72%	28%	100%	-6%	6%	

Undoubtedly representativity in SAPS on a National level with regard to both gender and ethnic group has improved significantly.

Looking at the top managerial echelon for the last two years it appears that the number of female top managers has grown between 2003 and 2004 from 68 to 80 out of a total group of top managers of 564 in March 2003. Male managers are still in a vast majority going from 496 to 479. In terms of ethnic groups there was a slight increase in the number of African managers (+5) whereas white managers decreased by 13 and Indian managers increased by 3 between 2003 and 2004.

In terms of representativity of disabled persons the situation as reflected in statistics is deteriorating going from a total in SAPS of 419 persons 2003 to 27 persons 2004. According to SAPS the reason for this is that the majority of enlistments has been on Constable level and focused on operational/functional duties of which physical fitness is an inherent requirement of the job. We would however suspect that the data definitions have changed in PERSAL as an exodus of disabled people in one year to this extent seems unexplicable. Specific efforts have also been made in the Northern Cape to employ disabled persons for specific duties such as the monitoring by videocameras on screens of hot-spots for crime. *We would recommend SAPS to engage in this type of employment efforts further.*

SAPS is facing a period of considerable recruitment and training at lower ranking police staff levels (+ 37 200 or more than 25% over the next five years). Hence one anticipates a considerable continued change in terms of staff composition and representativity.

– development and reform of Human Resource Management in SAPS

The project has contributed to considerable development and reform in the aspect of equity, in the spirit of general National policies.

– gender and ethnic equity

These aspects are of course at the core of this project and have been described above.

– roll-out

The programme and the support for women networks, equity aspects in career guidance, the use of posters etc seem to have been rolled out and accepted in the Provinces and stations visited. We are certain that this is an area where there are many different opinions and even resistance, but on the whole the process appears to be moving.

– strengths, weaknesses and gaps

The efforts undertaken to redistribute staff in accordance with resolution 7 and to apply affirmative action in recruitment and promotion obviously yields results. It has also created some tension and disgruntlement in the service. In our interviews with Swedish and South African staff engaged in the project we have noted two main areas of complaints and concern:

1) The application of a national representativity pattern throughout SAPS, which in some cases have resulted in demotivation, resignation or request for transfer from ethnic groups that feel out of place in a new environment where they are but a small minority.

2) Disgruntled white officers that see no way of progression in the service.

The application of these policies is an internal South African and SAPS affair. As outsiders we would however take the opportunity to raise two points for consideration.

A) It was raised in our interviews that individuals react very differently to the challenge of arriving as a minority or even single representative of an ethnic group in a new environment. Some would see it as a challenge and even cope well with the new situation, become accepted by the new community and colleagues whereas others find it very difficult to adapt and might also be more prone to rejection by colleagues and the community they are to serve. This difference in personality might be difficult to spot, and there are many who are desperate for any job anywhere. The question is however if it would be possible to try and determine and select individuals with a greater chance and possibility for acceptance and success in a recruitment and placing. The methods used for recruitment and selection might need to be adjusted to pick up individuals that can take a new environment and tackle the challenge.

B) We assume that disgruntled officers of any colour are not serving their organisation very well. Still they may be a valuable and experienced asset to the organisation – the loss of which would mean a loss in experience and human capital. They may also want to serve the new SAPS and its transitional efforts – but not at any cost and forever without recognition. It should of course also be recognized that it is a fair policy to promote previously disadvantaged groups through affirmative action. In this transitional phase would it however not be possible to reward officers based on their mentoring, advisory and supporting capacity and to create some kind of parallel progression schemes for those officers that provide value to the service and their previously disadvantaged colleagues well and contribute to the transition by sharing knowledge and experience? The other option may be to see them leave the service or become "deadwood" in the organization. Needless to say such a parallel or mentoring scheme should of course be applied with discretion and not for officers that oppose and sabotage the developments and show little devotion to the service.

The path SAPS has chosen is to implement representativity in accordance with the national population pattern throughout the service. This is a bold policy – not without problems. The legislation prescribes an equity plan and that affirmative action is applied in line with this plan. The policy formulated by the employer in the equity plan is however up to the employer, as long as it is followed in recruitment and action. SAPS as a National Department is compelled to follow national distribution. SAPS could however choose to adopt a policy applying this in a provincial pattern internally, but has chosen not to. This is not without its problems. Experiences from for example the Eastern Cape Provincial administration points at difficulties and resistance to apply representativity even at the provincial level. Some white officers would rather resign than move to Umtata and many black officers do not feel at ease in a white part of Port Elizabeth. Similar problems have of course been witnessed in SAPS when the provincial head offices were moved from Port Elizabeth to Bisho.

Sweden has experience of moving central authorities from the Capital Stockholm to rural towns. Even without the ethnic dimension this was met with great resistance and there are examples of authorities that lost up to 85% of their employees in such moves. The loss in human capital, institutional capacity and knowledge in such instances is enormous, though not irreparable. As has been mentioned by SAPS management, moves like this take people out of their comfort zones and there may even be tragedies on individual and family levels – though this in the majority of cases is overcome with time.

The lessons linked to this is however that the painful process can be smoothened and that the employer responsible for the implementation can facilitate the process in different ways. The employer then needs to acknowledge that this isn't all smooth sailing and recognize the need for supportive action such as: time and pay to search another job, methods to apply for transfer to other government departments for individuals who need to stay on, special support in the new environment, counselling, etc.

Future of the project

– 2005

The project has been integrated with project 15 and finalised.

– beyond 2005

In this field further interaction within a programme of exchange of experiences is foreseen.

Project 12 Project Management Course

The objective was to improve skills in project management for SAPS staff by carrying out a two-week course in Project Management.

Outputs and activities as compared to plan

The course ran for 25 participants during two weeks early 2002 as planned.

Resources and Swedish input

A minor portion of resources used were carried by the second programme period, hence resources used have been split over the two agreement periods in two tables:

Resources used by the project from the Sida budget:							
Projectleader training in South Africa							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	262 712	0	0	262 712
whereof fees	0	0	0	172 508	0	0	172 508
whereof reimbursables	0	0	0	90 204	0	0	90 204

Resources used by the project from the Sida budget:							
12 Project Management Course (project 12)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	25 627	0	25 627
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	25 627	0	25 627

The training was conducted by a Swedish Consultancy firm (Projektstyrning AB) and carried out in South Africa.

Impact and qualitative assessment

– compared to objectives

From interviews rather than reporting we have learnt that the training was appreciated and has supported the further planning and management of the programme.

– development and reform of Human Resource Management in SAPS

The ability to plan and manage project work is an important quality in any organization and for any field of operation. The project increases chances for a sustainable capacity in this regard as regard HRM development.

– gender and ethnic equity

We have not had access to the composition of the participants and cannot comment on this. Obviously this knowledge is equally important to men and women and all ethnic groups and a necessary skill for development and management.

– roll-out

The course aimed to facilitate further the rollout to provinces of the project and the establishment of provincial projects. Although results on the Provincial levels are mixed at least several Provinces have successfully implemented a number of projects, which should be regarded as a relevant measure of success.

– strengths, weaknesses and gaps

Project management is an area where South African consultancy firms and training is available. Suitable local training providers in this regard need to be identified.

Future of the pr oject
The project has been finalized and no further activity in this field is envisaged.

Project 13 Assessment of Basic Training

The objective of the project was to develop and implement assessment practices for the new Basic Training Programme developed in line with the Registration Unit Standards of SAPS.

It appears that the activities carried out go beyond this objective to venture into curriculum development and introduction of new pedagogic techniques aiming less to assessment and more to improved learning and focus of the basic training programme.

Outputs and activities as compared to plan

– a new basic training curriculum has been developed and edited and is now implemented at seven basic Training Institutions, including cases and the use of the role play method.

– An assessment policy has been completed and a national instruction has been compiled and is being processed.

– A role-play centre building at Pretoria Training College has been erected and is almost fully equipped. The role-play centre in Oudtshoorn is under construction.

– Role-play as a methodology is now being used by some trainers.

– 275 trainers, mostly for basic training, have been trained as assessors.

– A study visit to Sweden was organised for the project group plus representatives from each training college (total 12 participants) 30 October to 8 November 2004 to exchange best practices in respect of Basic Training by focusing on the role-play and case study methodology.

One section of the role play center erected in the Pretoria Police Training College

– More interaction through study visits has taken place over the years.

Some delays in the project have occurred due to change of staff and project leadership.

The current project management has shown large commitment and interest in the project.

Resources and Swedish input

Resources used by the project from the Sida budget:							
13 Assessment of Basic Training (project 13)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	80 962	209 997	963 308	1 254 268
whereof fees	0	0	0	0	94 798	353 784	448 583
whereof reimbursables	0	0	0	80 962	115 199	609 524	805 686

The project has received considerable Swedish input through continued regular Swedish expert advice, seminars, study visits, design of drawings for role-play centres etc.

Impact and qualitative assessment

The area of reformation of the basic training of SAPS is of critical and strategic importance especially as the service will expand over the next five years starting with an increased intake into basic training and the building of additional basic training centres.

The project represents an area where expansion was recommended in the first review of the programme (2001) and it is obvious that the recommendation was followed.

– compared to objectives

The relatively short basic training period of six months in the training institution has been a concern and support to both the field period training after the six months and to further efforts in the field of continued in-service training will be vital.

Immediate effects in terms of improved quality and effect of policing is too early to determine.

In terms of acceptance and implementation at SAPS and training institutions central levels the project seems to have been leading to considerable results.

The taking into use of the role-play centres and case methodology by the trainers in the field is the next step and need close monitoring and continued support. The changes imply considerable changes in pedagogical methods that veteran trainers may not be totally comfortable with.

– development and reform of Human Resource Management in SAPS

In terms of a reform of the HRD methodology this is a major development.

– gender and ethnic equity

The assessment methods has had to be adjusted and equity aspects considered. There is awareness and discussion around these aspects.

Class at the Training College in Pretoria

One observation pertaining to the Basic Training College in Pretoria was that male and female students were separated in classes. The reasons given was that this was necessary to avoid sexual harassment and maintain order. Although understandable it is unfortunate that such issues cannot be solved at the Basic Training. There is a risk that when such issues cannot be solved at college they will continue in the workplace environment. Also the issue of ethnic diversity applies – there is need to foster dialogue and understanding also between ethnic groups at the colleges. That will not happen if classes are single ethnic and single gendered.

– roll-out

The roll out of the project results seem to be working well.

– strengths, weaknesses and gaps

The project is characterized by openness to new ideas and a vivid exchange with the Swedish police, this is a big strength of the project.

Future of the project
– 2005

A new business plan is being worked out for the project.

A proposal for Co-operation between SAPS and SNPB on Education and Case-Based Learning has been prepared for 2005 and should be implemented.

– beyond 2005

There will be need to look into continued training needs with the short basic training now offered and to monitor quality with the expansion of training that is coming.

Proposals are being developed for future interventions.

It is recommended that the co-operation in this field be continued based on a new plan for the area. It may also be feasible in the context of the tripartite co-operation planned between SAPS, SNPB and the Rwandan police.

Project 14 Recruitment/selection

The objectives of this project included:

- improved procedures for recruitment, selection and appointment of functional officials to the level of superintendent
- development of a toolkit for entry level officials
- establishment of assessment centres

Outputs and activities as compared to plan

The following has been carried out:

An invitation to tender was prepared for the out-sourcing of part of the recruitment and selection process. Out of 105 tenders received one was selected – Kelly. Price Waterhouse was also awarded a contract to do a comparative study regarding the outsourcing of the process. Selection and recruitment of Public Service Act staff in Mpumalanga has since been conducted as a pilot exercise and finalized in November 2004.

Enlistment requirements for SAPS have been revisited and amended.

The recruitment, selection and appointment procedure has been revised and regulation 24 (1) of the SAPS Act (68:1995) has been amended after extensive consultation. It now states that a person who applies to be appointed as a member must submit him or herself to a physical and medical examination as determined by the National Commissioner and must be found to be physically and mentally fit…"

Due to the amendment the project team investigated and developed a system to assess the physical fitness of new trainees and review the current medical guidelines and questionnaires. A physical assessment course was introduced to all provincial and area recruitment offices, equipment (obstacles) for physical assessment was purchased, the physical assessment has been implemented in all areas for the July 2004 and January 2005 college in-take. Sketches of obstacles and job related physical battery guideline document for applicants with photos of obstacles was produced. Guidelines for the physical battery and the physical standards of SAPS have been issued. Swedish experts were invited to assess and accredit the physical assessment course, their recommendations have been submitted.

The medical examination form has been revised and the medical examination procedure assessed. Revision of the procedure and responsibilities for testing has been suggested.

Two assessment centres for the assessment of candidates for senior appointment have been implemented and ten assessors trained, five for each of two provinces.

A calendar for 2004 has been printed that introduces project 14 to SAPS and a video of the physical assessment of new trainees prepared. The video will be amended.

The tool-kit, known as the (draft) guidelines for New Employees in the SAPS has been produced.

All provinces have been visited to ensure that all equipment that has been purchased is up to standard and utilized correctly.

Resources and Swedish input

Resources used by the project from the Sida budget:							
14 Recruitment/selection (project 14)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	45 802	523 034	1 702 472	2 271 309
whereof fees	0	0	0	6 994	194 227	443 973	645 193
whereof reimbursables	0	0	0	38 808	328 808	1 258 499	1 626 115

Impact and qualitative assessment

– compared to objectives

(Check plan)

It is not quite clear from the objectives what this project set out to achieve. However from the results shown it should have an impact on the suitability of recruited staff for service both in terms of physical fitness and general health. This in term would lead to reduced sick leave and improve performance on crime scenes as well as a reduction in dropout rates from basic training. The outsourcing of the recruitment and selection of PSA (Police Service Administrative staff would appear to mainly have cost saving and time reduction implications.

It is yet too early to determine if these results have been achieved but reports so far are favourable and we have reason to believe that this has constituted a significant improvement in the reliability of recruitment and selection procedures as well as rendering them more cost-efficient.

– development and reform of Human Resource Management in SAPS

The changes constitute valuable contributions towards this target.

– gender and ethnic equity

Both gender and ethnic aspects have emerged during the development of selection criteria and standards. Physical fitness standards have been adjusted to gender and requirements for female applicants differ from male requirements. The requirement for driver's license could potentially exclude applicants with a disadvantaged background, although with the number of applicants it would hardly affect ethnic balances. There may be a need to revisit this requirement and consider at least a pilot model where a driver's licence may be part of training for some individuals, or offered as pre-training for applicants that fulfil other requirements.

– roll-out

The assessment criteria and selection procedure has been rolled out. The outsourcing of part of the recruitment process is still piloted and need to be evaluated.

– strengths, weaknesses and gaps

The new procedures and equipment used will strengthen the selection process results.

There may still be need in line with the reasoning under the equity project to develop criteria and mechanisms to identify suitable staff for employment and redeployment to improve representativity. This has more to do with personality profiling and psychological strength which would need to be incorporated into the testing process.

Future of the project

– 2005

Finalization of pilots, assessment of outsourcing pilots followed by final recommendations.

– beyond 2005

There are at present no suggestions for continued project activities beyond 2005.

Project 15A Forum for Implementation of HR practices

The objective of this project is to entrench a systematic and frequent process of evaluations of goal achievement.

Aims formulated are to identify effective methodologies in implementing National HR practices in SAPS and to hold workshops where National/Provincial stakeholder interact, communicate and clarify HR practices.

Outputs and activities as compared to plan

During 2003 three workshops were held, during 2004 one and for 2005 three are planned.

Topics discussed and to some extent resolved include:

Alignment of performance agreements and operational plans, the formulation of the project 15 plan, identifying target areas for implementation of HR interventions, feed-back to national on progress, clarification and corrective measures by the national level, feedback to ground level through national departments' visits, issues raised in the Auditor General's report.

Resources and Swedish input

Resources used by the project from the Sida budget:							
15 Forum for implementation of HR Practices (Project 15)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	15 089	51 117	66 206
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	15 089	51 117	66 206

There has to our knowledge not been any specific Swedish expert input directly to the forums.

Impact and qualitative assessment

– compared to objectives

The creation of forums where HR specialists can meet and discuss on their own with experience from both the centre and the grass-root level is of utmost importance for success in a complex organization like SAPS with centralised procedures. This is supported by our experiences of similar events and efforts for example in the Provincial Administration in the Eastern Cape or the Unified Local Government Service for Local Government in Botswana.

It seems that the forums have discussed important issues and that the consultations have yielded good results, increased understanding, clarification and modification of policies and guidelines.

– development and reform of Human Resource Management in SAPS

This forms part of a well-functioning HR system and is a precondition for sustainability and continued development efforts.

– gender and ethnic equity

We have not had access to gender or ethnic specific data of workshop attendance.

– roll-out

The forums are a precondition for successful rollout and consultation and may need to be followed by provincial workshops to reach all the way.

– strengths, weaknesses and gaps

It appears that fewer workshops were held 2004 than 2003 and plans for 2005. Four National workshops per annum may be too frequent to justify cost and effort. It may also be advantageous to intermittently run national workshops for all Provinces and Provincial workshops with national participation.

Future of the project

– 2005

Further workshops are planned for 2005. By mid 2005 the project will come to an end and this activity form part of SAPS normal budget and plan.

– beyond 2005

No continuation foreseen.

Project 15B Women Empowerment – Women Network

Outputs and activities as compared to plan

The objective of the project is to support women empowerment in SAPS and to advocate career opportunities for women in all occupational categories and at all levels in the SAPS in order to ensure a fully representative workforce. In the past women in SAPS were not exposed to certain SAPS operations. The Women Network initiative aims to change this.

Women Network Champions have been established in all provinces, including at the national and area level. The Women Network Champions have embarked on these activities:

- meeting once a month to organise crime prevention campaigns such as roadblocks
- doing house-to-house visits to mobilise community support in crime prevention
- promotion of dialogue on under-reported contact crimes such as sexual harassment, sexual molestation and rape
- identification of women for promotion opportunities
- identification of women for leadership training programs

The Women Network Champions initiative has also led to the establishment of Men for Change to bring men into the fold of campaigns to tackle in particular contact crimes. Crimes, irrespective of their nature, affect all members of communities, women and men. Both Women Network Champions and Men for Change have established links with Non-Governmental Organisations (NGOs). These links have broadened community outreach and contributed to improved relations between SAPS and the communities they serve.

Swedish input in the project has been made through an exchange visit initiative. The exchange visit initiative has made it possible for SAPS and their Swedish counterparts to exchange ideas and share information on effective ways of women empowerment in police services.

Resources

Resource used for this have not been presented in isolation in the financial reports although one project presentation contains both a budget of 200 000 and an outcome of 103 648 R. We cannot determine under which heading this has been reported financially.

Impact and quality assessment

Before Women Network Champions were established there was minimal contact between women in uniform and non-uniformed SAPS members. Now they are involved in joint activities such as crime prevention campaigns and other activities that affect women in SAPS.

In the Free State, crime prevention campaigns have been taken as far as the Church. Women Network Champions share crime prevention messages with community members during Church services. Also in the Free State, Women Network Champions have made notable interventions in leadership training programs. Before they were established only male members were preferred to attend these training programs, partially because women were passive. As a result of intervention by the Free State Women Network Champions, 54% of the group that attended the latest leadership training program were women.

Provincial commissioners attest that there has been change in the reporting of contact crimes, especially rape. The high reporting in contact crimes is attributed to the door-to-door campaigns of the Women Network Champions plus the links they have established with NGOs to broaden SAPS outreach within communities they serve.

Other observations

Northern Cape has an exemplary group of women volunteers who help in "contact" crimes, i.e. crimes where the victim has been in direct contact with the perpetrator. It was obvious from information gathered that victims of contact crimes were more open to discuss their traumatic experience with these women volunteers. This example needs to be encouraged in other provinces, to curb the near pandemic occurrence of contact crimes.

Consultant's assessment

Women Empowerment is a challenging act. There is no doubt from reports and observations that the Women Network Champions have made an indelible mark. More can be done if training and development becomes an integral part of the efforts Women Network Champions and their social partner, Men for Change, drive.

Future of the project

2005 –

To change embedded attitudes of gender inequality and discrimination is not an event. This project has a long way to go. To compliment the activities of Women Network Champions, Free State suggests that there be a gender-sensitive skills development program for the induction of new employees and to deal with attitudes of incumbent employees.

The project presentation includes budget proposals for future specific activities as follows:

•	To facilitate dialogue on reducing crimes against women and children	180 000 R
•	Training of trainers courses for Men for change	250 000 R
•	Develop and disseminate Women network charter	70 000 R
•	Women Networking Strategy	100 000 R
•	Leadership development courses for 1 200 women at SAPS	3 600 000 R
Total	4 200 000 R	

Suggestions

Women Network Champions are doing a good job. There needs to be a concerted effort from all levels of SAPS to support them. This will help to deal with the near pandemic nature of contact crimes. The inroads being made in the reporting of contact crimes is commendable and can only be sustained through concerted support.

Further support to this area through Swedish support would however need to be substantiated by more in-depth plans and focus on what a Swedish expert contribution could be and possibly cost. Other costs would need to be catered for by SAPS ordinary budget.

Project 16–24 Implementation of HR practices in Provinces

Overview of progress and funds spent up to 2004:

Project	Province	Plan in place	Activities reported	Funds used
16	Implementation of HR Practices in Eastern Cape	Training of PEP champions	None	80 668
17	Implementation of HR Practices in Free State	2 projects planned	Activities on track	89 422
18	Implementation of HR Practices in Gauteng	Plan in place	Few activities yet	57 599
19	Implementation of HR Practices in KwaZulu/Natal	2 projects planned	Activities on track	106 745
20	Implementation of HR Practices in Limpopo	PEP-related plan	Limited progress	77 889
21	Implementation of HR Practices in Mpumalanga	PEP-related plan	PEP supervisors trained	33 150
22	Implementation of HR Practices in Northern Cape	PEP and Equity	Training carried out	73 375
23	Implementation of HR Practices in North West	PEP	Limited success yet	89 970
24	Implementation of HR Practices in Western Cape	Improved HR function	Training sessions carried out etc	16 341

Implementation of HR Practices in Eastern Cape (project 16)

The plan is to train PEP champions at all the priority stations. Little progress yet due to new HR management. No further comment possible, the Province has not been visited by our team.

Resources used by the project from the Sida budget:							
16 Implementation of HR Practices in Eastern Cape (project 16)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	44 196	0	46 698	90 894
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	44 196	0	46 698	90 894

Implementation of HR Practices in Free State (project 17)

Two projects were planned and are being implemented apart from support to the PEP process (See below).

412 supervisors were trained until Nov 2004 in PEP mentorship skills.

Also training and activities related to the new leave dispensation was prepared by taken over by the national project.

Resources used by the project from the Sida budget:							
17 Implementation of HR Practices in Free State (project 17)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	50 192	21 654	33 309	105 154
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	50 192	21 654	33 309	105 154

17.1 Morale, moral and discipline

The objective of the project is to rebuild the moral fibre of the members and to develop motivated and productive personnel, to help those who must work together to accomplish results, to identify any condition that impedes effective collaboration and engage in activities that improve the quality of work.

Outputs and activities as compared to plan

Activities implemented include:

– identification of workplaces with poor moral, low morale and little discipline, visit the station to make diagnosis, implement the MMD programme (two one-day programmes were presented), monitor the success and feed-back to management.

Resources and Swedish input

No specific Swedish expert input.

For resources used see overall picture for the whole provincial project.

Impact and qualitative assessment

– compared to objectives

The project has the potential to reduce departmental cases, reduction of absenteeism and reduce hostility and conflict amongst members. It is too early to yet determine whether these effects can be reached.

The programme seems well designed, the team committed and the approach good.

– development and reform of Human Resource Management in SAPS

There are few projects at present addressing diversity issues, improved understanding and reduced conflict levels. Therefore this is a most welcome initiative which if successful would be useful for other provinces as well as the national level.

– gender and ethnic equity

There is a definite ethnic and gender dimension in this project that should be valuable. We do not have attendance statistics to demonstrate presence at programme implementation.

– roll-out

The Province is said to be ready to roll this out to all its stations.

– strengths, weaknesses and gaps

See above for strengths.

Future of the project
– 2005

This pilot project has been finalised.

17.2 Adventure related experiential team development

The aim is to establish an effective adventure experiential learning programme in the Province to enhance the effectiveness and quality of service delivery and to:

- help those who must work together to accomplish their task
- identify any condition that impedes effective collaboration and
- engage in actions that improve the quality of teamwork

Outputs and activities as compared to plan
Three teams were identified for training and training was organised for all the teams during 2004 in three-day team development sessions.

Resources and Swedish input
For resources used see above.

There has not been any specific Swedish expert input to the project

Impact and qualitative assessment
– compared to objectives

Participants reported satisfaction with the interventions and improvements in their team's functioning.

– development and reform of Human Resource Management in SAPS

This seems to be a valuable addition to training interventions available to support staff and teams.

– gender and ethnic equity

No data available on composition of target group.

– roll-out

Further rollout possible after this trial.

– strengths, weaknesses and gaps

As with many interventions of this kind it is important to be able to provide continued support where need be.

Future of the project
– 2005

The project could be taken further by own resources. Support to buy equipment is requested.

– beyond 2005

No continuation of Swedish support envisaged.

Project 18 Implementation of HR practices, Gauteng

Outputs and activities as compared to plan

The project aims to support SAPS Human Resources Development in Gauteng.

Training for Senior Managers and relevant role players on the Labour Reations Act has been conducted. The training focused on effective mechanisms to be used to reduce arbitration cases. In addition to this training, the verification of human resources data integrity/reliability was undertaken in 2003.

A gender structure was successfully established, but the establishment of a planned reference centre has had no progress. Planned training on the Performance Enhancement Process (PEP) was supposed to commence in February 2003 and it did not. Training was delayed because by then Resolution 7/2002 was not finalized.

Resources

Resources used by the project from the Sida budget:							
18 Implementation of HR Practices in Gauteng (project 18)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	44 196	0	24 027	68 223
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	44 196	0	24 027	68 223

There has not been any specific Swedish Expert input to this project.

Impact and quality assessment

Implementation of PEP in the province need further support. The training and support at provincial level still seems to be in a planning stage.

Future of the project

– 2005

Gauteng has a long way to go. Intervention by SAPS national appears necessary so that all SAPS employees experience a uniform appraisal system.

It is advisable for Gauteng managers/supervisors to undertake a study visit to provinces that successfully use PEP.

Project 19 Implementation of HR practices, Kwa-Zulu Natal

The project aims to improve design of job descriptions and implementation of Performance Enhancement Process (PEP) and Human Resources Management policies.

In addition there are sub-projects for HIV/AIDS and Trauma Debriefing (see below).

Outputs and activities as compared to plan

Training has taken place in design of job descriptions, presentation skills and on human resources development. Station commanders in the South of Kwa-Zulu Natal were trained in mentorship skills. Mentorship skills programs were also implemented in the North, e.g. Ulundi.

Resources and Swedish input

Resources used by the project from the Sida budget:							
19 Implementation of HR Practices in KwaZulu/Natal (proj 19)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	76 871	18 720	33 048	128 639
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	76 871	18 720	33 048	128 639

Impact and quality assessment

People trained since the inception of the project ooze confidence and are able, for instance, to conduct presentations properly and conduct PEP assessment interviews effectively.

Future of the project

The project was finalised.

Sub-project 19 (1.1) – HIV/AIDS

Outputs and activities as compared to plan

HIV/AIDS is a disabler, it renders the infected inactive and incapable. Urgent attention is needed to minimise its impact on SAPS personnel.

The sub-project aims to have as many personnel in SAPS as possible with knowledge and skills on the prevention of Occupational Exposure, ensure that trained Peer Educators receive updated information and skills and establish Voluntary Counselling and Testing in SAPS.

A training manual has been developed and 24 members trained on practical information on awareness and healthy living. The 24 members then conducted workshops for peer educators. To date, 100 peer educators have been trained and 900 have to be trained to reach the 1 000 target the Province set for itself.

Resources

R19 916.00 has been spent so far – included in the provincial figure above.

Impact and quality assessment

The sub-project has made a minimal impact in roll out and may only start to make a positive impact when half of the 1 000 targeted peer educators have been trained.

As stated by the social worker interviewed the training of peer educators is on but there is no support system in place for those infected and /or affected. In the case of HIV/AIDS support is essential to motivate people to live with the reality of a terminal disease.

Future of the project

– 2005

The sub-project has just touched the tip of the iceberg. The momentum for its implementation needs to be increased. More peer educators need to be trained, for broader outreach.

The province should gear itself to reach its target of 1 000 trained peer educators. 1 000 trained peer educators will go a long way to help in the fight to minimise the impact of the disease on SAPS personnel in Kwa-Zulu Natal. The social worker interviewed suggested that HIV/AIDS training should be part of the formal Police training courses conducted at Police Colleges. We strongly support this suggestion. When part of the formal police training courses, recruits and police incumbents will view management of HIV/AIDS as part of their (formal) police duty.

Beyond 2005

More people need to be trained in order to minimise the disabling effect of HIV/AIDS on SAPS personnel.The project needs to be included in National efforts by SAPS to combat HIV/AIDS and can be seen as an important pilot at provincial level.

Sub-project 19 (1.2) – Trauma debriefing

Outputs and activities as compared to plan

The sub-project of trauma debriefing aims to have as many personnel in the Employee Assistance Services trained as trauma debriefers in order to provide service to traumatised employees.

Working for SAPS is characterised by various stress factors. Some of the stress factors are organisational changes, community hostility, fear to be killed when on duty and exposure to injured and /or dead people. To deal with and contain these stress factors trauma debriefing is essential. Trauma debriefing is a preventive measure against the development of a post-traumatic stress disorder.

A Facilitator's Manual has been updated. Training on trauma debriefing started in February 2004 and 60 (supervisory) managers were trained as formal debriefers. In April 2004, Area co-ordinators attended a Trauma Conference.

Resources

Sida allocated R20 000 for the project and R19 880 was claimed/spent – included in the figure above for the whole project.

Impact and quality assessment

Trained members possess skills and techniques in trauma debriefing. Traumatised members with access to trained debriefers now have access to professional debriefing. However, it is clear from the number of debriefing cases provided during interviews that few people have had access to professional debriefing. Three reasons account for this. Firstly, 60 trained debriefers is a very low number for 30 000 police members. Secondly, according to SAPS psychologists, a sizable number of SAPS members are reluctant to accept that they traumatised after exposure to stress factors. Some members seem to view acceptance to be traumatised as a sign of weakness. Thirdly, unit managers under-report trauma cases to support services staff (e.g. SAPS psychologists).

The report by SAPS psychologists that members are reluctant to accept that they are traumatised is a grave concern. The denial defeats the purpose of trauma debriefing as a preventative measure against the development of a post-traumatic stress disorder. This calls for a debriefing campaign against the belief that to accept to be traumatised is a sign of weakness.

Future of the sub- project

For the challenge of traumatised police members to be dealt with effectively and successfully, more trained trauma debriefers are needed, urgently. Training must shift to the next gear.

From the above presentation, it is clear that this is a crucial sub-project and that less has been done and more needs to be done. Training, workshops, conferences and campaigns on trauma debriefing have to be initiated and those already in place need to be intensified.

This sub-project should be considered for other provinces. Traumatised SAPS members irrespective of where they work deserve to be debriefed. Further support may be considered within the proposed support to training efforts.

Project 20 Implementation of HR practices, Limpopo

Outputs and activities as compared to plan

The project aims to improve design of job descriptions and entrench the effective implementation of Performance Enhancement Process (PEP).

Guidelines on PEP prepared by SAPS national were communicated to SAPS personnel in the province. Thereafter, training on PEP took place. PEP champion mentors and SAPS supervisors participated in the training. In relation to PEP mentorship, SAPS national expects each province to conduct 8 PEP mentorship skills workshops at provincial level and 15 mentorship skills workshops at area level.

Resources

Resources used by the project from the Sida budget:							
20 Implementation of HR Practices in Limpopo (project 20)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	44 196	54 179	0	98 375
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	44 196	54 179	0	98 375

No specific Swedish expert input has been provided.

Impact and quality assessment

According to the evaluation of the project by SAPS national, progress in the project is slow. SAPS national intends to visit the province to establish reasons for the slow progress and come up with intervention mechanisms.

Like Gauteng, Limpopo has a long way to go. The intended visit by SAPS national has to take place as soon as possible.

Like Gauteng, it is advisable for Limpopo managers/supervisors to undertake a study visit to provinces that successfully use PEP.

Project 21 Implementation of HR practices, Mpumalanga

Outputs and activities as compared to plan

The project aims to enhance performance of SAPS employees in order to deliver effective service to communities they serve.

Guidelines on PEP prepared by SAPS were communicated to SAPS personnel in the province. Questionnaires were distributed on the need for PEP work sessions. Results indicated that PEP work sessions were necessary. 59 SAPS employees (managers/supervisors) attended PEP work sessions. IT equipments such as Laptops and Video projectors were received from SAPS national and are currently used to conduct PEP work sessions. The province also planned for identified stations to each run a PEP work session per month. The planned PEP work session per station per month has not taken off yet.

Resources and Swedish input

Resources used by the project from the Sida budget:							
21 Implementation of HR Practices in Mpumalanga (project 21)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	44 196	0	0	44 196
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	44 196	0	0	44 196

No specific Swedish expert input has taken place in this project.

Impact and quality assessment

Performance plans are in place. SAPS personnel in Mpumalanga acknowledge that PEP is important to use.

Like Gauteng and Limpopo, Mpumalanga has a long way to go. Intervention by SAPS national appears necessary so that all SAPS employees experience a uniform appraisal system.

It is advisable for Mpumalanga managers/supervisors to undertake a study visit to provinces that successfully use PEP.

Implementation of HR Practices in Northern Cape (project 22)

The objective of this project has been to institutionalize performance management through training of members in PEP and to institutionalize mentorship skills through training of supervisors as well as promotion of employment equity and elimination of unfair discrimination.

Outputs and activities as compared to plan

1 200 members have been trained in the performance process.

PEP implementation is monitored on area level.

Training material has been made available during workshops and the PEP guide has been distributed to members.

480 supervisors have been trained on mentorship skills. The training of supervisors at area level is being monitored.

Resources and Swedish input

Resources used by the project from the Sida budget:							
22 Implementation of HR Practices in Northern Cape (project 22)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	82 003	1 083	10 783	93 869
whereof fees	0	0	0	431	508	5 897	6 836
whereof reimbursables	0	0	0	81 572	574	4 886	87 033

There hasn't been any specific Swedish expert input to this project.

Impact and qualitative assessment

– compared to objectives

The rollout of PEP reported to be successful although there are complaints about the complexity of the forms.

For impact on service delivery level refer to project 8.

– development and reform of Human Resource Management in SAPS

Effective implementation of PEP an important achievement.

– gender and ethnic equity

See PEP project comments.

– roll-out

PEP implementation seem to have rolled out to station level.

– strengths, weaknesses and gaps

See PEP project.

Future of the project

– 2005

Further activities to implement objectives related to unfair discrimination and equity seem to need further planning and implementation.

– beyond 2005

No specific plans in this area beyond 2005-01-15

Implementation of HR Practices in North West (project 23)

Objective for this project is the implementation of PEP in the Province.

Outputs and activities as compared to plan

No results except for a plan. Training provided at station level has been of poor quality. Trainers do not understand the system.

Resources and Swedish input

Resources used by the project from the Sida budget:							
23 Implementation of HR Practices in North West (project 23)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	76 751	0	31 842	108 593
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	76 751	0	31 842	108 593

No specific Swedish expert input has been provided in this project.

Impact and qualitative assessment

No impact.

Future of the project

– 2005

Further and improved training needed.

– beyond 2005

No plans beyond 2005.

Implementation of HR Practices in Western Cape (project 24)

Objectives for this project are:

- the repositioning of HR as a business partner
- integration of HR functions
- establishment of high performance HR

and the creation of a HR system that will contribute maximally to the achievement of the SA Police Western cape's goals and objectives.

Outputs and activities as compared to plan

Activities planned included marketing of the new HR strategy and role, workshops at provincial level to achieve this, workshops with priority stations to implement generic job descriptions and performance plans, workshops with HR practitioners to capacitate them, placement and loading of skills inventories, workshops on the updating of service records, gaps analysis on POSS strategy skills at priority stations, training of trainers on diversity, skills audit to feed into development of work place skills plans, survey of stations by Employee Assistance Services, workshops to facilitate integration of HR functions, to develop a recruitment strategy as well as training in grievance and disciplinary procedures.

According to the report the project has now been finalized. It is not clear whether the planned activities have all been implemented.

Resources and Swedish input

Resources used by the project from the Sida budget:							
24 Implementation of HR Practices in Western Cape (project 24)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	44 196	0	-16 519	27 677
whereof fees	0	0	0	0	0	-84 757	-84 757
whereof reimbursables	0	0	0	44 196	0	68 238	112 434

There hasn't been any Swedish expert input to the project.

Impact and qualitative assessment
– compared to objectives

As it is unclear what has been implemented it is not possible to assess impact. The review team has not visited the project.

On the whole activities planned appear to make sense and address the role of the HR function as well as the responsibility of line managers.

Future of the project

– 2005

Funds allocated have been exhausted, no further project activities planned

Project 25 Management of Absenteeism

The objective of this project is to empower line functionaries to effectively implement and maintain the directives of leave injuries on duty and ill-health retirement dispensation at Provincial and Divisional level, the cost effective management, monitoring and the uniform administration thereof.

Outputs and activities as compared to plan

Activities planned included the compilation of standing orders, to compile and develop and distribute a user-friendly procedure manual, implementation of sub-programmes at Provincial level, training and evaluation of standards of training sessions.

Progress reported indicate that the national Instruction for injuries on duty is about to be finalised.
The National instruction on ill-health retirement is also prepared and will be finalised 2005.
The National instruction on leave has been finalised.

User-friendly procedure manuals have been compiled and distributed to Divisions and Provinces in September 2003.

Sub-programmes have been implemented on Divisional and Provincial levels.

Training has been conducted in all Provinces. A follow up training took place in August 2004 to address some problem areas.

Resources and Swedish input

Resources used by the project from the Sida budget:							
25 Management of absenteeism (project 25)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	94 634	128 228	222 862
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	94 634	128 228	222 862

In 2004, there was an interaction between SAPS and Swedish police, during which SAPS was introduced to Swedish experiences. For instance, with Swedish police, there is an after-care for injured police officers – they are placed in duties that suit their capability.

Impact and quality assessment

Prior to the project the management of absenteeism in the SAPS was a problem. Therefore the Management of absenteeism project was created with the aim to empower line functionaries with skills to manage and administer absenteeism better. Before resolution 7 there was no clear Sick Leave Policy and many officers disgruntled with the new status quo following resolution 7 took advantage of this loophole and went on indefinite sick leave. With the introduction of clearer procedures only people who deserve to be on sick leave can do so.

National inspections on the management of absenteeism reveal that personnel functionaries have been empowered to manage down the rate of absenteeism, and improvements in the management of data capturing and administration have also been noted. The annual reports show that the number of days on sick leave 2002 was 513 064 and that for year 2003 it was 602 241 days, at the same time the number of employees has increased, albeit not at the same rate. The impact of this project would however only show 2004.

It appears that the Swedish experience in the management of absenteeism and after-care has been helpful. Continuous training in the management of absenteeism is necessary, with emphasis on injury on duty and ill health.

Future of the project

The absenteeism problem seems to have been brought under control. The challenge lies in absenteeism bred by two other areas: injury on duty and ill health. It should be borne in mind that South Africa has a high crime level. Hence, absenteeism from whatever source can be a costly factor in safety and security. The project should continue to address these two areas.

There is a need for improved support for the injured. They have to be made to feel part of the police service through, for instance,

Option 1: employment in a less demanding job which is practiced already also a SAPS practice)

Option 2: encourage those discharged as a result of injury to do voluntary work for SAPS

Option 3: encourage and embrace those discharged as a result of injury to visit the police environment whenever they feel necessary.

Project 26 Management of Service Terminations

The project objective is to empower personnel at divisional, provincial and area level to effectively manage service terminations.

Outputs and activities as compared to plan

A National Instruction has been compiled and it is awaiting approval from the Legal Department. A user-friendly procedure manual on management of service terminations has been developed and distributed. From the manual, training of trainers in management and administration of service terminations commenced on 12 January and ended in February 2004. 2 864 people completed the training. Evaluation of the standard of the training of trainers was done.

Resources and Swedish input

Resources used by the project from the Sida budget:							
26 Management of Service Terminations (project 26)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	12 260	47 904	60 164
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	12 260	47 904	60 164

Swedish input was provided through an interactive meeting between Swedish police and the service terminations unit.

Impact and quality assessment

Prior to the implementation of the project there was a backlog of ± 2 900 service terminations, with 250 service termination cases being finalised per month. After the implementation of the project an average of 400 service termination cases are finalised per month (as a result of the project 150 more cases are finalised per month). An internal inspection revealed that there is quality improvement in the management of service terminations.

The overview of the project is that it has resulted in a successful and sustainable effective management of service terminations. For instance, unlike before and as a result of the project, a record of 4 200 cases was forwarded to the National Treasury in 2003.

Ill-health terminations are a bit complex to finalise. Normally, an employee will bring a personal Doctor's certificate that does not pass the second opinion verification. Cases that fail second opinion verification, normally result in conflict related to medical issues.

– compared to objectives

From the impact presented above, a lot of work was done in this area, bearing in mind that there used not to be a proper system in place for the management of service terminations. The move from zero to effective management of service terminations is a demonstration that this project has been successful.

The expedient finalization of service termination has important implications for the individual and her or his family that receive the benefits in time and don't have to suffer a period in uncertainty and with poor incomes.

– development and reform of Human Resource Management in SAPS

To resolve these issues improves the quality of HR management in SAPS.

– gender and ethnic equity

There may not be apparent equity issues in this, but the old homeland administrations had a bad reputation in this regard which obviously affected previously disadvantaged groups.

– roll-out

It remains to be assessed whether a full roll out was achieved.

Future of the project

The project was finalised in July 2004.

Project 27 Establishment of Career and Information Centres

The objective of the project is to use Career and Information Centres to inform communities and SAPS members about career opportunities in SAPS.

Outputs and activities as compared to plan

Career and Information Centres are a form of an outreach program, crucial in the South African context. South Africans are not exposed to different careers, especially to those in SAPS. Most people believe that SAPS has two careers: arresting officer and detective. The project on Career and Information Centres is a good move with the potential to integrate SAPS with communities for effective policing and crime prevention.

SAPS undertook a research study on the best model for SAPS Career and Information Centres. From the findings of the research study the Career Quest Model was chosen.

Four Quest Model Career and Information Centres were established and launched in four provinces in 2004 (Gauteng, Free State, Kwa-Zulu Natal and Western Cape). In addition, two mobile Quest Model Career and Information Centres were established.

The authors visit to the Career and Information Center in Kwa-Zulu Natal

The Quest Career Model is a self-directed and facilitator-assisted process based on six main clusters of career fields. Careers in each cluster revolve around one or two common themes. Each theme is identified by one of the six main colours. Each colour represents the personality of the person in the quest to choose a career in SAPS.

Resources and Swedish input

Resources used by the project from the Sida budget:							
27 Career centres							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	0	396 906	396 906
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	0	396 906	396 906

There hasn't been any specific Swedish input to this project.

Impact and quality assessment

Though only four out of a possible nine Career and Information Centres were established, the four represent a shift in what used to happen before – they bring SAPS careers to communities. With mobile Career and Information Centres SAPS is able to reach out to schools and entice students (after graduation) to join the police service. The mobile Career and Information Centres are also used to stage exhibitions on SAPS careers in communities, for communities.

Community members in areas with SAPS Career and Information Centres are exposed to various careers – and are now aware that SAPS careers are more than the common two: arresting officer and detective.

With this project there is now a culture of career planning activities within SAPS – something less heard of before. SAPS members are aware that through career pathways they can move from career to career within SAPS.

– compared to objectives

Career centres now are coming in place. The visit to the Kwa-Zulu Natal SAPS Career and Information Centre based in Durban revealed that the centres are well equipped, with material and human resources. There are enough materials on careers. There are also career counsellors on hand to help visitors.

In the past people regarded a career in SAPS or teaching as an easier way into employment. Then, most people joined SAPS not because they wanted to become police officers but because they wanted to be employed. The Career and Information Centres will expose members of communities to various careers in SAPS and influencing them to choose to become members of SAPS for the right purpose: *to serve and protect communities*.

It remains however to be seen that the centres are well visited and utilized. The follow-up of this aspect is encouraged and measures may be needed to either make the centres more mobile or to arrange transport to the centres and market them further to schools and communities.

– development and reform of Human Resource Management in SAPS

Career centres stand a chance to improve recruitment and attract people to SAPS who are well informed about what the future job contains.

– gender and ethnic equity

Career centres present an opportunity to present the service to underrepresented groups and to attract representatives of those groups. Materials presented especially address the gender equity aspect.

– roll-out

After testing the pilots a further roll out might be feasible.

– strengths, weaknesses and gaps

The advantage is access to information of good quality to school leavers and presumptive applicants. Weakness may be the location and access problems.

Future of the project

The testing and comparison with mobile centres and the staging of exhibitions in schools and communities remains to be done.

A training module should be developed as part of SAPS training for new members. The purpose of the module is to help new members during their training to also decide on careers that suit them.

Study visits

The following study visits have been conducted during the last phase:

Study visits to Sweden:	
14–26 September 2003	Project 6 – Labour Relations
13–18 May 2003	SAPS National Commissioner and SAPS Project Board
22–28 February 2004	Project 14 – Recruitment and Selection
7–13 March 2004	SAPS Project Co-ordination Group
31–7 November 2004	Project 13 – Assessment of Basic Training

Resources

Resources specifically accounted for for the study visits amount to the following:

Resources used by the project from the Sida budget:							
Study Tours to Piog in the Netherlands/PHS in Sweden & SAPS Board to Sweden							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	99 664	143 643	142 363	108 035	0	493 704
whereof fees	0	11 905	62 300	10 100	104 442	0	188 747
whereof reimbursables	0	87 759	81 343	132 263	3 593	0	304 958

Impact

On the whole SAPS staff has been overly positive about the study visits and there are many impressions and ideas that emanate from this interaction.

Equity

We have not had access to data revealing the representativity of delegations. According to SAPS however a special focus has been to include a representative group of race and gender balance at every study visit.

Co-ordination and backing from SNPB

Resources for programme management and administration at SNPB are budgeted and accounted for under this heading.

Resources and Swedish input

Resources used by the project from the Sida budget:							
31 Co-ordination and backing from SNPB							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	186 498	840 642	473 078	436 551	398 866	471 643	2 807 278
whereof fees	186 498	777 123	243 602	322 796	322 156	376 202	2 228 376
whereof reimbursables	0	63 519	229 476	113 755	76 710	95 442	578 902

Future of the project

– 2005

For 2005 it is envisaged that this support will continue at the same level.

– beyond 2005

The cost level after 2005 will depend on the volume and scope of the programme.

Programme management and Co-ordination by SAPS

Until 2003 there was a Swedish police officer placed as programme co-ordinator in South Africa at SAPS. SAPS has since 2004 taken over the co-ordination in South Africa of the programme – hence the increased cost 2004 for co-ordination at SAPS – and the substantial decrease for costs Swedish Programme management (See overleaf).

Resources used by the project from the Sida budget:							
0 Programme Management – Swedish Co-ordinator at SAPS							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	580 552	1 298 417	1 429 263	1 962 124	986 000	0	6 256 356
whereof fees	369 343	802 724	1 038 405	1 332 846	781 130	0	4 324 449
whereof reimbursables	211 210	495 693	390 857	629 278	204 869	0	1 931 908

Resources used by the project from the Sida budget:							
0 Co-ordination by SAPS							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	0	661 958	661 958
whereof fees	0	0	0	0	0	115 794	115 794
whereof reimbursables	0	0	0	0	0	546 165	546 165

As can be seen from the tables the take over has resulted in considerable savings. On the other hand the Swedish programme manager also contributed to the professional advice to projects.

In addition project planning and a project fund have been used to cover miscellaneous costs in the programme as follows:

Resources used by the project from the Sida budget:							
Planning costs for new projects (old proj. 13)							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	46 112	0	0	46 112
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	46 112	0	0	46 112

Resources used by the project from the Sida budget:							
31 Project fund							
ZAR							
	1999	2000	2001	2002	2003	2004	Total
Actual Expenditure	0	0	0	0	255 815	0	255 815
whereof fees	0	0	0	0	0	0	0
whereof reimbursables	0	0	0	0	255 815	0	255 815

Future of this arrangement

– 2005

It is envisaged that SAPS will continue to co-ordinate the programme in this way and at this cost level.

– beyond 2005

Arrangements beyond 2005 would depend on the programme design and may need alignment with the tri-partite arrangements.

Appendix 2 Terms of Reference

Terms of Reference for the Second Review of the Development Cooperation Programme between the South African Police Services (SAPS) and the Swedish National Police Board (SNPB)

1 Background

The Swedish support to the South African Police Services (SAPS) started as early as 1995 with cooperation in the area of human rights training. This form of support was given until 1998 but as it was increasingly felt that this was a too narrow approach for the Swedish support, preparations were made for a broader cooperation programme between SAPS and their Swedish equivalent, the Swedish National Police Board (SNPB).

A three-year agreement was signed in 1999 about institutional cooperation between the two police services where an amount of SEK 19,7 million was allocated for the first phase of the programme covering the period 1 August 1999–31 July 2002. It was later decided that the cooperation would continue during a second phase – an amount of SEK 24,5 million was allocated for the current phase, covering the period 1 August 2002–31 December 2005. In September 2004 a total amount of approx. SEK 27 million has been disbursed during the two project phases.

The overall objectives for the insititutional cooperation programme between the two police services are to assist the SAPS in its human resources development capacity building, to strengthen the respect for and practice of human rights and to improve gender equity. The programme has been organized in a substantial number of projects within the human resouces development area, ranging from an initial eight projects to the present approx. 20 projects.

Swedish input has taken the form of long- and short term police expertise as well as financial support: During the first four years of the programme SNPB had a Swedish police commissioner placed as long-term adviser/programme director at SAPS in Pretoria to coordinate the programme but during 2003 it was agreed that SAPS would take over the day-to-day management of the programme. Since the start of the programme SNPB has furthermore provided short-term expertise in some of the larger projects (e.g in the labour relations project, the "model police station"- project in the Northern Cape and more recently in the two projects dealing with assessment of basic training and recruitment/selection of personnel), while financial support has been the dominating form of Swedish assistance in a majority of the projects.

During October 2001 an independant review of the programme was carried out by Mr Finn Hedvall of SIPU International. The review served as an important input to the preparations for the second phase of the cooperation programme.The results of the review generally pointed towards good progress in the programme. The evaluator pointed out that SAPS had taken clear ownership of the programme from the start and was particularly impressed by the high degree of integration and acceptance of the programme in SAPS. This integration was supported through a project set-up that ascertained that project results were directly fed into the regular work and procedures of the organization. Other positive features were the commitment of the people involved in the programme, the role of the Swedish long-term adviser and the South African programme manager and the flexibility of the programme. Problems high-lighted by the review mainly concerned the initial stages of the cooperation and pertained to unclarity around the division of reponsibility between SAPS and SNPB, certain administrative issues and, at the beginning, insufficient support by SNPB to the Swedish long- and short term expertise in South Africa.

In June 2004 the Swedish government took a decision on a new country strategy between Sweden and South Africa for the period 2004–2008. The new strategy emphasises the transformation aspects of Swedish-South African relations: During the strategy period traditional grant-based cooperation shall gradually be transformed into broader cooperation and more sustainable partnerships based on principles of mutuality and co-financing.

2 Purpose and Scope of the Evaluation

The Swedish-South African police cooperation this is now half way into its second phase and it has not yet been decided whether a third phase of cooperation should be considered. The two police services have expressed a wish to continue the cooperation in a third phase with a substantial redirection of the programme into areas where the potential for institutional cooperation is stronger than in the current programme design.

The purpose of the review is twofold: On the one hand to get a clear picture of what has been achieved in the programme up to date in relation to plans, with an emphasis on the period after the first review was conducted in October 2001. On the other hand, and in the light of the principles of transformation for development cooperation in the new country strategy for 2004–2008, the review should provide a basis for an assessment of whether the cooperation should continue in a third phase and in such a case, make recommendations for the areas most suitable for cooperation (this includes tri-partite arrangements).

3 The Assignment (issues to be covered in the evaluation)

The overall objectives of the assignment are:

A. To review the institutional cooperation programme to date, building on the findings of the first review in October 2001, with specific, but not exclusive focus pertaining to the following aspects:

– Analyse to what extent the programme has supported the overall efforts of transformation, development and reform of the human resources management of the SAPS;

– Analyse the progress and results of all the different projects within the programme in relation to plans, with particular emphasis on those projects where Swedish police expertise has been utilized;

– Assess how and to what extent the gender equality objective has been addressed in the cooperation programme;

– Analyse the progress made pertaining to the five model police stations in the Northern Cape;

– Analyse to what degree the achievements of the projects at national level have been rolled out to different levels in the provinces;

– Analyse the organization and overall management of the programme by the SAPS and the SNPB, taking into account the change of reponsibility for the day-to-day project management which took place in mid-2003;

– Assess the nature of the institutional collaboration between the two partners and to what extent they have been able to draw on each others´experiences and competence in the cooperation;

B. To make recommendations for a possible continuation of the programme in a third phase of cooperation during the period 2006–2008.

A guiding document for this review is the new country strategy for 2004–2008 where the principles about transformation of traditional grant-based development cooperation into broader and more sustainable partnerships based on mutuality and co-financing should be considered;

Recommendations should specifically address the following aspects:

- The possible direction and content of the third cooperation period;
- Areas where the Swedish support can add value and ways in which the institutional collaboration between the two police services can be strengthened;
- General organisation and management of the programme;
- The principles and possibilities for a Swedish-South African co-financing of the programme;
- Strengths, weaknesses and gaps in the current programme that should be addressed or used as models for the proposed programme.

4 Methodology, Evaluation Team and Time Schedule

An evaluation team of one Swedish and one South African independent consultant should carry out the review.

The South African consultant shall be appointed by SAPS and the Swedish consultant by Sida.

The Swedish consultant shall be the team leader.

The Swedish consultant shall undertake the Swedish leg of the evaluation.

The consultants shall divide the South African leg of the evaluation as they deem fit.

In carrying out the assignment the following tasks should be fulfilled:

1. Available documentation regarding the agreement, the programme and the projects should be studied before the field work starts.
2. Interviews should be carried out in Pretoria, Kimberley, Stockholm and other selected locations with:
   a. SAPS' management, programme manager, project sponsors and managers within selected projects as well as other staff involved in the various parts of the programme.
   b. SNPB's management, international development cooperation staff at SNPB´s head office, former long term advisors as well as short term technical expertise in the programme
   c. Sida staff at the Embassy of Sweden in Pretoria and at Head office (DESO/DESA) in Stockholm
3. Field visits to the larger projects as well as a representative sample of the provincial projects should be carried out
4. The assignment shall be carried out between November and January 2004.
5. The total time for the work should not be more than three weeks per consultant (30 consultancy days in total), including reading the documentation, interviews, field visits and report writing.

5 Reporting

The consultants shall make a brief presentation of the preliminary main findings to the Embassy before the Swedish consultant leaves South Africa. The draft report shall be written in English and the format and outline of the report shall follow the guidelines in **Sida Evaluation Report – a Standardized Format** (see Annex 1). The draft report shall be submitted to the Embassy in Pretoria, Sida/DESA and SAPS electronically and in two hard copies (air/surface mailed or delivered) *no later than December 6 2004*.

Within two weeks after receiving Sida's and SAPS comments on the draft report, a final version shall be submitted to the Embassy, Sida/DESA and SAPS again electronically and in two har copies. The evaluation report must be presented in a way that enables publication without further editing. Subject to decision by Sida, the report will be published in the series *Sida Evaluations*.

The evaluation assignment includes the completion of **Sida Evaluations Data Work Sheet** (Annex 2), including an *Evaluation Abstract* (final section, G) as defined and required by DAC.
The completed Data Worksheet shall be submitted to Sida along with the final version of the report.

An evaluation team of one Swedish and one South African independent consultant should carry out the review

Appendix 3 Detailed cost table

Resources used by the programme from the Sida budget:								
1 Performance management I and II (project 1)								**% of total being reimb costs**
ZAR	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**Total**	
Actual Expenditure	0	377 018	159 132	295 833	185 013	2 042 496	3 059 493	
whereof fees	0	0	36 009	169 462	0	91 722	297 193	
whereof reimbursables	0	377 018	123 122	126 372	185 013	1 950 774	2 762 300	90%
Resources used by the project from the Sida budget:								
2 Human Resource Policies (project 2)								
Actual Expenditure	0	159 120	276 622	294 387	0	77 713	807 844	
whereof fees	0	0	248 722	229 035	0	0	477 757	
whereof reimbursables	0	159 120	27 900	65 353	0	77 713	330 087	41%
3 HR Planning (Old Project 3)								
Actual Expenditure	0	908 553	121 275	0	0	0	1 029 828	
whereof fees	0	0	88 861	0	0	0	88 861	
whereof reimbursables	0	908 553	32 413	0	0	0	940 966	91%
3 Discipline Management (New project 3)								
Actual Expenditure	0	0	0	0	0	0	0	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	0	0	0	
4 Lateral Entry Programme (old project 4)								
Actual Expenditure	0	2 023	81 634	0	0	0	83 657	
whereof fees	0	0	12 808	0	0	0	12 808	
whereof reimbursables	0	2 023	68 826	0	0	0	70 849	85%
4 Executive Development Management (New project 4)								
Actual Expenditure	0	0	0	0	0	0	0	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	0	0	0	

Resources used by the project from the Sida budget:

5 Job Description/ Competency Profiling (project 5)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	104 844	241 387	94 919	73 853	0	515 005	
whereof fees	0	0	117 132	66 650	73 853	0	257 634	
whereof reimbursables	0	104 844	124 256	28 270	0	0	257 370	50%
6 Labour Relations (project 6)								
Actual Expenditure	0	218 988	477 315	242 206	851 695	1 048 858	2 839 062	
whereof fees	0	121 027	223 552	35 605	21 623	626 633	1 028 439	
whereof reimbursables	0	97 960	253 763	206 601	830 072	422 226	1 810 623	64%
7 Review of the SAPS Act (New project 7)								
Actual Expenditure	0	0	0	0	0	0	0	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	0	0	0	
7 Human Rights I and II (Old projects 7 and 9)								
Actual Expenditure	0	980 451	109 459	100 788	0	0	1 190 698	
whereof fees	0	20 871	12 206	96 990	0	0	130 068	
whereof reimbursables	0	959 580	97 253	3 798	0	0	1 060 630	89%
8 Special Support to Northern Cape (project 8)								
Actual Expenditure	0	182 804	832 118	735 228	476 183	1 013 691	3 240 024	
whereof fees	0	118 341	406 864	298 779	39 634	644 127	1 507 745	
whereof reimbursables	0	64 463	425 254	436 449	436 549	369 564	1 732 279	53%
10 Senior Management System (project 10)								
Actual Expenditure	0	0	77 962	271 915	0	0	349 876	
whereof fees	0	0	0	254 920	0	0	254 920	
whereof reimbursables	0	0	77 962	16 994	0	0	94 956	27%

Resources used by the project from the Sida budget:

11 Equity (project 11)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	0	154 789	208 183	160 253	55 226	578 450	
whereof fees	0	0	0	82 933	19 627	12 131	114 692	
whereof reimbursables	0	0	154 789	125 249	140 625	43 094	463 758	80%

12 Project Management Course (project 12)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	0	0	0	25 627	0	25 627	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	25 627	0	25 627	100%

13 Assessment of Basic Training (project 13)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	0	0	80 962	209 997	963 308	1 254 268	
whereof fees	0	0	0	0	94 798	353 784	448 583	
whereof reimbursables	0	0	0	80 962	115 199	609 524	805 686	64%

14 Recruitment/selection (project 14)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	0	0	45 802	523 034	1 702 472	2 271 309	
whereof fees	0	0	0	6 994	194 227	443 973	645 193	
whereof reimbursables	0	0	0	38 808	328 808	1 258 499	1 626 115	72%

15 Forum for implementation of HR Practices (Project 15)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	0	0	0	15 089	51 117	66 206	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	15 089	51 117	66 206	100%

16 Implementation of HR Practices in Eastern Cape (project 16)

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
Actual Expenditure	0	0	0	44 196	0	46 698	90 894	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	44 196	0	46 698	90 894	100%

Resources used by the project from the Sida budget:

17 Implementation of HR Practices in Free State (project 17)								**% of total being reimb costs**
ZAR	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**Total**	
Actual Expenditure	0	0	0	50 192	21 654	33 309	105 154	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	50 192	21 654	33 309	105 154	100%
18 Implementation of HR Practices in Gauteng (project 18)								
Actual Expenditure	0	0	0	44 196	0	24 027	68 223	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	44 196	0	24 027	68 223	100%
19 Implementation of HR Practices in KwaZulu/Natal (proj 19)								
Actual Expenditure	0	0	0	76 871	18 720	33 048	128 639	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	76 871	18 720	33 048	128 639	100%
20 Implementation of HR Practices in Limpopo (project 20)								
Actual Expenditure	0	0	0	44 196	54 179	0	98 375	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	44 196	54 179	0	98 375	100%
21 Implementation of HR Practices in Mpumalanga (project 21)								
Actual Expenditure	0	0	0	44 196	0	0	44 196	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	44 196	0	0	44 196	100%
22 Implementation of HR Practices in Northern Cape (project 22)								
Actual Expenditure	0	0	0	82 003	1 083	10 783	93 869	
whereof fees	0	0	0	431	508	5 897	6 836	
whereof reimbursables	0	0	0	81 572	574	4 886	87 033	93%

Resources used by the project from the Sida budget:

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
23 Implementation of HR Practices in North West (project 23)								
Actual Expenditure	0	0	0	76 751	0	31 842	108 593	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	76 751	0	31 842	108 593	100%
24 Implementation of HR Practices in Western Cape (project 24)								
Actual Expenditure	0	0	0	44 196	0	-16 519	27 677	
whereof fees	0	0	0	0	0	-84 757	-84 757	
whereof reimbursables	0	0	0	44 196	0	68 238	112 434	406%
25 Management of absenteeism (project 25)								
Actual Expenditure	0	0	0	0	94 634	128 228	222 862	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	94 634	128 228	222 862	100%
26 Management of Service Terminations (project 26)								
Actual Expenditure	0	0	0	0	12 260	47 904	60 164	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	12 260	47 904	60 164	100%
27 Career centres								
Actual Expenditure	0	0	0	0	0	396 906	396 906	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	0	396 906	396 906	100%
0 Programme Management								
Actual Expenditure	580 552	1 298 417	1 429 263	1 962 124	986 000	0	6 256 356	
whereof fees	369 343	802 724	1 038 405	1 332 846	781 130	0	4 324 449	
whereof reimbursables	211 210	495 693	390 857	629 278	204 869	0	1 931 908	31%
0 Co-ordination by SAPS								
Actual Expenditure	0	0	0	0	0	661 958	661 958	
whereof fees	0	0	0	0	0	115 794	115 794	
whereof reimbursables	0	0	0	0	0	546 165	546 165	83%

Resources used by the project from the Sida budget:

ZAR	1999	2000	2001	2002	2003	2004	Total	% of total being reimb costs
31 Co-ordination and backing from SNPB								
Actual Expenditure	186 498	840 642	473 078	436 551	398 866	471 643	2 807 278	
whereof fees	186 498	777 123	243 602	322 796	322 156	376 202	2 228 376	
whereof reimbursables	0	63 519	229 476	113 755	76 710	95 442	578 902	21%
Study Tours to Piog in the Netherlands/PHS in Sweden & SAPS Board to Sweden								
Actual Expenditure	0	99 664	143 643	142 363	108 035	0	493 704	
whereof fees	0	11 905	62 300	10 100	104 442	0	188 747	
whereof reimbursables	0	87 759	81 343	132 263	3 593	0	304 958	62%
Planning costs for new projects (old proj. 13)								
Actual Expenditure	0	0	0	46 112	0	0	46 112	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	46 112	0	0	46 112	100%
Projectleader training in South Africa (old proj 14)								
Actual Expenditure	0	0	0	262 712	0	0	262 712	
whereof fees	0	0	0	172 508	0	0	172 508	
whereof reimbursables	0	0	0	90 204	0	0	90 204	34%
31 Project fund								
Actual Expenditure	0	0	0	0	255 815	0	255 815	
whereof fees	0	0	0	0	0	0	0	
whereof reimbursables	0	0	0	0	255 815	0	255 815	100%
Total ZAR								
Actual Expenditure	767 050	5 172 526	4 577 676	5 726 882	4 471 990	8 824 710	29 540 834	
whereof fees	555 840	1 851 992	2 490 462	3 080 049	1 651 998	2 585 506	12 215 847	
whereof reimbursables	211 210	3 320 534	2 087 214	2 646 833	2 819 991	6 239 204	17 324 987	59%

Appendix 4 Interviews and visits

The following programme includes visits and meetings in South Africa.

In addition meetings were held with Anne Ljung, Programme Officer at the Swedish Embassy in Pretoria, Lars Liljeson, Head of Development Co-operation at the Embassy and Sten Ström, Programme Offficer at Sida Headquarters.

Interviews have also been conducted with the following unions in South Africa: POPCRU, SAPU and PSA.

Interviews were conducted in Sweden with:

Ulf Bejrum, Co-ordinator for the Programme at SNPB

Anneli Nordström, Administrator Internatioal Programmes SNPB

Lars Ericson, Deputy Chairman Swedish Police Union

Tommy Bringholm, Snr Superintendent Uppsala Police District

Marie Andersson, SNPB, Personel Division

Programme: Mid Term Review: Swedish Projects

Monday 2004-11-15

Time	Meeting With	Venue	Discussion
09:00–11:00	Dep. Nat. Comm. V Singh	Room 726, SAPS Head Office, Pretorius Street, Pretoria	Overview: Functioning of the Board and Project 7
11:00–12:30	Div. Comm. M M Stander	Room 815, SAPS Head Office, Pretorius Street, Pretoria	Overview: Project Sponsor for Projects 3, 14, 25 and 26.
13:30–14:30	Act. Div. Comm. Kruser	8th Floor Shorburg Building, Church Street, Pretoria West	Overview: Project Sponsor for Project 4 and 13
14:45–16:00	Div. Comm. Nchwe	Conference Room, Room 545, Koedoe Building, 236 Pretorius Street, Pretoria	Overview: Project Sponsor for Project 1, 2, 6, 15A & 15B and 27

Tuesday 2004-11-16

Time	Meeting With	Venues	Discussion
09:00–11:00	Project Manager: Project 1 Performance Management Asst. Comm. De Wit	Room 214, Koedoe Building, 236 Pretorius Street, Pretoria	Project 1
11:00–13:00	Project Manager: Project 2 HR Policies II	Asst. Comm. Basson Room 627, Koedoe Building, 236 Pretorius Street, Pretoria	Project 2
14:00–16:00	Project Manager: Project 14	Recruitment/Selection Asst. Comm. Prinsloo Room 810, SAPS Head Office, Pretorius Street, Pretoria	Project 14

Wednesday 2004-11-17

Time	Meeting With	Venue	Discussion
09:00–11:00	Project Manager: Project 26 Recruitment/Selection Asst. Comm Prinsloo	Room 810, SAPS Head Office, Pretorius Street, Pretoria	Project 26
11:00–13:00	Project Manager: Project 25 Absenteeism Dir. Moloi	Room923, SAPS Head Office, Pretorius Street, Pretoria	Project 25
14:00–16:00	Project Manager: Project 15A Forum for Implementation of HR Practises Dir. Albert	Room 234, Koedoe Building, 236 Pretorius Street, Pretoria	Project 15A

Thursday 2004-11-18

Time	Meeting With	Venue	Discussion
09:00–12:00	Project Sponsor: Project 15B Women Network & Project 27 Establishment of Career Centres Div. Comm. M A Nchwe	Room 545, Koedoe Building, 236 Pretorius Street, Pretoria	Project 15B & Project 27
13:00–15:00	Project Manager: Project 13 Assessment of Basic Training Asst. Comm. Phahlane	Room 828, Shorburg Building, Church Street, Pretoria West	Project 13

Friday 2004-11-19

Time	Meeting With	Venue	Discussion
08:00–16:00	Project Manager: Project 8 Northern Cape Capt. L van Heerden	Northern Cape	Overview: Project 8

Monday 2004-11-22

Time	Meeting With	Venue	Discussion
08:00–16:00	Project Manager: Project 17 Implementation of HR Practises in Free State Dir. De Wet	Free State	Project 17 & sub projects 17.1 & 17.2

Tuesday 2004-11-23

Time	Meeting With	Venue	Discussion
08:00–16:00	Project Manager: Project 19 Implementation of HR Practises in KZN Dir. Van Rensburg	Servamus Building, 15 Ordanance Road, Durban, KZN	Project 19 & sub projects 19.1 & 19.2 (HIV AIDS & Debriefing)

Wednesday 2004-11-24

Time	Meeting With	Venue	Discussion
09:00–11:00	Project Manager: Project 6 Labour Relations Asst. Comm. Ndaba (Adv. Odendaal)	Room 526, Koedoe Building, 236 Pretorius Street, Pretoria	Project 6
11:00–13:00	Dep. Nat. Comm. V Singh	Room 726, SAPS Head Office, Pretorius Street, Pretoria	Feedback on review

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Department for Co-operation with Non-Governmental Organisations,
Humanitarian Assistance and Conflict Management

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Kimberly Inksater, Carmen Beatriz Ruiz
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Gustav Böklin
Department for Democracy and Social Development

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Department for Africa

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Department for Infrastructure and Economic Co-operation

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Thomas Bjørnkilde, Karin Attström, Alexandra Wynn
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