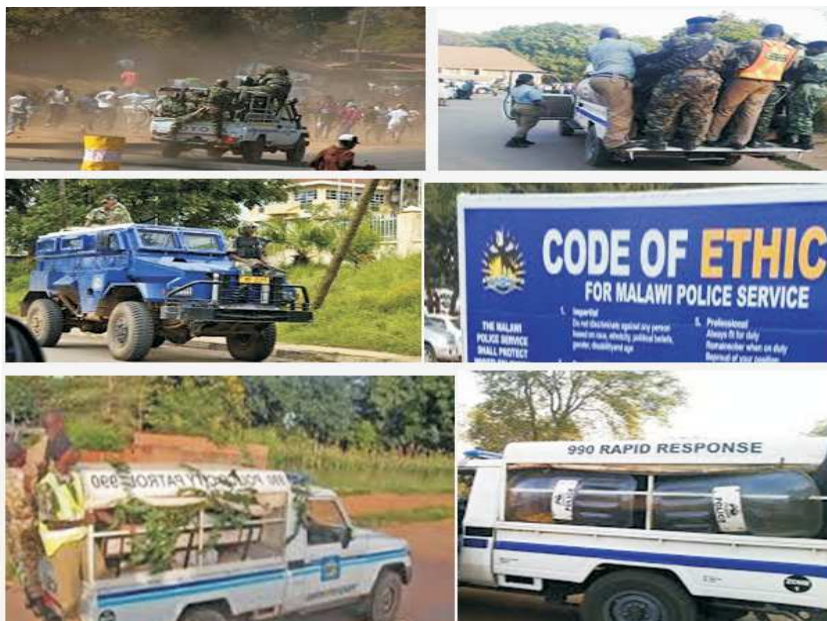




REPUBLIC OF MALAWI

PERFORMANCE AUDIT REPORT ON HANDLING AND FOLLOW-UP OF CRIME CASES BY THE MALAWI POLICE SERVICE IN THE MINISTRY OF HOMELAND SECURITY



NATIONAL AUDIT OFFICE
P.O. BOX 30045
LILONGWE 3
MAY 2019

Printed by the Government Printer, Lilongwe, Malawi

PERFORMANCE AUDIT REPORT
ON
HANDLING AND FOLLOW-UP OF CRIME CASES BY THE
MALAWI POLICE SERVICE
IN THE
MINISTRY OF HOMELAND SECURITY

NATIONAL AUDIT OFFICE

VISION : To be an independent Supreme Audit Institution that promotes good governance.

MISSION : To provide assurance on accountability, transparency, integrity and value for money in the management of public resources to all stakeholders through quality audit.

CORE VALUES :

- Professional Competence
- Behaviour and due care
- Integrity
- Objectivity
- Independence
- Confidentiality
- Transparency and accountability
- Inclusiveness
- Creativity and innovation
- Public interest oriented

Telephone: +265 1 770 700
Facsimile: +265 1 773 071
 +265 1 776 125
 +265 1 774 138



In reply please quote No.

National Audit Office
P.O Box 30045
Capital City
Lilongwe 3

All Communications should be addressed to:
National Audit office

Ref. No. NAO/15/14

18 th May, 2017

The Right Honorable Speaker
National Assembly
Private Bag B362
Capital City
Lilongwe 3

Through: The Honourable Minister of Finance
Ministry of Finance, Economic Planning and Development
P.O. Box 30049
Lilongwe 3
Malawi

Dear Sir,

Performance Audit on Handling and Follow-up of Crime Cases by the
Malawi Police Services

Pursuant to the provision of section 184 (2) of the Constitution of the Republic of Malawi and the Public Audit Act Cap 37:01, I have the honour to submit my report on the results of the Performance Audit on Handling and Follow-up of Crime Cases in Malawi by the Malawi Police Services in the Ministry of Homeland Security.

A Performance Audit is an audit of Economy, Efficient and Effectiveness with which the audited entity uses its resources to achieve its goals. The prime aim of a performance audit is to ensure better use of resources, improved operations and better decision making in reaching policy objectives set.

Yours faithfully,

Thomas K. B. Makiwa
Acting Auditor General



TABLE OF CONTENTS

List of Acronyms	..	..	..	..	..	..	..	iv
List of Tables	..	..	..	..	..	..	..	vi
List of Figures	..	..	..	..	..	..	..	vii
Executive Summary	..	..	..	..	..	..	..	viii
CHAPTER 1: INTRODUCTION	..	..	..	..	..	..	..	1
1.1 Background	..	..	..	..	..	..	..	1
1.2 Motivation	..	..	..	..	..	..	..	1
1.3 Audit Objective, Audit Questions and Audit Scope	..	..	..	..	..	..	..	3
1.3.1 Audit Objective	..	..	..	..	..	..	..	3
1.3.2 Audit Questions	..	..	..	..	..	..	..	3
1.3.3 Audit Scope	..	..	..	..	..	..	..	4
CHAPTER 2: METHODOLOGY	..	..	..	..	..	..	..	6
2.1 Interviews	..	..	..	..	..	..	..	6
2.2 Document review	..	..	..	..	..	..	..	6
2.3 Physical Inspection	..	..	..	..	..	..	..	6
2.4 Audit Limitations	..	..	..	..	..	..	..	8
2.5 Sampling	..	..	..	..	..	..	..	8
CHAPTER 3: DESCRIPTION OF THE AUDIT AREA AND ASSESSMENT CRITERIA USED	..	..	..	..	..	..	..	9
3.1 Malawi Police Services in the Ministry of Homeland Security, goals, objectives and performance targets	..	..	..	..	..	..	..	9
3.1.1 Malawi Police Services and its legal mandate	..	..	..	..	..	..	..	9
3.1.2 Goals, objectives and performance targets of the Malawi Police Services in relation to the handling and following – up of crime cases	..	..	..	..	..	..	..	9
3.2 Process and systems description	..	..	..	..	..	..	..	9
3.2.2 Process description	..	..	..	..	..	..	..	9
3.3 Resources and budgets	..	..	..	..	..	..	..	9
3.4 Assessment criteria	..	..	..	..	..	..	..	28



CHAPTER 4: FINDINGS	29
4.1 Efficiency and effectiveness in handling of crime cases by M.Ps	
4.1.1 Trend of crimes cases during the period 2010 to 2014	
4.1.2 Adherence to the 48 hour rule in handling crime cases during the period 2010 to 2014	
4.2 Malawi police service skills, equipment and motivation to ensure efficient and effective police operations	
4.2.1 Skills, motivation and equipment provided to officers for handling and follow-up of crime cases including cross boarder crimes and public order management?	
4.3 Mobility for the delivery of services in the Malawi Police Service	
4.3.1 Effectiveness of the measures put in place to ensure adequate mobility	
4.3.2 Overcrowding of police cells	
4.3.3 Inability to conduct rapid response services	
4.4 Construction and maintenance of infrastructure by the Malawi police service.	
4.4.1 Implementation of construction and maintenance plans by the M.P.s	
4.4.2 Provision of M.P.s standard border office infrastructures	
4.5 Governance and accountability in handling and following up of crime cases	
4.6 Integrity and adherence to ethical standards by the Malawi police service officers	
4.6.1 Trend of recorded criminal offences against police officers	
4.6.2 Disciplinary cases against police officers	67
CHAPTER 5: CONCLUSIONS	69
5.1 Efficiency and effectiveness in handling of crime cases by M.P.5	



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

5.1.1	Trend of crimes cases during the period 2010 to 2014	
5.1.2	Adherence to the 48 hour rule in handling crime cases during the period 2010 to 2014	.. .. .
5.1.3	Case clearance rate during the period 2010 to 2014	
5.2	Malawi police service skills, equipment and motivation to ensure efficient and effective police operations	.. .. .
5.2.1	Skills, motivation and equipment provided to officers for handling and follow up of crime cases	.. .. .
5.3	Mobility for the delivery of services in the Malawi Police Service	.. .. .
5.4	Construction and maintenance of infrastructure by the Malawi Police Service.	.. .. .
5.5	Governance and accountability in handling and following up of crime cases	.. .. .
5.6	Integrity and adherence to ethical standards by the Malawi Police Service Officers	.. .. . 71
CHAPTER 6: RECOMMENDATIONS		.. .. . 72
6.1	Efficiency and effectiveness in handling of crime cases by M.P.s	.. .. .
6.2	Malawi Police Service skills, equipment and motivation to ensure efficient and effective police operations	.. .. .
6.3	Mobility for the delivery of services in the Malawi Police Service	.. .. .
6.4	Construction and maintenance of infrastructure by the Malawi Police Service.	.. .. .
6.5	Governance and accountability in handling and following of crime cases	.. .. .
6.6	Integrity and adherence to ethical standards by the Malawi Police Service officers	.. .. . 74
CHAPTER 7: APPENDICES		.. .. . 75



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

List of Acronyms

A/SUPT	: Assistant Superintendent
ACP	: Assistant Commissioner of Police
AFIS	: Automated Fingerprint Identification System
CID	: Criminal Investigative Department
CP&EC	: Criminal Procedure and Evidence Code
CR	: Central Region
DCP	: Deputy Commissioner of Police
DHRMD	: Department of Human Resources Management and Development
DIG	: Deputy Inspector General
ER	: Eastern Region
GD	: General Duties
HQ	: Headquarters
HRMD	: Human Resources Management and Development
IAU	: Internal Affairs Unit
IBO	: Investigative Branch Officer
INSP	: Inspector
MDA	: Ministry, Department and Agencies
MP	: Malawi Police
MPS	: Malawi Police Service(s)
MPSR	: Malawi Public Service Regulations
MSCE	: Malawi Schools Certificate of Education
NR	: Northern Region
OB	: Occurrence Book
OC/OIC	: Officer In-Charge
PMS	: Police Mobile Service
PSLC	: Primary School Leaving Certificate
PSU	: Professional Standards Unit
PTS	: Police Training School
S/SUPT	: Senior Superintendent



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

SACP : Senior Assistant Commissioner of Police
SDCP : Senior Deputy Commissioner of Police
SGT : Sergeant
SO : Station Officer
SR : Southern Region
SSO : Service Standing Orders
Sub INSP: Sub-Inspector
SUPT : Superintendent
WAN : Wide Area Network



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

LIST OF TABLES

Table 1:	Strategic Outcomes and Targets for MPS
Table 2:	MPS Budget for the Years 2009-2014
Table 3:	Promotion Requirements for Junior Officers as Per SSO 109
Table 4:	Command/Management Courses for Senior Officers in MPS
Table 5:	Cases Prosecuted
Table 6:	Staff Levels Of Police Prosecutors in Sampled Police Stations and Cases Handled in 2014
Table 7:	Time Taken to Clear Cases
Table 8:	Results from the Review of Basic Training Reports
Table 9:	Number of Prosecution and CIDs Officers Trained Between 2010 and 2014
Table 10:	Number of Officers that Were Promoted and Those that Underwent Promotional Courses Conducted between 2010 and 2014
Table 11:	Training Financial Resources for the Years 2011 To 2014
Table 12:	Time Taken on a Rank before Promotion to Next Rank
Table 13:	Allocation of Accommodation Houses to MPS Officers per Visited Formation
Table 14:	Payment Schedule for Installation of Automated Finger Print Identification System
Table 15:	Required Vs Available Equipment in the Eastern Region
Table 16:	Promotion Requirements for Junior Officers as Per SSO 109
Table 17:	Table Showing Number of Officers Promoted in the Junior Ranks
Table 18:	Number of Required and Available Fleet in the MPS as at June 2014
Table 19:	Availability of Vehicles in Sampled Formation to Ensure Adequate Mobility



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Table 20:	Project Implementation Period
Table 21:	Summary of Development Expenditure Analysis for the Period 2010/2011 to 2014/15
Table 22:	Allowance Claims of Officers Deployed to Sectors per Fortnight by 2014/15 Financial Year
Table 23:	Actual Funding For Sampled Stations/Regions
Table 24:	Age Screening by the MPS between the Years 2010 and 2014
Table 25:	Medical and Criminal Screening of Recruits
Table 26:	Police Population Ratio 2010-2014
Table 27:	Malawi Police Service Establishment, Strength and Vacancies As At 30th December 2014
Table 28:	Police Officer Referred to Court
Table 29:	Number of Meetings Conducted.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

List of Figures

- Figure 1:** Branches of the MPS Concerned with Issues Relating to Handling and Following up of Crime Cases
- Figure 2:** Trend of Reported Crime Cases at National Level
- Figure 3:** Trend of Reported Crime Cases at Regional Level
- Figure 4:** Approved Budget from 2009/2010 to 2013/2014
- Figure 5:** Trend of Crimes of Concern
- Figure 6:** Trend of Various Types of Reported Crimes of Concern
- Figure 7:** Adherence to 48 Hour Rule
- Figure 8:** Adherence to 48 Hour Rule in Sampled Stations
- Figure 9:** Prosecution Trend
- Figure 10:** Accommodation by Rank from the Sample
- Figure 11:** Allocation of Accommodation by Formation
- Figure 12:** Showing Police House at Mitole
- Figure 13:** Abandoned Staff House at Mitole
- Figure 14:** Abandoned Staff House at Mitole
- Figure 15:** Abandoned Staff House at Mitole
- Figure 16:** Response Times to Calls of Distress
- Figure 17:** Police Strength during the Period under Review
- Figure 18:** Number of Complaints
- Figure 19:** Number of Officers Referred to Court for Prosecution
- Figure 20:** Number of Defaulters



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

EXECUTIVE SUMMARY

Security is important in the country to safeguard human resources, infrastructure, goods and services. It is also critical for creating an enabling environment for economic and social activities. Effective and efficient handling and following up of crime cases through crime prevention, detection, investigation and prosecution of crime cases contributes towards creating a safe and secure environment in a country. Handling and follow-up of crime cases in Malawi is aligned with one of the strategic objectives of the Malawi Police Services which fall under the Ministry of Homeland Security.

Malawi Police Services is committed to provide professional service of quality and magnitude in provision of public safety and protection of rights of all persons in Malawi in accordance with the prescriptions of the Malawi Constitution and any other legislative instruments. This is achieved through prevention, investigation and detection of crime; apprehension and prosecution of offenders; maintenance of law and order; protection of property, life, fundamental freedoms and rights of individuals; enforcement of all laws and regulations.

There has been a general outcry regarding failure in rapid response service to crime cases when they have been reported. In addition, there have been complaints in the media regarding the lengthy time taken to investigate and conclude crime cases. Media reports both locally and internationally have expressed that crime is on the rise in the country, stating that "high impact crime such as robberies and breakings had been on the increase in the first half of the year 2012 as contrasted with the same period in 2011" and "as the country is addressing the ongoing economic issues, crime remains a serious concern more especially in the urban areas than in the outlying rural settlements".

As such the performance audit was conducted to assess whether MPS had been handling and following up crime cases efficiently with regards to use of time, staff and financial resources and achievement of the its related strategic objectives.

Data collection was conducted through interviews, document reviews, physical inspection and survey questionnaire. The audit focused mainly on the following branches: Criminal Investigative Division (CID), Prosecution



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Branch, Police Mobile Service Branch and Boarder Police Branch. A period of five financial years from 2009/10, 2010/11, 2011/12, 2012/13 and 2013/14 was covered. The audit took a countrywide perspective covering the Malawi Police Headquarters and its four Regional Offices of the Central in Lilongwe, Northern in Mzuzu, Southern in Blantyre and Eastern in Zomba.

The audit established the following:

1. Efficiency and effectiveness in handling of crime cases by MPS

1.1 Trend of crime cases during the period 2009/10 to 2013/14 at both national and regional level

A review of national crime statistics raised a question on how the annual crime reduction targets were being set by the MPS. The audit observed that annual targets for crime reduction were set based on a previous years' targets and not actuals. Thus, the actual levels of reported crime cases as per statistics aggregated from regional annual reports were 77,558; 68,863; 74,061 and 58,285 in 2011; 2012; 2013 and 2014 respectively. This was contrary to the basis of the set targets presented for the period under review. Graphical analysis of the statistics of the actual levels of reported crimes cases revealed a general decreasing trend of reported crime cases during the period under review.

However, a further graphical analysis on the regional comparison of reported crime cases, established that the number of reported crime cases was higher in the central and southern regions as compared to the northern and eastern regions. The trend of reported crime cases in the southern region indicates a minimal decrease falling within the range of 2% to 4% within the period under review. Where as in the central region the trend of reported crime cases depicts a 7.7% decrease from 2010 to 2011, then 14% decrease from 2011 to 2012 followed by an 18.6% increase in 2013 and 35% decrease in 2014.

1.2 Trend of crimes of concern during the period 2010 to 2014

Crimes of concern also known as serious offences refer to crimes of high impact, violent offences such as robberies, breakings, theft of motor vehicles, sexual offences, illegal immigration, human



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

trafficking, unauthorised possession of fire arms and murder.

A statistical and graphical analysis of crime trend by type revealed an increase in crimes of concern over the period under review. 19,576 cases were reported in 2010 followed by a decrease to 15,083 in 2011. Thereafter, there was an increasing trend of reported crimes from the year 2011 to 2013 with a figure of 18,001. In general, more crimes were reported under breakings category throughout the period under review with figures: 14,853; 11,290; 11,297; 13,159 and 12,101 cases in 2010; 2011; 2012; 2013; and 2014 respectively.

1.3 Adherence to the 48 hour rule in handling crime cases during the period 2010 to 2014

A random sample of 466 suspects from the custody registers from Mchinji, Karonga, Lilongwe and Zomba Police Stations revealed that 435 suspects were detained beyond 48 hours. Thus, 214 suspects were in detention for a period between three (3) to seven (7) days and 154 suspects for a period between eight (8) and fourteen (14) days. The stations adhered to the 48 hour rule on 32 suspects representing 7% of the sample. The analysis showed that out of the 214 suspects who were detained for a period between 3 and 7 days from the sampled Police Stations, 110 were from Mchinji. It also showed that out the 154 suspects that were detained for the period between 8 and 14 days, Mchinji and Karonga Police Stations had 56 suspects each.

1.4 Case clearance rate during the period 2010 to 2014

The audit established that the prosecution branches in the sampled police stations did not meet the 70% case clearance rate. Less cases were cleared by the prosecution branches in the sampled police stations as compared to the number of cases passed to the branches from the Investigation Branches (IBO and CID). An analysis of statistics for prosecuted cases in the sampled Police Station (Mchinji, Karonga, Limbe and Lilongwe) for the period under review established that the average clearance rate for prosecuted cases was 43%; 63%; 56% and 51% for the years 2011; 2012; 2013 and 2014 respectively. There were also outstanding cases annually during the period under review representing a backlog of



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

uncompleted cases. The total number of outstanding cases from all the sampled stations brought forward to the following years for prosecution were 3,704; 2,320; 2,256 and 2,037 in 2011; 2012; 2013 and 2014 respectively.

2. Malawi Police Service skills, equipment and motivation to ensure efficient and effective police operations

2.1 Training of police officers

- MPS did not develop a training plan/calendar to guide the conduct of trainings during the period under review despite implementing various training programs. MPS had recruited 1,407 and 1,806 trainees for basic recruit training against the planned figure of 1,000 trainees as per the warrant from DHRMD in the years 2012 and 2014 respectively.
- Limbe Police Training School (PTS) has a capacity of 400 trainees. The training school has 9 classes with a maximum capacity of 30 trainees. Thus the classes hold 270 trainees while the remaining 130 trainees are drilled at the school ground. Contrary to the capacity of the training school, in 2014, from the 1,806 trainees that were recruited for basic recruit intake, the Limbe PTS accommodated 804 recruits of which 262 were females and 542 were males. Thus in this year, Limbe PTS was overstretched by 404 recruits representing a usage ratio of 200%. The 804 recruits could not fit into the available 9 classes hence leaving the other half outside waiting for their turn to use the classes. To ensure that those out are also busy the trainers used to arrange other activities like drill for them.
- By 2013, 64 prosecutors were trained by the MPS training schools which was less by 236 from the planned figure of 300. The number of trained CID officers in the intake course was 70. However, no targets were provided to the auditors to measure the effectiveness in terms of goal achievement. In addition, the actual number of CID officers whose capacity in the investigation of emerging crime, i.e. human trafficking,



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

terrorism & trafficking in human body parts was to be built, was not provided. Thus, the audit concluded that the target of training 600 CID officers by 2013 was not attained by the MPS.

- Document review revealed that the MPS did not conduct any refresher training for its officers during the period under review as required by the MPS Policy hand book. However, an analysis of responses from the survey questionnaire established that out of 386 officers, 50 underwent refresher courses. A further analysis established that 10 out of the 50 officers underwent refresher courses during the period under review. This information was found to be contradictory with the results from the document review. Furthermore, only one Musketry range activity was conducted instead of five during the period under review.
- No promotional courses for junior ranks were conducted during the period under review. Out of 1,950 officers promoted to the rank of sergeant, 163 underwent responsibility course representing 8.4% of the promoted officers. Out of 999 officers promoted to the rank of sub inspector, 79 underwent the responsibility course representing 7.9% of the promoted officers.

2.2 Motivation for handling and follow-up of crime cases including cross boarder crimes and public order management

The audit assessed provision of motivation for handling and follow up of crime cases including cross border crimes and public order management based on three aspects. These aspects were: Time taken to promote an officer to the next rank; Payment of allowances in time; and Provision of housing accommodation to officers.

- As regards time taken to serve on a rank before promotion, the audit established that out of the 386 sampled officers, 36 served for a period less than 2 years, 169 officers served for a period between 5 to 10 years and 7 served for a period between



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

21 to 26 years at the rank of a constable. The review also established that out of 225 officers on the rank of sergeant, 120 served for a period less than 2 years, 47 served for a period between 5 to 10 years and none for the period between 21 to 26 years at the rank of sergeant. The analysis showed that more officers were serving a long time at the rank of constable than at the ranks of sub inspector and inspector.

- As regards payment of allowances to officers in time, the audit established that there were no outstanding allowances for officers in various Police Stations during the period under review. However, there were outstanding allowances amounting to MK147, 735,000.00 for officers under the Police Mobile Service (PMS) branch.
- As regards provision of accommodation to officers, the audit established that 60% of total population of 3050 officers, from the sampled visited formations, lived in rented houses while 40% lived in institutional and government leased houses. In addition, a review of fiscal annual reports disclosed that the Malawi Police Service staff strength was 9,655 and 10,415 in 2010 and 2012 respectively against institutional houses of about 3,000 with most of them being in a very dilapidated state. This indicates that nearly 70% of the police population stays in rented houses. The audit also established that laid down procedures for allocating houses to police officers were not being followed. MPS failed to maintain a register of allocated houses as this was not made available for audit review, instead a list of houses owned by the Malawi Police Service was furnished for audit review. Physical inspection on a visit to Mitole police camp revealed that staff houses and office were in a dilapidated state.

¹ Visited formations included: Southern Region Headquarters, Limbe Station, Lilongwe Station, B. Division, Eastern Region Headquarters, Namizana Border Police, Mwanza Border, Zomba Station, Ipyana, Karonga Station, Songwe Unit, PMS Delta Division, Northern region Headquarters, Mchinji Station and Central Region Headquarters.



2.3 Provision of equipment

- The audit through a review of a report on Part 2 Development Projects for the 2014/15 financial year from the Ministry of Homeland Security established that Government had selected Techno Brain Global FZE as a contractor for the installation of the Automated Fingerprint Identification System at a cost of USD 2,480,000 (MK822, 764,800) with a payment schedule of four phases of 15%, 15%, 40% and finally 30% according to milestones achieved of the contract price. Included in the contract for the project was a clause for payment of interest on overdue payments. The project deliverables were to install the system at Police HQ, designated as the central database, and then roll out the project to “Class A” Police Stations (Lilongwe, Blantyre, Limbe, Zomba and Mzuzu) after which roll it out to the whole country.

From the report, the audit learnt that by 31st October, 2015, the Police Headquarters was fully computerised. It was also established that there was no budget provision for the project in 2013/14 financial year which resulted into accumulation of arrears of outstanding balance of USD1,561,000 (MK517,877,360) and accumulated interest of USD466,631.84 (MK154,809,779.20). The review also established that the systems user licences had expired as a result significant amount of functionality of the system had been disabled. In order to renew the licences, the Ministry was supposed to make a part payment towards the arrears. The system maintenance had been long overdue that Techno Brain was reluctant to perform it in the absence of the payment. By the time of the audit in March, 2016, the system had not been installed at Lilongwe station as per plan. Consequently value for money was not achieved in this project.

- The MPS was supposed to procure and distribute public order management equipment in order to equip 3500 officers with personal protective equipment by the year 2014. In view of this the audit through interviews with Director of Operations at the Malawi Police Headquarters established that the MPS did not



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

have a procurement and distribution plan for public order equipment during the period under review. However the interviews disclosed that public order equipment had been procured during the period under review on an ad hoc basis depending on need and availability of resources. Physical inspections at Mwami, Songwe and Mwanza boarder entry points during the time of the audit, established that the crime detection equipment had not been installed as per plan.

2.4 Promotions

During the period under review there was no selection board where officers of junior ranks were to appear before being promoted. Promotions for junior officers were based on the prerogative of the Inspector General with regard to promotion qualification report (MP47).

On the promotion procedures, the audit also established that no service standing order and Government Law examinations were administered. Promotions were mainly based on exceptional circumstances rather than passing of the prescribed examinations. For instance, from the survey that was conducted on 386 officers out of the 63 officer that had been promoted to the post of Sergeant, only one officer had sat for and passes the service standing orders examination and none had sat for and passed the law examinations. Similarly out of the 39 officers that had been promoted to the post of Sub Inspector, 2 officers sat for and passed the service standing orders examinations and 2 officers sat for and passed the law examination.

As a consequence, the purpose of ensuring that officers gain requisite skills for the next rank is defeated. Officers also do not see the need to sit for the examinations since promotions are still effected without considering this requirement. The audit also observed from the sample that promotion of less officers at senior ranks considered the requisites of passing the examinations before being promoted. Inability to sit for the examinations was attributed to lack of motivation considering that promotions would still be effected even in the absence of the pass.



3. Mobility for the delivery of services in the Malawi Police Service

3.1 Effectiveness of the measures put in place to ensure adequate mobility

Transport needs assessment reports was not available. However, the audit established two lists for proposed vehicles to be procured which were produced in July 2012 and September 2013. The number of proposed vehicles to be procured were 226 and 163 in 2012 and 2013 respectively.

35 new motor vehicles were procured in 2010. It was also established during the audit that 49 motor vehicles were procured in 2015. No motor vehicles were procured in 2011, 2012, 2013 and 2014. No information was made available for audit on whether the motor bikes and bicycles were procured. Police formations had less vehicles available for mobility in delivering their services. 9 out of the sampled 15 formation had less than half of the required vehicles available.

Interviews with Head of Border Police Branch headquarters established that motor vehicle requirement for the branch was 3 for the North, Centre and South. However during the period of audit, the branch had one vehicle. Furthermore, the branch had 7 motor bikes for the border posts. These were distributed as follows: 4 at Namizana, 1 at Songwe, 1 at Mloza and 1 at Mwanza. Out of the 4 that were at Namizana only one was a runner and the others had been sent for repairs in Lilongwe since 2013. No repairs had been done on the motor cycles by the time the audit was being concluded in October, 2016.

Analysis of motor vehicle returns in the sampled formations revealed that, out of 29 vehicles, that were randomly selected 8; 9; 14 and 8 vehicles went for service in the years 2011; 2012; 2013 and 2014 respectively. A further review revealed that the vehicles had an average service frequency of 2; 2; 3 and 4; in 2011; 2012; 2013 and 2014 respectively. Furthermore the review disclosed that MP2271 and MP2243 in the year 2014, the vehicles had covered 139836km and 76532km respectively. This implied that MP2271 covered an average of 388km per day and MP2243 covered an average of



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

209km per day in that period. The vehicles had undergone services for 5 and 3 times within the year. Impliedly with a mileage coverage basing on 5000km standard, the vehicles were supposed to undergo services for 28 and 15 times.

3.2 Overcrowding of police cells

Physical observation and review of cell registers established that the cells which had a capacity of keeping 15 suspects were overcrowded by keeping 24 to 30 suspects each. Interviews revealed that the situation of having overcrowded cells became worse when the police conducts a sweeping exercise. Overcrowding of police cells was attributed to mobility challenges which led to difficulties in transferring offenders on remand to Prison facilities which are located far from police stations. As such the remanded offenders were sent back to police cells resulting into overcrowding of police cells posing a health hazard to offenders the case of Mchinji Police Station

3.3 Inability to conduct rapid response services

The audit established that Rapid Response Services were operational in 3 Class A Stations of Lilongwe, Blantyre and Limbe Police Stations; and 1 Class B Station, Kanengo Police Station by 2015. The service was not operational in the 2 Class A Stations of Mzuzu and Zomba. In addition, the service was not rolled out to the planned Class B and C Stations as per the set targets.

No data was available for response times to calls of distress in the stations where rapid response was operational except for Lilongwe. The rapid response times were within the range of planned response time in the years 2011/12 and 2012/13. However the response times increased and remained constant at the increases rate level in the years 2013/14 and 2014/15. The increase in response times was attributed to challenges in mobility. Other challenges were that both 997 and 990 had no operating switch boards for stress calls during the period under review. The 990 phones were no longer working- because they were not toll free during the audit period.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- **Maintenance of rapid response records**

A review of rapid response register established that most the records maintained were not related to rapid response category of crime cases based on priority. For instance, included in the rapid response register were Police activities such as sweeping exercise and road block services.

Recording of records not related to rapid response category of crime cases was due to that fact that the MPS had not categorized the crime case calls based on priority for rapid response. As a result, resources meant for rapid response service delivery were not used for the intended purpose.

4 Construction and Maintenance of Infrastructure by the Malawi Police Service.

- **Implementation of construction and maintenance plans by the MPS**

The audit established that rehabilitation, construction and electrification plans for the period under review were not available. . However, a review of the MPS achievements for 2011/12 financial year in the 2012/13 output based budget document no. 5, established that the MPS had carried out construction, rehabilitation and maintenance works in various police formations. In addition, electrification of Namizana Boarder Police in Mchinji and rehabilitation of 30 Police houses were carried out at Ntcheu Police Station. Physical verification of the electrification works for Namizana Boarder Police in September 2015 established that three phase wiring was completed in 15 accommodation houses. Wiring was partially carried out for the office block. The Boarder Police Branch Headquarters had no electricity power as electrification had not been completed.

The analysis of the status for the rehabilitation and construction works planned for 2011/12 by Ministry of Homeland Security revealed that most works were done and completed during the period under review though not within the prescribed time frame. The construction works at Kaporo Police Post, as of October 2012, were delayed by a year. Physical verification at Kaporo as of



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

October 2015 established that the works were still in progress, translating into 4 years of delays to completion. The works at Hewe Police Post were delayed with 235 days as of October 2012.

Physical inspection at Mwanza, Songwe and Mwami border posts revealed that there were no infrastructures for both Border Police and Border Police Units. They were temporarily being accommodated in MRA buildings where there was inadequate space to keep confiscated items. The space was not secure to use as cells in cases where suspects were apprehended.

At Mwanza border, the office of the officer in charge of border patrol was housed in MRA's guard house at the boarder exit gate, with no space to fit chairs. Absence of police office infrastructure at Mwanza Boarder Post crippled Police routines, like drawing of roasters, shift changes and privacy in handling police matters.

The audit further established that there were sectors along the border line, namely; Kapita, Mchinji (Mwami), Mtukwa, Nkhomphola, Salati and Magomero which needed infrastructure development. No reason was presented as to why the MPS did not have office infrastructures in its border posts and sectors. It was further established that the absence of infrastructures in the sectors has led to accumulation of subsistence allowances by Namizana border police.

5 Governance and accountability in handling and following up of crime cases

5.1 Planning and Budgeting

A review of the Southern Region Police annual operational plans in comparison with the strategic development plan revealed that the plans were not realistic. For instance, the set output targets in the Strategic development plan were just being rolled over annually during the period under review. A further analysis of the targets established that the operational plans were just reflecting the targets as they were in strategic plan without providing the target for the respective regional and station offices in contributing towards the national target.



5.2 Acquisition and deployment of human resources

A review of the MPS personnel data and the Department of Human Resource Management and Development (DHRMD) personnel data for the MPS established that 4355 were officers recruited by the MPS during the period under review. Further analysis of the data disclosed that 456 of the recruits were above 27 years of age representing 10 percent of new recruits within the period. An inspection of new recruits' personal files on whether they were screened on medical and criminal record established that, out of a sample of 114 recruits in 2010, only 72 recruits went for medical fitness, representing 63% and 57 recruits were screened on criminal record representing 50%.

The working strength in the MPS had increased from 9,655 in 2010 to 10,785 in 2014. The police population ratio was still higher than the reduction target of 1:1000. In addition ratio was even higher than the 1:500 which is United Nations Standard ratio.

In relation to deployment of Police officers to prosecution branch, the Laws of Malawi No. 36 of 1967 sec 79 (2) provides that the Director of Public Prosecutions by writing under his hand may appoint any counsel or person employed in public service, not being a Police officer below the rank of Assistant Superintendent of Police, to be a public prosecutor for purpose of any case. The criminal procedure and evidence code (2008) subsidiary legislation number G.N. 85/1962 (repealed) provides that all police officers of or above the rank of sub-inspector have been appointed to be Public Prosecutors in all criminal cases before subordinate courts in Malawi.

Interview with the Regional Heads of Prosecutions revealed that most prosecutors were under the rank of Sub-inspector. An analysis of the survey data questionnaires established that out of ten officers from prosecution 4 were below the rank of Sub-inspector representing 40% of the prosecutors who responded to the survey. The MPS did not provide reasons as to why some officers below the rank of Sub-inspector were prosecuting cases.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

The audit observed that the postings were not need based but were done at the discretion of the Inspector General. At times posting were done as a way of punitive measure to officers who had defaulted. Interviews with the Human Resources Officers revealed that most postings were not based on application. Out of the sample of 385 officers who responded to the survey questionnaire, 70 had posting frequency within the range of 5 to 14 times within the average space of 24 years of service, representing 18%.

6 Integrity and adherence to ethical standards by the Malawi Police Service officers

6.1 Trend of recorded criminal offences against Police officers

An analysis of statistics of complaints against Police officers established that there was a decreasing trend. The trend of complaints against Police officers decreased from 1406 complaints in 2010 to 800 complaints in 2014. Data for 2013 complaints against Police officers was not provided. The analysis of statistics further established that the number of officers referred to court for prosecution also decreased during the period under review.

6.2 Disciplinary cases against police officers

The National Disciplinary Committee had made disciplinary judgements against 118, 160, 298, 119 and 196 officers in 2010, 2011, 2012, 2013 and 2014 respectively. Figure 20 shows that the number of defaulter increased in the years 2011 to 160 and 298 in 2012, dropping to 119 in 2013 before increasing to 196 in 2014.

Considering the objective of the audit the following were the conclusions made based on the findings:

- **Efficiency and effectiveness in handling and following up crime cases**

It was conclude that MPS failed to meet the set target of 8.12% for crime reduction in the year 2011. Despite having a huge reduction in 2012 of 11.21%, the MPS in 2013 failed to meet its reduction target of 3.9% but rather the trend of crime increased with 7.5%. The MPS was unable to adhere to the 48 hour rule as 93% of the suspects were



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

detained in police cells beyond 48 hours. Furthermore, the 70% case clearance rate was not being met during the period under review.

- **Provision of proper skills, equipment (in response to technological advancement) and motivation to ensure efficiency and effectiveness in service delivery.**

It was concluded that MPS failed to conduct 89 percent of the expected specialist courses and did not provide refresher training to serving officers during the period under review. Target for training 300 prosecutors was not met during the period under review. The target of training 600 CID officers by 2013 was not attained by the MPS. Basic recruit intake was not done in the years 2010-2011 and 2012-2013 resulting to increases in recruit intake in 2011-2012 and 2013-2014. High recruit intake figures led to overstretching of Police Training Schools.

During 2010 to 2014, 90% of the officers promoted were not provided with required skills for their new roles and responsibilities. There was also poor delivery of training and development of adequate skills to recruits to equip them for handling and following up of crime cases as a result of overstretching training institutions beyond their capacity. There are less accommodation houses as such most police officers are not provided with accommodation. Those officers that rent houses within the communities are not given any housing allowance but pay from their low salaries. In addition most of the houses were in a dilapidated state due to failure to maintain them despite effecting deductions from officers that had been allocated with institutional accommodation houses.

Procurement of public order equipment was not done as per plan instead it was done on ad hoc basis as such MPS was unable to achieve value for money. Crime detection equipment was not installed as per plan. This defeated the intention of efficiently and effectively detect crime in the major entry ports. Absence of adequate new technology tools and equipment contributes to inefficiencies in handling and following up of crime cases



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

MPS inadequately and inefficiently maintained and serviced its fleet of motor vehicles which led to rapid wear and tear, high maintenance costs and reduced useful life. Further this contributed to challenges in handling and follow up of crime cases. Response time rate was not possible to establish for the stations where rapid response was operational except for Lilongwe station due to non-availability of data. In addition rapid response time increased beyond the target for Lilongwe station in the years 2013/14 and 2014/15 due to challenges in mobility.

- **Effective implementation of maintenance and construction procurement plans for office and accommodation infrastructure**

Value for money was not achieved from the procurement and distribution of the modern crime detection equipment to 34 police stations in the form of installation of the Automated Fingerprint Identification System. The system was only installed at Malawi Police Headquarters and not the other targeted stations. Inability to settle payments as per agreement resulted in accumulation of arrears and expiry of licenses due to lack of system maintenance. The border police branch did not have its own office infrastructures in the border posts and sectors except for the Namizana Border Police Headquarters during the period under review.

- **Effective implementation of mechanisms for ensuring proper governance and accountability in handling and following up of crime cases**

The Ministry and MPS failed to achieve the targeted works despite spending 99.74% of the Actual allocated funding during the period under review. By 2014/15 financial year the Ministry had incurred 238% of the projects estimated costs but the works were still uncompleted. MPS formations prepared unrealistic plans during the period under review. The MPS formations failed to allocate funding to programs/sub programs based on budgets during the period under review. Increased budgetary resources to some formation did not translate to increase in financial resources for reducing crime and the fear of crime.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

The following recommendations were made based on the audit findings and conclusions:

- Efficiency and effectiveness in handling and following up crime cases
 - i. The MPS should ensure that financial resources meant for crime management are allocated based on crime trend analysis.
 - ii. MPS should ensure that logistical arrangements at every formation support the adherence to the 48 hour rule.
 - iii. MPS should ensure that adequate staff are deployed to the prosecution branch at every police formation
- **Provision of proper skills, equipment (in response to technological advancement) and motivation to ensure efficiency and effectiveness in service delivery.**
 - i. MPS should ensure that training plans are developed to enable efficient and effective implementation and prioritization of training activities.
 - ii. MPS should ensure that training records are properly and comprehensively maintained. Advice from the training institutions on capacity constraints should be adhered to in order to avoid overstretching of the institutions beyond their capacity and ensure effective delivery of trainings activities. The MPS should ensure proper coordination between quarter Master and Training Institutions so as to have all the required tools and equipment when passing out new recruits
 - iii. MPS should ensure that the annual training plans also include specialist courses and provide adequate resources for their implementation in order to equip officers with skill for specialized branches and effective handling and following up of crime cases
 - iv. MPS and Ministry of Homeland Security should sort out the contract issues with Techno Brain and ensure that the system is up and running.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- v. MPS should ensure that its procurements for equipment are supported with a procurement plan and distribution plan. Records for the procurements should be properly maintained to ensure good record management.
 - vi. MPS should ensure that police formations are provided with adequate mobility facilities to enable efficient and effective handling and follow-up of crime cases
 - vii. MPS should ensure that maintenance and service of its mobility facilities are done adequately and on time to enable efficient and effective handling and follow-up of crime cases
 - viii. MPS should ensure that records on rapid response services are properly maintained. MPS should also ensure that vehicles meant for rapid response services are adequately maintained. MPS should ensure that rapid response services has a functional switch board system.
- **Effective implementation of maintenance and construction procurement plans for office and accommodation infrastructure**

MPS should liaise with the Accountant General on the remittance of funds deducted from those officers that are accommodated in institutional houses to be utilized for maintenance and rehabilitation of the accommodation facilities.
 - **Effective implementation of mechanisms for ensuring proper governance and accountability in handling and following up of crime cases**
 - i. MPS and Ministry of Homeland Security should properly plan and supervise the construction, rehabilitation and renovation works to ensure prioritization, efficient and effective use of resources.
 - ii. MPS should ensure that its formations prepares and implements realistic plans in order to reduce crime and the fear of crime.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- iii. MPS should ensure that fund allocation should be based on programs/sub programs in order to ensure implementation of planned activities.



CHAPTER 1: INTRODUCTION

1.1 Background

Security is important in the country to safeguard human resources, infrastructure, goods and services. It is also critical for creating an enabling environment for economic and social activities. Effective and efficient handling and following up of crime cases through crime prevention, detection, investigation and prosecution of crime cases contributes towards creating a safe and secure environment in a country. Handling and follow-up of crime cases in Malawi is aligned with one of the strategic objectives of the Malawi Police Services which fall under the Ministry of Homeland Security.

Malawi Police Services is committed to provide professional service of quality and magnitude in provision of public safety and protection of rights of all persons in Malawi in accordance with the prescriptions of the Malawi Constitution and any other law. This is achieved through prevention, investigation and detection of crime; apprehension and prosecution of offenders; maintenance of law and order; protection of property, life, fundamental freedoms and rights of individuals; enforcement of all laws and regulations.

1.2 Motivation

There has been a general outcry regarding failure in Rapid Response Service to crime cases when they have been reported. In addition, there have been complaints in the media regarding the lengthy time taken to investigate and conclude crime cases. Media reports both locally and internationally have expressed that crime is on the rise in the country, stating that "high impact crime such as robberies and breakings had been on the increase in the first half of the year 2012 as contrasted with the same period in 2011"² and "as the country is addressing the ongoing economic issues, crime remains a serious concern more especially in the urban area than in the outlying rural settlements"³.

² Nation News Paper, 14th September, 2013: Malawi President Admits Crime Surge

³ United States Department of State Bureau of Diplomatic Security (OSAC): Malawi 2013 Crime and Safety Report presented on 18th April, 2013.



1.3 Audit Objective, Audit Questions And Audit Scope

1.3.1 Audit Objective

The objective of the audit was to assess whether MPS had been handling and following up crime cases efficiently with regards to use of time, staff and financial resources and achievement of the its related strategic objectives.

1.3.2 Audit Questions

To achieve the objective of the audit the following audit questions were used:

- 1 Does the MPS ensure efficiency and effectiveness in handling and following-up crime cases?**
 - a. What was the trend of crime of concern during the period under review?
 - b. Did the MPS adhere to the 48 hour rule in handling crime cases during the period under review?
 - c. What is the average length of time taken to prosecute reported crimes of concern?
 - d. Were the reported cases investigated and prosecuted during the period under review?
- 2 Does the MPS provide proper skills, equipment (in response to technological advancement) and motivation to ensure efficiency and effectiveness in service delivery?**
 - a. Has the MPS provided skills, motivation and equipment for Handling and Follow-Up of crime cases including cross boarder crimes and public order management?
 - b. How have the measures put in place by the MPS been implemented to ensure that promotions are based on merit to achieve efficiency and effectiveness in handling and following-up of crime cases?



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- 3 How have the measures put in place by the MPS been implemented to ensure adequacy in mobility in order to:**
 - a. Minimize overcrowding of Police cells,
 - b. Minimize backlog of cases and
 - c. Achieve rapid response to crime scenes?
- 4 What is the MPS doing to ensure that maintenance and construction procurement plans for office and accommodation infrastructures are effectively implemented?**
 - a. Has the MPS implemented the maintenance and procurement plans for office and accommodation infrastructures?
 - b. Does the MPS have standard office infrastructures in all its Boarder Police Posts covering the country's boarder line ?
- 5 What mechanisms have been put in place by MPS to ensure proper governance and accountability in handling and following-up of crime cases?**
 - a. How has the MPS ensured that there is effective planning, budgeting and acquisition of resources during the period under review?
 - b. How does the MPS implement monitoring and evaluation of its operations?
 - c. How efficient and effective is the reporting system on handling and follow-up of crime cases in the MPS?
- 6 How has the MPS ensured that integrity and ethical standards are adhered to by the Officers in their operations in relation to:**
 - a. Police officers conniving with criminals;
 - b. accepting bribes;



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- c. indulging in criminal activities;
- d. professional laxity.

1.3.3 Audit Scope

The audit focused mainly on the following branches: Criminal Investigative Branch (CID), Prosecution Branch, Police Mobile Service Branch and Boarder Police Branch. A period of five financial years from 2009/10, 2010/11, 2011/12, 2012/13 and 2013/14 was covered. The five financial years were selected to establish a trend of crime cases and how they had been handled and followed-up by the MPS.

The audit took a countrywide perspective covering the Malawi Police Headquarters and its four Regional Offices of Central in Lilongwe, Northern in Mzuzu, Southern in Blantyre and Eastern in Zomba. In addition the following places were visited: Namizana Boarder Police Branch, Mzimba Police station, Karonga Police Station, Songwe Boarder Police Post, Limbe Police Station, Blantyre Police lines, Blantyre Police Training School, Mitole Police Camp in Chikwawa, Mwanza Boarder Police, Zomba Police station and Zomba Police Training College. Police Mobile Service Divisions B, C, D and E were also visited.



CHAPTER 2: METHODOLOGY

Methods of data collection included interviews, document reviews and physical inspections. Interviews were used to obtain testimonial evidence and clarify data obtained through document reviews. A review of various documents was used to verify testimonial evidence and gather documentary evidence. Physical inspections were conducted to verify maintenance works on office and accommodation infrastructures.

2.1 Interviews

During the audit, interviews were conducted at the ministry headquarters and Department of Malawi Police Services. Officers at different levels were interviewed. These include: Desk officer for Police at the Ministry Headquarters, Commissioners of Police, Heads of branches at the Police Headquarters and Namizana, Station Officers In – Charge (OC), Station Officers, and officers from different branches of police services involved in Handling Crime Cases.

2.2 Document Review

The following documents were reviewed:

- Strategic Plan 2011-2016
- Budget Documents: 2009/10; 2010/11; 2011/2012; 2012/13 and 2013/14
- Annual Operational plans for 2009/10; 2010/11; 2011/2012; 2012/13 and 2013/14
- 2012 Crime, Traffic and Prosecution annual report
- MPS annual reports for the years 2010, 2011, 2012 and 2013
- Statistics on crime cases from visited stations
- Trace, Movement and remand registers
- Prosecution returns and complete registers
- Cell Books (MP33) and Occurrence Books
- Personal files and case files (MP 71)
- Public disorder management policy



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- Outstanding allowance register (MP88)
- Project files
- Maintenance reports, vehicle log books
- Malawi Police Service Policy Handbook
- Patrol rosters
- Monitoring reports
- Baseline data questionnaires
- Malawi Police Service Standing Orders
- Criminal Procedure and Evidence Code - Laws of Malawi 1967 and as revised in 2010
- Staffing records (Nominal Roll and Establishment)
- Malawi Growth and Development Strategies: 2006 -2011; 2011 - 2016
- Malawi Police Strategic Development Plan (2008 - 2010)

2.3 Physical inspection

Physical inspections were conducted on the following maintenance works for offices and accommodation infrastructures:

- Police cells for visited police stations
- Accommodation houses at Blantyre Police lines
- Offices and dwelling houses at Mitole Police Camp
- Accommodation houses under Kaporo renovation project
- Accommodation houses at Ipyana Camp
- Boarder police offices at Mwanza, Songwe

2.4 Sampling

Stratified sampling was used to select police formations to be visited. Purposive and convenience sampling was used to select the construction projects to be physically inspected. Stratified random sampling was used to select respondents for the questionnaire survey.



CHAPTER 3: DESCRIPTION OF THE AUDIT AREA AND ASSESSMENT CRITERIA USED

3.1 Description of The Audit Area

Malawi Police Services in the Ministry of Homeland Security, Goals, Objectives and Performance Targets

3.1.1 Malawi Police Services and its legal mandate

Handling and following –up of crime cases in Malawi encompasses the activities of prevention, investigation and detection of crime; apprehension and prosecution of offenders; maintenance of law and order; protection of property, life, fundamental freedoms and rights of individuals; enforcement of all laws and regulations. Handling and follow-up of crime cases is aligned with one of the strategic objectives of the Malawi Police Services.

The Malawi Police Services is a department under the Ministry of Homeland Security. Its mandate is drawn from the Constitution of Malawi Chapter XV Section 152-158 and the Police Act. Other legal instruments that govern the operations of the Malawi Police Services in handling and follow-up crime cases include: Criminal Procedure and Evidence Code, The Penal Code and the Malawi Police Service Standing orders (1995).

3.1.2 Goals, Objectives and Performance Targets of the Malawi Police Services In relation to the handling and following – up of crime cases

Key Strategic Goals

The major strategic goals⁴ for the Malawi Police Services in the security sector as laid down in the Malawi Growth Development Strategies and the Malawi Police Strategic⁵ Development Plan⁶ include:

⁴ Drawn from Budget Document No. 5 (Output Based) for 2010/11

⁵ Malawi Growth and Development Strategy: From poverty to prosperity (2006 - 2011)

⁶ Malawi Police Strategic Development Plan (2008 - 2010)



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- Improving the responsiveness of Police to communities security needs by reducing the Police population ratio through recruitment and training of more officers.
- Promoting effective prosecution
- Enhance effective crime detection, investigation and prevention through the provision of adequate technical and financial support to the police.
- To enhance community integration and participation in crime prevention and detection through civic education.

The Malawi Police Services has five strategic outcomes and their targets with regards to audit questions used to assess handling and following up crimes cases. These are presented in table 1



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

TABLE 1: STRATEGIC OUTCOMES AND TARGETS FOR MPS

No.	Strategic Outcomes	Targets
1.	Prevent crime and maintain public order	<p>Increase visibility and accessibility of police</p> <p>Respond to all emergency calls for assistance by 2016 annually from 2011</p> <p>80% of deployments based on crime analysis and intelligence to disrupt crime trends by 2016 annually from 2011</p> <p>70% strategic and crime prone areas covered by 2016 annually from 2011</p> <p>90% of public events/gatherings without disorder by 2016 annually from 2011</p> <p>10 intelligent driven operations to combat trafficking in dangerous drugs, human, counterfeit products and illegal immigrants conducted by 2016 annually from 2011</p>
2.	Detect and investigate crime incidents to apprehend and prosecute offenders	<p>70% clearance rate of case files by 2016 annually from 2011</p>
3.	Restructure and build organisational capacity	<p>Develop and implement career development programme and training plan by 2016</p> <p>All police officers acquire leadership, management and technical skills by 2016</p> <p>Recruit and retain a motivated workforce that meet police/ population Ratio of 1:1000 by 2016</p> <p>Increase service delivery through research, project and strategic planning, monitoring and valuation by 2016</p> <p>Enhance general effectiveness and efficiency of the organisation by 2016</p>
4.	Acquire and manage modern policing equipment, information communication technology and infrastructure	<p>Modern crime detecting equipment acquired by 2016</p> <p>Malawi Police Service housing, office and other capital infrastructures improved by 2016</p> <p>Malawi Police Service mobility increased to enhance service delivery by 2016</p> <p>Modern protective public order and general equipment acquired by 2016</p>



3.2 Process and Systems Description

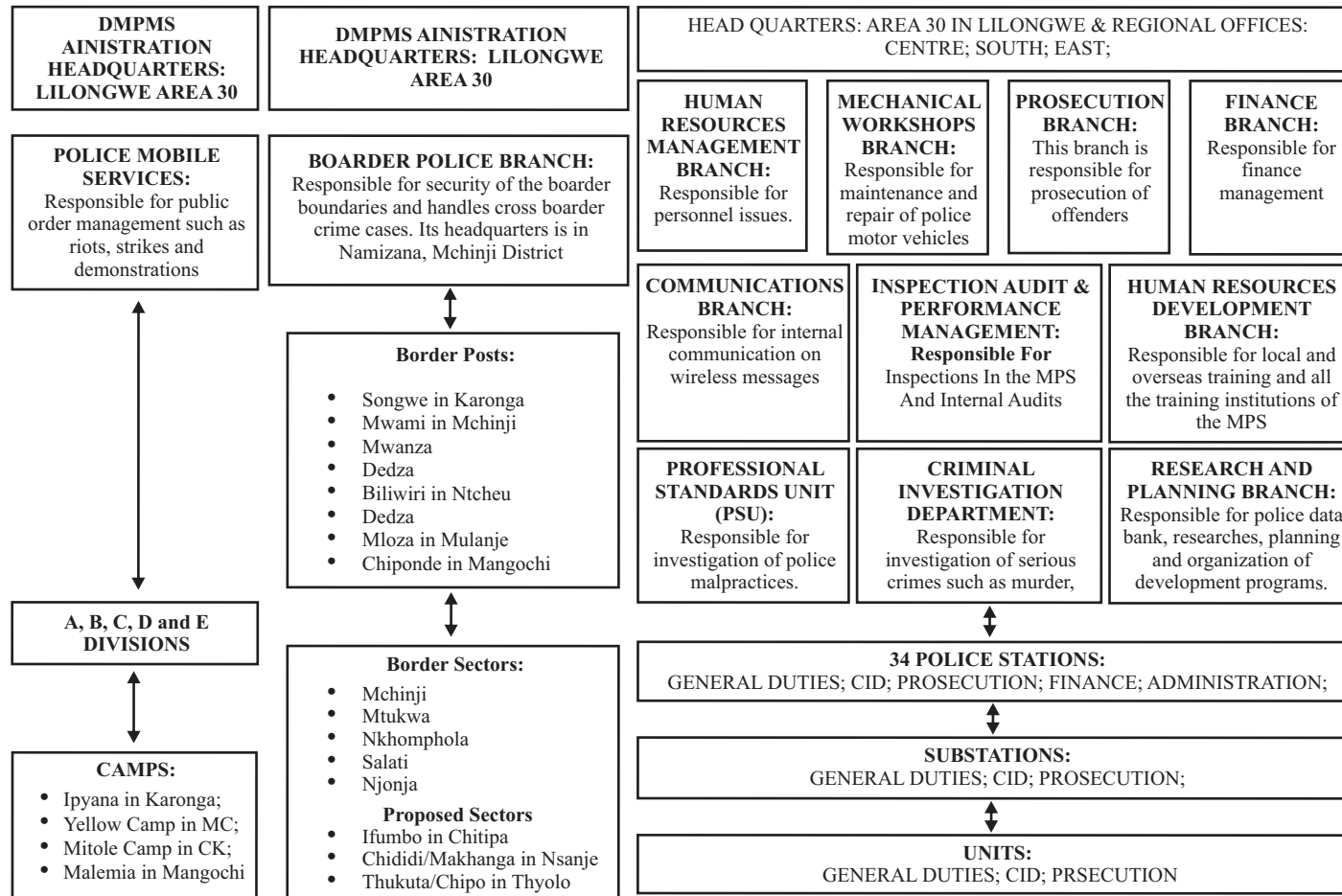
This includes Organizational set-up, roles and responsibilities and process description for handling and follow-up of crime cases.

3.2.1 Organization set-up, roles and responsibilities

The Malawi Police Service is constituted under the Police Act Caption 13:1. Administratively, the Malawi Police Service has its headquarters in Lilongwe and is divided into four Police Regions namely Northern, Central, Southern and Eastern. The Regional Offices are subdivided into Police Stations, Police Sub-stations, Police Posts and Police Units.

The following branches in figure 1 are concerned with issues relating to handling and following up of crime cases:

Figure : Organization set-up, roles and responsibilities in MPS





3.2.2 Process Description

Handling and follow up of crime cases

a. Entry into the system

Criminal offences enter the MPS system either through reports from the public or police apprehension following investigations, raids and ambushes. Criminal offences reported to the Police Station/Unit are recorded in the Occurrence Book (OB). The public either brings with them the suspect or report the case without bringing the suspect to the police station/unit. The Police (General Duties) then open a case file for the offence. The case file is then sent to the Station officer (SO) who goes through the facts of the case. The SO then sends the case file to either the CID or IBO depending on the seriousness of the criminal case (serious cases are sent to the CID and others to the IBO).

b. Investigation

In the CID branch the case file is received by the Station CID officer (head of CID) who goes through the case file and assigns an investigator/detective to handle the case depending on the seriousness of the case. The assigned detective goes through the file and investigates the case. In consultation with the Prosecution branch they establish the case to be charged with reference to the applicable laws. The detective then sends back the investigated case file to the Station CID officer who then forwards the case file to the SO. The SO goes through the case file and the charges raised and forwards the file to the Prosecution Branch for prosecution.

In the IBO branch the case file is received by the head of IBO who goes through the case file and assigns an investigator to handle the case. The assigned officer goes through the file and investigates the case. In consultation with the Prosecution branch they establish the case to be charged with reference to the applicable laws. The assigned investigator then sends back the investigated case file to the Station IBO officer who then



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

forwards the case file to the SO. The SO goes through the case file and the charges raised and forwards the file to the Prosecution Branch for prosecution.

c. Prosecution

Once the head of Prosecution Branch has received the case files, he assigns a prosecutor to handle the prosecution of the case depending on the seriousness and public interest⁷ of the case. The prosecutor goes through the case file and the raised charges in order to verify whether the charges are in line with applicable laws. When he is satisfied that the charges are in accordance to the applicable laws he takes the case to court for prosecution. When he is not satisfied he refers the case file back to the investigating branch through the Head of the branch and SO where comments by the prosecutor will be addressed before the case goes for prosecution. The process from arrest of a suspect and initial appearance of the suspect before court is supposed to take a maximum of 48 hours (SSO).

3.3 RESOURCES AND BUDGETS

The budget for MPS for the years 2009 to 2014 was as presented in table 2 below:

⁷ Serious cases and those that are considered of public interest are assigned to senior and experienced prosecutors.



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

TABLE 2: MPS BUDGET FOR THE YEARS 2009-2014					
Program/ Sub- program	2009-10 Revised Budget MK'000,000	2010-11 Revised Budget MK'000,000	2011-12 Revised Budget MK'000,000	2012-13 Approved Budget MK'000,000	2013-14 Revised Budget MK'000,000
Crime Policing	1,552.46	2,319.17	3,002.35	3,260.00	6,228.27
Public Order	1,337.10	468.56	540.29	705.75	1,099.88
Management & Support Services	1,574.37	1,873.90	1,413.31	1,060.75	3,096.67
Human Resources Development & Management	813.90	480.68	1,170.86	811.87	851.20
Internal Monitoring and Evaluation	29.47	5.91	12.36	21.23	467.53
Public Relations	0.00	8.85	87.70	46.25	186.52
Other	167.85	253	0.00	0.00	0.00
TOTAL	5,475.14	5,410.08	6,226.86	6,106.03	11,930.08

Table 2: MPS Budget figures for 2009/10; 2010/11; 2011/12; 2012/13 and 2013/14 financial years

3.4 ASSESSMENT CRITERIA

The following criteria were used to assess how crime cases were being handled and followed up:

Audit Question 1: Does the MPS ensure efficiency and effectiveness in handling and following-up crime cases during the period under review?

Sub Questions and Assessment Criteria

- a. What was the trend of crimes of concern during the period under review?
Crime reduction targets and trend during the period under review was supposed to be:



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- To reduce reported crime cases from 93,420 in 2009 to 85,728 by 2010, representing 8.23%. In terms of crime rate from 714 criminal Incidents per 100,000 population to 656 criminal incidences per 100,000 population, representing 8.12%.
 - To reduce reported crime cases from 85,728 in 2010 to 77,155 by 2011, representing 10%. In terms of crime rate from 714 criminal Incidents per 100,000 population to 656 criminal incidences per 100,000 population, representing 8.12%.
 - To reduce reported crime cases from 77,155 in 2011 to 76,176 by 2012. In terms of percentage 1.2%.
 - To reduce reported crime cases from 76,176 in 2012 to 73,297 by 2013. In terms of percentage 3.9%.
 - To reduce reported crime cases from 73,297 in 2013 to 69,632 by 2014. In terms of percentage 3.9%.
 - Trend of crimes of concern
- b. Did the MPS adhere to the 48 hour rule in handling crime cases during the period under review?
- Service Standing Orders and the Criminal procedure and evidence code {14 of 2010(1) requires that suspect should be kept for forty-eight hours after the arrest of an accused person, or if the period of forty-eight hours expires outside ordinary court hours or on a day which is not a court day, the first court day after such expiry.
- c. What is the average length of time taken to prosecute reported crimes of concern?
- Prosecution trend of handled case. Thus, an average of the number of total cases passed to prosecution branch and the time taken to complete prosecution
 - Number of completed cases per prosecutor at the sampled station to measure efficiency.
- d. Were the reported cases investigated and prosecuted during the period under review?



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- MPS was required to achieve a 70% clearance rate of case files annually by 2016. Case prosecution clearance rate. Thus, a comparison of number of total cases passed to prosecution branch and the number of completed cases

Audit Question 2: Does the MPS provide proper skills, equipment (in response to technological advancement) and motivation to ensure efficient and effective in service delivery?

Sub Questions and Assessment Criteria

- a. Has the MPS provided skills, motivation and equipment for Handling and Follow-Up of Crime Cases including cross boarder crimes and public order management?
 - i. **Skills and training**
 - MPS is supposed to have a training plan/calendar and a budget for various training courses as stipulated in the MPS Policy handbook (2003) page 92. (Basic principles of HRM requirements)
 - 300 Prosecutors to be trained by 2014 according to 2011-2016 strategic plan
 - 380 officers trained in the use of crime analysis and intelligence by 2013 (MPS Strategic Plan)
 - MPS is supposed to enhance crime investigative skills and capacity by developing a training plan in 2011/12, training 1000 officers in 2012/13, and 1500 officers in 2013/14. (MPS 2011-2016 Strategic Plan)
 - The MPS was supposed to train officers in the use of crime analysis and intelligence to disrupt crime trends by training 380 by 2013/14 financial years. (MPS 2011-2016 strategic Plan)
 - 30 officers were supposed to be trained in public order evidence gathering and forward intelligence by the year 2014.
 - Training requirements as laid in the MPS Policy handbook (2003) pages 93 – 104 and in the MPS Service Standing Orders.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

i. Motivation

Time taken for an officer to be promoted to the next rank

- Constables will not be eligible to take the service standing orders examinations until the two (four) years' probation period has elapsed. Thus consideration for promotion is based on the completion of probationary period.

Payment of allowances in time

- The Officer in Charge will ensure that all subsistence allowance claims are paid within a month of any completed journey. SSO part 12 (512)5 (MP 88 register)

Provision of accommodation to officers

- The Police Act requires that police officers be provided with institutional houses
- MPS Policy Handbook 6.1 principles and procedures on accommodation. For instance (i) requires that all Police officers shall be entitled to institutional Government quarters or a housing allowance in lieu of accommodation
- It is expected that allocation of accommodation houses be done in accordance to allocation procedures in MPS Policy Handbook (2003)
- The MPS is expected to maintain a register of allocated houses as per SSO

iii. Equipment

- MPS was supposed to procure and distribute public order management equipment in order to equip 3500 officers with personal protective equipment by the year 2014. (MPS 2011-2016 Strategic plan)
- MPS was supposed to procure and distribute modern crime offences detection equipment to 34 Police Stations by 2014 financial year. (MPS 2011-2016 Strategic Plan)



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- MPS was supposed install crime detection equipment in 12 major entry points by the year 2014
 - Police officers are supposed to be equipped with new technologies (Strategic plan 2011-2016 page 43).
- b. How have the measures put in place by the MPS been implemented to ensure that promotions are based on merit to achieve efficiency and effectiveness in handling and following-up of crime cases?
- SSO 77(1) requires that promotion to a higher rank be by selection. In making selections for promotion due regard will be paid to experience, length of service, conduct and the possession of the necessary qualifications, but preference will be given to officers who have demonstrated superior intelligence and zeal in the discharge of their duties. Officers will not normally be considered for promotion until they have complied with General Orders (Police Regulations) in respect of the passing of the prescribed examinations.
 - MPS is supposed to effect requirements on promotions as laid down in SSO 109(2, 3, 4, 5, 6 & 7). For instance (2) requires that, normally no junior police officer will be promoted unless:
 - he/she is recommended for promotion by the Officer-in-Charge of police under whom he/she is serving; and
 - he/she has attended a promotion course appropriate to the rank for which he or she is a candidate and has received a satisfactory report on conclusion of the course; or
 - He/she has the necessary qualifications and has obtained a pass in the requisite examinations.

The following criteria in table 3 below, for promotion of junior officers to senior ranks were used:



Table 3: Promotion requirements for junior officers as per SSO 109

Promotion Requirement	Promotion Ranks	
	Constable to Sergeant	Sergeant to Sub-Inspector
1	A pass in Service Standing Order Examinations	A pass in Parts 1A & 1B of the Government Law Examination for police officers, provided that in exceptional circumstances personnel who are not deemed to pass the examination may be considered
2	Recommendation for promotion must be made on MP47 (Promotion qualification report) by the Officer In Charge of the Police under whom he or she is serving	Malawi School Certificate of Education (MSCE) or its equivalent
3		A pass in the Service Standing Order Examinations
		Recommendation for promotion must be made on MP47 (Promotion qualification report) by the Officer In Charge of the Police under whom he or she is serving

Table 3: MPS Promotion requirements for junior officers as per SSO 109

- ü Whenever a junior officer is being considered for promotion he is supposed to undergo a promotional course. At the conclusion of the course the officer shall appear before a selection board which shall determine the suitability of the candidate for promotion. While senior officer may be required to attend an appropriate course to adequately prepare them for their new role. (MPS Policy handbook 2003 page 97)



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

- ü Whenever one is promoted to a new rank without undergoing a promotional course respect by a preliminary selection board at regional and headquarters branch level comprised of senior officers.
- ü All Senior Police, he/she shall be required to undergo a responsibility course which shall be arranged within six months of ones appointment to the new post, unless there is a reasonable cause not to do so.
- ü All appointments to the rank of Inspector shall be preceded by a cadet course. In addition candidates must have passed Police Law examinations part 1A & 1B and must have appeared before and have been accepted as suitable in e Officers may be required to attend command / management courses according to their function as follows in table 4:

Level of Command/ Management Course		Eligible officers
1	Executive Management Level	Commissioner of Police to Inspector General Of Police
2	Senior Management Level	Heads of Branches at Headquarters and Deputy Commissioner of Police or Assistant Commissioner of Police
3	Middle Management Level	Heads of branches regions, OICs Stations and Station Officers or Inspectors to Senior Superintendent
4	Supervisory Skills Training	OIC Posts, Units and Heads of branches at stations and substation level or Sergeant to Sub Inspectors

Table 4: Command/management courses for senior officers in MPS

Audit Question 3: How have the measures put in place by the MPS been implemented to ensure adequacy in mobility in order to minimize overcrowding of police cells, backlog of cases and achieve rapid response to crime scenes?



Sub Questions and Assessment Criteria

- a. How have the measures put in place by the MPS been implemented to ensure adequacy of mobility?
 - Transport needs assessment conducted by 2011/2012.
 - Responsibility for the care of Service transport rests with the Officer in Charge of the Station or other unit to which such transport has been allocated. He will ensure by means of daily inspections that vehicles are being properly looked after. He will be responsible for ensuring that the daily and weekly maintenance tasks are carried out and that motor vehicles are regularly serviced at the prescribed intervals.⁸
 - MPS motor vehicle requirement for police formations during the period under review and Deployment of motor vehicle schedules.
- b. How have the measures put in place by the MPS been implemented to minimise overcrowding in police cells?
 - SSO (provision that Police Stations should have three cells one for males, females and juveniles)
 - It is expected that Police cells should accommodate suspects according to prescribed space capacity for inmates
- c. How have the measures put in place by the MPS been implemented to ensure rapid response to crime scenes?
 - Rapid response rolled out to all Police Stations:
 - Rapid response rolled out to 6 Category B Stations by 2011/2012,
 - Rapid response rolled out to 11 Category B Stations by 2012/2013,
 - Rapid response rolled out to 8 Category C Stations by 2013/2014
 - Response times to calls of distress reduced:
 - Respond to calls of distress within 25 minutes by 2011/2012,

⁸ Service Standing Order Part 13 page No. 2



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

- Respond to calls of distress within 20 minutes by 2012/2013,
- Respond to calls of distress within 15 minutes by 2013/2014

Audit Question 4: What is the MPS doing to ensure that maintenance and construction procurement plans for office and accommodation infrastructures are effectively implemented?

Sub Questions and Assessment Criteria

- a. Has the MPS implemented the maintenance and construction procurement plans for office and accommodation infrastructures?
 - Maintenance and construction procurement plans during the period under review: The Ministry of Homeland Security is responsible for building and rehabilitation Police houses. In 2010/11 the Ministry planned to rehabilitate and construct 200 houses at an estimated cost of MK2.685 billion.
 - MPS planned to improve housing offices and other capital infrastructure by 2016 through implementation of construction plan, rehabilitation plan and electrification plan⁹
- b. Does the MPS have standard office infrastructures in all its Boarder Police Posts covering the country's boarder line?
 - Model Police formation office structures in accordance to whether it's a station, unit or post

Audit Question 5: What mechanisms have been put in place by MPS to ensure proper governance and accountability in handling and following-up of crime cases?

Sub Questions and Assessment Criteria

- a. How has the MPS ensured that there is effective planning, budgeting, acquisition and deployment of resources during the period under review?

Planning and Budgeting

- Existence of MPS consolidated and individual Police Branches annual plans and budgets for the period under review

⁹ MPS Strategic Plan 2011-2016



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Acquisition and deployment of human resources

- On recruitment of police officers, SSO 157 requires that recruits shall be screened on age, criminal record, medical and physical fitness and academic qualifications
 - Deployment of Police Officers be based on crime analysis and intelligence to disrupt crime trend
 - Bench marking with Standard Police population ratio 1:500
 - Deployment and postings requirements and procedures MPS Policy Handbook, Establishment warrant and staff strength: MPS is supposed to implement postings to ensure that the right people are in the right positions; postings are consistent with the needs of the service and rank of the officer.
 - Laws of Malawi No. 36 of 1967 sec 79 (2) The Director of Public Prosecutions by writing under his hand may appoint any counsel or person employed in public service, not being a Police Officer below the rank of Assistant Superintendent of Police, to be a Public Prosecutor for purpose of any case.
 - Strategic Plan 2012 – 2017
 - By June 2013 the MPS should have developed and implemented a redeployment plan.
 - By 30 June 2013 the MPS should increase number of personnel deployed on patrols by 15% (Rural and Urban)
- b. How does the MPS implement monitoring and evaluation of its operations?
- Part 11 of SSO 418 (5) requires that police stations and posts be fully inspected once every year by the Regional Commissioner and all posts in the station area be fully inspected once every quarter by an Officer In charge, Station
 - Public Finance Management Act 2003 requires Controlling Officers to ensure that an effective system of internal control is developed and maintained. Furthermore, well suited routines have to be established and implemented. If there are risks related to the



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

economical, efficient and effective implementation of the plans and routines, corrective action is supposed to be taken.

- c. How efficient and effective is the reporting system on handling and follow-up of crime cases in the MPS?
- Timely reporting of monthly, quarterly and annual reports to the required authorities within the MPS
 - Existence of functioning reporting structures and system for all MPS branches from unit to headquarters level

Audit Question 6: How has the MPS ensured that integrity and ethical standards are adhered to by the Officers in their operations in relation to: Police Officers conniving with criminals, Accepting bribes, indulging in criminal activities and Professional laxity.

- Trend of criminal offences and recorded disciplinary cases against police officers in the period under review.
- Internal affairs unit of the MPS is expected to handle issues of discipline to ensure that provisions in MPS Policy Handbook 7.1 on offences against discipline by officers (1-37) and SSO 177 on criminal offences by police officers are enforced. Example of the provisions include:
 - MPS Policy Handbook 7.1 on offences against discipline by officers (1-37) for instance; Any police officer who shall be deemed to have committed an offence against discipline, shall be inquired of, tried and determined, and the offender shall be liable to suffer punishment (MPS Handbook Chapter 7.2, page 76)
 - SSO 177 provides that in every case where a police officer is accused of the commission on an offence under the criminal law of the country or when the commission of the criminal offence is disclosed as a result of an inquiry into a complaint by a member of public and a prima facie case is made out against him/her, the police officer so accused will be charged accordingly



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- Police officers are expected to discharge their duties and job requirements as per provisions in SSO parts 1 to 13



CHAPTER 4: FINDINGS.

4.1 EFFICIENCY AND EFFECTIVENESS IN HANDLING OF CRIME CASES BY MPS

4.1.1 Trend of crimes cases during the period 2010 to 2014

a. Trend of reported crime cases at national level

One of the objectives of the MPS is to reduce crime and the fear of crime. In order to achieve the objective of reducing the trend of crime MPS is required to set targets that are to be used as benchmarks. The annual targets were supposed to be derived from and be based on the actual annual figures of reported crime cases. During the period under review the MPS had set targets to reduce crime as follows:

- To reduce reported crime cases from 93,420 in 2009 to 85,728 by 2010, representing 8.23%. In terms of crime rate from 714 criminal Incidents per 100,000 population to 656 criminal incidences per 100,000 population, representing 8.12%.
- To reduce reported crime cases from 85,728 in 2010 to 77,155 by 2011, representing 10%. In terms of crime rate from 714 criminal Incidents per 100,000 population to 656 criminal incidences per 100,000 population representing 8.12%.
- To reduce reported crime cases from 77,155 in 2011 to 76,176 by 2012. In terms of percentage 1.2%.
- To reduce reported crime cases from 76,176 in 2012 to 73,297 by 2013. In terms of percentage 3.9%.
- To reduce reported crime cases from 73,297 in 2013 to 69,632 by 2014. In terms of percentage 5%.

A review of national crime statistics raised a question on how the annual crime reduction targets were being set by the MPS. The audit observed that annual targets for crime reduction were set based on a previous years' targets and not actuals. Thus, the actual level of reported crime cases as per statistics aggregated from regional annual reports was 77,558; 68,863; 74,061 and 58,285 in 2011; 2012; 2013



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

and 2014 respectively. This was contrary to the basis of the set targets presented for the period under review. The audit further established the following as regards the MPS meeting the set targets:

- Reported crime cases was reduced from 85,728 in 2010 to 77,558 in 2011. In terms of percentage, it was reduced by 10% in 2010 and 9.53% in 2011 against the target of 10% in 2010 and 8.12% in 2011.
- Reported crime cases was reduced from 77,558 in 2011 to 68,863 in 2012 against the target of 77,155 in 2011 to 76,176 in 2012. In terms of percentage it was 11.21% against the target of 1.2%
- Reported crime cases increased from 68,863 in 2012 to 74,061 in 2013 against the reduction target of 76,176 in 2012 to 73,297 in 2013. In terms of percentage, the increase was 7.5% against the reduction target of 3.9%
- Crime reduced from 74,061 in 2013 to 58,285 in 2014 against the target of 73,297 in 2013 to 69,632 in 2014. In terms of percentage crime reduced by 21% against the target of 5%.

Graphically the trend of crime at national level based on figures aggregated from the regional police offices annual reports was as presented in figure 2.

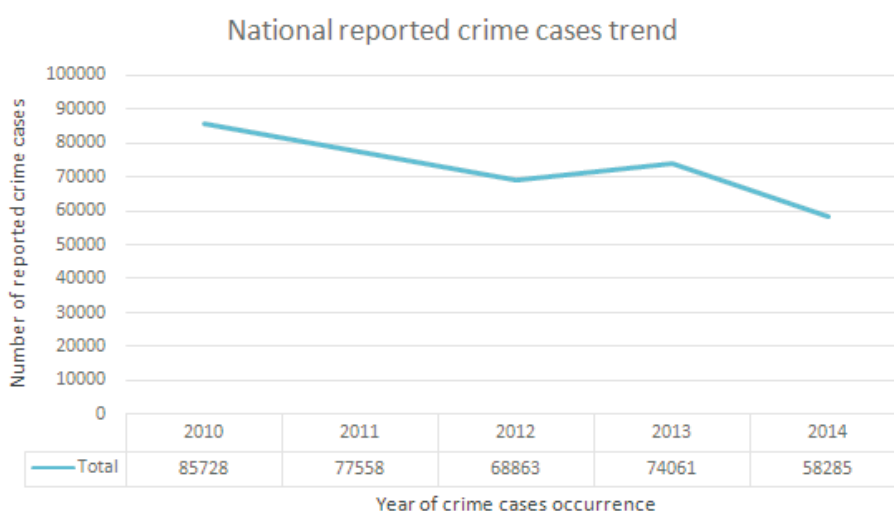


Figure : Trend of reported crime cases at national level



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

The graph depicts a general decreasing trend of reported crime cases during the period under review. However a further graphical analysis in figure 3, on the regional comparison of reported crime cases, established that the number of reported crime cases was higher in the Central and Southern Regions as compared to the Northern and Eastern Regions. The trend of reported crime cases in the Southern Region indicates a minimal decrease falling within the range of 2% to 4% within the period under review. Where as in the Central Region the trend of reported crime cases depicts a 7.7% decrease from 2010 to 2011, then 14% decrease from 2011 to 2012 followed by an 18.6% increase in 2013 and 35% decrease in 2014.

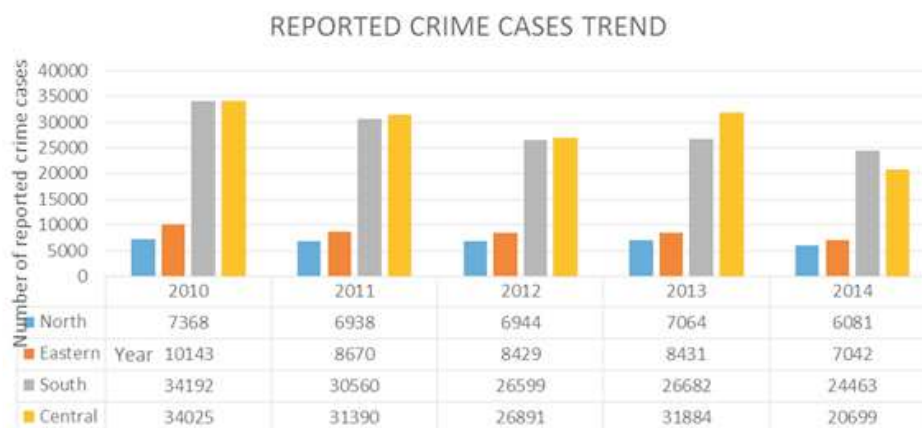


Figure 3: Trend of reported crime cases at regional level

Interviews with Deputy Director of Finance at the MPS revealed that the cause to inability to meet the crime reduction targets was attributed to the levels of budget figures that the MPS had during the period under review. A review of the budget documents established the following figures and graphical trend.



APPROVED BUDGET FROM 2009/2010 TO 2013/2014

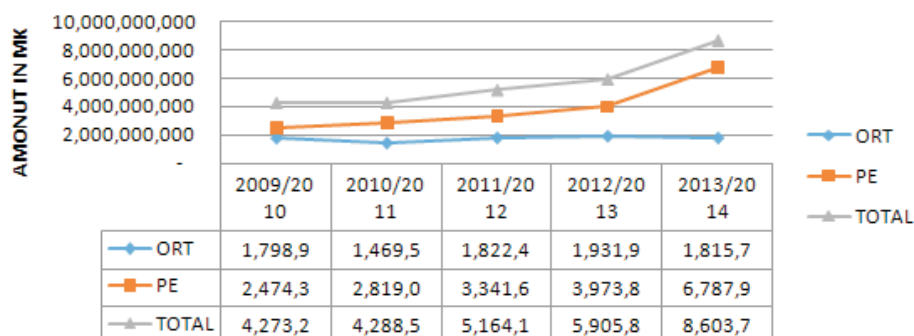
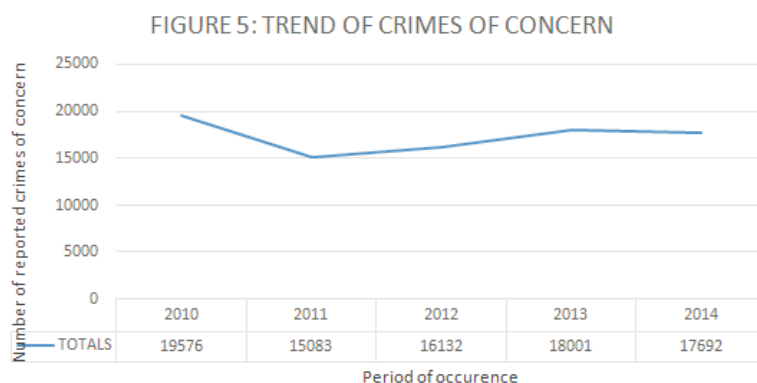


Figure 4: Approved budget from 2009/2010 to 2013/2014

b. Trend of reported crimes of concern

Crimes of concern also known as serious offences refer to crimes of high impact, violent offences such as robberies, breakings, theft of motor vehicles, sexual offences, illegal immigration, human trafficking, unauthorised possession of fire arms and murder.

A statistical and graphical analysis of crime trend by type as depicted in figure 5, revealed an increase in crimes of concern over the same period. More cases were reported in 2010 followed by a decrease in 2011. The graph depicts an increasing trend from 2011 to 2013.



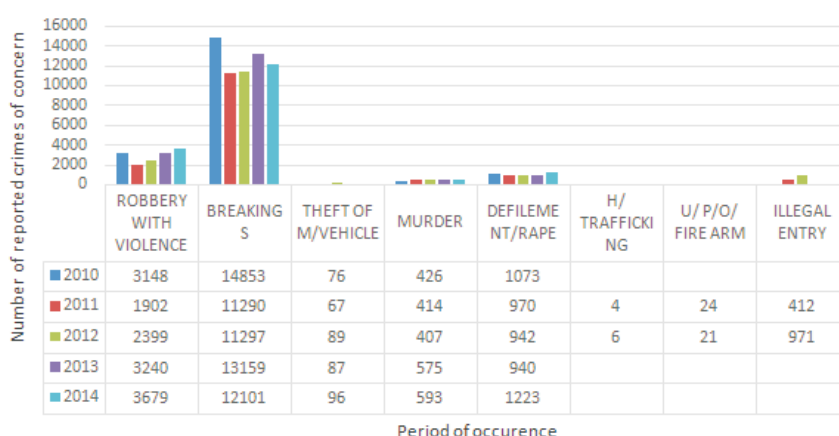


PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

In general, more crimes were reported under breakings category throughout the period under review. Further detailed analysis of the trend of the various types of crimes of concern in figure 6, established the following:

- There was an increase in robbery with violence in 2010 with 3,148 reported cases. There was a decrease in 2011 with 1,902 cases reported followed by an increasing trend from 2012 to 2014.
- In 2010, an increase in breaking crimes with 14,853 cases was reported followed by a constant decrease in 2011 and 2012 with 11,290 and 11,297 cases reported respectively. In 2013, another significant 16.5% increase in breaking crime cases was reported followed by an 8% decrease in 2014.
- From 2010 to 2012, Murder cases had a decreasing trend followed by an increasing trend from 2013 to 2014.
- The graph further depicts a concave trend in defilement cases in the period under review.
- Statistics for human trafficking and unauthorised possession of fire arms and illegal entry were not made available for audit for the period 2010, 2013 and 2014. However the graph depicts an increasing trend in illegal entry cases from 2011 to 2012.

FIGURE 6: TREND OF VARIOUS TYPES OF REPORTED CRIMES
OF CONCERN





MANAGEMENT COMMENT

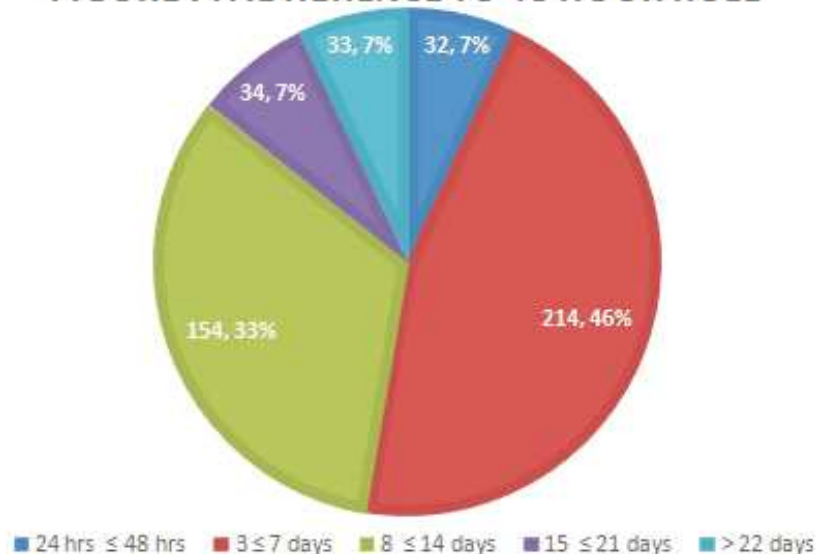
The management of the Malawi Police Service agrees with the observation as presented by the auditors that crimes of serious concern were on the increase in the period under consideration.

4.1.2 Adherence to the 48 hour rule in handling crime cases during the period 2010 to 2014

Service Standing Orders and the Criminal Procedure and Evidence Code {14 of 2010(1)} requires that suspect should be kept for forty-eight hours after the arrest of an accused person, or if the period of forty-eight hours expires outside ordinary court hours or on a day which is not a court day, the first court day after such expiry.

A random sample of 466 suspects from the custody registers from Mchinji, Karonga, Lilongwe and Zomba Police Stations revealed that 435 suspects were detained beyond 48 hours as illustrated in Figure 6 below.

FIGURE 7: ADHERENCE TO 48 HOUR RULE

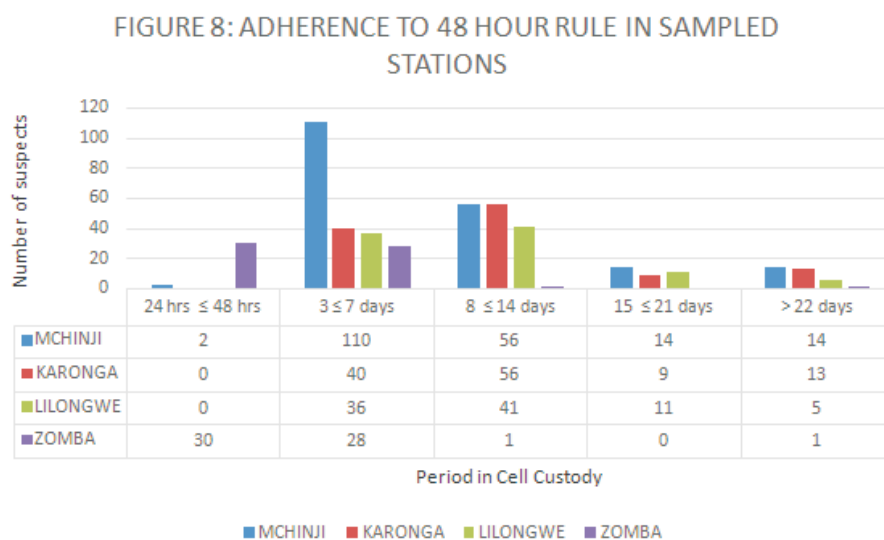




PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

The figure 7 shows that 214 suspects were in detention for a period between three to seven days and 154 suspects for a period between eight and fourteen days. The stations adhered to the 48 hour rule on 32 suspects representing 7% of the sample.

Figure 8 show the analysis of the adherence to the 48 hour rule by the individual sampled Police Stations.



The figure 8 above shows that out of the 214 suspects who were detained for a period between 3 and 7 days from the sampled Police Stations, 110 were from Mchinji. It also shows that out the 154 suspects that were detained for the period between 8 and 14 days, Mchinji and Karonga Police Stations had 56 suspects each. Interviews with heads of prosecutions revealed that suspects were detained for more hours in custody in Mchinji and Karonga during the period under review due to the absence of prison facilities and inadequate mobility to ferry suspects to courts and nearby prisons. During the audit period there was no prison in Mchinji. In Karonga the Prison was damaged by earthquake. Interviews with head of prosecution branch of the MPS headquarters also revealed that delays in taking suspects to courts were attributed to challenges in the Judicial System, such as respect for seniority of prosecutors to appear before Magistrate, inadequate court rooms and



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

insufficient number of Magistrates. For instance at Lilongwe Magistrate, there were 10 Magistrates and 3 Court Rooms.

High suspect numbers in Mchinji custody was due to the fact that, most remandees were kept in cells but they were not clearly recorded in the cell books. Zomba Police Station detained 30 suspects within 48 hours out of a sampled figure of 32 suspects. This was due to the availability of a Prison facility in Zomba. Sampled figures from Karonga and Lilongwe shows that zero suspects were detained within 48 hours.

Delay in taking suspects to prison for remand and keeping of suspects for more than forty eight hours resulted in overcrowding of police cells during the period under review in the visited station. For instance, the Police cell capacity for Mchinji was 10 to utmost 15 suspects. However interview with Station Officer revealed that the cells could hold 24 suspects per day. This was a violation of the rights of suspects as the provision of the Criminal Procedure and Evidence Code on custody was not complied with by the Police Stations.

MANAGEMENT COMMENT

The management of the Malawi Police Service confirms that the audit findings are a true reflection of what happened in the visited Police Stations. However, the 48 hour bail rule could not be adhered to due to unavailability of court facilities and inadequate number of magistrates.

As the country is developing, more crimes are being committed and the holding capacity in the police cells has not been improved for a long period of time. The non-adherence to the rule was also contributed by inefficiencies in the discharge of Police operations. Failure to sort out the accused persons at the earliest possible time led to the overcrowding in the cells.

4.1.3 Case clearance rate during the period 2010 to 2014

MPS was required to achieve a 70% clearance rate of case files annually by 2016 as per the strategic plan and annual operation plans for the period under review.

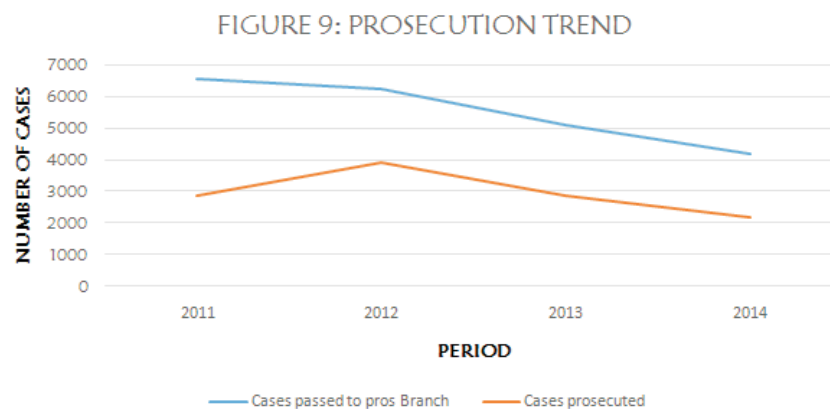
An analysis of statistics for prosecuted cases in the sampled Police Station (Mchinji, Karonga, Limbe and Lilongwe) for



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

the period under review established that the 70% clearance rate target was not being met. The average clearance rate for prosecuted cases in the sampled police stations was 43%; 63%; 56% and 51% for the years 2011; 2012; 2013 and 2014 respectively.

The audit established that less cases were cleared by the prosecution branches in the sampled police stations as compared to the number of cases passed to the branches from the Investigation Branches (IBO and CID). This was depicted in the graphical trend analysis in the figure 9 below.



There were also outstanding cases annually during the period under review representing a backlog of uncompleted cases. Table 5 provides the details of the prosecuted cases and backlog in the sampled stations for the period under review.

TABLE 5: CASES PROSECUTED												
STATION	PERIOD											
	2011			2012			2013			2014		
	Cases passed to pros Branch	Cases prosecuted	Outstanding cases for prosecution	Cases passed to pros Branch	Cases prosecuted	Outstanding cases for prosecution	Cases passed to pros Branch	Cases prosecuted	Outstanding cases for prosecution	Cases passed to pros Branch	Cases prosecuted	Outstanding cases for prosecution
Mchinji	664	626	18	502	470	32	538	499	39	485	423	62
Karonga	271	259	12	230	115	115	300	203	97	318	187	131
Limbe	2165	767	1398	2046	616	1430	2156	739	1417	1653	491	1162
Lilongwe	3475	1199	2276	3445	2702	743	2090	1387	703	1725	1043	682
Total	6555	2851	3704	6223	3903	2320	5084	2828	2256	418	2144	2037
Prosecution Clearance rate (%)	43			63			56			51		



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Table 5 depicts that the total number of outstanding cases for the sampled stations in the years 2011; 2012; 2013 and 2014 were 3704; 2320; 2256 and 2037 respectively. The figures showed a decreasing trend in the number of outstanding cases for prosecution.

Inability to meet the 70% cases clearance rate was attributed to inadequate staffing levels in the prosecution branches. By 2014 the Malawi Police Service had 302 trained prosecutors out of 12,991 police officers. This represented 2.3% of the total working strength of the Malawi Police Service Officers. Further analysis of the prosecution working strength in the sampled stations established that the number of Prosecutors was very minimal as compared to the total station strength. Table 6 provides details of the number of Prosecutors against the total strength in the sampled stations. Table 6 further shows the average number of cases that was being handled per prosecutor (efficiency levels).

TABLE 6: STAFF LEVELS OF POLICE PROSECUTORS IN SAMPLED POLICE STATIONS AND CASES HANDLED IN 2014							
STATION	TOTAL STRENGTH	No. OF PROSECUTORS	%	NO. OF CASES DUE FOR PROSECUTION	TOTAL NO. CASES TO BE PROSECUTED PER OFFICER	No. OF COMPLETED CASES	No. OF COMPLETED CASES PER PROSECUTOR
LIMBE	484	9	2	1653	184	491	55
LILONGWE	865	28	3	1725	62	1043	37
MCHINJI	244	212	5	485	40	423	35
KARONGA	336	11	3	318	29	187	17
ZOMBA	462	23	5	882	38	642	28

The table above depicts that percentage of number of trained Prosecutors against the total strength was 2%; 3%; 5%; 3% and 5% for Limbe, Lilongwe, Mchinji, Karonga and Zomba respectively. The average number of case files handled per prosecutor from the sampled stations in relation to the total number of completed cases were 55 in Limbe, 37 in Lilongwe, 35 in Mchinji, 17 in Karonga and 28 in Zomba. From these figures, it was observed that more cases per Prosecutor were handled in Limbe though there were less Prosecutors as compared to the other stations. According to interviews with the Head of Prosecutions Branch, Limbe, Prosecutors at Limbe were able to handle more cases due to the presence of three courts; namely Midima, Dalton



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

and Limbe Magistrate Courts. The efficiency levels of the Prosecutors had a bearing on the inability to achieve the 70% clearance rate for case files.

The audit also established that inability to achieve the 70% clearance rate was attributed to the lengthy time taken to handle the cases. Out of a sample of 70 cases from the sampled stations, the following were the average time taken for various cases.

TABLE 7: TIME TAKEN TO CLEAR CASES		
Type of case	No. of cases sampled	Average time taken to complete the case
Grievous Harm		
Criminal trespass		
Malicious damage		
Illegal Entry		
Causing Death by reckless driving		
Defilement		
Unlawful wounding		
Theft		
Escaping from lawful custody		
Robbery		
Obtaining credit by false pretence		
Arson		
Sudden Death		
Rogue and Vagabond		
Gross negligence		
TOTAL NUMBER OF SAMPLED CASES		

From the table 7 above, a sample of 30 cases on theft took an average of 116 days to be completed, 5 cases on arson took an average of 206 days to be completed. Interviews with prosecuting officers revealed that lengthy time to complete cases were due to mobility challenges facing the Police Stations in addition to other factors relating to courts proceedings.



MANAGEMENT COMMENT

The management agrees with the observation that the Malawi Police Service did not meet the case clearing rate as indicated in the strategic development plan. This was attributed to the fact that at times lawyers representing either the suspect or the defendant are not available hence leading to court adjournments of the concerned cases.

At times, Police does not provide witnesses with the necessary support resulting in most of them not appearing for court. Some suspects are not brought before court due to mobility problems. Crime cases that are sent for perusal to the Director of Public Prosecutions (DPP) take long time to be dealt with without feedback on the progress.

Another contributing factor for failure to meet the clearance rate is the inadequate number of staff at the Judiciary, court adjournments and inefficiency of some Police Officers leading to backlog of unhandled cases.

4.2 MALAWI POLICE SERVICE SKILLS, EQUIPMENT AND MOTIVATION TO ENSURE EFFICIENT AND EFFECTIVE POLICE OPERATIONS

4.2.1 Skills, motivation and equipment provided to officers for Handling and Follow-Up of crime cases including cross boarder crimes and public order management?

a. Training of police officers

Training is crucial for organisation development and success and also to the personal development of the police officers. It is also key for the MPS to reduce crime and the fear of crime. The changing environment in our modern environment demands adequate investigative, prosecution, public order management skills among others. Police officers who are well trained become more efficient and productive as training enhances skills, capabilities and knowledge of doing particular job. In the Malawi Police Service training is provided for the following reasons:-



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- New recruits are trained in order to familiarize them with police objective, procedures and culture.
- Specialist courses to enhance the officers' career specialisation
- Existing employees in order to refresh and enhance their knowledge.
- To catch up with new technologies, procedures, skills and techniques.
- To equip police officers with knowledge before and after they are promoted to new ranks so that they are able to take their new responsibilities.

i. Development and implantation of training calendar

MPS is supposed to have an annual training plan/calendar.¹⁰ As such MPS was supposed to develop a training plan/calendar in the year 2012 and start implementing from the year 2013¹¹. The Strategic Development Plan had provided targets for trainings for the 5 year period which was to be translated into costed annual training plans/calendar.

Interviews with officers from the Human Resources Development Branch at Police Headquarters established that the MPS did not develop a training plan/calendar to guide the conduct of trainings during the period under review despite implementing various training programs. No reason for the cause of not developing the training plan/calendar was provided. The absence of a training plan denied the MPS to ensure that all trainings as provided in the strategic plan are conducted. In addition, this had the following consequences:

¹⁰ Nation Onl Basic principles of HRM requirements

¹¹ MPS Strategic Plan 2011-2016 page 38



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- MPS conducting the trainings haphazardly which would not be cost effective.
- Concentration of training was on recruit basic courses other than training of the existing officers in specialist, promotion, responsibility and other leadership and management courses.
- Underutilization of the training institutions by majorly using them for recruit courses and in rare occasions using them for specialist courses supported by corporate and development partners like Roads Funds and European Union.

MANAGEMENT COMMENT

The management agrees with the observation that the Malawi Police Service did not have a training calendar during the period under review. This was due to unforeseen circumstances that were beyond the control of the training office. At the same time the training office was understaffed.

ii. Basic recruit training courses

Basic recruit training courses are conducted to prepare recruits for general service in the MPS. The trainings are conducted in three phases including theory, practices and post practices theory and examination. After which, 4 weeks preparation for pass out parade.¹² The MPS planned to train 1000¹³ new recruits annually in the years 2010; 2011; 2012; 2013 and 2014

A review of basic training reports established the following:

¹² According to the MPS Policy handbook (2003) page 93

¹³ Recruitment warrant provided annually by Department of Human Resources Management and Development



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

TABLE 8: RESULTS FROM THE REVIEW OF BASIC TRAINING REPORTS						
Year	Planned No. of Recruits	Actual No. of recruits trained ¹⁴	No. of recruits discharged	No. of recruits passed out	Budgeted Costs	Actual costs
2010	1,000	1,059				
2011	1,000					
2012	1,000	1,407				
2013	1,000					
2014	1,000	1,806				

Table 8 above sought to present the information on the recruit trainings that were conducted during the period under review and the related cost. However, MPS did not provide the information in the blank spaces of the table for audit.

Table 8 also depicts that MPS had recruited 1,407 and 1,806 trainees for basic recruit training against the planned figure of 1,000 trainees as per the warrant from DHRMD in the years 2012 and 2014 respectively.

The audit through interviews with the commandants at the Limbe PTS established that the college has a capacity of 400 trainees. The training school has 9 classes with a maximum capacity of 30 trainees. Thus the classes hold 270 trainees while the remaining 130 trainees are drilled at the school ground. During passing out of new recruits it is a requirement that they be supplied with lanyards, handcuffs, jerseys, whistles and additional pair of ladies shoes.

In 2014, from the 1,806 trainees that were recruited for basic recruit intake, the Limbe PTS accommodated 804 recruits of which 262 were females and 542 were males. Thus in this year, Limbe PTS was overstretched by 404 recruits representing a usage ratio of 200%. The 804 recruits could not fit into the available 9 classes hence leaving the other half outside waiting for their turn to use the classes. To ensure that those out are also busy the trainers used to arrange other activities like drill for them.

Interviews also revealed that the recruiters at the MPS headquarters did not utilize the advice on training school capacity intake by the training institutions

¹⁴ Annual reports for 2010; 2012 2015



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

as they had their eyes on reducing the Police population ratio. According to the interviews, over stretching the training institutions resulted in poor delivery of adequate skills to the recruits.

Interview with the commandant Limbe PTS revealed that in 2015, the recruits passed out without being supplied with lanyards, handcuffs, jerseys, whistles and additional pair of ladies shoes. It was also learnt that this was due to delay by the Quarter Master to supply the school with adequate materials. This then shows that the new recruits passed out without adequate materials to use at their posted duty stations.

MANAGEMENT COMMENT

The management does agree with the observation. It should be noted that drill is part of training and is not an alternative activity.

The overstretching of police training schools is sometimes done with an intention of fulfilling the international standard of 1 Police Officer to 500 people. It should be noted that our Police Training Schools were constructed some time back when the population was low. Although the population has increased, the holding capacity remains the same.

iii. Specialist courses

It is a requirement that officers appointed and seconded as aids to specialist branches undergo specialist training to enhance their career specialization. Aiders are supposed to serve for a probationary period of six months in the specialist branch after which they are to undergo a specialist training¹⁵ MPS planned to conduct the following specialist courses during the period under review as drawn from the 2011-2016 Strategic Development Plan:

- 300 Prosecutors to be trained by 2014.
- 200 CID officers trained by 2012-2013.
- 380 officers trained in the use of crime analysis and intelligence by 2013

¹⁵ Police Service Standing Order part 3 on Personnel paragraph 113 (1) and MPS Policy handbook page 94.



**PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI**

- MPS was to train 30 officers in public order evidence gathering and forward intelligence by the year 2014.
- MPS was supposed to enhance crime investigative skills and capacity by developing a training plan in 2011/12, training 1500 officers cumulatively by 2013/14.

**TABLE 9: NUMBER OF PROSECUTION AND CIDS OFFICERS TRAINED
BETWEEN 2010 AND 2014**

TYPE OF TRAINING	2011/12		2012/13		2013/14		TOTAL FOR THE PERIOD	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual
Prosecution course	100	34	100	0	100	30	300	64
CID intake		0		30		40		70
Capacity building of CID in the investigation of emerging crime, i.e. human trafficking, terrorism & trafficking in human body parts	200		200		200		600	
Crime analysis and intelligence training	180		100		100		380	
Public order evidence gathering and forward intelligence training	10		10		10		30	
Crime investigative skills training			1000		500		1500	

Table 9 above shows that by 2013, 64 prosecutors were trained by the MPS training schools. This was less by 236 from the planned figure of 300. Interview with officers at the training schools visited revealed that the trainings were not conducted due to inadequate financing of planned trainings by the Police. Failure to train the Aiders working in the Prosecution Branch denied the aiders prosecution skills to assist in achieving the required prosecution file clearance rate.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Table 9 above also shows that by 2013, the number of trained CID officers in the intake course was 70. However, no targets were provided to the auditors to measure the effectiveness in terms of goal achievement. In addition, the actual number of CID officers whose capacity in the investigation of emerging crime, i.e. human trafficking, terrorism & trafficking in human body parts was to be built, was not provided. Thus, the audit concluded that the target of training 600 CID officers by 2013 was not attained by the MPS. Inability to train adequate CID officers resulted to delay in equipping officers attached to the CID by the Officers In charge for stations.

A review of responses from the survey questionnaire established that out of the sample of 386 officers, 130 underwent specialist courses representing 34%.

MANAGEMENT COMMENT

Management agrees with the finding that officers did not go for specialist training as planned.

These specialist courses failed to take place because at that planned times basic recruit courses were in progress hence our training schools could not conduct two training sessions running concurrently.

It should be noted that the funds for training were used to purchase uniform, external trainings for serving officers and payment of allowance. There are some trainings or courses such as musketry which needed mobility to ferry officers from their formations to the range and enough ammunitions as officers use live bullets during the course. However, ammunitions were not sufficient for such training courses.

iv. Refresher courses

The MPS Policy Hand Book¹⁶ provides that refresher courses shall be conducted at police training school. Refresher courses are conducted in order to enhance officers policing skills. It is also a requirement that all officers under the rank of Inspector to undergo a musketry course once a year. In addition, as many other Police Officers as possible including police officers of and above the rank of Inspector, will undergo the course.

¹⁶ MPS Policy Hand Book 4.4 page 102



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Analysis of the documents collected from training schools (list of trainings conducted schedule) and interviews conducted revealed that the MPS did not conduct any refresher training for its officers during the period under review as required by the MPS Policy Hand Book. However, an analysis of responses from the survey questionnaire established that out of 386 officers, 50 underwent refresher courses. A further analysis established that 10 out of the 50 officer underwent refresher courses during the period under review. This information was found to be contradictory with the results from the review of documents.

Furthermore, interviews with heads of branches and divisions revealed that police formation have conducted only one Musketry range activity instead of five during the period under review. Through interviews it was revealed that failure to conduct refreshers and musketry-range activities was due to inadequate funding by the Government.

Interviews with officers in visited formation revealed that the absence of refresher trainings has resulted in failure by the Police to effectively reduce crime and the fear of crime and dwindling of Police discipline.

MANAGEMENT COMMENT

Management agrees with the observation as presented by the auditors that most officers did not attend refresher courses as indicated in the Policy Hand Book. That was attributed to lack of training calendar as well as lack of funding for such courses.

v. Promotional courses

The MPS Policy Hand Book provides the following training requirements with regard to promotional courses:¹⁷

- Whenever a Police Officer of a junior rank is being considered for promotion he shall undergo a promotional course.
- Whenever one is promoted to a new rank without undergoing a promotional course he shall be required to undergo a responsibility course.

¹⁷ MPS Policy Hand Book pages 93-104



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

- To enable Senior Police Officers acquire knowledge of new developments in the Service, which could either be managerial or operational (Command).
- Responsibility training shall be arranged within six months of ones' appointment to the new post, unless there is reasonable cause not do so.
- All appointments to the rank of Inspector shall be preceded by a Cadet Course.

Table 10 below presents the number of officers that underwent promotional, responsibility and command courses conducted during the period under review.



TABLE 10: NUMBER OF OFFICERS THAT WERE PROMOTED AND THOSE THAT UNDERWENT PROMOTIONAL COURSES CONDUCTED BETWEEN 2010-2014												
TYPE OF TRAINING	2010		2011		2012		2013		2014		Total	
	Officers trained	Officers promoted	Officers trained	Officers promoted	Officers trained	Officers promoted	Officers trained	Officers promoted	Officers trained	Officers promoted	Officers trained	Officers promoted
Promotional course for junior ranks	0		0		0		0		0		0	
Sgt responsibility course	0	22	89	147	31	846	43	520	0	213	163	1950
Sub inspector responsibility course	0	99	79	112	0	254	0	194	0	240	109	999
Cadet course for Inspectors	0	147	52	157	57	299	0	156	0	240	109	999
Command course	0	146	60	148	0	218	69	221	30	450	159	1183



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

Interviews with Head of Human Resources Development at Malawi Police Headquarters revealed that no promotional courses for junior ranks were conducted during the period under review. However as per the requirement, when the promoted junior officers have not undergone promotional courses, they have to undergo responsibility courses. Table 10 above shows that sergeant responsibility courses were conducted in 2011; 2012 and 2013. Sub inspector responsibility courses were conducted in 2011.

The audit observed that out of 1,950 officers promoted to the rank of Sergeant, 163 underwent responsibility course representing 8.4% of the promoted officers. Out of 999 officers promoted to the rank of Sub inspector, 79 underwent the responsibility course representing 7.9% of the promoted officers.

According to interviews with the Head of Human Resources Development at Malawi Police Headquarters, inability to provide the required trainings to officers was attributed to inadequate funding. A review of financial reports for 2012 and 2014 financial years established the following figures presented in table 11 in relation to financial resources for trainings in the MPS. Figures for 2011 and 2013 financial years were not made available for audit review.

TABLE 11: TRAINING FINANCIAL RESOURCES FOR THE YEARS 2011 TO 2014				
TRAINING FINANCIAL RESOURCES	2011	2012	2013	2014
	K	K	K	K
Actual Expenditure	94,672,588.00	144,010,257.36	119,403,629.43	124,126,620.24
Approved Estimate		139,251,231.00		62,150,000.00
Revised		144,251,231.00		642,150,000.00
Budget estimates for training before approval				
Actual Funding				
Difference between Actual funding and actual expenditure				

Figures for the budgeted estimates for training before approval and actual funding on training for the period under review were not made available to auditors for review to substantiate the testimonial evidence on inadequate financial resources for trainings.



MANAGEMENT COMMENT

Management agrees with the finding and is a true reflection of what is happening on the ground as regards officers not attending promotional courses. It should be noted that promotion is at the discretion of the Inspector General of Police.

b. Motivation for handling and follow-up of crime cases including cross boarder crimes and public order management

i. Time taken for an officer to be promoted to the next rank

It is a requirement that constables will not be eligible to take the service standing orders examinations, which is a basis for promotion, until the two (four) years' probation period has elapsed.¹⁸ The MPS officers have no mandatory period of service on a rank before promotion as compared to the provision of 4 years for civil servants in the Malawi Public Service Regulations (MPSR). Rather promotions are supposed to be based on merit and also at the discretion of the Inspector General.

Table 12 below presents the findings of a review of responses from the survey questionnaire.

TABLE 12: TIME TAKEN ON A RANK BEFORE PROMOTION TO NEXT RANK								
Time taken	No. of officers on Constable	% of the Sample	No. of officers on SGT	% of the Sample	No of officers on S/INSP	% of the Sample	No. of officers on INSP	% of the Sample
Less than 2 years	36	9	120	53	40	25	46	49
3 to 4 Years	87	23	38	17	33	21	25	27
5 to 10 years	169	44	47	21	66	42	23	24
11 to 15 years	63	16	17	8	18	11	0	0
16 to 20 years	20	5	2	1	1	1	0	0
21 to 26 years	7	2	0	0	0	0	0	0
Null & Void	4	1	1	0	0	0	0	0
Total	386	100	225	100	158	100	94	100

¹⁸ SSO 109 (5a)



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

From table 12 above, the review established that out of the 386 sampled officers, 36 served for a period less than 2 years, 169 officers served for a period between 5 to 10 years and 7 served for a period between 21 to 26 years at the rank of a Constable. The review also established that out of 225 officers, 120 served for a period less than 2 years, 47 served for a period between 5 to 10 years and none for the period between 21 to 26 years at the rank of Sergeant. The analysis showed that more officers were serving a long time at the rank of Constable than at the ranks of Sub inspector and Inspector.

Serving long at the rank of Constable meant that the officers were getting low salaries for a long period. This had a consequence of lack of commitment in the provision of services. It was also learnt through interviews with heads of branches that officers who served for long period on the same rank were reluctant to take orders (command resilience).

MANAGEMENT COMMENT

Management agrees with the observation as presented by the auditors that officers served for a long period on the same rank. Findings on issues concerning promotions are a true reflection of what was on the ground during the period under review.

The Service Standing Order which is guiding tool for Promotions has been there for a long period without being reviewed to marry with current situation. Some officers despite not passing the SSO Exams were promoted due their ability and experience in Police work.

ii. Payment of allowances in time

Where a police officer is authorised by his responsible officer to travel on duty within, for a minimum of 24 hours up to a maximum of 15 days, he may be paid the appropriate subsistence allowance set out in a Government circular from time to time. In addition, SSO part 12 (512)5 provides that the Officer in Charge will ensure that all subsistence allowance claims are paid within a month of any completed journey. During the period under review, the rates of subsistence allowances, after deducting ration, for the ranks of Constable, Sergeant, Sub inspector and Inspector were as follows:



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

RANK	RATE OF SUBSISTENCE ALLOWANCES (MK)			
	2010/11	2011/12	2012/13	2013/14
Constable	1,000	3,000	3,000	3,000
Sergeant	1,000	3,000	3,000	3,000
Sub Inspector	1,000	3,000	3,000	3,000
Inspector				

Interviews with OCs in visited police stations revealed that there were no outstanding allowances during the period under review. However, similar interviews with Heads of PMS Divisions and Namizana Border Police Branch established that there were outstanding allowances for officers during the period under review. A review of the Allowance Claim Registers (MP88) in the visited PMS Divisions and Namizana Border Police Branch established the following:

YEAR	B' DIVISION	NAMIZANA	ECCO DIVISION	TOTAL
2010	1,589,000.00	6,708,000.00	375,000.00	8,672,000.00
2011	12,210,000.00	15,678,000.00	36,000.00	27,924,000.00
2012	11,700,000.00	17,838,000.00	1,455,000.00	30,993,000.00
2013	8,613,000.00	29,784,000.00	447,000.00	38,844,000.00
2014	9,312,000.00	31,902,000.00	88,000.00	41,302,000.00
Total	43,424,000.00	101,910,000.00	2,401,000.00	147,735,000.00

MANAGEMENT COMMENT

Management agrees with the observation as presented by the auditors that it took long period of time to pay allowances for officers mainly in the Police Mobile Divisions. This was attributed to the fact that monthly funding was inadequate to cater for the allowances.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Officers are deployed in border areas with an aim of providing security and get allowances but due to inadequate finances these allowances were not given to them resulting in the accumulation of unpaid allowances to the officers and others have even died without getting their allowances.

iii. Provision of accommodation to officers

MPS Policy Handbook (2003) 6.1 principles and procedures on accommodation requires the following:

- All Police Officers shall be entitled to institutional Government quarters or a housing allowance in lieu of accommodation
- It is expected that allocation of accommodation houses be done in accordance to allocation procedures in MPS Policy Handbook (2003).

A review of accommodation allocation lists obtained from the visited stations established the following:



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

TABLE 13: ALLOCATION OF ACCOMMODATION HOUSES TO MPS OFFICERS PER VISITED FORMATION						
FORMATION	TOTAL NO. OF OFFICERS	NO. OFFICERS OCCUPIED IN GVT LEASED HOUSES	NO. OF OFFICERS OCCUPIED IN INSTITU- TIONAL	% OF OFFICERS ACCOMMO- -DATED HOUSES	NO OF OFFICERS IN RENTED HOUSES	% OF OFFICERS IN RENTED HOUSES
Southern Region Headquarters						
Limbe Police Station						
Lilongwe Police station						
B. Division						
Eastern Region Headquarters						
Namizana						
Mwanza Border						
Zomba Police Station						
Ipyana						
Karonga						
Songwe Police Unit						
PMS Delta Division						
Northern Region Headquarters						
Mchinji Police Station						
Central Region Headquarters						
Total						



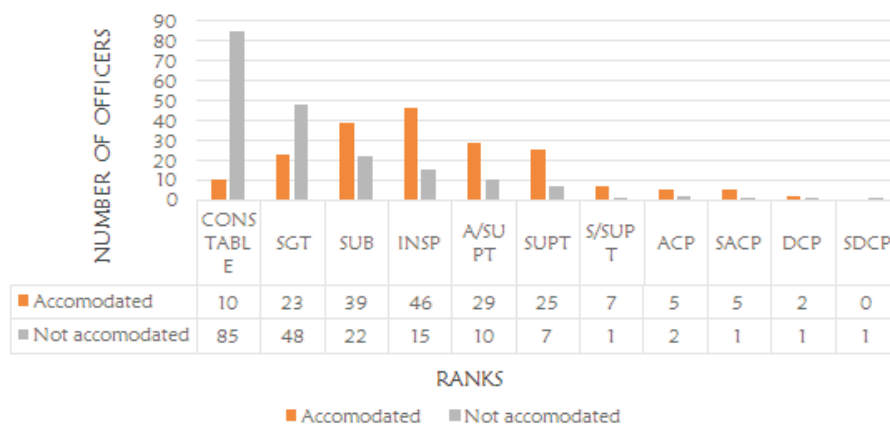
PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

Data analysis in the above table on provision of accommodation to officers by MPS in the visited formations showed that 60% of total population of 3050 officers lived in rented houses while 40% lived in institutional and Government leased houses. In addition, a review of fiscal annual reports disclosed that the MPS staff strength was 9,655 and 10,415 in 2010 and 2012 respectively against institutional houses of about 3,000 with most of them being in a very dilapidated state. This indicates that nearly 70% of the Police population stays in rented houses.

Interview also revealed that laid down procedures for allocating houses to Police Officers were not being followed. In addition, MPS failed to maintain a register of allocated houses as this was not made available to the audit team. In place of the register the audit team was only furnished with a list of houses owned. Hence some officers felt the allocation was not fair as they thought other branches were favoured. As a result distribution of accommodation houses to officers in accordance to ranks and Police formations was affected.

Figure 10 and 11 below provide details of allocation of accommodation by rank and by formation drawn from the responses from the survey questionnaires.

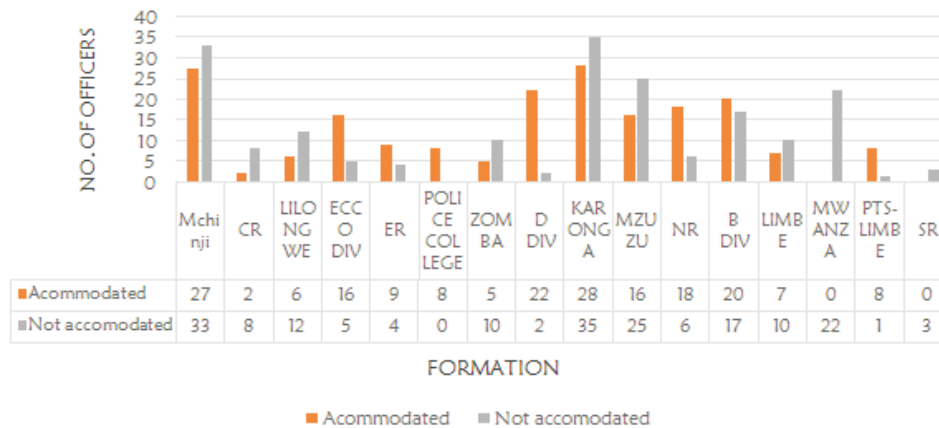
FIGURE 10: ACCOMODATION BY RANK FROM THE SAMPLE





PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

FIGURE 11: ALLOCATION OF ACCOMMODATION BY FORMATION



Interviews with officers in charge of accounts in the visited formations, revealed that there was no allowance paid to officers who were not provided with accommodation. A review of the responses from the survey questionnaire revealed that the 193 officers that were not provided with accommodation were not receiving an allowance in lieu of accommodation.

Housing challenge led to other related incidents such as corruption as officers were trying to get means of paying for the high rentals as their salaries alone cannot suffice. Instances of police officers evicted from rented houses due to poor Police - public relationship increased in the recent past. Police officers who rent outside Police Camps have also become targets of angry communities. Living outside Police formation also affected mobilization of officers when there is need for rapid response.

Physical inspection on a visit to Mitole police camp revealed that staff houses and office were in a dilapidated state. Interviews with the officers in charge at Mitole police camp revealed that most officers have moved out of the houses because they are no longer safe for accommodation. Refer to photos below for the status of Police accommodation at Mitole PMS Police Camp.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*



Figure 12 SHOWING POLICE
HOUSE AT MITOLE



Figure 13 A BANDONED STAFF
HOUSE AT MITOLE



Figure 14 A BANDONED STAFF
HOUSE AT MITOLE



Figure 15A BANDONED STAFF
HOUSE AT MITOLE





*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*



MANAGEMENT COMMENT

Management concurs with the auditors on the finding that the Malawi Police Service did not provide accommodation to officers as required by Service Standing Orders. It should be noted that institutional houses are not enough to cater for all officers. Officers who are not staying in institution houses do not get house allowance because the Government scrapped of all allowances and were amalgamated into the salary structures.

c. Provision of equipment

The following targets were set by the MPS in the 2011-2016 Strategic Development Plan in relation to provision of equipment for use in the delivery of services.



i. Procurement and distribution of modern crime offences detection equipment

The MPS was supposed to procure and distribute modern crime detection equipment to 34 police stations by 2014 financial year. In view of this a project on Automated Fingerprint Identification system (AFIS) was launched.

The audit through a review of a report on Part 2 Development Projects for the 2014/15 financial year from the Ministry of Homeland Security established that Government had selected Techno brain Global FZE as a contractor for the installation of the Automated Fingerprint Identification System at a cost of USD 2,480,000¹⁹ (MK822, 764,800) with a payment schedule of four phases; as indicated in the table 14 below:

**TABLE 14: PAYMENT SCHEDULE FOR INSTALLATION OF
AUTOMATED FINGER PRINT IDENTIFICATION SYSTEM**

SI No.	PAYEMENT MILESTONE	% OF TOTAL CONTRACT PRICE	AMOUNT (USD)
1	Upon signing of the contract and submission of claim	15	\$372,000
2	Upon delivery of Hardware and Software and submission of the claim	15	\$372,000
3	Upon installation of Hardware and Software and submission of claim	40	\$992,000
4	Upon completion of training and user acceptance	30	\$744,000

15%, 15%, 40% and finally 30% according to milestones achieved of the contract price. Included in the contract for the project was a clause for payment of interest on overdue payments. The project deliverables were to install the

¹⁹ Foreign exchange rate was MK331.76 to USD1: Reserve Bank of Malawi July 2013



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

system at Police HQ, designated as the central database, and then roll out the project to “Class A” Stations (Lilongwe, Blantyre, Limbe, Zomba and Mzuzu) after which roll it out to the whole country.

From the report, the audit team learnt that by 31st October, 2015, the Malawi Police Headquarters was fully computerised. It was also established that there was no budget provision for the project in 2013/14 financial year which resulted into accumulation of arrears of outstanding balance of USD1,561,000 (MK517,877,360) and accumulated interest of USD466,631.84 (MK154,809,779.20). The budget for 2014/15 financial year had provided MK100 million which was not sufficient to clear the arrears.

Furthermore, it was learnt that due to inadequate funds, an agreement was made to roll out the project to one “Class A” Station (Lilongwe) and clear part of the arrears. In addition an agreement was made on the following priorities:

- Install a Wide Area Network (WAN) to connect Lilongwe station (Cost: Approx. MK1.5 million)
- Fees for various project officers (Cost: approx. MK1.42 million)
- Printing of special forms to capture finger prints (Cost: approx. MK1 million)
- Accessories such as routers and router hubs (Cost: approx. MK600,000)
- Accumulated utility bill (Cost: MK 2.8 million)

The review also established that the systems user licences had expired as a result significant amount of functionality of the system had been disabled. In order to renew the licences, the Ministry was to make a part payment towards the arrears. The system maintenance had been long overdue that Techno Brain was reluctant to perform it in the absence of the payment. For this purpose, a funding request had been submitted to the Secretary to the Treasury which included approximately MK67 million for the project with the intention to pay Techno Brain USD120, 000 (MK39, 811,200) and use the balance to address the other above mentioned priorities.

The system had not been installed yet at Lilongwe station as per plan. Consequently value for money was not achieved in this project.



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

MANAGEMENT COMMENT

Management agrees with the observation that the system had not been installed as planned.

- ii. MPS was supposed to procure and distribute public order management equipment in order to equip 3500 officers with personal protective equipment by the year 2014.**

Interviews with the Director of Operations at Malawi Police Headquarters disclosed that the MPS did not have a procurement and distribution plan for public order equipment during the period under review. However the interviews disclosed that public order equipment had been procured during the period under review on an ad hoc basis depending on need and availability of resources.

MANAGEMENT COMMENT

Management agrees with the observation as presented by the auditors.

- iii. MPS was supposed install crime detection equipment in 12 major entry ports by the year 2014.**

Physical inspections at Mwami, Songwe and Mwanza boarder entry points during the time of the audit, established that the crime detection equipment had not been installed as per plan.

MANAGEMENT COMMENT

Management agrees with the presentation on the finding that crime detection equipment had not been installed as planned. In fact, the equipment was not even procured.

- iv. Police officers are supposed to be equipped with new technologies**

SIGNALS: EASTERN REGION

To ensure secure, efficient and effective transmission of information within the MPS, formations should have adequate transmitters/repeaters, stand by



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

generator, base radio station, pack sets and fax machines. Eastern Region required 2 base radios, 15 pack sets and 1 fax machine. All the 4 policing district in Eastern Region were supposed to have a fax machine. Table 15 below shows list of required equipment against equipment available in the Eastern Region.

**TABLE 15: REQUIRED VS AVAILABLE EQUIPMENT IN THE
EASTERN REGION**

EQUIPMENT TYPE	REQUIRED NUMBER	NUMBER OF EQUIPMENT AVAILABLE
Transmitters/Repeaters	2	2
Generators	1	1
Base Radio	2	1
Pack sets	15	5
Fax Machine	1	1

A review of communication equipment documents for the Eastern Region revealed that during the period under review, the region had 2 Transmitters, 1 standby generator and 1 base radio and 5 working pack sets because 10 pack sets batteries were worn out. A review of equipment schedule showed that, only Zomba had a fax machine in the region.

Machinga, Zomba, Balaka and Mangochi are supposed to have base 2 radios each. However analysis of equipment's status documents supplied by the signals in charge eastern region revealed that each station had one base radio during the period under review.

**POLICE POSTS AND UNITS IN EASTERN REGION WITHOUT
BASE RADIOS**

ZOMBA

1. Masaula
2. Mulenga
3. Chinamwali
4. Chinseu



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

MACHINGA

- | | |
|-------------|----------------------|
| 1. Chikweo | 3. Liwonde Roadblock |
| 2. Mangamba | 4. Nsanama Roadblock |

MANGOCHI

- | | |
|-----------------|--------------------|
| 1. Katuli | 5. Iba |
| 2. Cape Maclear | 6. Marine Chimwala |
| 3. Malombe | 7. Marine Msaka |
| 4. Chiponde | |

MANAGEMENT COMMENT

Management agrees with the finding and it's a true reflection of what is on the ground. The base radios were neither procured nor installed as planned due to financial hiccups.

• **Promotions**

SSO 77(1) requires that promotion to a higher rank be by selection. In making selections for promotion due regard will be paid to experience, length of service, conduct and the possession of the necessary qualifications, but preference will be given to officers who have demonstrated superior intelligence and zeal in the discharge of their duties. Officers will not normally be considered for promotion until they have complied with General Orders (Police Regulations) in respect of the passing of the prescribed examinations. In addition, MPS is supposed to effect requirements on promotions as laid down in SSO 109(2, 3, 4, 5, 6 & 7). Furthermore, after completing a promotional course appropriate to the rank with a satisfactory report, officers of junior ranks are required to appear before a selection board which comprises of all commissioners and the head of HRMD. While officers of senior ranks are required to appear before a board instituted by the Police Service Commission.



i. Promotions of junior ranks

The following criteria for promotion of junior officers was used:

Table 16: Promotion requirements for junior officers as per SSO 109

Promotion Ranks	
Constable to Sergeant	Sergeant to Sub-Inspector
A pass in Service Standing Order Examinations and a pass in Part 1A and 1B of the Government Law.	A pass in Parts 1A & 1B of the Government Law Examination, provided that in exceptional circumstances personnel who are not deemed to pass the examination may be considered. In addition, the officer must have Malawi School Certificate of Education (MSCE) or its equivalent. A pass in the Service Standing Order Examinations

Interview with the Head of Human Resource Management and Development revealed that during the period under review there was no selection board where officers of junior ranks were to appear before being promoted. Promotions for junior officers were based on the prerogative of the Inspector General with regard to promotion qualification report (MP47).

The audit also established that no service standing order and Government Law examinations were administered. Further analysis of the responses from the survey questionnaire revealed the following with regards promotion of junior officers:

**TABLE 17: TABLE SHOWING NUMBER OF OFFICERS
PROMOTED IN THE JUNIOR RANKS**

Qualification of officers	Number Promoted to sergeant	Number promoted to s/inspector
MSCE and above	54	25
below MSCE	9	14
SSO	1	2
Law part 1A and 1B	0	2
Number of Officers promoted during the period under review	63	39



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

Table 17 above depicts that out of the 63 officers that were promoted to the rank of sergeant, 54 had a minimum qualification of Malawi School Certificate of Education (MSCE), 9 had a minimum qualification of Primary School Certificate of Education (PSLC). It was also established that only one out of the 63 officers had a pass in the SSO examinations. Further, the table depicts that out of 39 officers that were promoted to the rank of sub inspector, 25 had a minimum qualification of MSCE and 14 had a minimum qualification of PSLC. In addition only two out of the 39 had passes in both SSO and Government Law examinations.

From the analysis it was established that promotions were mainly based on exceptional circumstances rather than passing of the prescribed examinations. As a consequence, the purpose of ensuring that officers gain requisite skills for the next rank is defeated. Officers also do not see the need to sit for the examinations since promotions are still effected without considering this requirement.

MANAGEMENT COMMENT

Management agrees with the audit finding that promotions were not based on the requirement as stated in the Service Standing Orders. It should be noted that the promotion of officers was based on the availability of a vacancy and remained the prerogative of the Inspector General of Police.

ii. Requirements for promotions to the ranks of inspector and above.

It is a requirement that candidates for promotion to ranks of Inspector and above must have a pass in Government Law examinations part 1A & 1B and must have appeared before and have been accepted as suitable in every respect by a preliminary selection board at regional and headquarters branch level comprised of senior officers.²⁰

An analysis of responses from the survey questionnaire established that out of the 72 officers holding the ranks of Inspector and above, 8 had a pass in Government Law examinations and 13 had a pass in the SSO examinations representing 11% and 18% respectively. The audit observed from the sample that promotion of less officers at senior ranks considered the requisites of passing the examinations before being promoted. Inability to sit for the examinations was attributed to lack of motivation considering that promotions would still be effected even in the absence of the pass.

²⁰ MPS Handbook page 1052015



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

As law enforcers they are supposed to have thorough knowledge of the law in order to deliver their services effectively. The level of knowledge could be measured through satisfying this requisite. Thus by not implementing the requisite, the purpose is defeated. This could also lead to unlawful arrests, failure to assign proper charges for the offences, failure to conduct efficient and effective investigations and failure to effectively prosecute cases in court.

MANAGEMENT COMMENT

Management agrees with the observation in the presentation that officers of the rank of Inspector and above got promoted without sitting for the law examinations.

4.3 MOBILITY FOR THE DELIVERY OF SERVICES IN THE MALAWI POLICE SERVICE

4.3.1 Effectiveness of the measures put in place to ensure adequate mobility

Mobility lies at the core of all Police operations. Capacity to detect crime and to successfully follow criminals requires good transport in terms of motor vehicles, motor bikes, bicycles, boats and aircrafts. The MPS had set the following measures with regards to ensuring adequacy of mobility:

- Conduct a transport needs assessment;
- Deployment and ensuring availability of the required number of motor vehicles at a Police formation
- Ensure maintenance and service of motor vehicles.

i. Conduct a transport needs assessment

The MPS planned to conduct a transport needs assessment by the year 2012. Interview with the Service Transport Manager at the MPS headquarters established that no needs assessment report was available. However, the audit established two lists for proposed vehicles to be procured which were produced in July 2012 and September 2013. The number of proposed vehicles to be procured were 226 and 163 in 2012 and 2013 respectively. Details of the number of vehicles and formations to which they were to be deployed are attached in appendix 1



*PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI*

MANAGEMENT COMMENT

Management agrees with the observation that the Malawi Police Service did not conduct a Transport Needs Assessment as indicated in the Strategic Development Plan. However, the Malawi Police Service is making all the efforts to carry out the vehicle needs assessment so that it remains focused and objective.

ii. Deployment and ensuring availability of the required number of motor vehicles at a Police formation

MPS was supposed to have an on-going procurement and deployment of motor vehicles based on the fleet acquisition, replacement and management plan which was to be developed annually from 2011 to 2016. In addition, 300 motor bikes and 3000 bicycles were to be procured by 2014. The MPS also planned to have an on-going procurement of boats. Aircraft/helicopters were to be procured by 2011/12 financial year. The MPS organizational vehicle requirement was 595 vehicles²¹

Interviews with the Service Transport Manager established that 35 new motor vehicles were procured in 2010. It was also established during the audit that 49 motor vehicles were procured in 2015. No motor vehicles were procured in 2011, 2012, 2013 and 2014. Appendix 2 Provides details of how the new motor vehicles were deployed to various Police formations. No information was made available for audit on whether the motor bikes and bicycles were procured.

According to an MPS 2011/12 fiscal year report the Service had 264 serviceable vehicles and 143 serviceable motor cycles. An analysis of statistics of the number of fleet in the MPS as at June 2014 established that it had 260 motor vehicles out of which 217 were serviceable and 43 were non-runners. Table 18 shows the number of fleet at national level, for the four regions and the headquarters.

²¹ Proposed number of MPS vehicles to be procured as at September 2016, obtained from Transport



PERFORMANCE AUDIT REPORT ON IMPLEMENTATION OF YOUTH
ECONOMIC EMPOWERMENT PROGRAMMES IN MALAWI

**TABLE 18: NUMBER OF REQUIRED AND AVAILABLE
VEHICLES IN THE MPS AS AT JUNE 2014**

Region	Required number	Actual available	Number of runners	Number of non- runners
Northern region	74	39	31	8
Southern region	153	67	47	20
Central Region	147	44	39	5
Eastern region	77	37	31	6
Headquarters	144	73	69	4
Total	595	260	217	43

The audit established the number of running vehicles in the visited police formations were 142 against the vehicle requirement of 221. Table 19 provides the details of the number of vehicles per visited formation.

**TABLE 19: AVAILABILITY OF VEHICLES IN SAMPLED FORMATION
TO ENSURE ADEQUATE MOBILITY**

Formation	Number of Required vehicles	Number of available vehicles	Variance: Under/ (Over)
NR Headquarters	19	8	11
Karonga	5	1	4
D company	6	2	4
CR Head quarters	19	10	9
Lilongwe	13	5	8
C Company	6	4	2
Namizana	7	1	6
Mchinji	7	1	6
SR Headquarters	19	12	7
Limbe	13	7	6
B. company	6	3	3
ER headquarters	19	11	8
Zomba	11	6	5
E. company	6	2	4
MPS Headquarters	65	69	(4)
Total	221	142	79

An analysis of statistics in the table above showed that Police formations had less vehicles available for mobility in delivering their services. 9 out of the sampled 15 formation had less than half of the required vehicles available.

Interviews with Head of Border Police Branch Headquarters established that motor vehicle requirement for the branch was 3 for the North, Centre and South. However during the period of audit, the branch had one vehicle. Furthermore, the branch had 7 motor bikes for the border posts. These were distributed as follows: 4 at Namizana, 1 at Songwe, 1 at Mloza and 1 at Mwanza. Out of the 4 that were at Namizana only one was a runner and the others had been sent for repairs in Lilongwe since 2013. No repairs had been done on the motor cycles by the time the audit was being concluded in October, 2016.

The mobility challenge in the Border Police Branch causes officers to travel long distances on foot when conducting border patrols. Foot patrols along the border line is only effective on short distances other than long distances. Reliance on foot patrols would result into most areas not being covered leaving the borders porous.

A review of the 2011/12 fiscal year report also established that on water vessels, the MPS had 17 speed boats of which 10 were runners and 7 non-runners to provide security on our water bodies. As of September 2016, the MPS had 6 speed runner boats, 3 runner rubber boats, and 4 non-runner speed boats. Thus the audit observed that the number of boats to be used for patrols on the lake to increase police visibility had decreased by the year 2016.

Capacity to detect crime and to successfully follow criminals in cities is also limited by lack of aerial surveillance and rescue services due to inactiveness of Malawi Police Air Wing and lack of aircrafts.

MANAGEMENT COMMENT

Management agrees with the observation that the Malawi Police Service did not deploy motor vehicles to all Police Stations based on fleet acquisition, replacement and management plan. However, requisitions for motor vehicles are sent to the Government every year for the provision of enough vehicles. Unfortunately these requests were not honoured. The Malawi Police Services has had inadequate vehicles for the period under consideration.

Other issues that need to be considered include the need for a helicopter to ease mobility to all impassable areas in times of need. It is also necessary to consider vessels for providing safety and security services on Lake Malawi.

This observation could be a useful tool for Malawi Police Service to lobby for more vehicles and vessels if we are to serve the communities effectively since the population is growing high and the number of Police Officers has also increased.

iii. Maintenance and servicing of motor vehicles.

According to the SSO part 13, the responsibility for the care of Service transport rests with the Officer in Charge of the Station or other unit to which such transport has been allocated. He is required to ensure by means of daily inspections that vehicles are being properly looked after. He is also responsible for ensuring that the daily and weekly maintenance tasks are carried out and that motor vehicles are regularly serviced at the prescribed intervals.

Analysis of motor vehicle returns in the sampled formations revealed that, out of 29 vehicles, that were randomly selected 8; 9; 14 and 8 vehicles went for service in the years 2011; 2012; 2013 and 2014 respectively. A further review revealed that the vehicles had an average service frequency of 2; 2; 3 and 4; in 2011; 2012; 2013 and 2014 respectively. Furthermore the review disclosed that MP2271 and MP2243 in the year 2014, the vehicles had covered 139836km and 76532km respectively. This implied that MP2271 covered an average of 388km per day and MP2243 covered an average of 209km per day in that period. The vehicles had undergone services for 5 and 3 times within the year. Impliedly with a mileage coverage basing on 5000km standard, the vehicles were supposed to undergo services for 28 and 15 times.

Inability to service vehicles on time was attributed to inadequate financial resources. Consequently this results into rapid wear and tear, high maintenance costs and reduced useful life. The ineffectiveness of the measures to ensure adequacy in mobility for MPS also led to challenges in transportation which in turn had the effects of overcrowding of police cells and inability to achieve rapid response to crime scenes.

MANAGEMENT COMMENT

Management agrees with the finding on maintenance and servicing of motor vehicle that it was not done as planned. This was attributed to inadequate financial resources.

4.3.2 Overcrowding of police cells

SSO provides that police stations should have three cells; one for males, one for females and one for juveniles. It is expected that Police cells should accommodate suspects according to prescribed space capacity for inmates.

Physical observation and review of cell registers established that the cells which had a capacity of keeping 15 suspects were overcrowded by keeping 24 to 30 suspects each. Interviews revealed that the situation of having overcrowded cells became worse when the Police conducts a sweeping exercise. Overcrowding of police cells was attributed to mobility challenges which led to difficulties in transferring offenders on remand to Prison facilities which are located far from Police Stations. As such the remanded offenders were sent back to Police cells resulting into overcrowding of police cells posing a health hazard to offenders the case of Mchinji Police station. Mchinji had 3 cells with measurement of 2.5m x 2m, 2m x 1.5m and 2m x 2m of capacity of 15 suspects each.

MANAGEMENT COMMENT

Management agrees with the finding and is a true reflection of the situation in some Police Stations. However, the situation of having overcrowded cells becomes worse when Police Stations conduct raids and sweeping exercises. Overcrowding of police cells was also attributed to mobility challenges which led to difficulties in transferring offenders on remand to Prison facilities which are located far from Police Stations. As such the remanded offenders were sent back to Police cells resulting into overcrowding of Police cells.

4.3.3 Inability to conduct rapid response services

Rapid response is a facility put in place by MPS in order to response to all emergency calls for assistance. The MPS has 2

rapid response services namely; 997, which was based at station level and 990 based on zone level. 997 rapid response service was introduced in all “class A”²² stations in 2006. 990 Rapid response service was introduced to reduce the inefficiencies of 997 and improve rapid response within the city. 990 was rolled out to selected Class A stations (Limbe, Blantyre and Lilongwe).

a. Continuation of the rolling out program

The MPS had set the following targets in continuation of the rolling out program of rapid response services to various categories of stations as follows:

Station Category	Number of stations for the rolling out	Target period
B	6	2011/2012
B	11	2012/2013
C	8	2013/2014

Interviews with Zonal In charges, heads of Rapid response services and Officers in Charge of Stations established that rapid response services were operational in 3 class A stations of Lilongwe, Blantyre and Limbe stations 1 class B station, Kanengo by 2015. The service was not operational in the 2 class A stations of Mzuzu and Zomba. In addition, the service was not rolled out to the planned class B and C stations as per the set targets.

MANAGEMENT COMMENT

Management agrees with the observation and it is true that the rapid response services were not rolled out to designated stations as planned. This was attributed to inadequate number of motor vehicles that could be used for the initiative.

²² Class A stations include: Limbe, Blantyre, Zomba, Lilongwe and Mzuzu

b. Response times to calls of distress reduced

MPS targets for responding to calls of distress were within 25 minutes by 2011/2012, within 20 minutes by 2012/2013, and within 15 minutes by 2013/2014.

Through interviews the audit learnt that no data was available for response times to calls of distress in the stations where rapid response was operational except for Lilongwe. Details of Lilongwe's rapid response times are presented in the figure 16 below.

Figure 16: Response times to calls of distress

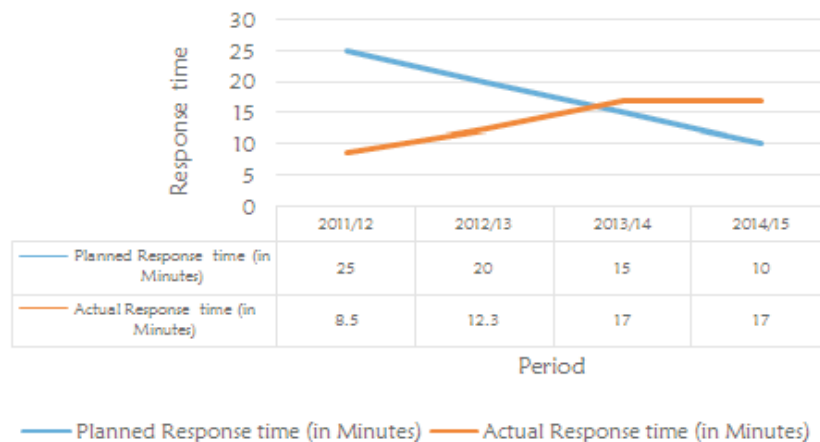


Figure 16 above depicts that the rapid response times were within the range of planned response time in the years 2011/12 and 2012/13. However the response times increased and remained constant at the increases rate level in the years 2013/14 and 2014/15.

The increase in response times was attributed to challenges in mobility. Other challenges were that both 997 and 990 had no operating switch boards for stress calls during the period under review. The 990 phones were no longer working- because they were not toll free during the audit period. However through interviews it was learnt that the public used police officers' phone numbers to call for response. WhatsApp forum was also introduced to achieve rapid response even though it was thought not to be secure.

Inability to achieve rapid response had resulted to increase in crime and the fear of crime. In addition this led to the public losing confidence in the MPS during the period under review.

MANAGEMENT COMMENT

Management agrees with the audit finding that there was an increase in the response times to calls of distress. However, poor road network hinders the rapid response activities. The delays in responding to incidences was attributed to lack of city maps and failure by other stakeholders to properly name the streets in various locations as this helps in locating places or scene of crimes.

c. Maintenance of rapid response records

Best practice based on the case of South Africa, crime cases requiring rapid response are supposed to be categorized bases on priority to ensure efficient and effective delivery of rapid response services towards calls of distress. Thus South Africa categorized rapid response calls in codes of “A” as all complaints in progress and all serious crimes which require immediate police response; “B” as crimes that has already taken place and is less serious with no immediate threat to the caller or other persons or property; and “C” as less serious crimes like drunkenness and loitering. This helps proper maintenance of records pertaining to rapid response service delivery.

A review of rapid response register established that most the records maintained were not related to rapid response category of crime cases based on priority. For instance, included in the rapid response register were police activities such as sweeping exercise and road block services.

Recording of records not related to rapid response category of crime cases was due to that fact that the MPS had not categorized the crime case calls based on priority for rapid response. As a result, resources meant for rapid response service delivery were not used for the intended purpose.

MANAGEMENT COMMENT

Management agrees with the observation by the audit team that the Malawi Police Service did not keep and maintain proper records pertaining to rapid response activities. That was inefficiency on the part of the officers maintaining the registers.

4.4 CONSTRUCTION AND MAINTENANCE OF INFRASTRUCTURE BY THE MALAWI POLICE SERVICE.

4.4.1 Implementation of construction and maintenance plans by the MPS

i. Development and implementation of annual rehabilitation, construction and electrification plans by the MPS

In its 2011-2016 Strategic plan, the MPS planned to improve housing, offices and other capital infrastructure by 2016 through development and implementation of annual construction, rehabilitation and electrification plans.

Interviews with the Head of Buildings at MPS revealed that rehabilitation, construction and electrification plans for the period under review were not available. No reason was provided as to why the MPS did not have the plans in place. However, a review of the MPS achievements for 2011/12 financial year in the 2012/13 output based budget document no. 5, established that the MPS had carried out construction, rehabilitation and maintenance works in various police formations. In addition, electrification of Namizana Boarder Police in Mchinji and rehabilitation of 30 Police houses were carried out at Ntcheu Police Station. Physical verification of the electrification works for Namizana Boarder Police in September 2015 established that three phase wiring was completed in 15 accommodation houses. Wiring was partially carried out for the office block. The Boarder Police Branch Headquarters had no electricity power as electrification had not been completed.

Due to inability to present the annual construction, rehabilitation and electrification plans, and the audit was of the view that the MPS was carrying out the construction, rehabilitation and electrification works haphazardly without basing on plans. In turn this would lead to implementation of non-prioritized works and may also provide a loophole to mismanagement of resources.

MANAGEMENT COMMENT

Management agrees with the observation that the Malawi Police Service did not make and present the annual construction, rehabilitation and electrification plans for the audit review. It should be noted that the Development Budget Part II was being implemented by the Ministry of Homeland Security. All the plans were made and kept by the parent ministry.

ii. Implementation of construction rehabilitation and renovation of staff houses and offices under the MPS

The Ministry of Homeland Security is responsible for building and rehabilitation of Police houses through its development budget. In 2010/11 the Ministry planned to rehabilitate and construct 200 houses at an estimated cost of MK2.685 billion.²³

The houses to be rehabilitated and constructed were as follows:

- a. Mzimba Police Lines: total of 44 houses to be rehabilitated in three phases. The plans were to rehabilitate 11 in the first phase, 5 in the second phase and 10 in the third phase.
- b. Songwe Border Police Post: Construction of 43 new houses and construct 1 new office complex
- c. Kaporo Police Post in Karonga: Rehabilitation of 37 houses and 1 office complex. The composition of the 37 houses were 15 semi-detached at Kaporo main campus and 7 at the upland complex, former MYP base.
- d. Ilomba Border Police Unit in Chitipa: Construction of new office complex

²³ 2010/2011 Budget document number 5 Output based page 359

- e. Hewe Police Post in Rumphi: Construction of 5 new houses
- f. Mzuzu Police Lines, Mzuzu Mobile Lines and Northern Region Headquarters: Rehabilitation of 50 houses
- g. Mitundu Police Unit in Lilongwe: Rehabilitation of 6 houses and 1 office complex
- h. Police College Zomba: Rehabilitation of 30 houses. The composition of the works was 6 flats of which 3 consisted of 4 units each and 3 consisted of 6 units each, 1 Commissioners house and Police Secondary School girls' hostel.
- i. Lunzu Police Station in Blantyre: 1 new office complex
- j. Makokola Cottage in Mangochi: 2 staff houses, 15 rooms tiling and 7 rooms air conditioning and 7 rooms of the officers mess air conditioning
- k. Makokola Police Unit in Mangochi: Rehabilitation of 3 structures
- l. Makokola Marine Unit in Mangochi: Rehabilitation of 1 structure
- m. Chimwala Police Unit in Mangochi: Rehabilitation of 9 staff houses and 1 office block
- n. Mtakataka Training School in Dedza: Rehabilitation of 4 structures
- o. Namwera Police Post in Mangochi: Rehabilitation of 12 staff houses
- p. Malemia Police Camp in Mangochi: Rehabilitation of 20 staff houses
- q. Mtakataka Air wing in Dedza: Rehabilitation of 25 staff houses
- r. Blantyre Police Lines: Rehabilitation of 202 staff houses
- s. Ndirande Sub-station in Blantyre: Construction of 3 new staff houses and 1 new office complex
- t. Soche Sub-station in Blantyre: Construction of 3 new staff houses and 1 new office complex
- u. Bangwe Sub-station in Blantyre: Construction of 3 new staff houses and 1 new office complex

A review of the October 2012 Monitoring and Evaluation report for construction, rehabilitation and renovation of staff houses and offices under the MPS established that the Ministry had carried out works towards implementation of the above stipulated planned projects during the period under review.

Appendix 3 provides details of the status of the constructed and rehabilitated structures and houses. The analysis of the status for the rehabilitation and construction works planned for 2011/12 by Ministry of Homeland Security revealed that most works were done and completed during the period under review though not within the prescribed time frame as shown in the table 20 below.

Table 20: Project Implementation Period

Project	Planned implementation period (days)	Actual Implementation Period (days)	Variance: favourable / (unfavourable)
Mzimba Police lines	730	730	0
Songwe Police Post	0	0	0
Kaporo Police Post	365	730	(365)
Ilomba Police Post	0	0	0
Hewe Police Post	365	600	(235)
Mzuzu Police Lines	365	500	(135)
Mitundu Police Post	240	240	0
Zomba Police College	365	450	(85)
Lunzu Police Post	120	85	35
Makokola Police Unit	90	90	0
Makokola Cottage	120	120	0
Makokola Marine Unit	60	60	30
Chimwala Police Unit	120	60	60
Mtakataka Training School	90	60	30
Namwera Police Post	365	365	0
Malemia Police Camp	365	365	0
Mtakataka Air Wing	365	365	0
Blantyre Police Lines	365	365	0

Table 20 above depicts that the construction works at Kaporo Police Post, as of October 2012, were delayed by a year. Physical verification at Kaporo as of October 2015 established that the works were still in progress, translating into 4 years of delays to completion. The works at Hewe Police Post were delayed with 235 days as of October 2012. Physical verification was not conducted to ascertain whether the works at Hewe Police Post were completed by the time of the audit.

Inability to complete the works within the prescribed time frame was attributed to delays in financing and spread of resources on several project sites. The report also cited challenges that contributed to the delays in completion of the works as including: lack of proper planning, inadequate supervision and irregular supply of materials. A review of the report established that Hewe Police Post Project was abandoned and this attributed to the delays in completing the project. As a result, materials such as 350 5litres deluxe paint, 100 50kg bags of cement that were stored were wasted.

Delays in finalizing construction and rehabilitation of projects reduced the benefit that would have been realised if the works were completed on time. In some instances these delays led to wastage of materials like paint, cement, nails, windows, door frames. The audit also learnt through interviews with Head of Buildings that delays in supplying materials led to wastage of financial resources as officers that were deployed to do the works were being paid allowances while waiting for the required materials to be made available at the project sites. Records for the officers' idle time that was paid for were not presented for audit review.

MANAGEMENT COMMENT

Management agrees with the audit finding and attributed this to delays in financing and spreading of resources on several project sites. The challenges that contributed to the delays in completion of the works as planned included lack of proper planning on the part of the ministry, inadequate supervision and irregular supply of materials.

iii. Cost of implementing the rehabilitation and construction works in the MPS by the Ministry of Homeland Security

According to budget document number 5 for 2010/2011 the Ministry estimated to construct and rehabilitate 200 police

structures at a cost of K2.6856 Billion from 2010/2011 to 2014/2015. However a review of budget documents for the period 2010/11-2014/15 established that the Ministry of Home Affairs had a total approved budget estimate figure of K786, 600,000.00 for construction and rehabilitation of 200 houses in 2010/11 revised downwards to 115 houses in the subsequent years against an estimated cost of K2, 685.6 Billion. It was learnt through interviews that the level of dilapidation of staff houses led to a shift in focus from construction to concentration on rehabilitation.

A summary of development expenditure analysis for the period under review, obtained from the Ministry, showed a total actual allocated funds of MK713, 802,468 and total expenditure of MK 712,004,435.00²⁴ on construction and rehabilitation of staff houses and offices. Table 21 shows detailed expenditures against actual funding for the period.

**TABLE 21: SUMMARY OF DEVELOPMENT EXPENDITURE ANALYSIS
FOR THE PERIOD 2010/2011 TO 2014/15**

Year	Approved Estimates	Allocated funds	Fund Expenditure	Budget Balance	Balance
2010/11	200,000,000	179,349,278	179,097,757	251,521	20,650,722
2011/12	185,000,000	147,809,920	147,544,932	264,988	37,190,080
2012/13	100,000,000	95,485,690	95,475,939	9,751	4,514,310
2013/14	151,600,000	147,041,536	145,975,987	1,065,549	4,558,464
2014/15	150,000,000	144,116,044	143,909,820	206,224	5,883,956
TOTAL	786,600,000	713,802,468	712,004,435	1,798,033	72,797,532

From the summary it was depicted that despite spending MK712, 004,435 which represented 99.74% of the total actual allocated funds the Ministry of Homeland Security managed to complete 45% of the project works (10 out of 22 projects) leaving 55% still in progress. The Ministry and the MPS did not provide the reason as to why there was still 55% work in progress after spending 99.74% of the actual funding.

A review of the October 2012 monitoring and evaluation report for construction, rehabilitation and renovation of staff houses and offices under the Malawi Police Service established that total estimated costs for 18 projects were K 299,000,000.00 as presented in appendix 3. A comparison of the total expenditure and the estimated cost of the 18 projects established that the Ministry by 2014/15 had incurred a total expenditure of MK712, 004,435 representing 238% of the estimated cost but the works were still in progress.

Considering that the works were to be completed by 2014/2015 financial year the audit was of the view that the ministry and MPS had failed to meet the targets. Failure to meet the target would result to the projects being finalized at a higher cost in subsequent years as a result of unforeseeable economic factors.

MANAGEMENT COMMENT

Management agrees with the observation by the audit team that the projects were not completed as planned despite incurring huge expenditures.

4.4.2 Provision of MPS standard Border office infrastructures

The MPS is supposed to have appropriate office structures in its border posts and units. Appropriate structures in border posts enables police officers to perform their duties efficiently.

Physical inspection at Mwanza, Songwe and Mwami border posts revealed that there were no infrastructures for both border police and border police units. They were temporarily being accommodated in MRA buildings where there was inadequate space to keep confiscated items. The space was not secure to use as cells in cases where suspects were apprehended.

At Mwanza border, the office of the officer in charge of border patrol was housed in MRA's guard house at the boarder exit gate, with no space to fit chairs. Absence of police office infrastructure at Mwanza boarder post crippled police routines, like drawing of roasters, shift changes and privacy in handling police matters.

The audit further established that there were sectors along the border line, namely; Kapita, Mchinji (Mwami), Mtukwa, Nkhomphola, Salati and Magomero which needed infrastructure

development. No reason was presented as to why the MPS did not have office infrastructures in its border posts and sectors. It was further established that the absence of infrastructures in the sectors has led to accumulation of subsistence allowances by Namizana border police.

An analysis of the allowance claims for officers at Namizana established that the officers that were sent on duty to the border posts and sectors were being paid field allowance which was calculated as half of their subsistence allowance because they were also being given ration. Thus the branch by 2014/15 financial year was incurring MK3, 430,000 on allowances per fortnight. This translated to MK6, 860,000 per month. Refer to table 22 below for details.

TABLE 22: SHOWING NUMBER OF OFFICERS DEPLOYED TO SECTORS AND THEIR COST OF FIELD ALLOWANCES PER FORTNIGHT

TABLE 22: ALLOWANCE CLAIMS OF OFFICERS DEPLOYED TO SECTORS PER FORTNIGHT BY 2014/15 FINANCIAL YEAR

NAME OF SECTOR	NUMBER OF OFFICERS DEPLOYED	NUMBER OF NIGHTS	RATE PER OFFICER	AMOUNT
Mchinji	12	14	5,000.00	840,000.00
Njonja	8	14	5,000.00	560,000.00
Nkhomphola	5	14	5,000.00	350,000.00
Salati	6	14	5,000.00	420,000.00
Magomero	12	14	5,000.00	840,000.00
Mtukwa	6	14	5,000.00	420,000.00
TOTAL				3,430,000.00

MANAGEMENT COMMENT

Management agrees with the observation by the auditors that the Malawi Police Service has no standard Border Police infrastructure as required. The one border window concept to be implemented by the Government will address this problem.

4.5 GOVERNANCE AND ACCOUNTABILITY IN HANDLING AND FOLLOWING UP OF CRIME CASES

4.5.1 Planning and Budgeting

Among the key principles of good governance in the public sector is planning and budgeting. Good governance, planning and budgeting share same attributes of effectiveness, efficiency, transparency, accountability and discipline, which if demonstrated can enhance value to the citizen. The Public Finance Management Act section 10 requires that every Controlling Officer must ensure that in relation to his/her Ministry, Department or A, all expenditures are incurred with due regard to economy, efficiency, effectiveness and avoidance of waste. The budgeting process requires the existence of strategic plans which are then operationalized into annual plans from which resource allocations are based. Thus, MPS was supposed to prepare and consolidate police branches annual plans and budgets for implementation in order to effectively handle and follow-up crime cases.

i. Planning

Interviews with the Commissioner of Planning and Regional planning coordinators established that the MPS prepared consolidated annual plans and budgets based on strategic development plan. However, a review of the Southern Region Police Annual Operational Plans in comparison with the Strategic Development Plan revealed that the plans were not realistic. For instance, the set output targets in the Strategic Development Plan were just being rolled over annually during the period under review. See appendix 4 of the sample pages in the strategic development plan and the 2010/11, 2011/12, 2012/13 and 2013/14 annual operational plans for the Southern

Region Police. A further analysis of the targets established that the operational plans were just reflecting the targets as they were in Strategic Plan without providing the target for the respective regional and Station Offices in contributing towards the national target.

The preparation of the unrealistic plans was attributed to inadequate supervision on the work of the Research and Planning Branch, inadequate personnel, dependence on untrained aided officers and professional laxity of the officers in the branch in the police formations. Interviews with the heads of Research and Planning at Southern Region Police and Limbe Stations alluded that the trained officers in the stations were moved to other branches and out of 4 officers in Limbe only 1 was trained.

MANAGEMENT COMMENT

Management agrees with the observation that the Malawi Police Service did not prepare realistic annual work plans and that research and planning officers at regional and station level were not properly guided and supervised.

ii. Budgeting and financing

Analysis of budget documents number 5²⁵, for the period under review disclosed that policing activities were budgeted under the following programmes; Security services and Public Administration. Refer to appendix 5 for the programmes and their sub programs; Interviews with Regional Finance officers established that branch work plans and budgets were consolidated in line with MPS programs/subprograms. However, interviews with Finance officers and Administration Officer in visited formations established that funding was based on programs/sub-programs. The interviews further disclosed that allocation of the funding by the formations was not based on programs but events at that particular time.

The funding for the visited police formations during the period under review were as presented in table 23.

²⁵ Budget document no. 5 of 2012/13 page 253

Review of the figures in table 23 revealed that actual funding for the stations was less than the revised approved budgets. However at headquarters it was different. More funding against budget figures at headquarters was because of an extra provision for procurement of public order equipment which is done centrally. The magnitude of the unfavourable variances for the stations substantiated the inadequacy of financial resources to be used in the provision of services. Further analysis of the budget figures showed that revisions were mostly done on the figures for the headquarters. In addition, the audit observed that there was huge variances between the approved, revised and actual funding for the following formations: Karonga, Northern Region Police and Mchinji in 2010/11; and Limbe PTS and Southern Region Police 2012/13.

TABLE 23: ACTUAL FUNDING FOR SAMPLED STATIONS/REGIONS

	2010/11			2011/12			2012/13			2013/14		
	APPROVED BUDGET MK	REVISED BUDGET MK	ACTUAL FUNDING MK	APPROVED BUDGET MK	REVISED BUDGET MK	ACTUAL FUNDING MK	APPROVED BUDGET MK	REVISED BUDGET MK	ACTUAL FUNDING MK	APPROVED BUDGET MK	REVISED BUDGET MK	ACTUAL FUNDING MK
Karonga	13,086,532.00	39,869,240.00	13,086,532.00	13,086,532.00	13,086,532.00	11,021,744.00	14,002,589.00	14,002,589.00	12,405,291.00	13,086,532.00	12,715,746.00	11,046,169.18
Mchinji	11,355,990.00	32,727,614.00	11,031,641.00	13,380,703.00	13,380,703.00	11,841,770.00	14,317,352.00	14,317,352.00	13,380,708.00	13,380,706.00	13,001,586.00	13,380,708.00
Mzuzu Regional Office	42,967,748.00	42,967,748.00	29,810,221.67	42,967,748.00	42,967,748.00	32,282,145.00	45,975,490.00	45,975,490.00	41,177,429.00	42,967,748.00	41,750,329.00	38,757,136.00
PMS D Company			7,961,073.66			5,358,905.63			7,336,661.63			4,109,074.32
Southern Region Headquarters	49,676,768.00	49,676,768.00	37,309,929.00	49,476,768.00		38,042,869.00	52,940,142.00	103,763,101.00	45,353,704.00	49,476,767.00	48,074,925.00	45,353,704.00
Zomba (PMS ECCO Division)	13,082,803.00		8,200,879.00		7,923,687.00		6,400,000.00					
Limbe PTS	23,356,173.00	20,382,421.00	22,921,533.00	27,536,173.00	27,536,173.00	24,268,229.00	29,463,705.00	1,324,463,705.00	26,665,553.00	27,536,173.00	26,755,981.00	25,241,491.00
Central Regional Police	52,210,809.00	52,210,809.00	52,210,812.00	52,210,809.00	52,210,809.00	52,210,812.00	55,865,565.00	55,865,565.00	55,865,565.00	52,210,809.00	50,729,503.00	52,210,812.00
Police Headquarters	3,612,718,491.00	4,307,840,411.00		4,595,043,145.00	5,445,298,942.00		5,103,165,830.00	10,869,980,982.00		7,826,182,398.00	13,552,550,140.00	
Zomba Police Station	16,333,281.00	6,865,642.00		20,373,435.00		20,373,435.00		20,373,435.00		19,796,187.00		
Eastern Region				35,279,861.00	35,279,861.00		37,749,451.00	37,749,451.00		35,279,861.00		34,280,263.00
TOTALS			193,353,044.87			183,227,353.63			210,108,598.63			196,499,094.50

MANAGEMENT COMMENT

Management agrees with the finding as raised by the auditors.

iii. Acquisition and deployment of human resources

a. Recruit screening

The MPS Service Standing Orders²⁶ requires that recruits should be screened on age, criminal record, medical and physical fitness and academic qualifications. Screening on criminal record is done in order to prevent the recruitment of criminals. The SSO and MPS Policy Handbook²⁷ requires that candidates for recruit intake be of ages between 18 and not over 26 years.

A review of the MPS personnel data and the Department of Human Resource Management and Development (DHRMD) personnel data for the MPS established that 4355 were officers recruited by the MPS during the period under review. Further analysis of the data disclosed that 456 of the recruits were above 27 years of age representing 10 percent of new recruits within the period. Refer to table 24 below and appendix 6 for details.

TABLE 24: AGE SCREENING BY THE MPS BETWEEN THE YEARS 2010 AND 2014

YEAR	TOTAL NUMBER OF RECRUITS	NUMBER OF RECRUITS ABOVE 27 YEARS	NUMBER OF RECRUITS BELOW 27 YEARS	% OF RECRUITS ABOVE 27 YEARS
2010	978	131	847	14
2011	76	9	67	12
2012	1387	109	1278	8
2013	54	14	40	26
2014	1860	193	1667	10
Total	4355	456	3899	10

²⁶ SSO part 4 section 157: Recruitment and training

²⁷ MPS Policy Handbook section 3.1 page 8

An inspection of new recruits' personal files on whether they were screened on medical and criminal record established that, out of a sample of 114 recruits in 2010, only 72 recruits went for medical fitness, representing 63% and 57 recruits were screened on criminal record representing 50%, refer to table 25 below for details.

TABLE 25: MEDICAL AND CRIMINAL SCREENING OF RECRUITS

TYPE OF SCREENING	2010		2011		2012		2013		2014	
	DONE	NOT DONE	DONE	NOT DONE	DONE	NOT DONE	NOT DONE	NOT DONE	DONE	NOT DONE
MEDICAL FITNESS	72	42	60	5	40	10	12	29	116	29
CRIMINAL RECORD	57	57	6	59	14	36	22	19	25	120

Interviews with the Commandant Limbe PTS, Commandant Police training college, Head of Human Resources and officers from Human Resources Branch revealed that there was laxity as far as screening of recruits was concerned. This was due to the manual system of screening finger prints was deemed to be tedious, inadequate financial resources to enable vetting exercise to be implemented. Interviews revealed that laxity in the screening process would provide a loop hole in recruiting criminals in the MPS.

MANAGEMENT COMMENT

Management agrees with the finding by the auditors on the screening of recruits. However, screening process is important in ensuring that people without criminal record are recruited for training. Some people are recruited with age above the prescribed limit according to recruitment guidelines basing on their special skills and in this regard age does not matter.

a. Deployment of police officers within the service

During the period under review, the United Nations Police population ratio was 1:500. The MPS on the other hand had set a target of 1: 1000 Police population ratio during the period under review.

Review of 2010 and 2012 annual reports and an analysis of the MPS, Police population data during the period under review established that, the working strength and the Police population ratio was as presented in the table 26 below

TABLE 26: POLICE POPULATION RATIO 2010-2014

YEAR	WORKING STRENGTH	RATIO
2010	9,655	1:1,346
2011	10,510	1:1,237
2012	10,415	1:1,300
2013	10,741	1:1,379
2014	10,785	1:1,310

The table depicts that the working strength in the MPS had increased from 9,655 in 2010 to 10,785 in 2014. The Police population ratio was still higher than the reduction target of 1:1000. In addition ratio was even higher than the 1:500 which is United Nations standard ratio.

The high Police population ratio was attributed to high attrition levels (deaths, resignations, retirements and dismissals), inadequate financial resources to recruit more officers and high population growth. The other factor was that the capacity of the training schools would not accommodate high levels of recruitments. Inadequate staffing level led to work overload and failure to ensure increased Police visibility which is one of the prime measures of preventing crimes. This resulted into ineffectiveness in combating crimes of concern.

In relation to deployment of Police officers to prosecution branch, the Laws of Malawi No. 36 of 1967 sec 79 (2) provides that the Director of Public Prosecutions by writing under his hand may appoint any counsel or person employed in public service, not being a police officer below the rank of Assistant Superintendent of Police, to be a Public Prosecutor for purpose of any case. The Criminal Procedure and Evidence Code (2008) subsidiary legislation number G.N. 85/1962 (repealed) provides that all Police Officers of or above the rank of Sub-Inspector have been appointed to be Public Prosecutors in all criminal cases before subordinate courts in Malawi.

Interview with the Regional Heads of Prosecutions revealed that most prosecutors were under the rank of Sub-Inspector. An analysis of the survey data questionnaires established that out of ten officers from prosecution 4 were below the rank of Sub-Inspector representing 40% of the prosecutors who responded to the survey. The MPS did not provide reasons as to why some officers below the rank of Sub-Inspector were prosecuting cases.

MANAGEMENT COMMENT

Management agrees with the observation presented by the auditors that the Malawi Police Service did not meet the set target for Police population ratio. This was attributed to high attrition levels (deaths, resignations, retirements and dismissals), inadequate financial resources to recruit more officers and high population growth.

Management also agrees with the observation that officers below the rank of sub inspector were deployed as prosecutors in various police stations.

c. Postings of officers within the service

According to the MPS Policy Handbook, the MPS is supposed to effect postings to ensure that the right people are in the right positions and that postings are consistent with the needs of the service and rank of the officer. In addition, the officers are supposed to submit applications for postings to other districts to respective Commissioners of the region through the Officer In-Charge of the Station. Granting of the posting to the applicant is supposed to depend on the length of service of the applicant at the station, state of health and other satisfactory reasons put forward in support of the request.

The audit observed that the postings were not need based but were done at the discretion of the Inspector General. At times posting were done as a way of punitive measure to officers who had defaulted. Interviews with the Human Resources Officers revealed that most postings were not based on application.

Out of the sample of 385 officers who responded to the survey questionnaire, 70 had posting frequency within the range of 5 to 14 times within the average space of 24 years of service, representing 18%.

The postings that are not need based disrupt the operations and affects continuity of delivery of services. In turn they have a negative effect on the efficiency and effectiveness of service delivery.

MANAGEMENT COMMENT

Management agrees with the observation by the auditors that posting of officers in the Malawi Police Service were done at the discretion of the Inspector General of Police. However, other postings were effected according to the needs of the organization. Management further agrees that some postings were effected as a punitive measure.

d. Establishment and Staff Strength

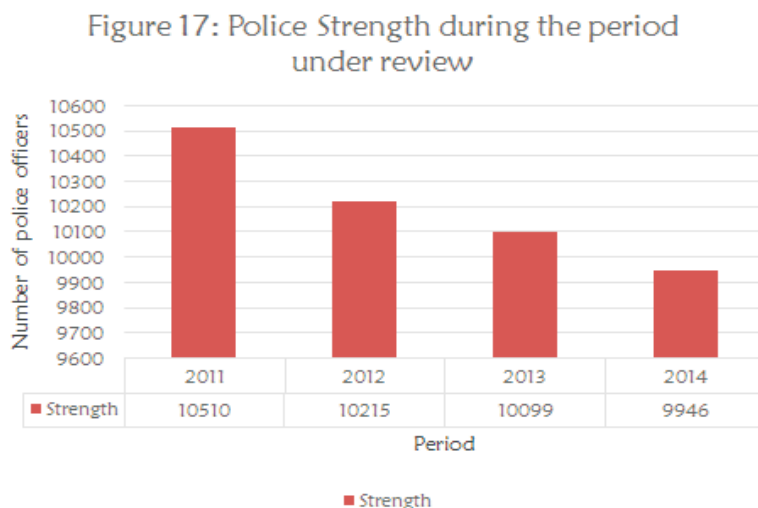
Best practice requires that all recruitments and promotions are done in order to fill vacancies in the establishment warrant and ensure efficient and effective operations of MDAs. The establishment warrant for MPS during the period under review was 12,552 officers. A review of establishment warrant revealed that this figure remained constant during the period under review. The audit established that staff strength was 10,510; 10,215; 10,099 and 9,946 in 2011, 2012, 2013 and 2014 respectively. Details of the comparison of the establishment against staff strength during the period under review are presented in the table 27.

The table shows that in 2011 MPS had no DIG compared to other years where they had 2 DIGs. Further review showed that the senior ranks from Assistant Superintendent to Deputy Commissioner of Police were over filled in the year 2014.

TABLE 27: MALAWI POLICE SERVICE ESTABLISHMENT, STRENGTH AND VACANCIES AS AT 30TH DECEMBER 2014

		2011		2012		2013		2014	
RANK	ESTABLISHMENT	STRENGTH	VACANCIES	STRENGTH	VACANCIES	STRENGTH	VACANCIES	STRENGTH	VACANCIES
Inspector General	1	1	0	1	0	1	0	1	0
Deputy Ig	2	0	2	2	0	2	0	2	0
Commissioner	8	7	1	6	2	6	2	8	0
Senior DCP	11	11	0	11	0	9	2	11	0
Deputy Commissioner	20	19	1	20	0	18	2	29	-9
Senior ACP	33	32	1	32	1	31	2	37	-4
Assistant Commissioner	77	69	8	78	-1	70	7	90	-13
Senior Superintendent	92	87	5	91	1	87	5	105	-13
Superintendent	233	161	72	214	19	224	9	272	-39
Assistant Superintendent	315	168	147	249	66	280	35	357	-42
Inspector	816	532	284	774	42	778	38	809	7
Sub-Inspector	1444	1423	21	774	2360	278	666	809	635
Sergeant	2639	2175	464	2360	270	2642	-3	2637	2
Constable	6861	5825	1036	5603	1258	5173	1688	4779	2082
TOTALS	12552	10510	2042	10215	2337	10099	2453	9946	2606

The audit also observed that the trend of the police strength was decreasing during the period under review with the lowest being in 2014 as shown in figure 17 below.



The decrease in trend presented in the figure above was attributed to high attrition levels.

The audit noted that as at August 2015 the total number of employees in the MPS was 12,782.²⁸ Between 2014 and 2015 newly recruited officers were 1,806 adding to the 2014 staff strength of 9946, the total was supposed to be 11,752 officers. Further the audit observed that the number of officers presented as staff strength during the period under review differed from those that appeared on the payroll. Interviews and review of DHRMD police staff data explained that the difference was as a result of not including staff of grades O, P, and R in the records of police staff strength. The establishment for support staff was 1,257 however the staff return for the support staff was not provided for the audit.

MANAGEMENT COMMENT

Management agrees with the observation as presented by the auditors. However the difference in the data on the payroll and staff strength came about

²⁸ DHRMD data for all employees as at August, 2015

because members of staff on grades O, P and R were not taken into consideration on the staff return. The establishment document did not include these support members of staff hence the differences in the figures.

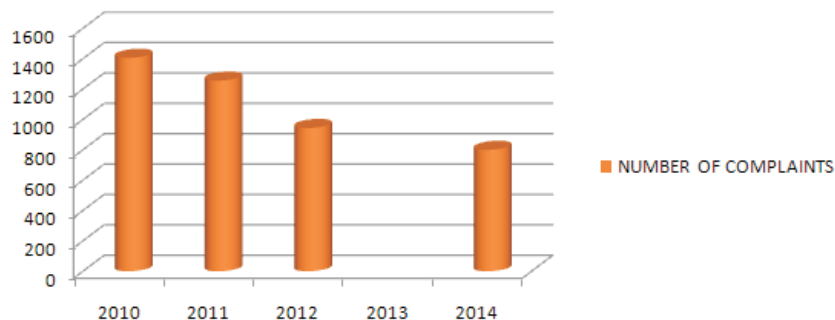
4.6 INTERGRITY AND ADHERENCE TO ETHICAL STANDARDS BY THE MALAWI POLICE SERVICE OFFICERS

4.6.1 Trend of recorded criminal offences against police officers

The performance of policing duties requires officers to maintain a high level of discipline and to desist from indulging in criminal activities. According to the MPS policy handbook, all criminal cases against Police Officers are triable by Criminal Courts where as other disciplinary cases by officers are handled internally by the Disciplinary Committee. To this end the MPS set up the Professional Standards Unit (PSU) (which replaced the Internal Affairs Unit (IAU)) to investigate complaints against Police Officers.

An analysis of statistics of complaints against Police Officers established that there was a decreasing trend as shown in figure 18 below. The figure depicts that the trend of complaints against Police Officers decreased from 1406 complaints in 2010 to 800 complaints in 2014. Data for 2013 complaints against police officers was not provided.

FIGURE 18: NUMBER OF COMPLAINTS



The analysis of statistics further established that the number of officers referred to court for prosecution also decreased during the period under review

which agrees with the above chart. The figure below 19 shows that 25, 93, 36, 43 and 19 Police Officers were referred to court in the years 2010, 2011, 2012, 2013 and 2014 respectively. Further analysis of the charts revealed that 1.8 percent of recorded complaints were referred to court in 2010 and 2.4 percent in 2014, details are presented in table 28.

FIGURE 19: NUMBER OF OFFICERS REFERRED TO COURT FOR PROSECUTION

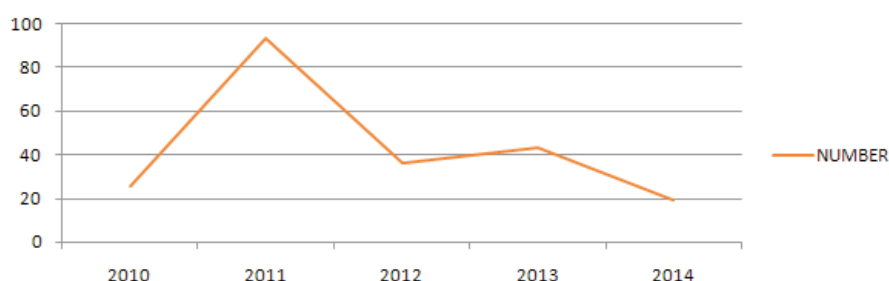


TABLE 28: POLICE OFFICER REFERRED TO COURT

YEAR	NUMBER OF COMPLAINTS REFERRED COURT	NUMBER OF COMPLAINTS RECORDED	% OF COMPLAINTS REFERRED TO COURTS
2010	25	1406	1.8
2011	93	1256	7.4
2012	36	944	3.8
2013	43	Not provided	
2014	19	800	2.4
TOTAL	216	4406	

MANAGEMENT COMMENT

Management agrees with the observation that for the period under consideration, complaints against Police Officers and criminal cases by Police Officers decreased.

MANAGEMENT COMMENT

Management agrees with the observation that for the period under consideration, complaints against Police Officers and criminal cases by Police Officers decreased.

4.6.2 Disciplinary cases against Police Officers

The MPS set up a National disciplinary committee to hear and decide cases of discipline among Police Officers. According to interview of Officer In charge Human Resources Branch, the Committee is supposed to meet every quarter in Mangochi, thus 20 meetings were to be conducted during the period under review. The meetings are supposed to be conducted to ensure that no disciplinary action is taken against a Police Officer without a justifiable cause.

A review of wireless messages from the Human Resource Branch revealed that during the period under review 8 meetings were conducted out of 20 expected meetings representing 40% of expected meetings. Table 29 Below presents the number of meetings conducted.

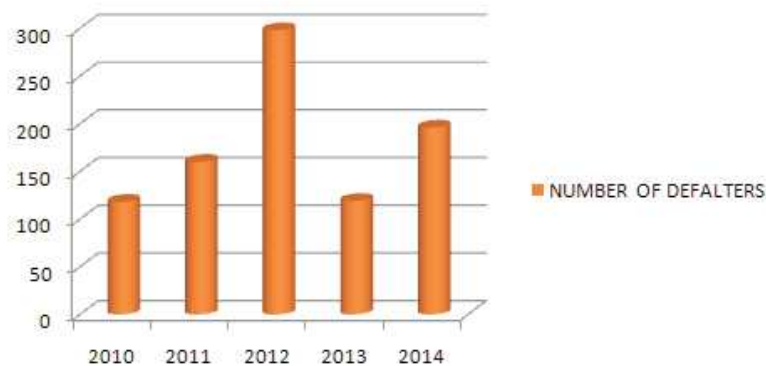
MANAGEMENT COMMENT
Management agrees with the observation that for the period under consideration, complaints against Police Officers and criminal cases by Police Officers decreased.

TABLE 29: NUMBER OF MEETINGS CONDUCTED

YEAR	EXPECTED NUMBER OF MEETINGS	NUMBER OF MEETINGS CONDUCTED	% OF MEETINGS CONDUCTED
2010	4	2	50
2011	4	1	25
2012	4	4	100
2013	4	1	25
2014	4	0	0

The National Disciplinary Committee had made disciplinary judgements against 118, 160, 298, 119 and 196 officers in 2010, 2011, 2012, 2013 and 2014 respectively. Figure 20 shows that the number of defaulter increased in the years 2011 to 160 and 298 in 2012, dropping to 119 in 2013 before increasing to 196 in 2014.

FIGURE 20: NUMBER OF DEFALTERS



MANAGEMENT COMMENT

Management agrees with the finding on delays by the National Disciplinary Committee to meet in time as planned. However, the committee meets when there is a need to make sure that justice is not delayed. The National disciplinary Committee is not the final player in these disciplinary cases because the cases are referred to the Police Service Commission for final endorsement.

CHAPTER 5: CONCLUSIONS

5.1 EFFICIENCY AND EFFECTIVENESS IN HANDLING OF CRIME CASES BY MPS

5.1.1 Trend of crimes cases during the period 2010 to 2014

a. Trend of reported crime cases at national and regional level

At National level, there was a general decreasing trend of the reported crime cases. The MPS failed to meet the set targets of 8.12% for crime reduction for the year 2011. There was a huge crime reduction in 2012 of 11.21% against the target of 1.2%. In 2013 the MPS failed to meet the reduction target of 3.9% instead Crime levels increased with 7.5%.

Reported crime was higher in the central and southern regions as compared to the northern and eastern regions.

b. Trend of reported crimes of concern

Crimes of concern had an increasing trend from the period 2011 to 2013 with more crimes reported under breakings category

5.1.2 Adherence to the 48 hour rule in handling crime cases during the period 2010 to 2014

93% of suspects were detained in Police cells beyond 48 hours. From the samples Police Stations Mchinji and Karonga were found to have more suspects that were detained in the cells for more than 48 hours. This was due to non-availability of Prison facilities in these districts and challenges in mobility. The concluded that the Police Stations were not complying with the 48 hour rule in most cases.

5.1.3 Case clearance rate during the period 2010 to 2014

The 70% clearance rate target was not being met during the period under review due to inadequate staffing levels in the prosecution branches and lengthy time to handle the cases. In addition, cases took long to be cleared from the prosecution branches.

5.2 MALAWI POLICE SERVICE SKILLS, EQUIPMENT AND MOTIVATION TO ENSURE EFFICIENT AND EFFECTIVE POLICE OPERATIONS

5.2.1 Skills, Motivation and equipment provided to officers for handling and follow up of crime cases

a. Training of officers

The MPS operated without a training plan during the period under review. Basic recruit intake was not done in the years 2010-2011 and 2012-2013 resulting to increases in recruit intake in 2011-2012 and 2013-2014. High recruit intake figures led to overstretching of police training schools. The MPS failed to conduct 89 percent of the expected specialist courses and did not provide refresher training to serving officers during the period under review. During 2010 to 2014, 90% of the officers promoted were not provided with required skills for their new roles and responsibilities.

i. Development and implantation of training calendar

The MPS did not develop a training plan in 2012 which was to be implemented during the period under reviews resulting into haphazard implementation of trainings and underutilization of the training centres.

ii. Basic recruit training courses

MPS did not properly maintain a comprehensive skills data base for the trainings implemented and the records of resources incurred. There was also poor delivery of training and development of adequate skills to recruits to equip them for handling and following up of crime cases as a result of overstretching training institutions beyond their capacity. Recruits were not provided with the required tools and equipment after passing out due to delays by the Quarter Master Department.

iii. Specialist courses

Less number of officers in the MPS were sent for specialist courses during the period under review.

Target for training 300 Prosecutors was not met during the period under review. The target of training 600 CID Officers by 2013 was not attained by the MPS.

iv. Refresher courses

The audit found the information provided on the refresher courses to be contradictory as the reports revealed that refresher and musketry courses were not conducted during the period under review while the survey revealed that some respondents had attended refresher courses during the period under review.

v. Promotional courses

Majority of the officers were promoted and serving on the new posts without acquiring the necessary required skills.

b. Motivation for handling and follow-up of crime cases including cross boarder crimes and public order management

Promotions were difficult to come by to junior officers as compared to senior officers during the audit period. Police accommodation has deteriorated over the years as more and more officers have been recruited. Over 70% Percent of officers were renting outside police formations and some officers leaving in houses not suitable to accommodate officers.

I. Time taken for an officer to be promoted to the next rank

More officers were serving a long time at the rank of constable than at the ranks of Sub Inspector and Inspector.

ii. Payment of allowances in time

Allowances for officers that were sent for border patrols had not been paid in time. Officers serving in the PMS division had outstanding allowances that had not been paid totalling MK147, 735,000.00

iii. Provision of accommodation to officers

There are less accommodation houses as such most Police Officers are not provided with accommodation. Those officers that rent houses within the communities are not given any housing allowance but pay from their low salaries.

Most lower ranks officers like Constables and Sergeants whose salaries are very low, are not provided with accommodation unlike from ranks of sub inspector and above

Delays in maintain and rehabilitating the accommodation facilities have led to their dilapidated state.

iv. Provision of equipment: Procurement and distribution of modern crime offences detection equipment

Value for money was not achieved from the procurement and distribution of the modern crime detection equipment to 34 Police Stations in the form of installation of the Automated Fingerprint Identification System. The system was only installed at MPS Headquarters and not the other targeted stations. Inability to settle payments as per agreement resulted in accumulation of arrears and expiry of licenses due to lack of system maintenance.

Procurement of public order equipment was not done as per plan instead it was done on ad hoc basis as such MPS was unable to achieve value for money. Crime detection equipment was not installed as per plan. This defeated the intention of efficiently and effectively detect crime in the major entry ports. Absence of adequate new technology tools and equipment contributes to inefficiencies in handling and following up of crime cases

v. Promotions

The MPS did not promote the culture of promoting officers based on merit as promotions were effected without considering the requirements laid in the SSOs.

5.3 MOBILITY FOR THE DELIVERY OF SERVICES IN THE MALAWI POLICE SERVICE

a. Effectiveness of the measures put in place to ensure adequate mobility

i. Conduct a transport needs assessment

Needs assessments for the required vehicles in the MPS was not conducted as no report was made available for audit verification.

ii. Deployment and ensuring availability of the required number of motor vehicles at a police formation

Police formations had less vehicles available for mobility in delivering their services. 9 out of the sampled 15 formation had less than half of the required vehicles available.

iii. Maintenance and servicing of motor vehicles.

MPS inadequately and inefficiently maintained and serviced its fleet of motor vehicles which led to rapid wear and tear, high maintenance costs and reduced useful life. Further this contributed to challenges in handling and follow up of crime cases.

b. Overcrowding of Police cells

Police cells were being overcrowded by keeping suspects beyond their capacity due to challenges in mobility faced by the MPS.

c. Inability to conduct rapid response services

i. Continuation of the rolling out program

MPS failed to roll out rapid response services in planned stations due to mobility challenges leading to increase in crime and the fear of crime in the communities.

ii. Response times to calls of distress reduced

Response time rate was not possible to establish for the stations where rapid response was operational except for Lilongwe station due to non-availability of data. In addition rapid response time increased beyond the target for Lilongwe station in the years 2013/14 and 2014/15 due to challenges in mobility.

iii. Maintenance of rapid response records

Records in the rapid response register indicated that unrelated rapid response operations were undertaken and reported as rapid response operations.

5.4 CONSTRUCTION AND MAINTENANCE OF INFRASTRUCTURE BY THE MALAWI POLICE SERVICE.

a. Implementation of construction and maintenance plans by the MPS

i. Development and implementation of annual rehabilitation plans by the MPS

The MPS implemented construction, rehabilitation and electrification works without basing on the annual plans.

ii. Implementation of, construction rehabilitation and renovation of staff houses and offices under the MPS

Out of the total of 22 projects the MPS completely implemented 10 projects. Thus, 55% of the construction, rehabilitation and renovation works for the MPS staff houses and offices were not completed as per the prescribed time frame. Some works were abandoned and there were wastage of materials.

iii. Cost of implementing the rehabilitation and construction works in the MPS by the Ministry of Homeland Security

The Ministry and MPS failed to achieve the targeted works despite spending 99.74% of the Actual allocated funding during the period under review. By 2014/15 financial year the Ministry had incurred 238% of the projects estimated costs but the works were still uncompleted.

b. Provision of MPS standard Border office infrastructures

The Border Police Branch did not have its own office infrastructures in the border posts and sectors except for the Namizana Border Police Headquarters during the period under review.

5.5. GOVERNANCE AND ACCOUNTABILITY IN HANDLING AND FOLLOWING UP OF CRIME CASES

a. Planning and Budgeting

MPS formations prepared unrealistic plans during the period under review. The MPS formations failed to allocate funding to programs/sub programs based on budgets during the period under review. Increased budgetary resources to some formation did not translate to increase in financial resources for reducing crime and the fear of crime.

b. Acquisition and deployment of human resources

i. Recruit screening

MPS did not conduct screening of recruits in accordance to the Malawi Police SSO.

ii. Deployment of Police Officers within the service

MPS failed to meet the set target of 1:1000 Police Population ratio despite recruitments and increased working strength during the period under review. MPS deployed officers below the rank of Sub-Inspector as Prosecutors contravening the provision of the Criminal Procedure and Evidence Code.

iii. Postings of officers within the service

MPS posted officers without considering the need to disrupt crime trend.

iv. Establishment and Staff Strength

The MPS did not put in place adequate strategies to ensure attainment of the targeted Police Population ratio.

5.6 INTERGRITY AND ADHERENCE TO ETHICAL STANDARDS BY THE MALAWI POLICE SERVICE OFFICERS

a. Trend of recorded criminal offences against police officers

Complaints against police officers and Criminal cases against the police officers were decreasing

b. Disciplinary cases against police officers

Disciplinary cases were not decided on time.

CHAPTER 6: RECOMMENDATIONS

6.1 EFFICIENCY AND EFFECTIVENESS IN HANDLING OF CRIME CASES BY MPS

a. Trend of reported crime cases at national and regional level

The MPS should ensure that financial resources meant for crime management are allocated based on crime trend analysis.

b. Adherence to the 48 hour rule in handling crime cases during the period 2010 to 2014

MPS should ensure that logistical arrangements at every formation support the adherence to the 48 hour rule.

c. Case clearance rate during the period 2010 to 2014

MPS should ensure that adequate staff are deployed to the prosecution branch at every Police formation

6.2. MALAWI POLICE SERVICE SKILLS, EQUIPMENT AND MOTIVATION TO ENSURE EFFICIENT AND EFFECTIVE POLICE OPERATIONS

a. Skills, motivation and equipment provided to officers for Handling and Follow-Up of crime cases including cross boarder crimes and public order management

i. Development and implantation of training calendar

MPS should ensure that training plans are developed to enable efficient and effective implementation and prioritization of training activities.

ii. Basic recruit training courses

MPS should ensure that training records are properly and comprehensively maintained. Advice from the training institutions on capacity constraints should be adhered to in order to avoid overstretching of the institutions beyond their capacity and ensure effective delivery of trainings activities. The MPS should ensure proper coordination between quarter

Master and Training Institutions so as to have all the required tools and equipment when passing out new recruits

iii. Specialist courses

MPS should ensure that the annual training plans also include specialist courses and provide adequate resources for their implementation in order to equip officers with skill for specialized branches and effective handling and following up of crime cases

iv. Refresher courses

The MPS should ensure that refresher courses are conducted proper maintenance of training records pertaining to such trainings.

v. Promotional courses

MPS should ensure that officers undergo promotional courses either before or after being promoted to enable them acquire the necessary skills for handling and follow-up of crime cases at the new rank.

b. Motivation for handling and follow-up of crime cases including cross boarder crimes and public order management

i. Time taken for an officer to be promoted to the next rank

MPS should ensure that officers are given equal opportunities for promotion in order to avoid long serving at the same rank.

ii. Payment of allowances in time

MPS should ensure that officers are paid on time in accordance to the SSO for having rendered services outside their duty station. In addition MPS should consider upgrading some of the proposed border satellites to be Border Posts to avoid having more officers serving outside their duty stations.

iii. Provision of accommodation to officers

- MPS should put in place measures to ensure that the number of officers renting accommodation facilities are reduced.

- MPS should ensure that accommodation facilities are maintained and rehabilitated on time to avoid dilapidation.
- MPS should ensure that accommodation facilities are constructed as per budget and actual funding provided through the development account which is at the ministry of Home Affairs headquarters
- MPS should maintain accommodation allocation records and ensure that equitable procedures when allocating accommodation facilities are adhered to.
- MPS should liaise with the accountant General on the remittance of funds deducted from those officers that are accommodated in institutional houses to be utilized for maintenance and rehabilitation of the accommodation facilities.

c. Provision of equipment

i. Procurement and distribution of modern crime offences detection equipment

- MPS and Ministry of Homeland Security should sort out the contract issues with Techno Brain and ensure that the system is up and running.
- MPS should ensure that its procurements for equipment are supported with a procurement plan and distribution plan. Records for the procurements should be properly maintained to ensure good record management.
- MPS should ensure that the Border Police offices are well equipped with crime detection equipment
- MPS should ensure that new technology tools and equipment are adequately provided in the various police formations in order to efficiently and effectively handle and follow up crime cases

d. Promotions

MPS should ensure that requirements for promotions are adhered to in order to promote fair and equitable ways of effecting promotions.

At the same time ensuring that officers with required experience, skills and knowledge are promoted.

6.3 MOBILITY FOR THE DELIVERY OF SERVICES IN THE MALAWI POLICE SERVICE

a. Effectiveness of the measures put in place to ensure adequate mobility

i. Conduct a transport needs assessment

MPS should ensure that proper vehicle needs assessments is conducted and records are maintained to enable proper justification of the transport budget and allocation of mobility facilities.

ii. Deployment and ensuring availability of the required number of motor vehicles at a police formation

MPS should ensure that Police formations are provided with adequate mobility facilities to enable efficient and effective handling and follow-up of crime cases

iii. Maintenance and servicing of motor vehicles.

MPS should ensure that maintenance and service of its mobility facilities are done adequately and on time to enable efficient and effective handling and follow-up of crime cases

b. Overcrowding of police cells

MPS should put in place measures of reducing mobility challenges and ensure that Police cells are not overcrowded.

c. Inability to conduct rapid response services

i. Continuation of the rolling out program

MPS should ensure that rapid response services should be rolled out as planned. MPS should ensure that rapid response services to crime scenes are adequately, efficiently and effectively delivered to reduce crime and the fear of crime.

ii. Response times to calls of distress reduced

MPS should ensure that records on rapid response services are properly maintained. MPS should also ensure that vehicles meant for rapid response services are adequately maintained. MPS should ensure that rapid response services has a functional switch board system.

iii. Maintenance of rapid response records

MPS should ensure that call of distress requiring rapid response services are categorized base on priority to ensure effective use of resources meant for rapid response operations.

6.4. CONSTRUCTION AND MAINTENANCE OF INFRASTRUCTURE BY THE MALAWI POLICE SERVICE.

a. Implementation of construction and maintenance plans by the MPS

i. Development and implementation of annual rehabilitation plans by the MPS

MPS should ensure that Plans for construction, rehabilitations and electrification are developed and implemented accordingly in order to achieve value for money.
Appendices.

ii. Implementation of, construction rehabilitation and renovation of staff houses and offices under the MPS

MPS and Ministry of Homeland Security should properly plan and supervise the construction, rehabilitation and renovation works to ensure prioritization, efficient and effective use of resources.

iii. Cost of implementing the rehabilitation and construction works in the MPS by the Ministry of Homeland Security

The Ministry and MPS should ensure proper planning and prioritization of works to be implemented when allocating resources.

b. Provision of MPS standard Border office infrastructures

The MPS should ensure that Border Posts and Sectors are upgraded and provided with necessary infrastructures.

6.5. GOVERNANCE AND ACCOUNTABILITY IN HANDLING AND FOLLOWING UP OF CRIME CASES

a. Planning and Budgeting

- MPS should ensure that its formations prepares and implements realistic plans in order to reduce crime and the fear of crime.
- MPS should ensure that fund allocation should be based on programs/sub programs in order to ensure implementation of planned activities.
- MPS should put in place effective measures to ensure that unforeseen situations are provided for in their budgets.
- MPS should ensure that increased financial resources are channelled to appropriate formations to ensure efficiency and effective utilization of resources and minimization of huge variances

b. Acquisition and deployment of human resources

i. Recruit screening

MPS should ensure that recruit screening is done in accordance with the SSO to ensure recruitment of credible officers in order to combat crime and the fear of crime.

ii. Deployment of police officers within the service

- MPS should ensure that set target of 1:1000 police population ratio be achieved in order to increase visibility and reduce crime and the fear of crime.
- MPS should ensure that deployment of prosecutors is in line with the Criminal Procedure and Evidence Code requirements.

iii. Postings of officers within the service

MPS should ensure that postings are done on need basis in order to disrupt crime trend and to enhance the operations of the MPS.

iv. Establishment and Staff Strength

MPS should put in place necessary mechanisms to ensure that it reduces staff attrition in order to improve police population ration and achieve adequate Police population ratio.

**6.6 INTERGRITY AND ADHERENCE TO ETHICAL STANDARDS
BY THE MALAWI POLICE SERVICE OFFICERS**

a. Trend of recorded criminal offences against police officers

The MPS should put in place adequate measures to maintain the complaints against Police Officers reducing trend.

b. Disciplinary cases against police officers

MPS should ensure that disciplinary cases are decided in time.

CHAPTER 7: APPENDICES

APPENDIX 1: PROPOSED LIST OF VEHICLES TO BE PROCURED IN JULY 2012 AND SEPTEMBER 2013

FORMATION		NUMBER OF VEHICLES PROPOSED TO BE PROCURED	
		JULY 2012 2012	SEPTEMBER 2013
INSPECTOR'S			
GENERAL WING		3	0
DIG OPERATIONS		2	0
DIG ADMINISTRATION		2	0
COMMISSIONERS		8	0
MOPOL		1	0
TATPOL		1	1
VIP		1	0
PMS COMPANIES		30	7
HEADQUARTERS	Namizana	7	1
	Mulangen	1	0
	AirPOL	1	1
	Chileka Airport	1	1
	Mzuzu Airport	1	0
	Karonga Airport	1	0
	Makokola Airport	1	0
	PTS-Mtakataka	1	1
	PTS-Mlangeni	1	1
	PTS_Limbe	1	1
	Animals	1	1
	Marine	3	1
	Hospital-A30	1	0
	2/C MOPOL	1	0
	Recce	1	0
	Catering	1	1
	Building	1	1

	Radcoms/Signals	1	1
	VIP/VVIP	1	1
	Dog	1	0
	Welfare	1	1
	Spirituals	3	0
	Organized Crime	1	1
	Internal Affairs	1	0
	Pros POL	1	1
	Research and Planning	1	1
	Aids	1	
	Commun POL	1	1
	PRO	1	1
	STRO	1	1
	Human	1	1
	CID/Murder/Crime Supt	1	3
	Finance	1	1
	Pool/STM	4	5
	Pensions	1	1
	Fab POL	1	1
	Audit	1	1
	KIA	1	0
	Procurement	1	1
	Fiscal	2	1
POLICE COLLEGE	Commandant	1	1
	Quarter master	2	2
	Hospital	1	1
	Welfare	1	1
	Education	1	1
	Signals	1	1
	Catering	1	1
	Building	1	1
CENTRAL REGION	RRCO	1	0
	RPO	2	1
	RWO	1	1
	Regional Mechanics	1	0
	RTM/Pool	3	3

	RTO/Traffick	1	1
	URB POL	1	1
	ROO1	1	0
	Commun POL	1	0
	DCP	1	0
	CID	1	0
CENTRAL REGION STATIONS			
	Kasungu	3	2
	Dowa	3	2
	Ntchisi	2	1
	Nkhotakota	2	2
	Salima	2	2
	Mchinji	2	1
	Lilongwe	8	10
	Dedza	3	3
	Ntcheu	3	2
SOUTHERN REGION			
	RRCO	1	1
	RPO	2	1
	RWO	1	1
	Regional Mechs/ Workshop	1	3
	RTM/Pool	3	0
	URB POL	1	1
	ROO1	1	0
	Commun POL	1	0
	RTO/Traffic	1	1
	DCP	1	0
	RCO/CID	1	1
	Hospital	1	0
	Building	0	1
SOUTHERN REGION STATIONS			
	Chiradzulu	2	3
	Phalombe	2	1
	Mulanje	2	2
	Thyolo	3	4
	Limbe	4	7

	Blantyre	3	10
	Mwanza	1	1
	Neno	1	1
	Chikwawa	5	4
	Nsanje	2	2
EASTERN REGION	RRCO/Signals	1	0
	RPO	2	0
	RWO	1	0
	Regional Mechs	1	0
	RTM/Pool	3	0
	URB POL	1	0
	ROO1	1	0
	Commun POL	1	0
	RTO/Traffic/STO	1	1
	DCP	1	0
	CID	1	1
EASTERN REGION STATIONS	Balaka	3	0
	Mangochi	5	5
	Machinga	5	4
	Zomba	5	7
NORTHERN REGION	RRCO/Signals	1	1
	RPO	2	0
	RWO	1	1
	Regional Mechs	1	1
	RTM/Pool	3	3
	URB POL	1	0
	ROO1	1	0
	Community POL	1	0
	Traffic/RTO	1	1
	DCP	1	0
	CID	1	1
	Hospital	1	1
	Building	0	1
	Anti-Organised Crime	0	1

NORTHERN REGION STATIONS	Chitipa	3	0
Karonga	5	0	
Rumphi	2	0	
Nkhata-bay	2	2	
Likoma	1	0	
Mzuzu	2	3	
Mzumba	4	1	
TOTAL	259	163	

APPENDIX 2: LIST OF MOTOR VEHICLES DISTRIBUTED 2010

S/N	REG NO.	VEHICLE	BRANCH/STATION
1	MP 2287	T/L/C VAN	RCIO CENTRAL REGION
2	MP 2288	T/L/C VAN	RCIO SOUTHERN REGION
3	MP 2289	T/L/C VAN	RCIO EASTERN REGION
4	MP 2290	T/L/C PICK UP	THYOLO POLICE STATION
5	MP 2291	T/L/C TEN SEATER	DIRECTOR OF OPERATIONS
6	MP 2292	T/L/C VAN	CRIME SUPT CID HEADQUARTERS
7	MP 2293	T/L/C VAN	RCIO NORTHERN REGION
8	MP 2294	T/L/C PICK UP	KARONGA POLICE STATION
9	MP 2295	T/L/C PICK UP	NSANJE POLICE STATION
10	MP 2297	T/L/C VAN	HEADQUARTERS TRANSPORT OFFICE
11	MP 2325	T/L/C PICK UP	LIMBE RAPID RESPONSE
12	MP 2351	T/L/C PICK UP	LIMBE RAPID RESPONSE
13	MP 2315	T/L/C PICK UP	LIMBE RAPID RESPONSE
14	MP 2329	T/L/C PICK UP	BLANTYRE RAPID RESPONSE
15	MP 2347	T/L/C PICK UP	BLANTYRE RAPID RESPONSE
16	MP 2332	T/L/C PICK UP	BLANTYRE RAPID RESPONSE
17	MP 2318	T/L/C PICK UP	LILONGWE RAPID RESPONSE
18	MP 2322	T/L/C PICK UP	LILONGWE RAPID RESPONSE
19	MP 2321	T/L/C PICK UP	LILONGWE RAPID RESPONSE
20	MP 2348	T/L/C PICK UP	LILONGWE RAPID RESPONSE

21	MP 2334	T/L/C PICK UP	E/DIVISION
22	MP2338	T/L/C PICK UP	MWANZA POLICE STATION
23	MP 2349	T/L/C PICK UP	B/DIVISION
24	MP 2342	T/L/C PICK UP	PTS-LIMBE
25	MP 2330	T/L/C PICK UP	LIBRA OPERATIONS
26	MP 2345	T/L/C PICK UP	MCHINJI POLICE STATION
27	MP 2343	T/L/C VAN	RTO NORTHERN REGION
28	MP 2352	T/L/C PICK UP	RTO CENTRAL REGION
29	MP 2323	T/L/C PICK UP	ROO SOUTHERN REGION
30	MP 2324	T/L/C PICK UP	ROO EASTERN REGION
31	MP 2341	T/L/C PICK UP	NTCHEU POLICE STATION
32	MP 2319	T/L/C PICK UP	BORDERPOL NAMIZANA
33	MP 2331	T/L/C PICK UP	PROSPOL
34	MP 2316	T/L/C PICK UP	MANGOCHI POLICE STATION
35	MP 2337	T/L/C PICK UP	SERVICE TRANSPORT MANAGER

ALLOCATION OF 15 BRAND NEW VEHICLES

FORMATION		VEHICLE REGISTRATION
1	BALAKA	MP 2336 PICK UP
2	BLANTYRE	MP 2340 PICK UP RAPID RESPONSE
3	BLANTYRE	MP 2346 PICK UP RAPID RESPONSE
4	BLANTYRE	MP 2313 PICK UP ANT CRIME PAROL
5	LIMBE	MP 2350 PICK UP RAPID RESPONSE
6	LIMBE	MP 2335 PICK UP RAPID RESPONSE
7	THYOLO	MP 2314 PICK UP
8	LILONGWE AREA 3	MP 2339 PICK UP ANT CRIME PAROL
9	LILONGWE AREA 47	MP 2327 PICK UP ANT CRIME PAROL
10	LILONGWE	MP 2326 PICK UP ANT CRIME PAROL
11	KANENGO	MP 2330 PICK UP RAPID RESPONSE
12	NTAJA	MP 2333 PICK UP
13	LIMBE	MP 2328 PICK UP ANT CRIME PAROL
14	DIPLOPOL	MP 2344 PICK UP
15	LUMBADZI	MP 2317 PICK UP

APPENDIX 3: DETAILS OF STATUS OF REHABILITATION AND CONSTRUCTION WORKS PLANNED 2011/12 FINANCIAL YEAR

Project	Type of Activity	Work to be done	Target	Achievement	Description of work done by 2015	% status of completion	Planned project duration days	Actual project duration days	Estimated cost
Mzimba Police lines	Rehabilitation /construction	Total of 44 houses to be rehabilitated in three phases. The plans were to rehabilitate 11 in the first phase, 5 blocks of semi-detached houses and 2 single houses in the second phase and 10 in the third phase. Work to be done include reroofing, plumbing work, brick work, painting, floor screening additional rooms	14	12	Phase 1: renovation of water borne facilities, electrification of houses, adjusting the sizes of the houses from single bedrooms to two bedrooms, replacing asbestos with iron roofing sheets .2 Three bedroomed houses: replacing of asbestos roofing tiles with IBR roofing sheets, fixing of new celotex ceiling boards, new flash doors, replacing metal door frames with timber frames, maintenance and glazing of windows, plastering of walls. Replacement of bath tabs with shower cubicles and installation of geysers, and fixing of wall drops. Upgrading of 9 two - bedroomed houses upgraded to three bedrooms, reconstruction of the storm water drains. Construction of septic tanks and foul drainage system. Phase 2: one out of the five blocks of semi-detached houses completed and one in progress.	65	730	730	25,000,000.00

Songwe Police post	New construction	Construction of an office and staff houses.	43	0	No work done	0	N/A	0	-
Kaporo police post	Rehabilitation / construction	Rehabilitation of 37 houses and 1 offices complex. The structures needed reroofing, plumbing work, brick work, painting, pit latrines were constructed	38	38	Repainting of the office, replacement of 9 rim locks. At the housing complex: 8 pit latrines constructed without doors and painting. Repainting of 15 staff houses, replacement of locks. At the upland complex: 7 pit latrines constructed.	80	365	730	10,000,000.00
Ilomba police post	New construction	Construction of new office complex. Intended to commence in 2012.	0	0	No work done	0	N/A	0	-
Hewe police post	Construction	Construction of 5 new staff houses. Houses needed complete renovation	5	3	Construction of 3 houses without painting and no glazing. 4th house incomplete with structure built but not roofed and no glazing. The 5th one was at foundation level.	30	365	600	30,000,000.00
Mzuzu police lines	Rehabilitation	50 houses needed roofing, plumbing work, brickwork, painting, floor screeding, additional rooms	50	50	Rehabilitation done without painting as of 2012. Unfinished work. A lot of materials were left for rehabilitation works e.g door frames, iron sheets, flush doors, grazing, pvc pipes, electrical	85	365	500	15,000,000.00

					materials, 25 ceiling boards, ceiling nails, 25 sheets of block board and paints.				
Mitundu Police post	Rehabilitation	Rehabilitation of 6 staff houses and 1 office complex.	7	7	Rehabilitation of office and 2 staff houses by Replacing of the roof structure and roof covering and windows and doors painting and electrical installations. 4 houses outside police lines were rehabilitated after being damaged by mob. 1 house (3 bedrooms) has not been maintained and is occupied	95	210	240	20,000,000.00
Zomba police college	Rehabilitation	Rehabilitation of 30 staff houses. Needed re-roofing, plumbing work, brick work, painting, floor screeding, additional rooms	30	8	There were 6 flats only 2 flats were maintained. These flats consist of 4 units. The remaining 4 comprise of 6 units. Commissioner's house was renovated and is now being used as a hostel. Police secondary school girl's hostel, a hostel designed to occupy 40 students is currently occupying 300 students and no work done.	35	365	450	10,000,000.00
Lunzu police post	Rehabilitation	Construction of 1 new office. Needed re-roofing, plumbing work, brick work, painting, floor screeding, additional rooms	1	1	Office block constructed.	100	365	85	8,000,000.00

Makokola Rehabilitation police unit	Needed plumbing work, brick work, painting, floor screeding, additional rooms	3	3		100	365	90	15,000,000.00
Makokola Rehabilitation cottage	Renovation of 2 staff houses, and 15 rooms of the cottage. Needed plumbing work, brick work, painting, floor tiling, furniture, beddings, curtains, additional rooms were made ensuite	1	1	2 staff houses renovated and 15 rooms tiled. Air conditioners installed in 7 rooms. No work done on the Mess and the Igs wing.	100	365	120	10,000,000.00
Makokola Rehabilitation Marine unit	Needed plumbing work, brickwork, painting, floor finishes, roofing, electrical	1	1		100	365	60	8,000,000.00
Chimwala Rehabilitation police unit	Needed plumbing work, brickwork, painting, floor finishes, roofing, electrical	10	10	9 staff houses and 1 office block rehabilitated.	100	365	60	20,000,000.00
Mtakataka Rehabilitation Training School	Plans to construct a new hostel and a dining hall and classroom blocks.	1	0	4 tents constructed as temporary dwellings. No work done on the construction	40	365	60	8,000,000.00

Namwera police post	Rehabilitation /Renovation	Rehabilitation of 12 staff houses. Needed re-roofing, plumbing work, brick work, painting, floor screeding, additional rooms	12	12	Works completed	100	365	365	25,000,000.00
Malemia Police camp	New construction	20 New houses were to be constructed	20	0	No work done	100	365	365	25,000,000.00
Mtakataka Air wing	Rehabilitation	25 staff houses needed plumbing work, brick work, painting, floor tiling, furniture, beddings, curtains, additional rooms were made ensuite	25	12	Floor tiled, wall painted and roof covering replaced. Stall room rehabilitated. 12 staff houses were re-roofed, wall re-plastered, floors tiled and walls painted. Out of 23 toilets which needed rehabilitation, 5 were done. 11 houses, 2 office blocks and a police canteen need rehabilitation. Hangers need iron sheets.	75	365	365	25,000,000.00
Blantyre Police Lines		Needed plumbing work, brickwork, painting, floor finishes, roofing, electrical	202	30	30 staff houses rehabilitated. 21 houses have been painted, 9 kitchens rehabilitated, in the 6 semi-detached blocks, 8 units were plastered and 4 units remain.	25	365	365	45,000,000.00
Mchinji Police Lines	Completed								

Police Completed
Cottage
Blantyre

Namizana Completed
Border
patrol
Headquar-
ters

Staff Completed
Houses
and Police
Barracks
Area 30

TOTAL ESTIMATED COST FOR THE 18 PROJECTS

299,000,000.00

**APPENDIX 4: EXTRACT FROM MPS SOUTHERN REGION HEADQUARTERS ACTIVITY BASED ANNUAL PLAN FOR 2010/11 – 2013/14
FINANCIAL YEAR**

SOUTHERN REGION POLICE HEADQUARTERS ACTIVITY BASED 2010-2011

STRATEGIC OUTCOME					
1. Prevent crime, traffic accidents and maintain public order					
Increase visibility and accessibility of police					
Supervised uniformed police patrols in both rural and urban areas increased					
Number of personnel deployed on patrols increased by 15%					
TARGET - 2010/11					
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	
Identification of additional patrol personnel	PMS	Report	01/07/10-30/06/11	365 days	
Identification of additional patrol areas	PMS	Duty rosters	01/07/10-30/06/11	365 days	
Identify patrol supervisors	PMS	Duty rosters	01/07/10-30/06/11	365 days	
Deploy patrols	LINES IN-CHARGE	Duty rosters	01/07/10-30/06/11	365 days	
Police Units in both rural and urban areas established					
20 additional Police units in urban and rural areas established					
TARGET - 2010/11					
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	
Conduct need analysis	COMPOL	Report	01/07/10-14/07/10	5 days	
Identify locations	COMPOL	Report	15/07/10-05/08/10	10 days	
Street duties in all urban areas conducted					
Patrols deployed to all streets in Urban areas					
TARGET - 2010/11					
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	
Demarcate patrol area	URBPOL	Maps	01/07/10-31/07/10	15 days	
Identify personnel	RCIO	Roster	01/08/10-30/06/11	22 days	
Deploy personnel	RCIO	Report	01/08/10-30/06/11	365 days	
Re-deployment of police officers from support and administrative functions					
Development of redeployment plan and implementation					
TARGET - 2010/11					

SOUTHERN REGION POLICE HEADQUARTERS ACTIVITY BASED 2011-2012

STRATEGIC OUTCOME		1. Prevent crime, traffic accidents and maintain public order			
TARGET		Increase visibility and accessibility of police			
OUTPUT 1		Supervised uniformed police patrols in both rural and urban areas increased			
TARGET - 2011-2012		Number of personnel deployed on patrols increased by 15%			
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	RISK
Identification of additional patrol personnel	PMS	Report	01/07/11-30/06/12	365 days	
Identification of additional patrol areas	PMS	Duty rosters	01/07/11-30/06/12	365 days	
Identify patrol supervisors	PMS	Duty rosters	01/07/11-30/06/12	365 days	
Deploy patrols	PMS	Duty rosters	01/07/11-30/06/12	365 days	
OUTPUT 2		Police units in both rural and urban areas established			
TARGET - 2011/12		20 additional police units in urban and rural areas established			
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	RISK
Conduct need analysis	COMPOL	Report	01/07/11-14/07/12	5 days	
Identify locations	COMPOL	Report	15/07/11-05/08/12	10 days	
Deploy personnel	HRM	Report	01/07/12-01/06/12	150 days	
OUTPUT 3		Street duties in all urban areas conducted			
TARGET - 2011/12		Patrols deployed to all streets in urban areas			
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	RISK
Determine patrol area	URSPOL	Maps	01/07/11-31/07/11	15 days	
Identify personnel	RCIO	Roster	01/08/11-30/06/12	27 days	
Deploy personnel	RCIO	Report	01/08/11-30/06/12	365 days	
OUTPUT 4		Re-deployment of police officers from support and administrative functions to front line policing done			
TARGET - 2011/12		Deployment or redeployment plan and implementation			

SOUTHERN REGION POLICE HEADQUARTERS ACTIVITY BASED 2012-2013

STRATEGIC OUTCOME	1. Prevent crime, traffic accidents and maintain public order					
TARGET	Increase visibility and accessibility of police					
OUTPUT 1	Supervised uniformed police patrols in both rural and urban areas increased					
TARGET - 2013-2013	Number of personnel deployed on patrols increased by 15%					
	TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	RISK
	Identification of additional patrol personnel	PMS	Report	01/07/12-30/06/13	365 days	
	Identification of additional patrol areas	PMS	Duty rosters	01/07/12-30/06/13	365 days	
	Identify patrol supervisors	PMS	Duty rosters	01/07/12-30/06/13	365 days	
	Deploy patrols	PMS	Duty rosters	01/07/12-30/06/13	365 days	
OUTPUT 2	Police units in both rural and urban areas established					
TARGET - 2012/13	20 additional police units in urban and rural areas established					
	TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	RISK
	Conduct need analysis	COMPOL	Report	01/07/12-30/06/13	5 days	
	Identify locations	COMPOL	Report	01/07/12-30/06/13	10 days	
	Deploy personnel	HRM	Report	01/07/12-30/06/13	150 days	
OUTPUT 3	Street duties in all urban areas conducted					
TARGET - 2012/13	Patrols deployed to all streets in urban areas					
	TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	RISK
	Demarcate patrol area	URBPOL	Maps	01/07/12-30/06/13	15 days	
	Identify personnel	RCIO	Roster	01/07/12-30/06/13	22 days	
	Deploy personnel	RCIO	Report	01/07/12-30/06/13	365 days	
OUTPUT 4	Re-deployment of police officers from support and administrative functions to front line policing done					
TARGET - 2012/13	Deployment or redeployment plan and implementation					

SOUTHERN REGION POLICE HEADQUARTERS ACTIVITY BASED 2013-2014					
STRATEGIC OUTCOME					
1. Prevent crime, traffic accidents and maintain public order					
TARGET					
Increase visibility and accessibility of police					
OUTPUT 1					
Supervised uniformed police patrols in both rural and urban areas increased					
TARGET - 2013-2014					
Number of personnel deployed on patrols increased by 15%					
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	
Identification of additional patrol personnel	PMS	Report	01/07/13-30/06/14	365 days	
Identification of additional patrol areas	PMS	Duty rosters	01/07/13-30/06/14	365 days	
Identify patrol supervisors	PMS	Duty rosters	01/07/13-30/06/14	365 days	
Deploy patrols	PMS	Duty rosters	01/07/13-30/06/14	365 days	
OUTPUT 2					
Police units in both rural and urban areas established					
TARGET - 2013/14					
20 additional police units in urban and rural areas established					
TASK	RESPONSIBILITY	MEASUREMENT	BEGIN/END DATE	DURATION	
Conduct need analysis	COMPRI	Report	01/07/13-30/06/14	5 days	

Output Targets

STRATEGIC OUTCOME		2.1 Prevent crime, traffic accidents and public disorder.				
TARGET		2.1.1 Increase visibility and accessibility of police				
OUTPUT DESCRIPTION		OUTPUT TARGETS (PER FINANCIAL YEAR)				
		2011/2012	2012/2013	2013/2014	2014/2015	2015/2016
Output 1	Supervised uniformed police patrols in both rural and urban areas increased	Number of personnel deployed on patrols increased by 15%	Number of personnel deployed on patrols increased by 20%	Number of personnel deployed on patrols increased by 25%	Number of personnel deployed on patrols increased by 30%	Number of personnel deployed on patrols increased by 35%
Output 2	Police units in both rural and urban areas established	20 additional Police units in urban and rural areas established.	40 additional Police units in urban and rural areas established.	60 additional Police units in urban and rural areas established.	80 additional Police units in urban and rural areas established.	100 additional Police units in urban and rural areas established.
Output 3	Street duties units in all urban areas re-introduced	Patrols deployed to all streets in urban areas.	10 % increase in personnel deployed in street duties and patrols	15 % increase in personnel deployed in street duties and patrols	20 % increase in personnel deployed in street duties and patrols	25 % increase in personnel deployed in street duties and patrols
Output 4	Re-deployment of police officers from support and administrative functions to front line policing done	Development of redeployment plan and implementation.	Implement redeployment plan.	Implement redeployment plan.	Implement redeployment plan.	Implement redeployment plan.
Output 5	Police Mobile Service personnel deployed to patrol duties	30 % of PMS Police officers involved in joint patrols with General duties.	35 % of PMS Police officers deployed in joint patrols with General duties.	40 % of PMS Police officers deployed in joint patrols with General duties.	45 % of PMS Police officers deployed in joint patrols with General duties.	50 % of PMS Police officers deployed in joint patrols with General duties.
Output 6	Bicycle and motor cycle patrol units introduced in rural and urban areas	Deploy bicycle and motor cycle patrol to rural and urban areas	On going	On going	on going	on going

**APPENDIX 5: BUDGETS AS PER PROGRAMS AND SUB PROGRAMMES FOR THE YEARS ENDING 2012;
2013 AND 2014**

		MK000'000s			
PROGRAM	SUB PROGRAM	2011-12 Approved	2011-12 Revised	2012-13 Estimate	2013-14 Projection
	Crime Policing	2,966.57	3,799.63	3,260.00	3,839.55
	Public Order	540.29	1,094.19	705.75	813.02
Security Services-Total		3,506.86	4,893.82	3,965.75	4,652.5
	Management and support services	913.31	888.65	1,060.75	1,111.33
	Human Resource Development and Management	931.39	412.44	811.87	237.59
	Internal Monitoring and Evaluation	12.36	12.01	21.23	99.65
	Public Relations	12.70	12.70	46.25	-
Public Administration -Total		1,869.75	1,325.80	1,940.10	1,448.57
	Other	0.00	7.25	0.00	4.90
Other- Total		0.00	7.25	0.00	4.90
		5,376.61	6,226.86	5,905.85	6,106.03