CHALLENGES OF POLICING IN THE NEW MILLENNIUM:
A case of nyanga saps

by

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ABSTRACT

The Beginning of the paradigm shift in policing in the South African Police was first seen in 1993 when the concept of Community Policing was first introduced. The South African Police Service that was formed through the Police Act 68 of 1995 subsequently adopted Community Policing as a Corporate Strategy of the organisation. There is a question as to whether some of the efforts reflect the necessary elements of community policing or are merely reactions to a contemporary political thrust for police reform.

This study seeks to critically analyse the challenges and contradictions in Community Policing in terms of strategy and organisation. Nyanga SAPS will be use as the case study. Nyanga is one of the Police Stations in the so-called Black Township that has been engulfed by Community-Police conflicts since the democratic dispensation came into existence in South Africa. The highest point of this animosity saw certain people within the community between 1998 and 1999 reporting criminal activities to Taxi Operators rather than to the police.

This study will be approached through gap analysis. The author will first describe the desired state of affairs in terms where the SAPS should be, in relation to reform policies put in place by the government. This will be followed by the analysis of the present situation in Nyanga, which will highlight the shortcomings. Then the study will put forward recommendations which should address the identified shortcomings.

Based on that, the strategy that should inform policing in the new millennium will be developed. The author will recommend an African approach to policing as it has become apparent that the policing approaches are different for different countries and different communities. The author will propose full participation of the public in policing, in terms of determining policing priorities in their areas.
ABBREVIATIONS

ANC  African National Congress
CSC  Community Service Centre
CPF  Community Police Forum (s)
HRM  Human Resource Management
NCPS National Crime Prevention Strategy
NGO  Non Governmental Organisation
NICRO National Institute for Crime and the Rehabilitation of Offenders
IFP  Inkatha Freedom Party
SANCO South African National Civic Organisation
SAP  South African Police
SAPS South African Police Service
SDIP Service Delivery Improvement Programme
UDM United Democratic Movement
UMAC U Managing Conflict
WPSS White Paper on Safety and Security
WPTPSD White Paper on Transforming Public Service Delivery
Chapter 1
INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

Rising crime and socio-political instability, together with evidence of the shortcomings and inefficiency of traditional policing approaches, have led to a world-wide search for new policing approaches. With the new Constitutional order in South Africa fundamental changes were expected in all South African social organisations. The Constitution envisaged the transformation of the National Policing Service and the harmonisation of racial polarisation caused by the past years of apartheid. The South African Police Service (SAPS) subsequently adopted Community Policing as a Corporate Strategy. This decision was made at a Strategy Bosberaad attended by the Minister of Safety and Security, the Secretariat (Civilian Oversight for Safety and Security) and the Top Management of the South African Police Services in January 1996.

However, in the past four years the emphasis of the change process has in many ways been on cosmetic changes such as uniform colours, badges and ranks. Even after democratisation, the SAPS has largely failed to put people first in its endeavours for safe and secure neighbourhoods, especially in the so-called Townships. The breakdown of policing in Guguletu in 1998, after the brutal assault on a journalist and incidents in Nyanga of groups and individuals taking law into their own hands are indicative of this failure. The main question, therefore, is whether the transformation process reflects the necessary elements of Community Policing or is merely a cosmetic reaction to the contemporary political thrust for police reform.
1.2 TOWARDS DEFINING COMMUNITY POLICING

"Community policing as a word has become totally accepted in South Africa, but it means very different things to different people"

Sydney Mafumadi
Former Minister Safety and Security

The introduction of community policing has been met with acceptance and high expectations by all communities in South Africa. Trojanowicz & Bucqueroux rightly argue that community policing’s ultimate success rests on reaching consensus about what the concept of community policing means (1994:01). Community Policing has been defined by a number of scholars both locally and abroad including Van Heerden, Trojanowicz and Bucqueroux (1994:01-08), Robert Friedmann (1992:16), Stevens and Jach (1995:x).

Friedmann defines community policing as a policy and strategy aimed at achieving more effective and efficient crime control, reduced fear of crime and police legitimacy, through a proactive reliance on community resources that seeks to change crime causing conditions (1992:16). Friedmann does not only define the concept but he goes further and lays down the evaluation criteria and he says that "reduction of fear" should be the yardstick for effectiveness of policing. According to Trojanowicz & Bucqueroux (1994:02) community policing is a philosophy and organisational strategy that promotes a new partnership between people and their police.

The concept can be better understood if policing as a function is defined first. That is because of the fact that the term “community” in community policing is only a descriptive word, which describe the word “policing”. The word community actually indicates the shift in emphasis of policing and Friedman (1992:16) sees it as legitimising the police. Dantzker (1997:197) support this view when he says that the term "community" is what helps to makes everyone identify with the concept of community policing.
1.5 SIGNIFICANCE OF THE STUDY

This study seeks to go back to our roots (African) and bring our African heritage and based on that, formulate a practical model of people oriented approach towards policing. In so doing, the study will attempt to simplify the definition of the concept community policing so that both practitioners and communities can understand it within their environments. It will create a policing model that is suitable for all traditional black areas in the Western Cape Province and will reduce the ever-increasing gap between the police and the communities they serve.

1.6 RESEARCH METHODOLOGY

The research process on which the findings and proposals in this research report involve both qualitative and quantitative methodologies. According to Brynard and Hanekom two basic research methodologies can be distinguished in the human sciences, namely qualitative and quantitative methodologies (1997:29-30). Qualitative methodology refers to research that produces descriptive data in the form of people's own words or perceptions.

The research process started when the researcher was granted duty arrangement at the Police College in Paarl to work at Nyanga SAPS in July 1999. On arrival in Nyanga he was placed as the Head of Communication Services. This position gave the researcher an opportunity to liaise with most of the stakeholders in the community including the media and NGO's. The researcher organised a workshop for functional members of Nyanga SAPS in September 1999. NICRO assisted in facilitating and evaluating this workshop. NICRO is an NGO with specific emphasis on rendering support to abused women and children; integration of released offenders and victim empowerment. It was at this stage that police perceptions and attitudes were determined and these groups are reflected in “Annexure 1” (see groups SAPS).

Between October 1999 and January 2000, the researcher co-ordinated Crime Awareness campaigns which involved the broader community. During this period, the researcher had interviews with five Councillors from Nyanga and Crossroads and other community leaders. The names of these Councillors and community leaders appears in “Annexure 1” (see other role players).
Goldstein (in Dantzker 1997:197) maintains that the popularity of the concept raises public expectations and "creates" the impression that, on implementation, it will provide a panacea not only for crime, disorder and racial tensions, but many other acute problems that plague urban areas. These expectations seem to be raised by the pressure associated with the change in most countries which have changed to community policing. That includes countries like USA, England, Netherlands and recently South Africa where the shift was forced either political or by social disorder. An exception to this according to Friedman is Canada where the shift towards community policing was not in response to any particular crisis (1992:81).

In 1976, Van Heerden was the first South African to propose Community Policing as the solution to policing problems in South Africa (1986:141). However, the ruling party openly rejected this idea because it would undermine the ideology of the apartheid government. It was only after the unbanning of all liberation movements that the notion of community policing became a popular debate in South Africa. In the new South African dispensation, the concept raised similar expectations as cited by Dantzker (1997:197). Van der Spuy ascribes the wide acceptance of community policing in South Africa to its apparent association with democratic governance (1994:02). She also draws attention to the conceptual vagueness of the term, in which observers talk about community policing, partnership policing, self-policing, alternative policing, and popular policing. She rightly points out that these terms are often used interchangeable without considering the exact nature of their relationship, whether it is conflictual or consensual.

Van der Spuy further warns that many of our community policing ideas are borrowed from societies that differ dramatically from our own, both political and economically (1994:06). She argues that in the affluent enclave of Britain and Netherlands, there is no colonial heritage to contend with. The findings of Robert Friedmann in his comparative study also support this argument when he argues that community policing differs from country to country and community to community (1992:16). Stevens and Jach (1995:X) take the argument further when they say that it is the community who should in the main determine whether police in the formal sense are to be involved in resolving community conflicts.
This paper accepts that community policing is an effective policing approach for South Africa but argues that it should differ from one community to the other. For almost a century in South Africa, policing has been militaristic and centrally controlled. It seems relevant to look at policing in South Africa during the last century. It is upon this background that the following chapter focuses on the development of the notion of policing in South Africa. The chapter will also look at new policy developments after 1994 with which the new police service will have to contend.
Chapter 2
THE DEVELOPMENT OF POLICING IN SOUTH AFRICA

2.1 INTRODUCTION

Some of our present problems come from our past. It is imperative therefore to visit our past in order to understand the present. England seems to be the best place to start the historical background of policing because, the idea of modern policing is understood to have started there (Van Heerden 1986:25). Although policing in South Africa has developed its own distinct characteristics, some of the principles of the former colonial policing have been retained. Therefore, it is important to provide a brief background of the development of both the English and South African System of policing.

The focus of the development on both police forces will be on changes and forces for such reforms in order to highlight the similarities under which these forces were subjected to change. In both systems military characters have been evident and the reform process (1980’s and 1990’s respectively) were preceded by racial conflict and hostility. The reforms of the British police system in the 80’s will be examined against the policy change in the South African Police Service in the 90’s. This chapter will examine the change process in the South African Police Service over the past six years and the policies on which these reforms were based. Analysis of the said policies will also seek to establish that the focus of the new SAPS is on crime prevention rather than reactive crime control.

2.2 DEVELOPMENTS IN ENGLAND

In England, the development of policing went through a number of phases. At first, there was a system of collective responsibility (Van Heerden 1981:22). In this system everyone was responsible for the safety and security of the people and therefore, expected to raise the alarm if they saw a criminal activity. It was also expected that everyone should respond when the alarm was raised. Failure to respond was regarded as a criminal act.
An inquiry into the matter found that the police were becoming too autonomous and removed from the society. One of the main proposals of the inquiry, which was aimed at improving the police accountability, was the establishment of statutory forums for police community dialogue and consultation. This resulted into Section 106 of the police and Criminal Evidence Act 1984 which provides that "arrangements shall be made in each police area for obtaining the views of the people in that area about matters concerning policing of the area and for obtaining co-operation with the police in preventing crime in the area" (Yach 1994).

2.3 DEVELOPMENTS IN SOUTH AFRICA

As in England, South Africa had policing of some kind as early as 17th century but at that time this function was assigned primary to the army. The main aim was the safety and protection of whites and their properties from the black population. After the four provinces were established, each had its own police and they all had distinct military characteristics. Colonial frontier style policing with its emphasis on armed force characterised police strategy in the nineteenth and early twentieth centuries (Cawthra 1993:07). The SAP was born out of the Act of the Union of 1910 that brought together the four different police forces, which were in existence in different provinces. The new SAP, which was finally amalgamated on 1st April 1913, retained many of the features of the colonial forces and this contributed to the para-military character of the SAP (Cawthra 1993:07).

According to Cawthra, from its inception, the SAP was forced to play a political role and its first major action was to put down strikes by white workers (1993:09). Between 1948 and the early 1990's the police were used by the government to maintain apartheid and during that period thousands of blacks were killed, injured, jailed and tortured by the police. According to Brodgen & Shearing (1993:18) in 1985 alone, 512 Black adults and 187 juveniles were killed in police shootings, with 2312 people being wounded. It was only in 1990 that the South African Head of State (Mr FW De Klerk) officially instructed the police to withdraw from the political arena. It is because of this background that policing has been met with mistrust, antagonism and even open hostility from many black communities in South Africa.
2.4.1 THE NATIONAL PEACE ACCORD OF 1991

Due to the social instability of the early nineties a National Peace Accord was adopted in September 1991 and its signatories were amongst others, the government of the day, the African National Congress (ANC) and the Inkatha Freedom Party (IFP). According to Van Vuuren (1994:02), the National Peace Accord can be regarded as the foundation of Community Policing in South Africa because it incorporated some of the principles of Community Policing inter alia:

"The police shall be guided by a belief that they are accountable to society in rendering their policing services and shall therefore conduct themselves to secure and retain the respect and approval of the public. Through such accountability and friendly, effective and prompt service, the police shall endeavour to obtain the co-operation of the public whose partnership in the task of crime control and prevention is essential".

Another important development was the International Seminar held in April 1993. Academics, international police officers, peace observers, facilitators as well as members of police agencies in SA attended this. According to Van Vuuren (1994:08) ideas and suggestions emanating from this Seminar were taken up by Multi-Party Negotiation Forum and culminated to the constitutional provisions on Community Policing. One of the ideas was a proposal for the formation of the statutory body for police community dialogue and consultation. Interestingly, an inquiry into the 1980's anti-police demonstrations in 1980 in England put forward a similar proposal.

2.4.2 THE INTERIM CONSTITUTION ACT 200 OF 1993

The Multi-Party negotiations at Kempton Park came up with a new constitutional dispensation in South Africa through the Interim Constitution Act 200 of 1993. Section 214(1) of the Constitution provides for the establishment and regulation of a South African Police Service through an Act of Parliament. The functions of the Service are set out in section 215 as follows:

- The prevention of crime;
- The investigation of any offence or alleged offence;
- The maintenance of law and order; and
- The preservation of the internal security of the Republic.
2.4.3 THE GREEN PAPER ON CHANGE (1994)

To get the Service in line with Constitutional prescriptions, the Minister of Safety and Security published a Green Paper (Change: Draft Policy Document, 1994), which aimed at giving strategic direction to the organisation. The following were the fundamental principles of the Green Paper:

- Democratic control over the Police Service (Elected politicians give direction, guidance and support);
- Accountability of the Police Service (Constitution and values, no one is above the law);
- Community Consultation and Involvement (Empowerment and Education Programmes);
- Police Service and Community Development (Improving quality of life, accommodation of informal police systems);
- A new emphasis on the quality of service (Changing the police culture);
- The style of Police Service (Accessible to all citizens, user friendly);
- A Professional service (Demilitarised, high quality training);
- A National Police Service (Uniform standards and procedures);
- The nature of the police organisation (Flat organisation, re-structuring, communication systems);
- The role of the Police Unions (Lay-out a framework to work in, rights of employees to organise);
- Cost effective Police service (Lean and efficient allocation of resources);
- Equality in the Police Service (Respect for human rights, representivity); and
- The use of force by the Police Service (Conflict resolution versus a trigger-happy approach).

All these principles were groundbreaking and they are consistent with general principles of policing accepted throughout Western democracy as reflected in the work of MS Pike (in Van Heerden 1986:78). These principles can be regarded as fundamental pillars of the SAPS transformation and they form a golden thread through all policy documents of the SAPS.
According to the Act, for the Service to achieve its functions it must liaise with communities through CPF’s (Section 18). Section 18 went on to confirm the functions of the CPF’s as laid out in the Interim Constitution.

2.4.5 NATIONAL CRIME PREVENTION STRATEGY

The rising levels of crime in the new democratic South Africa resulted in the initiation by the Cabinet in March 1995 of the National Crime Prevention Strategy (hereafter referred to as NCPS) which was published in May 1996. An Inter-Departmental Committee consisting of the Departments of Correctional Services, Defence, Intelligence, Justice, Safety and Security, and Welfare managed the development of the policy. The strategy is based on the acceptance that the causes of crime are deep rooted and related to the history and socio-economic realities of our society. With the NCPS, the Government regards the “prevention of crime” as a national priority.

Therefore, the government accepts that crime problem could not be effectively addressed by the police alone but needed a comprehensive strategy which involves a range of government departments, non-governmental organisations, private sector organisations and the civil society. The strategy has the following objectives (NCPS 1996:05):

- The establishment of a comprehensive policy framework which will enable government to address crime in a co-ordinated and focused manner which draws on the resources of all government agencies, as well as civil society.
- The promotion of a shared understanding and common vision of how we, as a nation, are going to tackle crime. This vision should also inform and stimulate initiatives at provincial and local level.
- The development of a set of national programmes which serve to kick start and focus the efforts of various government departments in delivering quality service aimed at solving the problems leading to high crime levels.
- The maximisation of civil society’s participation in mobilising and sustaining crime prevention initiatives.
- The creation of a dedicated and integrated crime prevention capacity that can conduct ongoing research and evaluation of departmental and public campaigns as well as facilitating effective crime prevention programmes at provincial and local level.
The SDIP is based on the following eight principles for transforming public service delivery, drawn from the WPTPTD (1997:15-22):

♦ Consulting users of services

All national and provincial departments must, regularly and systematically, consult not only about the services currently provided but also about the provision of new basic services to those who lack them (WPTPSD 1997:16). Whatever method is chosen, consultation must cover the entire range of existing and potential customers. It is essential that consultation should include the views of those who have previously been denied access to public services.

Particular effort must be made to include the views of those who have been previously disadvantaged or who, due to geography, language barriers, fear of authority or any other reason, have previously found it hard to make their voices heard. The consultation process should be undertaken sensitively; for example, people should not be asked to reveal unnecessary personal information, and they should be able to give their views anonymously if they wish.

♦ Setting Service Standards

The WPTPSD requires that all national and provincial departments must publish standards for the level and quality of services they will provide, including the introduction of new services to those who have previously been denied access to them (1997:16). Similarly, departments may set intra-departmental service standards, which will serve as minimum norms for their institutions and components. These internal institutions and components may also set additional service standards for aspects not covered by intra-departmental norms.

Service standards must cover the aspects of service which matter most to users, as revealed by the consultation process, and they must be expressed in terms which are relevant and easily understood. Standards must also be precise and measurable, so that users, can judge for themselves whether or not they are receiving what was promised. Performance against standards must be reviewed annually and, as standards are met, so they should be progressively raised, year on year.
Providing more and better information

Batho Pele acknowledges that information is one of the most powerful tools at the customer's disposal in exercising his or her right to good service (1997:19). Therefore, national and provincial departments are required to provide full, accurate and up-to-date information about the services they provide, and who is entitled to them. Information must be provided in a variety of media and languages to meet the differing needs of different customers.

This is essential to ensure the inclusion of those who are, or have previously been disadvantaged by physical disability, language, race, gender, and geographical distance or in any other way. Written information should be plain and free of jargon, and supported by graphical material where this will make it easier to understand. There should always be contact particulars for obtaining further information and advice. The consultation process should also be used to find out what customers and potential customers need to know, and then to work out how, where and when the information can best be provided.

Increasing openness and transparency

Openness and transparency are the hallmarks of a democratic government and are fundamental to the public service transformation process. To this end, the WPTPSD (1997:20) prescribes the publication of an Annual Report to Citizens by each national and provincial department setting out the following, in plain language:

- staff numbers employed, and the names and responsibilities of senior officials;
- performance against targets for: improved service delivery, financial savings, and increased efficiency;
- resources consumed, including salaries and other staff costs, and other operating expenses;
- any income, such as fees for services;
- targets for the following year; and
- a name and contact number for further information.

Reports to Citizens should be publicised as widely as possible and should be submitted to national and provincial legislatures in order to assist the relevant Portfolio Committees in scrutinising and monitoring departmental activities.
The Batho Pele initiative must be delivered within departmental resource allocations, and the rate at which services are improved will therefore be significantly affected by the speed with which national and provincial departments achieve efficiency savings, which can be ploughed back into improved services. Many improvements that the public would like to see often require no additional resources and can sometimes even reduce costs. A courteous and respectful greeting requires no financial investment. Failure to give a member of the public a simple, satisfactory explanation to an enquiry may result in an incorrectly completed application form, which will cost time and money to put right. A few hours each month of a senior manager's time spent talking to their customers and the staff who serve them, may be worth hundreds of rands in research fees.

2.4.7 OTHER POLICY DEVELOPMENTS

The Final Constitution (Act 108 of 1996) which came into effect in 1997 did not bring about any major changes in previous legislation but rather confirmed the position established by the interim constitution. The strategies, principles and guidelines for implementation of Community Policing were subsequently set out in the manual for the South African Police Service 1997. The White Paper on Safety and Security 1998 (hereafter referred as WPSS), which is the final paper thus far on policing, does not bring any fundamental changes from the original green paper. It suffices to mention that the focus of this white paper is on crime prevention. It further divides crime prevention into social crime prevention and crime prevention in keeping with NCPS.

It is without doubt that these documents are in tune with broad government objectives. This can be seen from the values like accountability, transparency, improved service delivery etc, which are the cornerstones of Public Service Transformation.
Chapter 3
ANALYSIS OF NYANGA AS A POLICING AREA

3.1 INTRODUCTION

It stands to reason that one should have a better understanding of the Police Station, its surroundings and the community before carrying out a critical analysis. This section will look at issues that affect service delivery such as the background of the station, the area covered by the station and the division thereof, population distribution, human resources, and management structure of the station and the community profile. These issues are relevant to different communities in terms of the service offered and to personnel in terms of their ability to render the expected levels of service. They are often used to justify unacceptable behavioural patterns, which often compromise policing. Therefore, they actually influence the interaction between the police and the community and the extent of participation of the community in policing.

3.2 THE BACKGROUND OF NYANGA POLICE STATION

Nyanga is one of the so-called black Township Police Stations under the Area Commissioner (West Metropole). It is situated about 17 km outside the centre of Cape Town and about one kilometre to the South of the N2 freeway. The N2 freeway forms the border between Nyanga SAPS and Bishop Lavis SAPS. The building of the Police Station is situated between Ntlangano Crescent at the front and Great Dutch road at the back. This building was originally a beer hall and was used as such until it was burnt by rioting youth in 1985.

After that incident, the building was left vacant. With riots intensifying in the Townships in the mid-eighties, the police acquired the building in 1986. It was first used as the base for Riot Police, and was staffed predominately by the so-called Special Constables. Special Constables were predominately blacks police employees with low education and three weeks training in the use of firearms.
Due to the increase in the area covered by the station, a Satellite Police Station was erected at Lower Crossroads in 1995. This later came to be known as Phillippi East SAPS. The Station is not a Fully Fledged Police Station but provides a number of essential services such as reporting, certifying documents and affidavits and brings them closer to the people.

### 3.4 COMMUNITY PROFILE

According to the 1996 Census the area covered by Nyanga SAPS had a population of 109083 people. Although the population is predominately black, it is represented by all racial groups in South Africa.

<table>
<thead>
<tr>
<th>Area</th>
<th>Blacks</th>
<th>Coloureds</th>
<th>Asians</th>
<th>Whites</th>
<th>Dummy</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nyanga</td>
<td>34058</td>
<td>223</td>
<td>0</td>
<td>10</td>
<td>318</td>
<td>34609</td>
</tr>
<tr>
<td>Brown’s Farm</td>
<td>43270</td>
<td>936</td>
<td>20</td>
<td>4</td>
<td>186</td>
<td>44416</td>
</tr>
<tr>
<td>Crossroads</td>
<td>13311</td>
<td>34</td>
<td>4</td>
<td>1</td>
<td>218</td>
<td>13588</td>
</tr>
<tr>
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<td>8300</td>
<td>28</td>
<td>5</td>
<td>0</td>
<td>67</td>
<td>8400</td>
</tr>
<tr>
<td>Phillippi</td>
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<td>0</td>
<td>3</td>
<td>20</td>
<td>6605</td>
</tr>
<tr>
<td>Gqobhasi</td>
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<td>0</td>
<td>0</td>
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<td>1485</td>
</tr>
<tr>
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<td>1230</td>
<td>29</td>
<td>18</td>
<td>831</td>
<td>109083</td>
</tr>
</tbody>
</table>

Source: Census 1996

Table 3.3 above represents the population and race distribution among the neighbourhoods in Nyanga as reflected in the Census.
In areas like Crossroads and Phillippi Street Committees also do night patrols mostly during weekends. All these street committees are affiliated to South African National Civic Organisation commonly known as SANCO.

All four of the main areas (Nyanga, Crossroads, Phillippi and Samora Machel) have an executive committee of the CPF. These executives are appointed from different political parties and other interest groups in each of these areas. Each executive is made up of between 12 to 15 members predominately from political parties. For municipal purposes, each area is divided into wards. There are about four wards in each of the four areas with a Councillor in each ward.

3.5 WORKFORCE PROFILE OF NYANGA SAPS

The station has a total workforce of 167 workers, including cleaners and administrative staff. Table 3.5 below represents personnel distribution per rank, race and gender.

Table 3.5, Personnel distribution per rank, race and gender

<table>
<thead>
<tr>
<th>Rank</th>
<th>Male</th>
<th>Female</th>
<th>Male</th>
<th>Female</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Sr. Supt.</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Superintendent</td>
<td>5</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Captain</td>
<td>8</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>Inspector</td>
<td>5</td>
<td>0</td>
<td>13</td>
<td>1</td>
<td>9</td>
<td>2</td>
<td>30</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2</td>
<td>0</td>
<td>34</td>
<td>0</td>
<td>31</td>
<td>2</td>
<td>69</td>
</tr>
<tr>
<td>Constable</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>25</td>
<td>0</td>
<td>26</td>
</tr>
<tr>
<td>Civilian</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>6</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Asst. Constable</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>10</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>Subtotal</td>
<td>22</td>
<td>0</td>
<td>49</td>
<td>7</td>
<td>83</td>
<td>0</td>
<td>167</td>
</tr>
</tbody>
</table>

Source: Human Resources Management, Nyanga SAPS
The station management comprises the heads of the seven main components, together with the Assistant Station Commissioner who is the head of the Satellite Station in Phillippi East.

3.6 THE CRIME RATE

Compared to areas such as Mitchell’s Plain and Cape Town Central where up to 2500 cases are reported every month, the crime rate is not too high in Nyanga. Although an average of 550 cases every month are reported the disturbing factor is the high number of violent crimes reported. For example, over one weekend during April 2000, 14 murders were reported with the Area West Metropole of which 7 of those were reported in Nyanga. Both Mitchell’s Plain and Cape Town Central with 28 other stations are within the Area West Metropole. In general, crime levels decreased between 1995 and 1997 but increased sharply during the period 1998 and 1999. Table 3.8 below illustrates the crime trends of reported cases in Nyanga from 1995 to 1999.

Table 3.8, Crime trends in Nyanga (1995 to 1999)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Jan</td>
<td>395</td>
<td>356</td>
<td>286</td>
<td>302</td>
<td>321</td>
</tr>
<tr>
<td>Feb</td>
<td>376</td>
<td>315</td>
<td>325</td>
<td>346</td>
<td>376</td>
</tr>
<tr>
<td>Mar</td>
<td>385</td>
<td>339</td>
<td>429</td>
<td>417</td>
<td>473</td>
</tr>
<tr>
<td>Apr</td>
<td>329</td>
<td>366</td>
<td>351</td>
<td>361</td>
<td>386</td>
</tr>
<tr>
<td>May</td>
<td>351</td>
<td>342</td>
<td>387</td>
<td>371</td>
<td>359</td>
</tr>
<tr>
<td>Jun</td>
<td>377</td>
<td>370</td>
<td>380</td>
<td>363</td>
<td>378</td>
</tr>
<tr>
<td>Jul</td>
<td>349</td>
<td>376</td>
<td>381</td>
<td>414</td>
<td>378</td>
</tr>
<tr>
<td>Aug</td>
<td>370</td>
<td>357</td>
<td>406</td>
<td>431</td>
<td>428</td>
</tr>
<tr>
<td>Sep</td>
<td>377</td>
<td>419</td>
<td>371</td>
<td>370</td>
<td>376</td>
</tr>
<tr>
<td>Oct</td>
<td>358</td>
<td>393</td>
<td>353</td>
<td>374</td>
<td>481</td>
</tr>
<tr>
<td>Nov</td>
<td>361</td>
<td>382</td>
<td>364</td>
<td>352</td>
<td>482</td>
</tr>
<tr>
<td>Dec</td>
<td>406</td>
<td>352</td>
<td>322</td>
<td>437</td>
<td>551</td>
</tr>
<tr>
<td>Total</td>
<td>4434</td>
<td>4427</td>
<td>4355</td>
<td>4538</td>
<td>4989</td>
</tr>
</tbody>
</table>

Source: Crime Administration System, SAPS
The next chapter will look at how well the changes proposed by the policies discussed in chapter 2 have been implemented in Nyanga in the last three years. Factors that limit the implementation of these policies will also be analysed.
Chapter 4

ACHIEVEMENTS, LIMITATIONS AND CHALLENGES

4.1 INTRODUCTION

This chapter investigates the extent of the reform process in Nyanga SAPS in terms of the implementation of policies discussed in Chapter 2. This analysis focuses on factors both external and internal and these are divided into three broad areas namely: achievements, limitations and challenges. Achievements will refer to positive things accomplished with regard to the implementation of reforms. Limitations will refer to factors within the station, which negatively affect the institutionalisation of new policies and therefore inhibiting the reform process. Challenges refer to external factors, which makes it difficult for the station to implement and sustain reforms. These are challenges because the police can influence them although they do not have direct control over them.

4.2 ACHIEVEMENTS

4.2.1 ITHEMBA PROJECT

The Station Commissioner at the time, Director Ganief Daniels, started the Ithemba project in 1996. The project was launched in co-operation and funded by “U Managing Conflict” commonly known as UMAC. UMAC is a non-governmental organisation that deals with policing issues. The objective of the project according to Commissioner Daniels was to give the community active participation in policing in Nyanga. The station area was divide into four areas namely Phillippi East, Brown’s Farm, Nyanga and Crossroads. In Nyanga and in Crossroads the project failed to take off because communities were not enthusiastic about the concept. A number of reasons were given for this lack of interest which including the fact that participants were not paid and there was no proper protection for the participants after work.

The implementation actually got under way in Phillippi East and Brown’s Farm. Each of these areas was divided into ten sectors in which the residents of each sector nominated two people. That means that each area would nominate twenty people.
At the completion of the contract, the nominees are given an opportunity to do any course of their choice, on condition that such courses are not more than six months in duration. According to the training official Monwabisi Ngwatyu, it is imperative that candidates chose the courses through which they can come back and work within their communities. He said popular courses among the participants in the past three years have been secretarial, hair and beauty specialists, edu-care, mechanics and wielding.

The project had 103 positions of which 100 are reserved for the youth mentioned above and they are used as field workers. The project co-ordinator, training official and the secretary fill the other three. The 100 field workers are used for conflict resolution, patrols and assistance at pedestrian crossings. According to Commissioner Daniels, this project was aimed at closing the gap left when the implementation of Ithemba Project failed in Nyanga and Crossroads in 1997. This project is still up and running although there have been complaints from certain people in the community regarding the manner in which it is run. Consultation has been identified as one of the areas where the project could be improved.

4.2.3 TRAUMA CENTRES

The station has two trauma centres. One is run by NICRO and the other by PROTOCOL. Both these trauma centres were opened in 1997 to counsel victims of crime with special emphasis on sexual offences. NICRO focuses on people above the age of 18 years and their focus is on what today is known as domestic violent. Their comfort room is open mostly during the day, which is between 08:00 and 16:00. This is run by volunteers that are recruited from the community and trained by NICRO. At night, the office is closed but there is always a social worker (NICRO) on call for emergencies. The community uses this service and relevant cases are referred during office hours however, it is hardly used during the nights.

PROTOCOL is an initiative that was started with assistance and funding from the British Consulate. The project is co-ordinated by a Social Worker working in the Department of Social Service (Western Cape Provincial Administration). Its main clients are children up to the age of 17 years old and their focus is on offences like rape, indecent assault, neglect and child abuse. Their comfort room is open between 16:00 and 08:00 during week days and 24 hours during weekends. The idea was to give service after hours when most other services are closed. Volunteers from the community are used on a rotation basis.
This problem was reinforced by the post-organisational culture of the SAPS. According to Van Aardt, from its inception in 1913 the SAP was established to provide jobs to poor White Afrikaners (1993:26). He argued that, to achieve this, the organisational culture was designed along White Afrikaner values to the exclusion of other racial groups (1993:26). Koopman has a similar observation when he says that whites primary have designed exclusive institutions which stress the development and self-fulfilment of the individual rather than the team or organisation. According to Koopman (in Christie, Lessem & Mbigi 1993:44) in the White Afrikaner's world view, the focal point of a man's existence within the framework of self reliance is thus the fulfilment of himself and securing of this hereafter. This could be achieved through individual effort and merit that differentiate him from his fellow man. He becomes competitive, ambitious and achievement oriented.

In Nyanga, this culture has been exaggerated by overspecialisation, which can be related to the fragmentation referred to above. This is evident in the number of unnecessary arguments that emerge during management meetings. For an example, during the last four months of 1999, 22 detectives had to work with only three vehicles and the Community Service Centre had to respond to calls in the whole area with only one vehicle. On numerous occasions, the problem was discussed during management meetings with the objective of re-allocating vehicles. However, the Crime Prevention Unit, which has more vehicles, refused to relinquish or share those vehicles. These disagreements are usually expressed in a manner that lays blame, polarises opinion and fails to reveal the underlying differences in assumptions and experience in a way that the team as the whole could learn. This often blind managers to the overall objective of the organisation. There is a saying that "if two elephants are fighting it is the grass that suffers most" and in Nyanga it the community that suffers from this departmentalism.

During the nine months of research, the station had only two participative management meetings, which included representatives at all levels of the station. Some of the staff members felt that it was a waste of time to attend these meeting because it would not change anything. This attitude seems justifiable because the management often fails to implement decisions reached in these meetings. For an example, in the first meeting there was a request for re-organisation of shifts at the CSC because certain shift were relatively weak with poor equipped personnel.
The station has the highest rate of members with charges of drunkenness against them within the Area (West Metropole). The issue of alcoholism among personnel has been on the agenda at the station since July 1999 and no solution has yet been found.

The other issue that is a cause for concern is the distribution of human resources and such distribution is reflected in chart 3.5 above. According to the chart about 48% of the workforce are allocated to reactive policing, 21% are carrying out support services and only 22% are engaged in crime prevention. The fact that more personnel are allocated to reactive policing than to crime prevention is contrary to the clear shift in organisational focus as reflected in the NCPS and WPSS.

4.3.4 POLICE ATTITUDES

An attitude is a mental state of readiness, moulded and transformed by knowledge and experience in the contact situation, which has a directive and dynamic effect on the individual’s response to the object and situations among which he finds himself (Botha, Coetze and Van Vuuren 1986:170). In this study it was evident that Nyanga SAPS personnel had stereotypes that they held against the public.

The researcher organised a workshop for functional personnel (Reactive and Pro-active) of Nyanga SAPS in September 1999. The workshop was facilitated with the assistance of the members of the Department of Social Service, UMAC and NICRO. In that workshop the following stereotypes were revealed amongst members of Nyanga SAPS:

- Indifference: that is, the public do not give the police the necessary support and help;
- Ingratitude: the public had little appreciation for the services rendered to them;
- Miracles: that the public do not understand that the police are human being, they always expect miracles from the police;
- Prejudice: the public is believed to be prejudiced, and suspicious of everything done by the police;
- The public is unwilling to give information to the police that will lead to eradication of criminal activities;
- The community wants to usurp the police function; and
- CPF is the complaints body.
4.4 CHALLENGES

4.4.1 LEADERSHIP

The major challenge to the station is the absence of Leadership. The Station Commissioner Director Mpembe was second to Operation Good Hope in January 1999. In the period of about eleven months since then, three different people had been used to run the station in an acting capacity. This has caused enormous problems in terms of strategic direction, continuity and stability for a number of related reasons. These include:

- The acting station commissioners have indicated that they are afraid of making decisions which might be unpopular with the substantive Station Commissioner during his absence;
- The fear of losing their support base by making decisions which might upset certain people at the station and eventually losing any chances of securing the post if it eventually becomes vacant.
- Lack of clarity about when the Station Commissioner could be expected back, which creates uncertainty on the part of the acting Station Commissioners.

The station does not have a document that set out the strategic direction in terms of vision, mission and objectives. As the result, the acting station commissioners have lacked appropriate guidance and direction. Therefore, the background of each acting commissioner has often determined changes. If he was from a detective background, most changes would favour the detectives. This often caused tension among the components and as soon as that commander was replaced, the replacement would see that things favour his own component. To make matters worse the head of Crime Prevention has also been seconded to Operation Good Hope since January 1999 and the Head of Detectives was seconded to do covert investigation. These two are the most senior officers at the station other than the Station Commissioner. This was done despite the fact that there are a number of vacant senior posts which have not been filled since 1998.

This leaves the crime prevention component being run by two Captains. As the acting commanders could not bring themselves to appoint one of the two Captains to run the component both Captains are said to be in charge of the component. This is ironic considering that the whole notion of Community Policing is based on the focus on crime prevention and the component that is suppose to spearhead the strategy does not have effective leadership at the highest levels.
Today the station has a workforce of 167 and according to the Management Services at the Area level, the station has an 8% shortage of human resources. Out of the 167 staff members, 5% are seconded elsewhere and another 4% are on suspension. Only 115 members are therefore available for functional policing. Assuming that the population of the area has increased to about 200,000 people since 1996, this translates to a police per population ratio of 1:1739.

4.4.3 GENDER AND RACE DISTRIBUTION

The make up of the station management is still predominately that of white males (see table 3.4 above). The station had only 22 white employees. All of them are males and 14 of them are at the rank of commissioned officers. Out of the station management of nine officers, only one is African and there are no coloureds. Of the 16 officers at the station, only two are black. They are both junior officers, and there are no coloureds or women of any race at this level. The station does not have any clear policy to address this situation.

This is not only a problem in terms of the legislative requirements like the Employment Equity Act 1998. It also poses operational problems as well. According to the Chairperson of the Community Police Forum of Crossroads, the problem of white management is two-fold and can be summarised as follows:

- When members of the community want to give information to the police, they prefer to interact with senior officers but the language is often a barrier because all of them are white. The use of interpreter often defeats the object of secrecy and therefore people tend not to give information.

- Due to the past political realities of our country, most people still cannot trust whites and again they would rather keep the information to themselves, although this would be valuable to policing.

In addition, this prevalence of white senior officers deprives the station of the diversity in approach and decision making which a diverse management corps could provide.
4.4.5 POLITICAL PRESSURE

Prior to 1994, there was enormous political pressure on the police, based on the understanding that they were used by the apartheid government to maintain apartheid. After 1994 however, there has been a shift in emphasis. Now politicians at the national level are using the rising crime rate as a political strategy to win votes. In Parliament, politicians are constantly attacking the government on the question of ineffectiveness of the police. Due to this sustained attack, the organisation has developed a defensive mode, which sometimes results in the displacement of goals. Testimony to this can be found in former the Minister of Safety and Security’s address to the National Assembly on the 7th November 1997. The Minister used statistics on arrests to illustrate the success of the SAPS.

This was is direct contrast to the accepted yardstick on all the policies of the organisation, which propose community satisfaction as the tool to measure success. According to Friedmann (1992:16), the yardstick should be the reduction of fear of crime within the community. This pressure on the Minister is often transferred to the bureaucratic level and as the result there is often search for quick fix. Quick fixes often lead to confusion, especially to employees at the grassroots. To this end, crime prevention in Nyanga refuses to take part in social crime prevention initiatives. Their emphasis is on patrols and on areas known as “flash points” which are identified based on the number of serious crimes reported in such areas. They are still doing their evaluation based on the number of arrests executed and even recovery of an abandoned stolen vehicle is regarded as an achievement. These statistics are often sent to Parliament so that the Minister can use them to defend his department.

At the local level, the tactics are somewhat different and there is war unlike the war of words that is happening at the Parliament. At this level, politicians perpetuate violence in order to eliminate opposition and secure votes. This is more prevalent in Crossroads, Nyanga and Phillippi. Because these communities have low education, a culture of violence and political intolerance, which are legacies of apartheid, they are particularly vulnerable to these tactics. These communities have seen violence that led to the loss of lives before the general elections between the third quarter of 1998 and the second quarter of 1999. Local politicians of both the ANC (African National Congress) and UDM (United Democratic Movement) were killed in Nyanga and KTC.
This might be a good public relation exercise in terms of reassuring the public of the government’s commitment to public safety. It could have been a deterrent to criminals and potential criminals but it could also sent wrong message to personnel at the grassroots level. Junior members might think that the Minister has authorised the use of violence by personnel.

Since the new Minister came into office there has been more talk about strengthening investigation. This resulted in the establishment of Detective Academy and allocation of more funds towards the training of detectives. All this suggests that there has been a shift in emphasis from Crime Prevention to Crime Investigation. According to Director Sheriff, this is due to inadequate training within our detectives but there is also a serious lack of capacity within the crime prevention component. In fact SAPS has never have formal crime prevention training for its personnel. Although, there are institutions such as Rhodes University that specialised in Crime Prevention training, SAPS is not taking these opportunities and sent its personnel but choose to invest in investigation. The reason for this is that, gains on crime prevention would take time to be visible and therefore investigation is the better option to create an illusion of taking charge.

4.5 SUMMARY

In this chapter the extent of the reform process in Nyanga SAPS has been examined. The achievements at the station have been limited largely to projects that gave effect to the NCPS. Commissioner Daniels started all these projects and after his departure, no further projects were started, but instead existing initiatives lost momentum. This can be attributed to a number of limitations, which are caused by poor management of the station. Issues such as management structure, the myth of the management team, human resource management and community police forum are grouped together as limitations because they are part of management function. Therefore, the management can and should manage these issues. Issues such as leadership, the quality of human resources and gender and race distribution are no directly within the control of the station. The Provincial office determines these issues. For an example, the three most senior officers were seconded to other units by the Provincial office and the station did not have any say on the issue.
Chapter 5
RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This chapter presents recommendations to redress the shortcomings identified in chapter 4. The conclusion of the writer's research is presented at the end of the chapter. The recommendations are divided into three parts and an inside-out approach to organisational change will be used. In other words, this paper will first redress the internal (SAPS) shortcomings before moving to the external environment. The focus will be on relationship issues, in other words the focus will be on relationship among the SAPS employees, among the communities and between the police and the community. Obviously, this seeks to put the notion of community policing into practice.

5.2 RE-ORIENTATING POLICE PERSONNEL

This section presents strategies to enhance better relationships among police personnel at the station. The strategies proposed here should help to improve work ethics, morale and productivity, and to reduce absenteeism.

5.2.1 NEW ORGANISATIONAL CULTURE

In order to create a more conducive environment for development and the participation of everyone in policing, the station should adopt a new organisational culture. Rueul Khoza argues that "if we accept that culture is the enormous and dynamic structure of behaviour, ideas, attitudes, values, habits, beliefs, customs, language, rituals, ceremonies and practices peculiar to people, which gives them general designs for living and patterns for interpreting reality, then we cannot hope for an effective management approach for such people without profound understanding of their culture" (Christie et al. 1993:121).
A strong pursuit of the mission would assist the station in setting out priorities and budgeting for that mission. It will also assist personnel in the paradigm shift from a law enforcement approach to community based policing. Employees will be empowered to pursue their missions through the most efficient methods available. Even in the absence of the leader, there should be no confusion because everyone knows exactly what is at stake. This makes institution more efficient, more flexible, innovative and responsive than rule driven institutions (Fox & Maas 1997:103).

5.2.3 HUMAN RESOURCE DEVELOPMENT

A new organisational culture and good mission statement will not automatically improve the service of the organisation. A paradigm shift is needed, based on the understanding that it is the application of knowledge and skills, which provides competitive edge, not financial or material resources (Meyer 1996:10). Therefore, the pursuit of the new culture and mission will be achieved through improved forms of training and development. Personnel need training to understand the new organisational culture and its importance. They also need new or reorientation of skills to reach the new mission. To succeed in a highly competitive global market, organisations need to be able to acquire and assimilate new knowledge and skills rapidly (Tichy & Cohen 1998:27). The police cannot exempt themselves from competition because policing is essential for a stable environment for economic growth and the attraction of foreign investment. Personnel should be trained in skills such as client services, negotiations, problem solving, Ubuntu, and diversity awareness. In-house workshops should also be held to inform personnel about new policies that are of importance to policing such as Batho Pele and the NCPS.

There is a need to change the delivery strategy from the traditional approach of sending one or two people per course. Instead, people should be trained in teams, for an example, it is important to send the whole shift (CSC) to a Client Care Programme. The same principle should be applied in management programmes; it would be better to sent the whole station management team rather than individuals. The advantage is that the learning process does not end in the training room but will be taken back to the workplace by the teams. Because these members work together, they will be able to help each other in the application of the newly acquired skills and knowledge. This will eliminate unnecessary disagreement, jealous and inferiority complexes amongst the team members.
Components like Human Resources in Nyanga should start to provide the service with sensitivity and dignity. In this regard, the WPTPSD rightly states that it is not only the public who are 'customers' (1997:13). But government departments have many internal customers such as components and staff within their own organisations, as well as other departments and institutions for whom they provide a service. According to this paper, the notion of putting customers first applies equally to these internal customers as is in external customers (WPTPSD 1997:13). The concept of customer first is even more important with regard to basic services such as the registration of dependants on medical aid, processing of allowances, promotions and overtime payments which often have an important impact on employee motivation.

It is also imperative that components should start a proper performance evaluation so that employees can be regularly evaluated and end rushed evaluations when promotions are looming. In fact, the WPTPSD require that the performance of staff who deal with customers must be regularly monitored (1997:19). Based on the term customer as defined in Batho Pele, customer would encompass all employees of the public service. One of the positive things about performance evaluation is the recognition of achievement that goes with it and possibility of future rewards. To ensure fairness in the evaluation process team members could be allowed to have input via questionnaires or interviews, especially where an employee has failed to make the grade. This would not only ensure fairness but could also help to suggest possible remedial actions.

Career management is one of the innovations that could be used to keep employees focused. Under this system, every employee should have a career map that describes where he/she is in relation to the position he/she has and the position he/she may hold in future. The map will include an assessment of the present skills, specific skills to the position and those that will required in the next position. This should also describe primary job assignment, stretch assignment, formal development and coaching opportunities through which skills can be acquired and demonstrated. This would give workers a sense of purpose and will motivate them to reach far beyond their ordinary reach.
5.2.6 DIVISION OF LABOUR

As already indicated above the workforce of the station is not distributed for effective implementation of Community Policing because more resources are allocated towards reactive policing. Therefore, the present division of labour in Nyanga needs to be reorganised in line with the organisational objectives. The proposed structure groups together units with similar goals under one component. Components such as crime prevention, crime intelligence and communication are pro-active in nature and it would make sense if they are grouped together under the Pro-active Head as indicated in the chart above. Those units who mostly react after the commission of crimes are grouped under the Re-active Head and in the chart are shaded in dark grey.

Units with supportive function are grouped under the Head: Support Services. The Assistant Station Commissioner will have both response and administration functions because these are critical to a Satellite Police Station. These Component Heads together with the Station Commissioner will constitute the management team of the station. A proposed and improved management structure is present below in chart 5.1:

Chart 5.1, New Station Management Structure

Proposed Structure of The station Management
Nyanga SAPS
That is again irrespective of the proposed change in municipal boundaries and wards. This is because the new municipal boundaries cut across different policing areas and long established boundaries. Because of this, certain communities do not accept the proposed new demarcation. For an example, one section of Nyanga has been allocated to ward 39, which would include New Crossroads and a part of Guguletu.

5.3.1 REPRESENTATION IN COMMUNITY POLICE FORUM

For effective implementation of Community Policing, it is imperative that the police should not try and change accepted practices in the community. In other words, the police should use existing structures to facilitate community participation. In this regard, structures such as Street Committees could be used. Every street within the policing area of Nyanga has such committee. These Committees were formed during the apartheid years, partly to facilitate resistance and on the other hand as form of social control. To achieve representation as required by the legislation, each street committee could elect a person to represent them in the Community Police Forum. The Wards that were formed during the Municipal elections in 1995 can be used for formation of the CPF. That would mean that all representatives from street committees would meet at the ward level, form a CPF and elect their Chairperson. Every ward will therefore have its own CPF that will be known to everyone in the ward.

Because of the size of the precinct and for maintaining the identity of each area, it is important that each area should have its Executive Committee. In Nyanga, there would be four Executive committees to serve respectively the four neighbourhoods in which the police precinct is divided namely, Crossroads, Phillippi, Nyanga and Samora Machel. To form the Local Executive Committee, every Ward Executive could elect at least three people to represent the ward in the Local Executive. At this level, it is imperative that this structure should attract and co-opt other role-players within the community to the Community Police Forum. These role-players may include all Service Providers in a locality such as Municipality, Schools, Churches, Businesses, Political Parties and Sport Associations. Each of these institutions or organisations should co-opt one person to work with the CPF throughout its term. Representatives co-opted in this fashion should be allowed to participate only at this level until they are withdrawn by their organisations. Below is the proposed structure of the CPF.
5.4 POLICE COMMUNITY RELATIONS

If there is to be a more serious approach to policing in Nyanga, the police should realise that good community-police relations are a key prerequisite for effective policing. According to Geary, community police relations is a philosophy of administering and providing police services, which embodies all activities within a given jurisdiction aimed at involving members of the community and the police in determining what police services will be provided, how they will be provided; and how the police and members of the community will resolve common problems (Botha et al 1986:165).

Communities especially in Black Townships carry out their own “policing and justice” initiatives such as Community Courts and Community Night Patrols. As already discussed above Nyanga is not an exception in this regard. However, these initiatives were never popular with the authorities during the apartheid years because they were calculated to undermine the justice system of the government. As long as the police refuse to accept and promoted these accepted practices, they will always be seen in the same vein as apartheid regime, which was regarded as the enemy of the people. This is not conducive for trust and co-operation which so imperative for police community partnership. The stand off between the police and the communities of Crossroads in April this year when the police refused to support community initiated patrols in Crossroads is indicative of this.

At the same time, it should be acknowledged that brutal beatings are often the order of the day during these patrols. There are also concerns about vigilantism and the quality of justice dispensed by the Community or Kangaroo Courts. The most important issue here is the understanding of the community value system and the recognition of that value system.

5.4.1 UNDERSTANDING THE VALUE SYSTEM

A value system refers to accepted norms and values within a specific community. For effective implementation of community policing, it is imperative for the police to understand these accepted norms and values because they are supposed to inform the foundations of effective policing. Koopman remarks rightly that “no Black Advancement, Affirmative Action, Equal Opportunity, Total Quality or any other Americanised western buzzword will work until the idea of power over people is removed” (Christie 1993:54).
5.5 STRATEGY FOR IMPROVED SERVICE DELIVERY

The point of departure towards the effective implementation of these recommendations is for the station to have a leader with vision, imagination and creativity. Vision in terms of understanding the transformation process (Government and departmental policies), imaginations in terms of ability to apply the policies in practice and creativity in terms of customising the policies towards existing conditions in Nyanga. The first major task will be to change the management structure of the station to the structure recommended in Chart 5.1 above. In line with government and departmental policies discussed in Chapter Two, the focus should be on crime prevention and community participation. To this end, the station should base its budget on outcomes rather than inputs. Funding outcomes will help the station to measure performance and the community to monitor whether targets have been reached.

5.5.1 EMPOWERING COMMUNITIES

According to Osborne & Gaebler, the ownership of government services should be relocated from the bureaucracy to the community (Fox & Maas 1997:102). Generally communities are more committed to their own members, have a better grasp of their problems, are more flexible than bureaucracies and are able to deliver community services more efficiently because they have less bureaucratic overheads and utilise their own capacities to the full (Fox & Maas 1997:103).

This does not mean that communities will take over policing. It means that they should have active participation in terms of advising on priorities and monitoring. This also includes allowing communities to do those things that they can do on their own as explained in section 5.4.2 above. Chosen people within the community (for example from Street Committees) could then be trained in skills such as conflict resolution and the street law to ascertain that there will be fairness and consistency. By empowering the communities to help themselves, their problems will be solved satisfactorily and the police will stop fighting a losing battle. If communities are educated and actively involve in policing, they will accept safety and security as a collective responsibility.
This will reduce perceptions that the police are refusing or unwilling to apprehend criminals. It should also help to enhance the much-needed co-operation between the police and the community. In this regard, the community will be able to assist by either bringing these suspects to the meetings or providing the police with the necessary information.

Response personnel will be able to inform the public about general problems encounter when responding to public calls. Debates could include issues that affect reaction times such as unnumbered houses and unmarked streets. Crime prevention will look at the establishment of initiative such as neighbourhood watches and the establishment of support groups for vulnerable people. They can also educate community members on due the process of the criminal justice system. Staff members could also answer questions and listen to concerns with the purpose of taking them back to their superiors for consideration. Initially, meetings at this level should meet weekly but the intervals could be lengthened if necessary.

At the local level of the CPF’s, the Crime Prevention Unit should be the major role player and that will allow the component to look at the broader picture. Each shift within the crime prevention unit should have a project manager and he or she should be the main role-player for the station at the Local Executive meetings. Communication official should also attend meetings at this level. These members will co-operate with the Local Executive to analyse problems, propose preventive strategies and initiate projects that will alleviate the identified problems. These members will report to both the immediate superiors and the station management. Meetings could be held every week at this level for briefing.

As mentioned previously, the Greater Nyanga Executive will be highest level of the Community Police Forum. The Station Management should form part of these executive meetings and the structure should meet on a monthly basis. Such meetings should look at the strategic issues based on the information gathered from different level from both community and police structures. Issues covered will include, making critical decisions about accepted crime levels, accepted norms and values, performance standards and evaluation criteria. Role-players in these meetings would monitor activities and measure performances according to agreed standards. The police will have to account for results that are not up to expectations as prescribed by the Police Act.
5.6 SUMMARY

This chapter puts forward proposals that seek to address shortcomings identified in chapter 4 above. The point of departure in this chapter is that change should begin from within the organisation and radiate outside. The argument is that the organisation cannot effectively drive transformation with ill-equipped personnel. To this end, internal shortcomings were first addressed. Then the paper moved towards the organisation of community police forums.

Based on the new organisation, the paper proposes a new service delivery strategy which enjoys full participation of all communities of interests. The recognition and institutionalisation of the African value system is also proposed as the solution to policing problems in black townships. The author believes that this could be a key to a number of policing problems and a more effective understanding and implementation of the concept of community policing.

5.7 CONCLUSION

As South Africa enters the global village, we sometimes tend to believe that our success depends on accepting what has been successful in the developed world. The same goes with policing and community policing. We seem to believe that by following the practices of England or Japan, we will be doing community policing. If we follow this line of thinking, we will always be one step behind the rest of the world. The important point we are missing is that, although all these countries have accepted community policing, they have based it on the beliefs and practices of their people. Therefore, there is a need to simplify the definition of community policing for better understanding of the practitioners and the community as the whole. It should be defined, as policing according to community needs, beliefs, norms and values.
REFERENCE


**ACTS OF PARLIAMENT**


ANNEXURE 1

PEOPLE AND GROUPS INTERVIEWED

INDIVIDUALS (SAPS)

- Area Commissioner Boland, Assistant Commissioner G Daniels (former station commissioner: Nyanga SAPS)
- Provincial Head: Human Resources Management Western Cape, Director C Sheriff
- Provincial Head: Crime Prevention Western Cape, Director Kweyama
- Captain E Buekes, Provincial Co-ordinator: Service Delivery Improvement Programme
- Chief Social Worker N Mbuku, Sector Co-ordinator: Social Services (SAPS)

GROUPS (SAPS)

- 21 Detectives working at Nyanga SAPS
- 18 employees from the Crime Prevention Unit Nyanga SAPS
- 15 members from the Community Service Centre Nyanga SAPS.

OTHER ROLEPLAYERS

- Chairperson Crossroads CPF, Mr Jodwana
- Chairperson Nyanga CPF, Mr Sono
- Councillor Ward 13 Nyanga, Mr Stefane
- Councillor Ward 15 Crossroads, Mr De Pouch
- Councillor Ward 19 Phillippi, Mr Jacob
- Facilitator UMAC, Mr Sopangisa
- Project Co-ordinator: PROTOCOL, Ms Ngumbela
- Project Co-ordinator: NICRO Nyanga, Mrs Bulawa
- 12 members of CPF Executive of Phillippi
- 14 members of CPF Executive of Nyanga
- 7 members of CPF Executive of Crossroads