

# STRATEGIC PLAN 2020-2025



**independent police  
investigative directorate**

Department:  
Independent Police Investigative Directorate  
REPUBLIC OF SOUTH AFRICA

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## Executive Authority Statement



Independent Police Investigative Directorate (IPID) has been mandated to fulfil its oversight role over South African Police Service (SAPS) and Municipal Police Service (MPS). In terms of the Medium Term Strategic Framework (MTSF) 2019-2024, IPID contributes to Priority 1: A Capable, Ethical and Developmental State and Priority 6: Social Cohesion and Safe Communities.

A set of policy priorities for the next five years have been developed and put in place with the aim of contributing to fight against crime in line with government priorities.

Amongst its responsibilities IPID is mandated to conduct investigations into police criminality, particularly cases of death, rape, and corruption, including crimes against vulnerable groups such as women, children, and people living with disability. The Department also envisage contributing towards professionalisation of the police service which will be achieved through the station lectures, referral of disciplinary recommendations to SAPS and MPS.

I have noted and acknowledged the efforts that IPID has done in its fight against corruption and violent crimes. It is one of the reasons that Department continues to actively participate in fighting the aforesaid crimes within its mandate.

As the Executive Authority of the Independent Police Investigative Directorate, I commit and support the Strategic Plan and Annual Performance Plan of the Department.

In conclusion, I endorse the implementation of IPID plans and wish that these plans do succeed.

A handwritten signature in black ink, appearing to be 'BH Cele', written over a horizontal line.

General BH Cele  
Minister of Police

## Accounting Officer Statement



Independent Police Investigative Directorate (IPID) is an independent and impartial investigative body that has been in existence since 2012 with its presence at National and Provincial level. Its vision is an effective independent investigative oversight body that ensures policing that is committed to promoting respect for the rule of law and human dignity.

IPID has seen an overall improvement from 65% in 2017/18 to 83% in 2018/19 in its performance. Whilst on its core mandate (investigations) the performance moved from 70% to 78%.

In the past five financial years a total of 6 552 docket referrals were submitted to the NPA for decision on whether to prosecute or not. A total of 390 criminal convictions were secured. During this period, 4 893 departmental recommendations were referred to SAPS/MPS for implementation and 1 160 disciplinary convictions were secured.

A Backlog Reduction Strategy was developed to address this challenge of increasing volume of backlog cases. As a result, provincial management undertook an exercise to analyse backlog cases and prioritise finalisation of outstanding activities related to investigation and administration of the cases.

The Department is yet to realise the implementation of the IPID Amendment bill which is expected to be finalised by Parliament.

IPID will continue to be part of the key stakeholders in the fight against the scourge of corruption such as the Anti-Corruption Task Team, Corruption Watch, the society, public and private institutions, among others. The Department will continue to capacitate investigators in areas of specialised investigations to strengthen their investigative capacity.

Community outreach programmes are intended to create awareness to the citizens in respect of IPID's mandate and its services. The plan is to access the most vulnerable parts of the communities, which will include women, children and people living with disabilities. This will contribute towards ensuring that people are and feel safe.

I would like to appreciate the work that has been done by our staff members, particularly investigators within the constraints experienced in the last five years. The Department extend appreciation to our key stakeholders and oversight bodies for their support.

We have committed ourselves to join other law enforcement agencies in fighting crime as well as corruption and professionalisation of our police service.



Mr PM Setshedi  
Acting Accounting Officer  
Independent Police Investigative Directorate

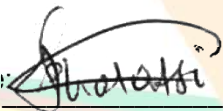
## Official Sign-Off

It is hereby certified that this Strategic Plan:

- Was developed by the management of the Independent Police Investigative Directorate under the guidance of Minister of Police, General BH Cele.
- Takes into account all the relevant policies, legislation and other mandates for which the Independent Police Investigative Directorate is responsible.
- Accurately reflects the Impact, Outcomes and Outputs which the Independent Police Investigative Directorate will endeavour to achieve over the period 2020-2025.

Ms S Phalatsi

Programme 1: Administration (Acting)

Signature: 

Mr M Sesoko

Programme 2: Investigation & Information Management

Signature: 

Ms M Moroasui

Programme 3: Legal & Investigation Advisory Services

Signature: 


Ms M Molope

Programme 4: Compliance Monitoring & Stakeholder Management

Signature: 

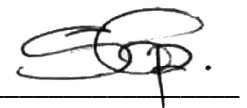
Mr VO Senna

Chief Financial Officer

Signature: 

Ms S Letlape

Head Official responsible for Planning

Signature: 

Mr PM Setshedi

Accounting Officer (Acting)

Signature: 

Approved by:

General BH Cele  
Executive Authority

Signature: 





# PART A

## OUR MANDATE

## 1. Constitutional Mandate

Section 206(6) of the Constitution of the Republic of South Africa makes provision for the establishment of an independent police complaints body and stipulates that “On receipt of a complaint lodged by a provincial executive, an independent police complaints body established by national legislation must investigate any alleged misconduct of, or offence committed by, a member of the police services in the province.”

## 2. Legislative and Policy Mandates

The Independent Police Investigative Directorate (IPID) Act No. 1 of 2011 gives effect to the provision of section 206(6) of the Constitution, ensuring independent oversight of the South African Police Service (SAPS) and Municipal Police Service (MPS). The IPID resides under the Ministry of Police and functions independently of the SAPS.

The IPID Act empowers the Department to investigate offences listed hereunder, allegedly committed by the SAPS and the MPS members.

Section 28 (1) of the Act:

- (a) Any death in police custody;
- (b) Deaths as a result of police actions;
- (c) Complaints relating to the discharge of an official firearm by any police officer;
- (d) Rape by a police officer, whether the police officer is on or off duty;
- (e) Rape of any person in police custody;
- (f) Any complaint of torture or assault against a police officer in the execution of his or her duties;
- (g) Corruption matters within the police initiated by the Executive Director, or after a complaint from a member of the public or referred to the Department by the Minister, MEC or the Secretary for the Police Service;
- (h) Any other matter referred to the IPID as a result of a decision by the Executive Director or if so requested by the Minister, an MEC or the Secretary for the Police Service as the case may be.

Section 28 (2), the Department may investigate matters relating to systemic corruption involving the police.

Section 33(3), any police officer who fails to comply with section 29 is guilty of an offence and liable on conviction to a fine or to imprisonment for a period not exceeding two years.



### 3. Institutional Policies and Strategies over the five-year planning period

Not applicable to the Department

### 4. Relevant Court Rulings

In the watershed Constitutional Court judgement (McBride v Minister of Police and Another (CCT255/15) ZACC 30; 2016 (2) SACR 585 (CC); 2016 (11) BCLR 1398 (6 September 2016) the legislature was given 24 months to amend the IPID Act in order to cure the defects in the Act. The amendments were effected in line with the judgment that further reinforced IPID's structural and operational independence. The amended IPID Bill had gone through the National Assembly processes of the 5<sup>th</sup> Parliament and was before the National Council of Provinces (NCOP) for processing and finalisation when the 5<sup>th</sup> Parliament was dissolved.

On 20 November 2019 the IPID Committee Bill was unanimously adopted by the NCOP and as a section 75 Bill it has to be referred back to the National Assembly for its adoption.



## **PART B**

**OUR STRATEGIC FOCUS**

## 5. Vision

An effective independent investigative oversight body that ensures policing that is committed to promoting respect for the rule of law and human dignity.

## 6. Mission

To conduct independent, impartial and quality investigations of identified criminal offences allegedly committed by members of the South African Police Services (SAPS) and Metro Police Services (MPS), and to make appropriate recommendations in line with the IPID Act, whilst maintaining the highest standard of integrity and excellence.

## 7. Values

The IPID adheres to the highest standards of ethical behaviour through the continuous application of our values. The following values are the core from which we operate and respond:

- Independence and impartiality
- Mutual respect and trust
- Integrity and honesty
- Transparency and openness
- Equity and fairness
- Courtesy and commitment

## 8. Situational Analysis

### 8.1 External Environment Analysis

#### Economic Environment

The potential deteriorating economic circumstances as well as priority of government programmes resulted in a compulsory budget baseline reduction scenario of 5 per cent in 2020/21; 6 per cent in 2021/22 and 7 per cent in 2022/23<sup>1</sup>. Therefore, 2020 budget will continue to change the composition of spending that will stimulate economic growth and the achievement of greater value for money in realising service delivery priorities, by shifting funds from non-essential items to priority items.

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<sup>1</sup> 2020 MTEF Budget Guideline

Over the next three years, more than 68 per cent of the Department's spending will be allocated to compensation of employees to continue strengthening the capacity particularly in core function. To do this, the Department is expected to manage and monitor implementation of set compensation ceiling and headcount numbers with the view of identifying the sources of cost pressures and how it will manage its workforce within the allocated compensation budget ceiling.

Despite the spending pressures and budget reduction, the Department continues to prioritise implementation of the Information and Communications Technology (ICT) Infrastructure Plan to enhance amongst others Case Management System<sup>2</sup>, and procurement of basic investigative equipment as well as full implementation of section 23 of the IPID, 2011. Section 23 provides that the salaries of the Department's investigators must be aligned with those of members appointed as detectives in terms of the South African Police Service Act, 1995. Although the process to align the salaries of investigators with those of detectives commenced in 2018/19, the pension component of the salaries and other benefits could not be adjusted due to funds not being available.

The Department plans to withhold the filling of 24 new posts that were proposed to the establishment in 2019/20 to strengthen internal controls and compliance. In the 2019 adjustments budget the Department reprioritised R24.5 million within compensation of employees, however an estimated amount of R97 million (R45 million and R52 million over the medium term for backdated salaries and pension liabilities respectively) will be required to provide for full implementation of provisions of section 23. This will result in a reduction of the funded establishment from 428 in 2019/20, as published in the 2019 Estimated National Expenditure (ENE), to 399 over the Medium Term Expenditure Framework (MTEF) period.

The expenditure is expected to increase at an average annual rate of 5.3 per cent, from R336.7 million in 2019/20 to R393.4 million in 2022/23. Spending on compensation of employees accounts for 68.3 per cent (R771.4 million) of the Department's total expenditure over the MTEF period. In line with government's expenditure ceiling for compensation of employees, the item's baseline is reduced by R10.1 million over the medium term (R3.7 million in 2020/21, R3.9 million in 2021/22 and R2.5 million in 2022/23).

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<sup>2</sup> A database used for electronic recording and processing of cases

## Performance Environment

The nature of IPID's core business involves extensive travel and accommodation expenditure which is managed and controlled by management through the implementation of stringent cost containment measures to limit the possibility of overspending and accruals. Implementation of these measures does not compromise service delivery. Management continuously develop, implement and review cost containment measures through internal circulars and monitor the implementation thereof to ensure economic and transparent expenditure is realised.

In order to address the challenge related to limited resources, the Department aims to strengthen relations with key stakeholders through finalisation of the Memorandum of Understanding (MoU) between SAPS/MPS on shared services and working with the National Prosecuting Authority (NPA) to ensure speedy prosecution of cases referred. Furthermore, management engaged with the Head of the NPA to discuss challenges encountered with regard to delays on IPID cases. Six (06) IPID investigators are seconded to the NPA's new Investigative Directorate (ID) to expedite conclusion of IPID cases for a possible prosecution.

The Department is making strides to ensure that information on its mandate is widely accessible to all the citizens by collaborating with other government institutions through outreach programmes, imbizo's and exhibitions.

**Table 1** below depicts a breakdown of case intake, workload and cases that are decision ready<sup>3</sup> from 2014/15 to 2018/19 financial years. The average intake per year is 5 978 cases, average workload is 10 383 and average of decision ready cases is 4 862. The workload in 2018/2019 financial year increased by 23%, as a result cases carried over to 2019/2020 financial were 6 126.

Financial year	Total Intake	Total Workload	Total decision ready cases <sup>4</sup>	% decision ready cases
2014/2015	5 879	10 657	5 137	48%
2015/2016	5 519	10 695	7 407	69%
2016/2017	7 014	9 513	4 663	49%
2017/2018	5 651	9 097	2 934	32%
2018/2019	5 829	11 955	4 171	35%
<b>Overall Total</b>	<b>29 892</b>	<b>51 917</b>	<b>24 312</b>	<b>47%</b>

**Table 1: Intake, workload and decision ready cases per financial year**

<sup>3</sup> Refers to an investigation where an Investigator has conducted quality investigation and obtained all the necessary evidence to either refer the case to the NPA for a decision or make recommendation to the SAPS/MPS

<sup>4</sup> These are cases wherein investigation is finalised and the case referred to relevant stakeholders (SAPS/MPS or NPA) for decision



The level of performance can be attributed to limited resources (human, financial resources and investigative tools); outstanding technical reports such as DNA results, toxicology reports, post-mortem reports, ballistic report, histology reports and medical report (J88). The management has commenced engagements with the relevant stakeholders to discuss these challenges and to establish processes that will be used to follow-up on long outstanding reports.

A Backlog Reduction Strategy was developed to address this challenge of increasing volume of backlog cases<sup>5</sup>. As a result, provincial management undertook an exercise to analyse backlog cases and prioritise finalisation of outstanding activities related to investigation and administration of the cases. The success of the Strategy will be continuously monitored and reviewed based on impact and success.

Another intervention that was implemented to ensure service delivery was the prioritisation of cases in terms of serious and violent crimes which is ongoing. These cases are corruption, systemic corruption, death in police custody, death as a result of police action, rape by police officer and rape whilst in police custody. Furthermore, target setting for indicators related to investigation was reviewed, targets will now include both backlog and current cases to ensure that all cases receive equivalent attention.

**Table 2** depicts docket referrals submitted to the NPA and convictions that were secured from 2014/15 to 2018/19 financial years. In the past five financial years a total of 6 552 docket referrals were submitted to the NPA for decision on whether to prosecute or not. A total of 390 criminal convictions were secured. However, it should be noted that there's no direct relationship between the number of dockets referred and the criminal convictions that were secured in a particular financial year. These convictions were achieved through the hard work and commitment of IPID investigators.

Dockets Referrals to NPA and Criminal Convictions						
Description	2014/15	2015/16	2016/17	2017/18	2018/19	Overall Total
Docket Referred to NPA <sup>6</sup>	983	957	1 140	1 428	2 044	<b>6 552</b>
Criminal Convictions	58	97	45	99	91	<b>390</b>

**Table 2: Docket Referrals to NPA and Criminal Convictions**

<sup>5</sup> These are active cases carried over from previous financial years

<sup>6</sup> These are dockets that were referred to NPA for decision whether to prosecute or not

**Table 3** depicts departmental recommendations referred to SAPS/MPS and departmental convictions that were secured from 2014/15 to 2018/19 financial years. During this period 4 893 departmental recommendations were referred to SAPS/MPS for implementation and 1 160 disciplinary convictions were secured. It should be noted that there's no direct relationship between the number of departmental recommendation referred and the disciplinary convictions that were secured in a particular financial year. These convictions were achieved through the hard work and commitment of IPID investigators.

The Department will work closely with the Civilian Secretariat for Police Service (CSPS) to ensure regular and stringent monitoring of the implementation of disciplinary recommendations made to the SAPS. Monthly meetings will be held to review statistics on implementation of departmental recommendations.

Disciplinary Recommendations and Departmental Convictions						
Description	2014/15	2015/16	2016/17	2017/18	2018/19	Overall Total
Disciplinary Recommendations to SAPS/MPS <sup>7</sup>	1 004	1 297	968	734	890	4 893
Disciplinary Convictions	200	243	276	234	207	1 160

**Table 3: disciplinary recommendations and departmental convictions**

**Table 4** below depicts the number of cases that were registered for investigation based on section 33(3) of IPID Act which stipulates that any officer who fails to comply with section 29 is guilty of an offence and liable on conviction to a fine or imprisonment for a period not exceeding two years. A total of 298 cases were registered with an average of 60 cases per year.

Station lectures will be held at police stations to improve compliance with the applicable legislation. These sessions will also contribute to the reduction of incidents related to death as a result of police action, death while in police custody, rape by a police officer and corruption which is one of the Medium Term Strategic Framework (MTSF) priorities.

Intake for non-compliance with section 29 of IPID Act					
2014/15	2015/16	2016/17	2017/18	2018/19	Overall Total
60	41	62	69	66	298

**Table 4: Intake for non-compliance with section 29 of IPID Act**

<sup>7</sup> These refers to recommendations where disciplinary action was recommended by IPID; however, IPID has no direct control over the disciplinary process and the outcome thereof

## 8.2 Internal Environment Analysis

The IPID structure consists of a national office which is based in Pretoria, nine Provincial Offices and four Satellite Offices. The Satellite Offices were reduced from nine to four due to inability to sustain the operational costs as a result of financial constraints. The closure of these Satellite Offices affects the accessibility to IPID's services by the public and also leads to extensive traveling during investigation, particularly on cases emanating from those areas where offices were closed. This aggravated challenges associated with the geographical location of some of the IPID offices. The Department is looking at the possibility of re-establishing the Satellite Offices that were closed or find other alternative ways of obtaining office space from other government institutions.

The IPID's total establishment is 399 inclusive of eight internship positions. The total number of investigators is 191, with 171 responsible for operations (salary level 7-11) and 20 members at the SMS level. The capacity is inadequate considering the increasing demand on IPID's services. An Expansion Strategy was developed to turn-around and mitigate the challenges and demands placed on IPID, however, that could not be implemented due to non-funding.

The implementation of Section 23 remains one of the major risks and challenge until it is fully implemented as it affects staff morale. The Department has been continuously engaging with key stakeholders; National Treasury, Department of Public Service and Administration (DPSA), Government Pensions Administration Agency (GPAA), SAPS, Labour Unions and the relevant IPID employees towards finalising this process. In addition, a Task Team comprising of key stakeholders was appointed and meetings are held regularly in order to expedite implementation of Section 23. The affected employees are regularly kept up-to-date on the progress made. Management remains committed to facilitate and address this challenge within the constrained budget.

A total of 60 vehicles were procured for investigators as a replacement of 23 previously leased G-Fleet vehicles. IPID envisages to further increase the current fleet over the MTEF period to ensure effectiveness of investigation.

The dilapidated ICT infrastructure has been adversely affecting operations for both investigators and support staff. Implementation of the ICT Strategy was prioritised since the 2018 MTEF through additional funding from SAPS. The 2020 MTEF priorities will include upgrade of data lines, replacement of computers, virtualisation of the servers, network enhancement and procurement of hardware equipment to improve business operation.

# PART C

## MEASURING OUR PERFORMANCE

## 9. Institutional Performance Information

### 9.1 Measuring the Impact

#### Impact Statement

<b>Impact Statement</b>	Responsive and accountable police service that renders professional service in a human rights environment
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### 9.2 Measuring Outcomes

Outcome	Outcome Indicator	Baseline	Five-year Target
Effective and efficient administrative support	Percentage increase in ICT systems availability	80%	95%
	Improved financial governance	Unqualified Audit	Clean audit
	Percentage increase of vacancies filled within six months	22%	90%
Reduced level of police criminality and misconduct	Increase in number of criminal cases decided by NPA	1 304	1 503
	Increase in number of disciplinary recommendations initiated	1 075	1 398
	Increase in number of disciplinary recommendations finalised	1 105	1 437
Department's legal interests protected	Percentage of legal advice resulting in resolved investigation challenges	To be determined	90%
	Percentage reduction of number of legal claims against the Department	To be determined	10%
Improved awareness on IPID's services	Increase in number of people reached out through awareness campaigns nationally	13 200	13 860

### 9.3 Explanation of Planned Performance over the Five-Year Planning Period

The constitutional and legislative mandate of the IPID contributes directly to Chapter 12 and 14 of the National Development Plan (NDP). Chapter 12: Building safer communities which envisions people living in South Africa feeling safe and having no fear of crime. Chapter 14: Promoting accountability and fighting corruption which envisions a South Africa with zero tolerance to



corruption, accountable public and private officials and leaders acting with integrity and maintaining high ethical standards.

Furthermore, the IPID contributes to Priority 1: A Capable, Ethical and Developmental State and Priority 6: Social Cohesion and Safe Communities as echoed in the MTSF 2019-2024.

The IPID envisage contributing towards professionalisation of the police service which will be achieved through the station lectures, referral of disciplinary recommendations to SAPS/MPS and docket referrals to the NPA on finalised investigations. This will directly contribute to MTSF Priority 6 Outputs; namely reduced levels of contact crime and reduced levels of fraud and corruption in the public sector.

In terms of section 30 of IPID Act, the police are obliged to initiate the disciplinary process against members that are found to be in contravention of the law. Therefore, cooperation of the implementing Institutions is critical in ensuring that such police officials are held accountable.

All the cases alleging police brutality namely death related cases, rape, torture and assault where victims are women, children and people living with disability will be prioritised and investigated for possible convictions. The management will monitor progress made on the practical implementation of the departmental recommendations referred to the SAPS/MPS through the stakeholder engagements forum between IPID, CSPS and SAPS.

The provision of legal advice will continue to assist investigators to resolve legal challenges that emerge during investigations. This will minimise queries on matters referred to the NPA for decision. The support from the Legal and Investigation Advisory Services will also ensure that the Department's legal interests are protected.

The improved awareness of IPID services through partnerships with other stakeholders will ensure that more people are aware of their rights and understand IPID's mandate. This will also contribute towards ensuring that people are and feel safe.

In order to achieve the desired impact and outcomes, the availability of resources such as ICT systems, human and financial resources are critical in ensuring business continuity. Strengthening of governance practices and accountability will ensure that service delivery is provided in a professional and ethical manner.

## 10. Key Risks

Outcome	Key Risks	Risk Mitigation
Effective and efficient administrative support	1. Constrained resources	1.1 Reprioritisation of limited funding to focus on critical strategic objectives. 1.2 Continue to source additional funding for IPID
	2. Inadequate Information Systems	2.1 Implementation of ICT Infrastructure renewal project
	3. Non-compliance to laws, regulations and prescripts	3.1 Compliance Monitoring and Reporting
Reduced level of police criminality and misconduct	4. Infiltration of IPID investigations by SAPS	4.1 Open criminal cases against SAPS members involved in the interferences of IPID investigations 4.2 Disciplinary actions Instituted on IPID investigators involved in the infiltration 4.3 Approval and Implementation of the policy on threats to IPID investigators 4.4 Intensify integrity strengthening for IPID investigators
	5. Inability to investigate and finalise cases timeously	5.1 Establish working relations with other departments to assist with work space to in order to improve accessibility to clients 5.2 Enhance skills by providing training on certain areas of specialised investigations to optimise service delivery 5.3 Reprioritisation of investigations to match resources available (Human & Budget) 5.4 Continuous engagement with FSL (Forensic Service Laboratory) and Department of Health (for pathology services) to speedy technical reports of IPID investigations
Department's legal interests protected	6. Adverse legal actions or findings against the	6.1 Punitive measures enforced to officials not cooperating

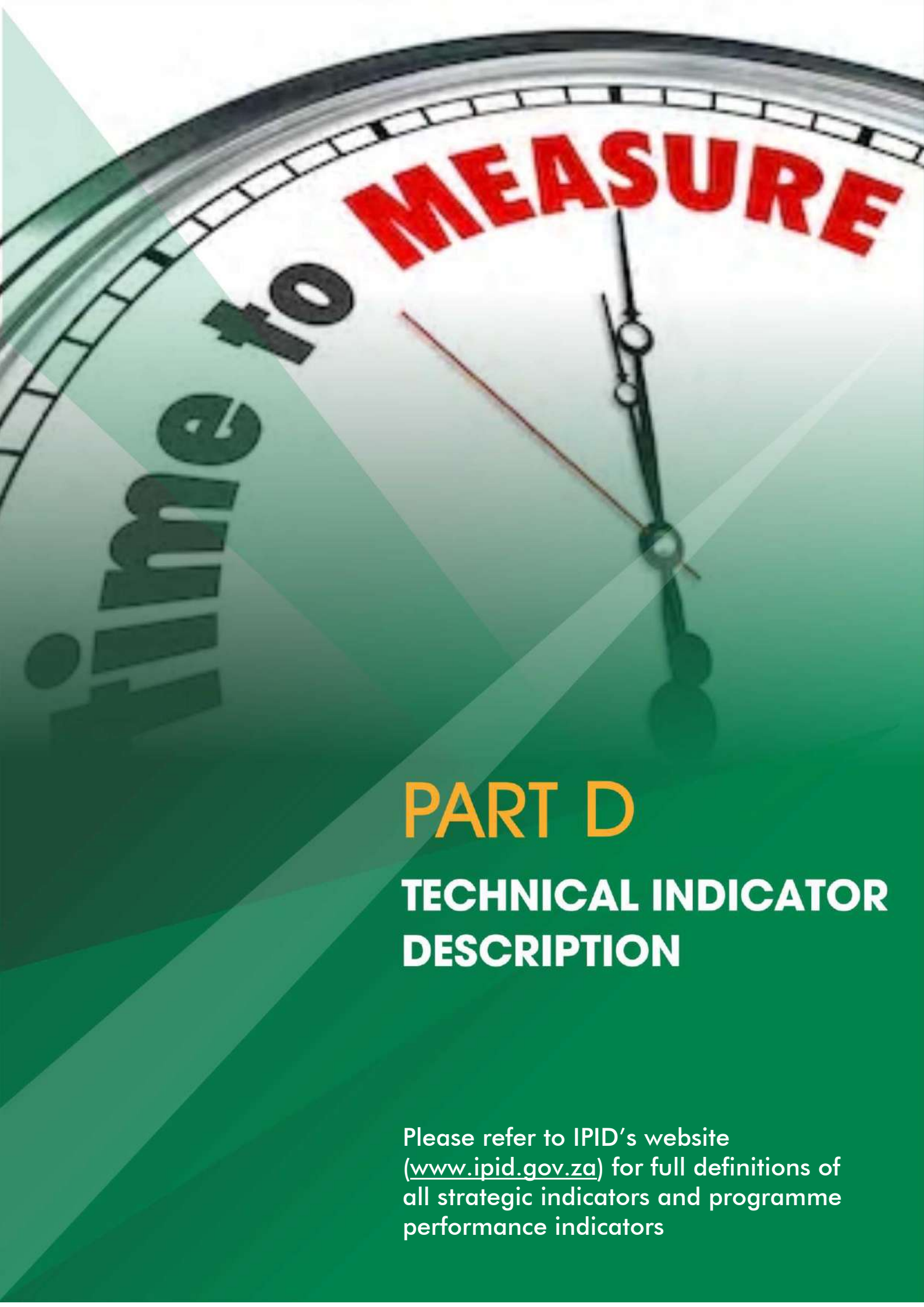
Outcome	Key Risks	Risk Mitigation
	Department	6.2 Directive to all IPID officials to avail and provide information for purposes of consultation and providing evidence
Improved awareness on IPID's services	No risk identified at strategic level	N/A

### 11. Public Entities

The Department does not have Public Entities.

### 12. District Development Model

There are no projects that are implemented at a district level.



time to

**MEASURE**

## **PART D**

### **TECHNICAL INDICATOR DESCRIPTION**

Please refer to IPID's website ([www.ipid.gov.za](http://www.ipid.gov.za)) for full definitions of all strategic indicators and programme performance indicators

### 13. List of Acronyms

ConCourt	Constitutional Court
CSPS	Civilian Secretariat for Police Service
DPSA	Department of Public Service and Administration
ENE	Estimated National Expenditure
FSL	Forensic Science Laboratory
GPAA	Government Pensions Administration Agency
ICT	Information Communication Technology
ID	Investigative Directorate
IPID	Independent Police Investigative Directorate
MEC	Member of Executive Council
MoU	Memorandum of Understanding
MPS	Municipal Police Service
MTEF	Medium Term Expenditure Framework
MTSF	Medium Term Strategic Framework
NCOP	National Council of Provinces
NDP	National Development Plan
NPA	National Prosecuting Authority
NT	National Treasury
SAPS	South African Police Service





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