



**Police service delivery challenges experienced by the South African Police
Service Station Commanders in the Western Cape**

by

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Declaration

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Dedication

This dissertation is dedicated to my parents, Mr Johannes Mars, and Mrs Loretta Mars. They have been my inspiration.

Acknowledgements

My deep gratitude goes to my supervisor, Professor Robert Cameron, who expertly guided, mentored, and motivated me during my study.

I am so thankful to God for His unfailing love and strength through this season of my life.

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Abstract

South Africa is known for being a country with high crime rates. Many factors contribute to this notion. Cape Town is ranked 14th on the list of the most violent cities in the world. Furthermore, gang violence in the Western Cape is believed to be the highest in South Africa, with the South African Police Service (SAPS) considering 25 of the Western Cape's 151 police stations as gang related police stations. It is apparent that South Africa as a developing country falls short in addressing the social ills in our communities, such as continued high unemployment rates, gangsterism, and the formation of illegal partnerships due to money greed and boredom (lack of motivational support in the form of activities provided, especially among the youth).

The *objective of the study* was to describe and analyse the police service delivery challenges experienced by Western Cape Station Commanders in the context of the crime statistics retrieved from published SAPS data. This research explored police service delivery challenges through the lens of Station Commanders from the 151 police stations in the Western Cape. Thus, the research question was formulated as follows: "What are the service delivery challenges experienced by Station Commanders at police stations in the Western Cape?"

The target population comprised all Station Commanders in the Western Cape. For the data collection, a survey strategy was adopted. The data collection tool was a telephonic interview conducted in a systematic manner. The data of the profiling survey of all Station Commanders in the Western Cape Province conducted by the Department of Community Safety, were utilised to analyse the police service delivery challenges they face. The *Know Your Station Commander Tool* (KYSCT) is a survey tool developed with 'profiling questions' of the Station Commanders at every police station in the Western Cape.

In general, limitations prohibiting police service delivery do exist from time to time, but when the lack of service delivery is experienced over long periods, it points to deep-rooted issues that need intervention, not merely observation.

This study revealed that the top ten (10) service delivery challenges experienced by the Station Commanders in the Western Cape are: 1) Shortage of human resources; 2) Insufficient physical and aging resources; 3) Extended unproductive meetings; 4) SAPS

building and office infrastructure challenges; 5) Lack of involvement of all government departments; 6) Low morale of members; 7) Administrative-intense tasks to maintain a paper-trail; 8) Community police relations; 9) Population growth and development (police to population ratio unbalanced); and 10) Absenteeism.

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List of Acronyms

Acronym	Full word / Term
ABTS	Area-Based Teams
BPDLP	Basic Police Development Learning Programme
BOSS	Bureau of State Security
CIDs	City Improvement Districts
CPF	Community Policing Forum
CPTED	Crime Prevention through Environmental Design
CSPS	Civilian Secretariat for Police Services
DAP	Disability Action Plan
DCS	Department of Correctional Services
DSD	Department of Social Development
DTPW	Department of Transport and Public Works
EPWP	Expanded Public Works Programme
GBV	Gender-based Violence
IPID	Independent Police Investigative Directorate
KYSCT	Know Your Station Commander Tool
LEAP	Law Enforcement Advancement Plan
MEC	Member of the Executive Council
MS Teams	Microsoft Teams Application
MTESEF	Medium Term Expenditure Strategic Framework
NCPS	National Crime Prevention Strategy
NDP	National Development Plan
NHWs	Neighbourhood Watches
NPA	National Prosecuting Authority
PEP	Performance Enhancement Programme
SAP	South African Police
SAPS	South African Police Service
SOP	Standing Operating Procedure
VISPOL	Visible Policing
WCDoCS	The Western Cape Department of Community Safety
WCG	Western Cape Government
WCPO	Western Cape Police Ombudsman
WoSA	Whole-of-Society Approach

Chapter 1: Introduction

1.1 Background

The rife history of South Africa flows through the veins of all its citizens. Local and international historical literature speaks to it and about it. In other words, it is all around us. With reference to South Africa post-1994, South Africa has changed tremendously during the transition period; however, we are faced with deep-rooted problems, and one of the many problems is the high crime rate. We literally stare death in the face on a daily basis; when leaving our homes, we cannot be guaranteed a safe return.

Several policies, legislation, legislative frameworks, strategies and governmental mandates are meant to build protective walls around us, our families and our homes, but the question remains: “To what extent are these policies and legislative frameworks a reality in our lives?” It gives rise to questions around trust. Can we trust our government to protect its citizens? Is it not also our responsibility to partake in doing more than merely holding government accountable? Should we not also play our citizenry part?

The resources provided in the form of governmental structures (tangible and intangible) are in place, but we somehow need to determine whether the structures are functioning optimally, efficiently and effectively. This includes structures such as the Community Policing Forums (CPFs), the Neighbourhood Watches (NHWs), the Ratepayers’ Association, and the City Improvement Districts (CIDs). **The Constitution**¹ of the Republic of South Africa, 1996 (No. 108 of 1996) provides structure and a framework to govern society. It can be said that the Constitution acts as a regulatory framework to which society functions.

For this Master’s dissertation, one of the many deep-rooted issues in South Africa, namely the high crime rate, was explored. It is important to find viable reasons behind the increase in crime in the Western Cape. Many people (young and old) are suffering and their personal and social capacity within their lived communities is in disarray. This dissertation is meant to highlight contributing factors to the crime situation; it assists in analysing crime trends and provides possible reasons for the increase in crime through the lens of the Western Cape

¹ The Constitution around the world is known as a living document due to the fact that it can be amended. The Constitution is organised into three (3) parts. Furthermore, the Constitution consists of the most important rules of the political system. Within the country, the Constitution protects the rights of the people and clarifies their responsibility. In the South African Constitution, institutions and their powers are identified; the way they can utilise their powers are also discussed.

Police Station Commanders. Moreover, this dissertation is also meant to act as an agent to assist in incrementally influencing positive change in our ‘pre-set’ systems within society, particularly the SAPS, and more specifically, the service delivery challenges brought forward by the South African Police Service Management leadership² (SAPS, n.d.). It is also important to establish solutions in prohibiting crime³, thereby contributing towards supporting the decline in crime in South Africa.

The objective of the research was to describe and analyse the police service delivery challenges experienced by the Western Cape’s Station Commanders in the context of the crime data statistics retrieved from the South African Police Service crime database.

This dissertation sought to explore the police service delivery challenges through the lens of Station Commanders from all police stations in the Western Cape. The research question posed was: “What are the service delivery challenges experienced by Station Commanders at police stations in the Western Cape?” The data of a profiling survey of all Station Commanders in the Western Cape Province conducted by the Department of Community Safety, were utilised to analyse the police service delivery challenges they face.

The South African Police stations in the Western Cape were analysed specifically through the lens of an assessment tool highlighting the service delivery challenges experienced by the Station Commanders.

Recent observations on service delivery issues were made after several national audits were initiated by the Western Cape Department of Community Safety (WCDoCS) at the South African Police Service stations on behalf of the Civilian Secretariat for Police Services (CSPS). In addition to these observations, national South African statistics on how safe an area is in the Western Cape add to the body of knowledge that contributes to understanding the crime situation in the Western Cape.

² The South African Police Service Station Commander: The core functions of a Station Commander is to (a) develop community based policing; (b) effectively and efficiently prevent, investigate, combat and manage crime within the service area of the station; (c) manage all police resources at station level, including human resources, logistical and financial resources and administrative services; (d) ensure proper service delivery by the station’s personnel; (e) serve on management boards of the area to develop strategies for all the above; (f) managing police priorities and objectives at station level and; (g) be responsible and accountable for the implementation of the Service Delivery Improvement Programme.

³ Crime: referring to reported or non-reported crimes

One of the observant concerns was that service delivery issues have a definite effect on the crime situation (i.e. ‘the shortage of human resources’). The Department of Community Safety has developed an assessment tool (the ‘Know Your Station Commander’ Tool) that provides information on the police station and the Station Commander or Acting Station Commander. The Department has also collated and written Police Cluster Reports that assist in understanding the police station within the various clusters.

Based on the KYSC assessment tool, the service delivery challenges identified by the Western Cape Police Station Commanders were extracted, analysed and interpreted in the context of the current crime situation. The target population comprised all Station Commanders in the Western Cape. For the data collection, a survey strategy was adopted. The data collection tool was a telephonic interview conducted in a systematic manner. The *Know Your Station Commander Tool* (KYSCT) is a survey tool developed with ‘profiling questions’ about Station Commanders at all the police stations in the Western Cape.

The KYSC Tool monitors the qualification levels of the Station Commanders at the police stations in the Western Cape. It provides the Department with information, which includes: the years and experience of the Station Commander; awards/achievements’ any highlights they may have experienced; the most rewarding aspect about the position of Station Commander; the most challenging aspect about the position of Station Commander; and any general challenges and comments (**Annexure 1**). In addition, it is important to note that this is the only available data that could be accessed in the Western Cape Province. Access to other police station data was denied by the Western Cape Department of Community Safety due to the sensitivity thereof. The National Secretariat for Safety and Security was approached, but they indicated that the proposal assessment process for possibly granting access to police data could take up to two years before an outcome is determined. Furthermore, it needs to be noted that although literature exists on service delivery in general, there is little or no extant literature on the subject matter.

Prior to 2020/2021, the SAPS released their crime statistics annually and by the time it was released, the data were already 18 months old. This late release of the crime data posed a challenge for policy and decision-makers to respond adequately to crime statistics. The KYSC Tool data were adequate and workable for this research and provided great insights into the South African Policing world (particularly the Western Cape) from a Station Commander’s perspective.

The data obtained from the *Know Your Station Commander Tool*, specifically the service delivery issues highlighted during the study, were analysed. It is important to note that service delivery issues are the overarching theme encompassing a large number of specific issues, including language barriers that hamper the SAPS service delivery and ultimately impact negatively on the crime situation.

1.2 Outline of thesis chapters

This dissertation consists of six chapters as outlined below:

In **Chapter 1**, an introduction to the research topic and an overview of the chapters are provided.

In **Chapter 2**, the historical background and context of the South African Police (SAP) pre-1994 are discussed, with specific reference to the impactful transition the SAP made from being a 'Force' to a 'Service'. This chapter also looks at the SAPS post-1994, with specific emphasis on the role of the Station Commanders regarding service delivery challenges and the community. This transition reveals service delivery issues that were not prevalent or at least documented pre-1994 when the SAPS was a force.

In **Chapter 3**, a brief literature review is done by reviewing the general literature, and the policies, legislation and legislative frameworks, acts, strategies and documents relevant to the SAPS as well as the service delivery issues in the Western Cape are explored. Ultimately, this chapter looks at the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996); the 2016 White Paper on Safety and Security; the 2016 White Paper on Policing, the SAPS Code of Conduct; The South African Police Service Act, 1995 (Act No. 68 of 1995); the Western Cape Department of Community Safety (WCDoCS) with specific reference to their mandate, functions, roles and responsibilities; and the Western Cape Ombudsman with specific reference to their annual reports.

In **Chapter 4**, the methodology followed during the research is discussed in detail. Firstly, the methodology is detailed by looking at the method selected, why this method was adopted for this research, and the limitations of this method. Secondly, the method and focus area are explained in the context of the *Know Your Station Commander Tool*.

In **Chapter 5**, a crime overview of the Western Cape is provided. The *Know Your Station Commander Tool* is analysed by specifically highlighting the service delivery challenges in relation to the crime situation in the Western Cape.

In **Chapter 6**, the concluding chapter, the findings are stated, with the main findings extensively highlighted. Furthermore, the dissertation is summarised, providing answers to the research questions. Finally, recommendations for future research are provided.

1.3 Summary

In summary, this chapter outlined the purpose, aim and objectives of the dissertation. The objective of the research study was indicated as describing and analysing the police service delivery challenges that Western Cape Station Commanders experience in the context of the crime statistics retrieved from the South African Police Service database. Furthermore, the outline of the dissertation was briefly discussed.

Chapter 2: Historical Background

2.1 Introduction

In Chapter 2, the historical background and the context of the South African Police (SAP) Pre-1994 are discussed, with specific reference to the impactful transition the SAP made from being a 'Force' to a 'Service'. This chapter also looks at the SAPS post-1994, with specific emphasis on *the role of the Station Commanders regarding service delivery challenges and the community*. The transition from a force to a service revealed service delivery issues that were not necessarily prevalent or documented pre-1994 when the SAP was a force.

2.2 Historical background and context: The South African Police (SAP) Pre-1994

South Africa has a long storytelling history pertaining to the SAP. It has gone through many observant changes pre- and post-1994. The SAP was established on 1 April 1913. It was deployed regularly to assist the military with defeating any government opposition. During the Apartheid era, this role became quite protuberant; South Africa was labelled a 'police state' (Pruitt, 2010:117).

It became apparent that the police was one of the major problematic institutions that upheld and maintained the Apartheid system. According to Van der Westhuizen (2001:4), "Police work was defined primarily as the policing of race relations and policing became a political activity". According to Steinberg, the SAP was seen as "controlling the movement of people and squashing political opposition" (Steinberg, 2001:7). This suggested a problematic viewpoint of the police institutional body, which needed to be changed during the transitional period.

The SAP and who they are and represent as an institutional body required tremendous change in all aspects. However, during the transitional period, not all were in support of this ideology. There were notable forces working on the outskirts that attempted to hinder/prolong the scope and speed of change to somehow preserve as much of the old as possible instead of promoting positive change and providing guidance in the reform process (Weitzer, 1993:1).

Given the transitional period, the social and political order in South Africa changed, and as such, the official mission of the SAP changed. Where the police played a military role, they clamped down on protests and engaged in the civil war within South Africa; they were also positioned to support the white regime in liberation struggles in the bordering countries (Rauch, 2004:9; Faull, 2017:186). Basically, the SAP changed from being the defence of a social order that was grounded on white sovereignty, to neutral law enforcement in a political system that made something accessible to everyone; in other words, a democracy system (Rauch, 2004:9). President de Klerk made a speech in January 1990 to the senior 500 officers, stating the following: “You will not be required to prevent people from gathering to gain support for their view. We will not use you any longer as instruments to attain political goals” (Weitzer, 1993:1). This was the beginning of a shift in the system when reflecting on what was and was not allowed prior to that speech.

Moreover, the SAP pre-1994 had a different vision, mandate and focus, which needed to change quite significantly as the rule of law changed. The required changes were attainable through the reformation of the Police (Rauch, 2004:127-130). In the early 1990s, several new reforms, i.e. the changing of the ethos of the force, in training, in mechanisms of accountability and improvement initiatives for the police community relations, were actioned (Weitzer, 1993:1). The South African Police ‘Force’ pre-1994 became the South African Police Service post-1994, after the SAP amalgamated with the ten homeland police forces (Bruce, 2013:17). They joint forces creating the ‘new’ South African Police Service (SAPS). It was understood that the amalgamated South African Police Service was required to be validated in the view of the majority of citizens; the SAPS was to ‘make a 180-degree direction change from the past’. The order of the day was law enforcement and community policing (Rauch, 2004:119).

The past legacies pre-1994, which supported the Apartheid style oppressive policing, epitomised black people’s absence of trust in the SAP. The old ways of policing needed to change drastically. In other words, the mindsets of those policing needed to change, with a strong emphasis on Community Policing in the new democracy. Various policing approaches and models were implemented, including victim empowerment; restorative justice; community support establishments as delegated by the Constitution of the Republic of South Africa; and sector and visible policing segments based on a policing approach and driven by Intelligence (Minnaar, 2010:189-210).

Those who drafted the Constitution of the Republic of South Africa, 1996 were aware of the urgency to change the SAP. The drafting of the Constitution to change the South African Police was done in three parts (Minnaar, 2010:189-210):

- i) Changing the way the South African public is policed.
- ii) More effective policing in terms of service delivery and allocating resources to previously under-policed communities.
- iii) Following a democratic- and human rights-oriented form of policing. In the attempt to fulfil the new vision for policing in South Africa, the policymakers decided to make Community Policing the central point of the transformed South African policing approach.

The above three parts in the Constitution of the Republic of South Africa to change the South African Police were written in a way that does not necessarily prove to be adding to a positive changing South Africa in relation to policing. It was said that South Africa pre-1994 did not demonstrate any actual practice of official Community Policing during the period of political suppression; rather, a variety of community self-regulation actions was practiced. In the black settlements, there was an anti-crime committee in every street, called the Street Committee and the People's Courts, which were examples of indirect self-administered 'Popular Justice'. This self-policing was part of the concern among the black communities that were involved in the execution of the new envisioned Community Policing in South Africa (Minnaar, 2010:189-210).

Basically, what the policymakers attempted to formulate, frequently did not coincide with what the black community townships envisioned in terms of how their communities should be policed. They were hoping for a different approach in policing within their communities – policing in a form that was more suitable to their customs and needs. In this, the idea of customising policing was brought to the table. What accounts for the one may not account for the other, meaning every situation is different and a policing solution that may work in one community may not necessarily work in another. Every case is unique, and following different approaches should be accommodated in achieving policing solutions across the country.

In the attempt to initiate positive change, the SAPS post-1994 gave rise to some negative change too. The new SAPS was said to have an under-developed, historically under-privileged, criminal detection ability due to the legacy of how policing was practiced during Apartheid. The SAP pre-1994 comprised the homeland divisions, which accounted for the Coloured, Indian, Black and White racial groupings. Policing in this regard was no longer centralised and the police forces from the former homelands showed distinction in executing their police functions. During the Apartheid era, a portion of the SAP known locally was the 'kitskonstabels'⁴. The kitskonstabels were given full powers; however, they were granted full police membership. An example of this was the idea of the uniform they wore and the powers they were afforded. They were not allowed to issue any orders to a white officer or partake in any case that a white suspect was involved in.

Kitskonstabels received fast training and therefore lacked heavily in policing skills, especially in overseeing functions. This led to abuse by the kitskonstabels. They were not literate and therefore the training they had undergone was done verbally (Pruitt, 2010:118). The kitskonstabels could be recognised by the manner in which they behaved; they were seen as drunkards, corrupt and abusive (more abusive than the white officers) (Leggett, 2005:581-604). Also, it should be noted that only the white people received real police services and protection; this without a doubt caused black South Africans to feel less of, and not completely a citizen of South Africa (Brogden, 1996:223-250). These were noteworthy all adding and bringing to light the inadequacies of simply trying to resolve the past ills by merely changing the SAP in name and amalgamating all these various old 'Apartheid' structures, whether stable or unstable, to form a new SAPS without any attempt to adequately train and rectify the past fallacies. These tied into the under-development of systems in the new SAPS.

Many systems in the new SAPS were under-developed, i.e. the collection, collation and presentation of evidence to secure the prosecution of criminals. This was reflected in the levels of training and experience of the detective component of the new SAPS. The issues surrounding criminal detection were reflected in the crime intelligence. These were all contributing factors to the insights regarding the SAPS' lawfulness and ultimately led to high levels of scepticism. Consequently, this resulted in regular inhabitants of the township becoming unwilling to report crime to the police. As such, vigilante movements emerged out

⁴ Kitskonstabels: Black officers trained in six weeks and then allowed to police the townships.

of desperation against attacks of criminals. Act of vigilantism occurred via the courts established by the people themselves or through forceful ‘mob justice’ (Minnaar, 2010:189-210).

2.2.1 Access to and delivery of police services

During the Apartheid period, the services offered by the police were exceptionally skewed and not sustainable. It favoured the white over any other racial grouping. The police to population ratio was 248 in 1994, the final year of the Apartheid rule. South Africa had a population of 23.34 million, with 94,267 sworn police officers⁵ (SAPS, 2014b).

An issue raised was the impartial spreading of policing resources among the various communities. In order to assign staff and any other resources to the police stations and police regions, the focus was placed on introducing a more standardised system to support the upgrade of various facilities in the police stations in black areas in particular. The new government, however, faced issues relating not only to ensuring a more just distribution of police services between different areas, but also to many problems that were more complex (Pelser & Rauch, 2001:25).

The provision of police services within a democratic country ought to be based on the recognition of various crime issues and the security needs of the different sectors of the population. SAPS needed to develop their capacity to not only provide effective policing services in the cities, informal settlements and rural areas, but also taking care of the needs of the various constituencies within the different areas (Pelser & Rauch, 2001:35).

Central to the change process that has taken place in South Africa is the rising recognition of specific issues that women are faced with as victims of crime, mainly as a result of sexual and domestic violence by men – a challenging aspect of the police transformation post-1994 in relation to the capacity of the police dealing with cases of rape and domestic violence. However, change involves increasing the police’s capacities and abilities and, above all, addressing police officers’ attitudes towards these issues. Some members of the police (mostly male personnel) view these problems from a standpoint that in a way explains the perpetrators perspective, that is, mainly criticising female victims (Pelser & Rauch, 2001:35-36).

⁵ Sworn Police Officers: Those who have taken an oath to support the Constitution of the Republic of South Africa.

Although police transformation was to be initiated, the South African society seemed to continue depending on the exact same police as the primary vehicle of intervention in combating an exceptionally violent upsurge in criminality. Whilst these upsurges in criminality did not continue in the latter part of the 1990s, it simply meant that serious crime stabilised at high levels. This also implied that the SAPS and other components of the criminal justice system were experiencing major problems when performing basic roles (Pelser & Rauch, 2001:35).

During the 1994 period, focus was shifted from aspects of the transformation process to improving the capacity and effectiveness of the SAPS in delivering policing services. Internally, this included the introduction of the Service Delivery Improvement Programme (SDIP), aimed to advance the provision of police services at a police station level in regard to recognised targets, as well as measures in advancing human resources, budgeting, and resource management (Pelser & Rauch, 2001:13; Bruce, 2002:7).

2.2.2 Service delivery challenges and the community pre-1994

As research shows, the SAP service delivery pre-1994 was not the way it ought to have been. This included the purpose, vision and presence of the SAP. The South African Police Force had no real intentions of Community Policing or protecting its citizens as per the current prescripts, with reason. As stated earlier, the entire mandate of the SAP was focused on protecting the white government and its people by upholding the Apartheid system. There is insurmountable evidence that concludes the distrust citizens had in the police and the true lack of service delivery pertaining to the police within segregated communities of the non-white population. They were forced to self-protect and live within communities where crime and violence were rife (Samara, 2011:92).

For a lack of documented resources, conclusions can be drawn from the lack of SAP service delivery in non-white communities. There is no concrete evidence of the SAP's mandate of providing a police service to all citizens. Thus, the SAP did not act from an approach of community-based policing pre-1994. The need for this approach was not legislated as the SAP had a different mandate – they were present to implement the laws of the Apartheid regime and defend the white community from criminal activities (SAPS, 2010:67). There were no police organogram structure that guided and explained the police structure pre-1994

except the homeland police divisions, which utilised titles and defence force ranks. The top structure mainly comprised the white race.

2.2.3 Service delivery challenges and the community post-1994

Factually, the SAP was highly centralised with no regard for human rights and, as such, labelled autocratic. These facets safeguarded the SAP in operating effectively under Apartheid when it came to regulating the political rivals of the ruling state. The implication of this was that the SAP was ill-prepared for the control and prevention of crime in the new democracy. The SAP operating in the Apartheid era showed a lack of legality and functioned as an apparatus of control instead of a police service that would be devoted to ensuring the safety of all citizens. An example of this was the presence of the police in informal settlements; they were utilised to pre-empt and react to the shared challenges of Apartheid. In changing the SAP, it was forced to consider anything that worked and everything that did not work.

Furthermore, pre-1994, national security was done primarily through military and paramilitary means. The effects of this approach to security were evident in that high levels of violence and crime, economic decline, destabilisation and continuous insecurity throughout the sub-continent were experienced. This reveals the undeniable presence of police service delivery challenges post-1994 (SAPS, n.d.). There are many contributing factors to police service delivery issues. Time and time again, research highlights the police service delivery issues through various qualitative and quantitative data sources. One of the noteworthy observations is **the role of the Station Commanders regarding service delivery challenges and the community**. The transition reveals service delivery issues documented post-1994 when the South African Police Force morphed into the South African Police Service.

South Africa post-1994 has a structure that recognises the police. The police now operates by legislation, which is very different from pre-1994. The structure consists of various ranks (**Annexure 2**). In addition, during the Apartheid era, there were also a number of specialised units that dealt with various subject matters. During the 1930s, a special branch of the South African Police was created. History reveals the emergence of South African Intelligence Agencies. The Bureau of State Security (BOSS) was established in 1968. The purpose for the

establishment of this agency was to monitor national security; furthermore, this agency had to identify possible threats to the South African State (SAHO, 2017).

2.3 Summary

In summary, the historical background and context of the South African Police (SAP) pre-1994 were discussed in Chapter 2. Specific reference was made to the transition from the SAP to the SAPS. Service delivery and the role of the Station Commanders in this regard were discussed. There were a few intrinsic points to note about the historical background – it was evident that the SAP played a completely different role within the communities. It was seen as a force to protect and strengthen the walls of Apartheid. The police had no real roots within the community. It may be further deduced that the SAP was the ‘strongman’ acting as a forceful implementer of the Apartheid government’s rules and regulations.

Access to and the delivery of services offered during the Apartheid era was not sustainable and exceptionally skewed. Post-1994, the new government faced issues in improving services relating to ensuring the fair distribution of policing services between the various areas; however, the issues were more complex than just that. Overall, service delivery issues were not new to the post-1994 government. It can be noted that these challenges continue through various regime changes; however, the nature of service delivery challenges varies.

Chapter 3: Literature Review and SAPS Legislative and Policy Framework

3.1 Introduction

In Chapter 3, a brief literature review is conducted by reviewing the general literature. Further, the Legislative and Policy Framework within the context of the South African Police changing from a police force to a police service post-1994 and the governance structures implemented to manage the new democracy, are discussed. World-wide, young democracies are often plagued by corruption; hence, the need for civilian oversight over the policing functions was addressed by establishing the South African National and Provincial secretariats for Safety and Security in 1996. The functions of the Secretariat for Safety and Security in the Western Cape were expanded, and consequently the Secretariat became a unit within the Department of Community Safety.

Furthermore, this chapter looks at the *Constitution of the Republic of South Africa 1996 (Act No. 108 of 1996)*; the *South African Police Service Act, 1995 (Act No. 68 of 1995)*; the *SAPS Code of Conduct*, the *Western Cape Department of Community Safety (WCDoCS)*; the *Western Cape Ombudsman (WCOP)*, the *2016 White Paper on Safety and Security*, and the *2016 White Paper on Policing*, with specific reference to their mandates, functions, roles and responsibilities.

3.2 Brief Literature Review

3.2.1 Introduction

SAPS service delivery is highlighted in literature in general and mostly on a national basis. However, there is little or no extant literature on the service delivery challenges experienced by the SAPS Station Commanders in the Western Cape. Resultantly, the sources utilised cover topics related directly or indirectly to the research question under investigation.

3.2.2 SAPS key service delivery

Faull states that the SAP was established to serve the white population. The SAP executed very little crime prevention and investigation work in informal settlements. This opened the door for gangs and vigilante groups to rule in the townships (Faull, 2017:186).

The Western Cape was ranked first in the country for gang violence (Hendricks, 2020), where there is a constant battle to eradicate the gangs and drugs. The gang problem is said to be part of the living legacy of the apartheid system. The argument for this problem still remaining is attributed to the persistence of the many conditions in which it is nurtured (Samara, 2011:96-97).

During the years 2002, 2019 and 2020, the SANDF was called upon in response to the gang violence on the Cape Flats. Over time, this revealed an entrenched culture of gangsterism to be addressed in order to change the gang culture (Samara, 2011:90).

The South African Police 'Force' pre-1994 became the South African Police Service post-1994, after the SAP amalgamated with the ten homeland police forces (Bruce, 2013:17). Hornberger (2011:17) argues that there were no real power for police stations within the black townships or for homeland police forces. Whilst the white police officers vanished from being visible, the reporting, training, and decision-making about resources and policy decisions was kept by the central white management of the SAP. The removal of better-trained white police officers from townships caused a decline in policing in some instances. Immediate fast promotion was necessary, which caused a lack of experienced leadership (Cawthra, 1994:63, cited in Hornberger, 2011). These aforementioned factors, as well as the lack of resources in staff and equipment, implied that policing in black areas were set up for failure (Hornberger, 2011:17).

The SAPS embarked on a large recruitment drive and increased their personnel strength with 78,796 by March 2012. Despite the SAPS reaching their targets pertaining to racial and gender justice, they did not continually add to better policing in South Africa, neither have they guaranteed legitimacy (Bruce, 2013:23).

Initially in the year 2002, as well as in some reports thereafter, the recruitment drive was justified based on the notion that it would empower the SAPS to implement better 'sector policing' as well as "improve the visibility of and access to police officers, specifically in poor areas with high crime levels" (Bruce, 2013:2). The objective of this recruitment drive has failed dismally, as 20 years later the social justice coalition took the SAPS to court on the basis of discriminating against the poor and black communities with their resource allocation (The Equality Court of South Africa, 2018). However, Bruce stated that although there may be broader benefits, the increases in police numbers on their own do not necessarily lead to a

decrease in crime (Bruce, 2013:2). In addition, 50% of the murders committed in the Western Cape continue to occur within the poor and under-resourced areas where crime levels remain high.

Internal systems of management and control are questioned by Bruce when the supervisory structures operate in an unplanned manner (Bruce, 2007:17). Service delivery is neither good nor bad; rather, the challenge is one of unevenness. This becomes visible when the SAPS responds to emergency calls and investigates crime with many examples of committed high quality police work consistently being offset by incompetence or disinterest. Bruce confirms that access to police services has improved overall. However, this is not mirrored in a continual quality of services provided, highlighting the challenge of unevenness mentioned earlier (Bruce, 2007:17).

Considering that new personnel are coming into an organisation where systems of management and control are already inconsistent, the large number of new recruits is likely to place further strain on these systems. In the absence of attentive management and supervision, new recruits are unlikely to get the support they need. Therefore, despite its potential, the current wave of recruitment may lead to limited gains in the quality of policing. As a result, it may frustrate efforts to strengthen the contribution of police to fighting crime. Rapid recruitment, combined with the absence of reliable management systems, may be associated with a heightened risk of abuses and other problems, such as unnecessary use of force linked to a lack of experience. Similar problems are also likely to occur among police reservists, who are also being brought into the SAPS at a rapid rate (Bruce, 2007:19).

The large scale recruitment drive occurred against the backdrop of public distress about crime. Government appeared convinced that recruiting more police would be beneficial for the society. Moreover, the view was held that the 'new' SAPS would better reflect the language profile of South Africa resulting in SAPS members being able to communicate with people in their own languages. This is imperative for service delivery (Bruce, 2013:17). Regarding the large recruitment process, Cele stated that the speed of recruitment as well as the perception that the police were one of the last options for the recruits who failed at everything else, had lowered standards (Bruce, 2013:17).

The Police Officials of the South African Police Service have dedicated themselves to the formation of a safe and secure environment for all the citizens in South Africa (Bruce,

2007:17). Faull (2017), Kutnjak Invkovich (2012, cited in Faull, 2017) and Sauerman (2013, cited in Faull, 2017) found that “a quarter of SAPS supervisors would not report bribery and theft, and that many officers did not recognise serious corruption as a violation of rules” (Faull, 2017:65). Furthermore, Bruce found that although SAPS has a good statement of values, there is no consistency in applying it to their organisational practice (Bruce, 2007:17). Faull furthermore highlights in his book, ‘Police Work and Identity’, that the SAPS officers “were excited about where their police salaries might lead them but sceptical about their chances of promotion” (Faull, 2017:133).

Hornberger argues that the lower-class societal position of most police officials is that the ideas of the efficiency and benefit of violence are well-liked; and “a sense of powerlessness and failure among police officers in the face of limited resources, lack of skills and a crushing everyday culture of crime and disorder” the two key terms context and attitude are underplayed (Hornberger, 2011:9). Hornberger further states that a web of deep-rooted structural disjunctures and surreptitious events emerge, which shows how the SAPS has become a divided, conflicting and possibly intimidating organisation where police officers take on state power primarily as personal power (Hornberger, 2011:9).

One of the many issues at hand is the manner in which people are policed. “Disorderly spaces encourage disorderly police conduct” (Faull, 2017:180-181). Also, “where streets are dirty and traffic laws [are] ignored, police performances contribute to the disorder, and where streets are orderly, police are orderly” (Faull, 2017:180-181).

Absenteeism and low morale were highlighted as key issues among police officials in the report on the Khayelitsha Commission of Inquiry (Faull, 2017:188). This was echoed by Grace-Izaks (2018:118) when she examined the impact of absenteeism at the South African Police Training Academy in Paarl, Western Cape. She found that excessive absenteeism presents a huge challenge for the operational functioning of any unit, and this vastly impacts on the service delivery of all components of the Academy (Grace-Izaks, 2018:118). She further highlighted that low morale is one of the key contributing factors to absenteeism (Grace-Izaks, 2018:91).

Bruce suggests that employment equity and affirmative action policies are necessary; however, it seems that the SAPS has over-enthusiastically adhered to these policies. Where

the implementation of these policies is specifically amalgamated with other factors, i.e. nepotism or favouritism, this may negatively contribute to low staff morale (Bruce, 2007:18).

In addition, SAPS recently released data showing an increase in employee turnover, specifically at senior levels and among highly skilled/specialist staff. Thus, an effective retention strategy to curb voluntary employee turnover is required to ensure the retention of scarce skills within the police service (Zethu, 2019:iv).

In a study conducted by Nkosi (2019) to explore burnout among police officers in the South African Police Service (SAPS), specifically at the Elukwatini SAPS in Mpumalanga province, it was found that several issues contribute to the burnout of police officers, including the intimidating and demanding conditions under which they work both on the job and administratively (Nkosi, 2019). The long working hours, additional duties to be performed due to staff shortages, slight chances of promotion, shortages of working equipment/resources, unfair compensation practices and overtime all add to physical and emotional exhaustion. In the light of burnout being a significant issue within SAPS, Nkosi recommends that particular aspects of police tasks be reconsidered (e.g. excessive paperwork, working overtime, inadequate salaries and poor quality equipment) (Nkosi, 2019:119).

3.2.3 Summary

In summary, SAPS service delivery is highlighted in literature mostly on a national basis, but there is a paucity of literature specifically on the service delivery challenges experienced by the SAPS Station Commanders' in the Western Cape. The sources consulted therefore focused on topics related to the research question" "What are the service delivery challenges experienced by Station Commanders at police stations in the Western Cape?"

The SAP was established pre-1994 to serve the white population, which opened the door for gangs and vigilante groups to rule in the townships. Post-1994, the Western Cape has been ranked first in the country in terms of gang violence because many of the conditions in which this violence was nurtured, remained. This led to immediate fast promotion, which resulted in inexperienced leadership and the lack of resources in staff and equipment, thus implying that policing in black areas were set up for failure.

Whilst the SAPS reached their targets pertaining to racial and gender justice, they did not continually add to better policing in South Africa nor have they guaranteed legitimacy. Fifty

percent of the murders committed in the Western Cape continue to occur within the poor and under-resourced areas where crime levels remain high. Access to police services has improved, but not the quality of these services.

The view was held that the 'new' SAPS would better reflect the language profile of South Africa resulting in SAPS members being able to communicate with people in their own languages to ensure service delivery.

It was found that a quarter of SAPS supervisors would not report bribery and theft, and that many officers did not recognise serious corruption as a violation of rules. Further to this, the SAPS has become a divided, conflicting and possibly intimidating organisation where police officers take on state power primarily as personal power.

Absenteeism and low morale were highlighted as key issues among police officials. In the light of burnout being a significant issue within the SAPS, particular aspects of police tasks need to be reconsidered (e.g. excessive paperwork, working overtime, inadequate salaries and poor quality equipment).

3.3 Legislative and Policy Framework

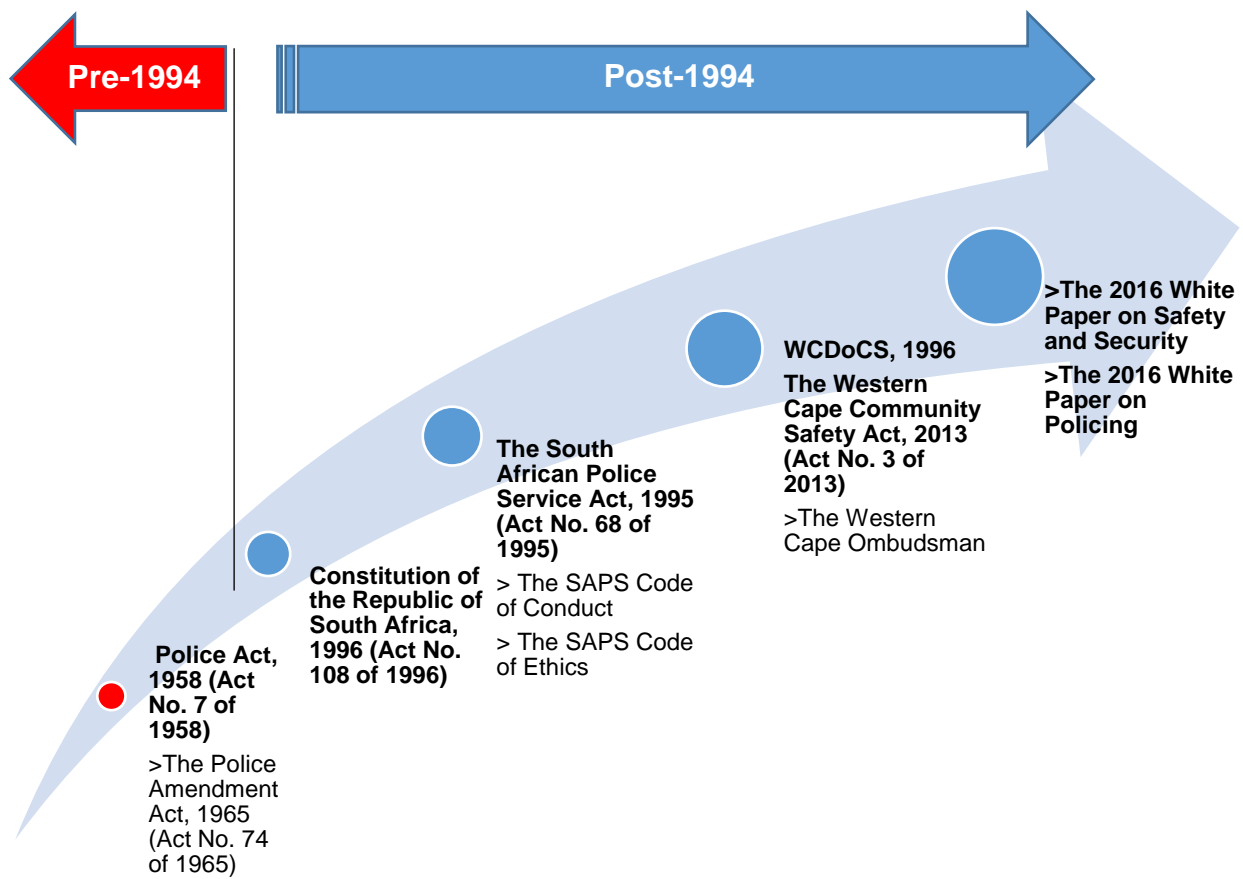
It is important to gain an understanding of the Legislative and Policy Framework of South Africa. There are governance structures that not only guide the institutional hierarchy and arrangements, but also provide context to the service delivery expression. Figure 3.1 depicts the pre- and post-1994 Legislative and Policy Framework for the South African Police.

3.3.1 Legislative and Policy Framework pre- and post-1994

Briefly, the South African Police (SAP) was established subsequent to the founding of the Union of South Africa in 1913. The perpetual obligation for maintaining law and order in 1926 was assumed by the SAP. After the national elections when the National Party (NP) assumed power in 1948, they passed legislation that solidified the SAP and military relationship. The police became heavily fortified with weapons when facing aggressive and rowdy crowds (SAHO, 2017).

Figure 3.1 presents the Legislative and Policy Framework of South Africa.

Figure 3.1: Legislative and Policy Framework



Police Act, 1958 (Act No. 7 of 1958) expanded the SAP’s work beyond their existing police powers and paved the way for the SAP to suppress public conflict and conduct operations against the activities of revolutionaries. The Police Amendment Act, 1965 (Act No. 74 of 1965) paved the way for police to keep any person, vehicle, aircraft or premise within a radius of approximately 1.6 kilometres from any national border and take hold of anything found without a warrant. This provision was expanded to approximately 13 kilometres from any given boundary in 1979, and then it was applied to the whole republic in 1983 (Country-data.com, 1996).

This rule of law changed post-1994 with the new Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) and the South African Police Service Amendment Act, 1995 (Act No. 74 of 1995).

3.4 The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)⁶

The SAPS is ruled by Chapter 11 of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996). It stipulates that the South African Police Service is responsible to:

- “Prevent, combat and investigate crime;
- maintain public order;
- protect and secure the inhabitants of the Republic and their property; and
- uphold and enforce the law.
- Create a safe and secure environment for all people in South Africa.
- Prevent anything that may threaten the safety or security of any community
- investigate any crimes that threaten the safety or security of any community
- ensure criminals are brought to justice; and
- participation in efforts to address the causes of crime” (South African Government, 1996:22)

The Constitution of the Republic of South Africa, 1996 (South African Government, 1996:22) stipulates the SAPS policing objectives according to the provisions of Section 205 of the Constitution which are to:

- “prevent, combat and investigate crime;
- maintain public order;
- protect and secure the inhabitants of South Africa and their property; and
- uphold and enforce the law”

With this constitutional contextual background, it is important to understand how the Constitution in respect of safety plays out and the systems that are created to implement legislation. Every document and strategy has a chain effect, it is all somehow interconnected

⁶ The Constitution of South Africa 1996: This Constitution was drafted in terms of Chapter 5 of the interim Constitution (Act 200 of 1993) and was first adopted by the Constitutional Assembly on 8 May 1996. In terms of a judgement of the Constitutional Court, delivered on 6 September 1996, the text was referred back to the Constitutional Assembly for reconsideration. The text was accordingly amended to comply with the Constitutional Principles contained in Schedule 4 of the interim Constitution. It was signed into law on 10 December 1996.

and multifaceted. It consists of many components, the one depending on the other. There is a ripple effect when there is balance and alignment. Examples will be discussed in Chapters 4 and 5 of this dissertation from a police service delivery perspective. Many times, the problem is not the absence of legislation that governs the SAPS but the inability (due to many reasons, justifiable or non-justifiable) to properly implement legislation that effectively supports the SAPS structure.

The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) accommodates the South African Police Service post-1994, which is governed legislatively by frameworks, policies, acts and strategies. The SAPS democratically operates on a significantly different level to their operations during the Apartheid era. This is attributed to the Amendment Act and Policy change, which was implemented by the new Minister of Safety and Security, Sydney Mufamadi, who declared that ethnic acceptance and **human rights** would now be a fundamental part of police training.

This was done in support of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996), which was accepted as the highest law of the Republic to:

- “Heal the divisions of the past and establish a society based on democratic values, social justice and *fundamental human rights*;
- Lay the foundations for a democratic and open society in which government is based on the will of the people and *every citizen is equally protected by law*;
- Improve the quality of life of all citizens and free the potential of each person; and
- Build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations” (SAPS, 2014c)

Table 3.1 below portrays the mission of the South African Police Service post-1994 and provides five priorities for the achievement of the vision as stated in the 2030 National Development Plan (NDP). The NDP is a long-term development plan established to eradicate and reduce poverty and inequality by 2030. The NDP sets out ambitious goals for the reduction of poverty, economic growth, economic transformation and job creation (South African Government, 2021a).

Table 3.1: The Mission of the South African Police Service post-1994 and the National Development Plan (NDP) (Source: South African Government, 2021b)

NO.	POST-1994	NATIONAL DEVELOPMENT PLAN (NDP)⁷ <i>Five priorities for the attainment of the vision</i>
1	“Prevent and combat anything that may threaten the safety and security of any community;”	“Strengthen the criminal justice system;”
2	“Investigate any crimes that threaten the safety and security of any community;”	“Make the police service professional;”
3	“Ensure offenders are brought to justice; and”	“Demilitarise the police;”
4	“Participate in efforts to address the root causes of crime.”	“Build safety using an integrated approach; and”
5		“Build community participation in safety”

In addition, Chapter 12 of the NDP emphasises the urgency to build safer communities in South Africa through a holistic view of safety and security. In support of this notion, Outcome 3 of the government’s 2014-2019 Medium Term Expenditure Strategic Framework (MTSF), namely “all people in South Africa are to feel safe” (Qwabe, 2013:24), is aligned with the crime prevention and investigation operations of the Department of Police. Addressing the priorities will automatically lay the foundation for a police service that is responsive to the safety and security needs of society and upholds a high standard of conduct and professionalism (South African Government, 2021b).

The Constitution of the Republic of South Africa, 1996 contains recognisable strategies and objectives that concur with building safer communities – for all people living in the Republic of South Africa to feel safe despite your race, gender or age. Pre-1994, as emphasised throughout the dissertation, no consideration was given and no strategies were put in place to truly protect all citizens. Many of the black citizens were segregated and stayed on the outskirts of the land. The areas were rural.

Post-1994, rural safety has been prioritised, which obligated the SAPS to prioritise the safety of rural and farming communities. A continuation of the implementation of the

⁷ The National Development Plan (NDP): The National Development Plan (NDP) envisages a South African society which is safe at home, at school and at work and enjoying a life which is free of fear. This is also in line with Outcome 3 (All people in South Africa are and feel safe) of government’s 2014-2019 Medium Term Strategic Framework (MTSF).

comprehensive Rural Safety Strategy according to the National Development Plan, Chapter 12, tresses the requirement for safe communities.

It is worth exploring some of the baskets of services provided by SAPS, as it ties into the various concerns about police service delivery issues, which will be discussed in more detail in Chapters 4 and 5. The basket of services now offered to all South Africa citizens is quite vast, thus only 10 are alluded to in table 3.2 below.

Table 3.2 presents some of the SAPS's basket of services offered post-1994. The ten (10) services are outlined against the backdrop of the service delivery challenges that Station Commanders experience.

1. Gender-based Violence (GBV) Awareness Disability Action Plan (DAP)
2. Police Actions and Arrests
3. School Safety Programme
4. Forensic Science Services and Criminal Record Centre
5. Drug Eradication
6. Emergency Response Services
7. Partnership Policing
8. Rural Safety
9. Visible Policing
10. Independent Police Investigative Directorate (IPID)

Table 3.2: SAPS basket of services post-1994 (South African Government, 2021b)

NO.	SERVICES	BRIEF EXPLANATION
1	Gender-based Violence (GBV) Awareness Disability Action Plan (DAP)	“In 2018, the SAPS compiled the first Disability Action Plan. The plan will enhance the SAPS’s efforts to address the challenges faced by people with disabilities and provides mechanisms to ensure that all SAPS employees understand and respect the rights of people with disabilities, as well as to ensure continuous service to the community, in accordance with the SAPS Act of 1995. The SAPS intends to promote, protect and ensure full and equal enjoyment of all human rights and fundamental freedom by all persons with disabilities.”
2	Police Actions and Arrests	“The facets of the reduction and combating of crime are executed through police actions. These actions are conducted to enhance visibility in all police station areas and are coupled with operations to support provinces and police stations in stabilising and normalising crime. Crime-prevention operations are aimed at creating conditions in which opportunities for the commission of crime will be reduced and include actions such as roadblocks, patrols, cordon-and-search operations, visits, compliance inspections and searches of premises, persons and vehicles.”
3	School Safety Programme	“The implementation of the School Safety Programme is guided by the School Safety Protocol, which was entered by the SAPS and the Department of Basic Education in 2011. To realise the objectives of the protocol, the SAPS is to link schools to local police stations and to raise awareness amongst children and young learners regarding crime and violence, as well as its impact on individuals, families and education.”
4	Forensic Science Services and Criminal Record Centre	“The function of the Criminal Record Centre is to identify and confirm any previous convictions of suspects in crimes being investigated by the SAPS. The Criminal Record and Crime Scene Management arm expanded its frontline service delivery capacity to make it more accessible to local investigating officers and to improve response times in attending to crime scenes.”
5	Drug Eradication	“The SAPS support the framework set out by the National Drug Master Plan and continues to give input and report on the National Drug Authority Annual Plan on Community Education. This is to reduce substance abuse and raise awareness on how to deal with problems related to substance abuse, police actions to reduce the supply of liquor which is sold illegally and illicit drugs, and to ensure effective enforcement of drug and liquor legislation, to address serious, violent and contact crime, which is associated with substance abuse.”
6	Emergency Response Services	“The 30 Flying Squad units countrywide are being used as force multipliers in support of police stations and other units. The serve as back-up for all the police stations in its service area if the police station needs assistance during life threatening circumstances. The Flying Squad has been mandated to ensure a rapid response to priority or serious and violent crimes in progress, which require immediate response, as well as police assistance during less serious crimes/complaints, if no other response vehicle is available.”

NO.	SERVICES	BRIEF EXPLANATION
7	Partnership Policing	“Partnership policing is implemented to ensure a collaborative relationship between the SAPS and external stakeholders, including community organisations, business, the private sector, non-governmental organisations and civil society. It is intended to encourage local communities to actively work with the SAPS to develop common approaches and objectives to fight crime.”
8	Rural Safety	“The current National Rural Safety Strategy was reviewed in 2018/19, to address rural safety as an integrated day-to-day policing approach by creating a safe and secure rural environment.”
9	Visible Policing	“The Visible Policing Programme comprises the Crime Prevention, Border Security and Specialised Interventions sub-programmes, which are managed by the Visible Policing and the Operational Response Services divisions. The Visible Policing Division provides direction on the effective combating of crime, through the provisioning of a visible policing service. The purpose of the division is to discourage all crime, by providing a proactive and responsive policing service, striving towards the reduction of crime levels and to instil community confidence in the SAPS.”
10	Independent Police Investigative Directorate (IPID)	“The function of IPID is to ensure independent oversight of the SAPS and the municipal police services (MPS), conduct independent and impartial investigations of identified criminal offences allegedly committed by members of the SAPS and MPS, and make appropriate recommendations. The IPID Act of 2011 grants the IPID an extended mandate and changes the focus of its work from a complaint’s driven organisation to one that prioritises the investigative function.”

3.5 The South African Police Service Act, 1995 (Act No. 68 of 1995)

The purpose of this Act is to establish, organise, regulate, and govern the South African Police Service, as well as to legislate all matters related to it. This Act regulates the Police Service and provides uniformity among the police. The Act further makes provision for the SAPS Code of Conduct and The South African Police Service Code of Ethics.

3.5.1 The South African Police Service Code of Conduct

The SAPS Code of Conduct of 1997 regulates professional conduct and minimum standards for service delivery within the South African Police Service. This Code of Conduct provides that the police service actively works towards stopping any form of corruption and applying justice to those who transgress the code. This SAPS Code of Conduct essentially prevents some service delivery challenges, as highlighted in Chapters 4 and 5.

The Police Officials of the South African Police Service have dedicated themselves to the formation of a safe and secure environment for all the citizens in South Africa. However, Faull (2018), Kutnjak Invkovich (2012, cited in Faull, 2017) and Sauerman (2013, cited in Faull, 2017) found that: “a quarter of SAPS supervisors would not report bribery and theft, and that many officers did not recognise serious corruption as a violation of rules” (Faull, 2018:65). Furthermore, Bruce (2007) stated that SAPS has a good statement of values; however, they are not consistent when translating this into their organisational practice (Bruce, 2007:17).

The Police Officials of the South African Police Service have furthermore committed themselves to addressing the root causes of crime in the community, the prevention of action possibly threatening the safety and security of a community, investigating any criminal conduct that could endanger the safety and security of the community; they also strive to bring to justice the perpetrators (SAPS, n.d.).

They are further committed to uphold the Constitution and the law, and be led by the needs of the community; they strive to render an accountable and effective service of high quality that can be accessed by everyone who continuously strives towards the improvement of this service. Furthermore, they strive to cooperate with the community, government at all levels, and all other associated role-players (SAPS, n.d.).

3.5.2 The South African Police Service Code of Ethics

The South African Police Service Code of Ethics is another policy instrument that regulates police conduct within a service delivery environment. There are underpinning principles guiding the ethical conduct of police members. Two of these principles will briefly be alluded to as it directly supports the service delivery environment (SAPS, 2014a).

3.6 The Western Cape Department of Community Safety (WCDocs)

The powers of the National Government in terms of policing are enshrined in Section 206(1) and (2) of the Constitution of the Republic of South Africa (South African Government, 1996:10), which highlights the political responsibility as follows:

“A member of the Cabinet must be responsible for policing and must determine national policing policy after consulting the provincial governments and taking into account the policing needs and priorities of the provinces as determined by the provincial executives.”

“The national policing policy may make provision for different policies in respect of different provinces after taking into account the policing needs and priorities of these provinces.”
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Furthermore, the country is divided into nine provinces and each province accounts to the National Secretariat for Safety and Security. The role of the province in terms of Section 206(3) of the Constitution of the Republic of South Africa (South African Government, 1996:110), entitles each province to do the following:

“(a) to monitor police conduct;”

“(b) to oversee the effectiveness and efficiency of the police service, including receiving reports on the police service;”

“(c) to promote good relations between the police and the community;”

“(d) to assess the effectiveness of visible policing; and”
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“(e) to liaise with the Cabinet member responsible for policing with respect to crime and policing in the province.”
--

the Western Cape Province is controlled by the official opposition party (Democratic Alliance). They make an effort do things slightly different. The Department of Community Safety, formerly known as the Secretariat for Safety and Security, was established in 1996 in

alignment with the National Crime Prevention Strategy (NCPS) 1996. It was established to exercise civilian oversight over the policing functions in the provinces, with the aim to identify and improve systemic service delivery issues and to enhance police professionalism.

The Western Cape Department of Community Safety has been allocated quite a few policing roles, responsibilities, powers and duties highlighted in Chapter 11 of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996). Some of the applicable policing functions, powers and duties are outlined in the Constitution specifically for the provincial governments:

- “To promote good relations between the police and the community as per section 206(3)(c);
- To liaise with the Cabinet member responsible for policing with respect to crime and policing in the province as per section 206(3)(e);
- To investigate, or appoint a commission of inquiry into, any complaint of police inefficiency or a breakdown in relations between the police and any community as per section 206(5)(a);” (South African Government, 1996)

The aforementioned functions are allocated to the Member of the Executive Council (MEC) of Community Safety as per section 206(4) of the Constitution of the Republic of South Africa, 1996. It is also important to know that in Schedule 4 of the Constitution of the Republic of South Africa, policing is an area of coexisting legislative capability (Department of Community Safety, 2019a:19).

In addition, the DoCS promulgated the Western Cape Community Safety Act, 2013 (Act No. 3 of 2013) to regulate the functions of the Province and the DoCS under Chapter 11 of the Constitution of The Republic of South Africa, 1996 (Act No. 108 of 1996) and Chapter 8 of the Constitution of the Western Cape. This Western Cape Community Safety Act, 2013 (Act No. 3 of 2013) is one of the Department’s key drivers when addressing police service delivery challenges within the communities.

The Western Cape Police Ombudsman's role in improving service delivery and providing community support is discussed in the next section.

3.7 The Western Cape Police Ombudsman (WCPO)

Community members can make use of the Western Cape Police Ombudsman (WCPO) if they have issues with the SAPS. They serve as an independent investigative body that attempts to resolve complaints submitted by community members about weak service delivery by the SAPS in a neutral way (Department of Community Safety, 2019a:11).

The Western Cape Police Ombudsman (WCPO) performs various roles and has many responsibilities, however their mission is to autonomously investigate and strive to provide solutions to the complaints they receive from the community against inadequate police and metro police services in a manner that is neutral. The WCPO is not allowed to display slightest hint of prejudice.

The mandate of the WCPO stems from what the provinces are permitted to carry out in relation to the Constitution, i.e., they are allowed to monitor the conduct of the police, oversee the police’s effectiveness and efficiency, and promote good relations among the police and the community (Provincial Government of South Africa, 2021). They do so by reviewing complaints from the public alleging police inefficiency and/or probing any deterioration in relations between the police and the community. The WCOP is backed-up by Section 206 of the Constitution of South Africa Act, 1996 (Act No. 108 of 1996), subsections 1, 3 and 5.

Furthermore, the Constitution of the Western Cape, 1998 (Act No. 1 of 1998, Section 66, Police functions of the Western Cape Government) suggests that the Western Cape Government (WCG) may perform the functions as stated in Table 3.3 below.

Table 3.3: Constitution of the Western Cape, 1998 (Act 1 of 1998), Section 66, Police functions of the Western Cape Government (Source: SAPS, 2014c)

Act 1 of 1998, Section 66, Police functions of the Western Cape Government	
A	“monitor police conduct”;
B	“assesses the effectiveness of visible policing”;
C	“oversees the effectiveness and efficiency of the police service, including receiving reports on the police service”;
D	“promotes good relations between the police and the community”; and
E	“liaises with the national cabinet member responsible for policing with respect to crime and policing in the Western Cape”

In addition, the Western Cape Community Safety Act, 2013 (Act No. 3 of 2013) regulations authorise the WCPO to investigate complaints and allegations of service delivery inefficiencies. The WCPO categorises service delivery complaints according to a set of categories, i.e., poor communication, poor investigation, poor response, abuse of power, and unacceptable behaviour (Western Cape Police Ombudsman, 2018:13).

These service delivery complaint categories are linked to several of the KYSCT's stated service delivery issues, which will be examined in further depth in Chapters 4 and 5.

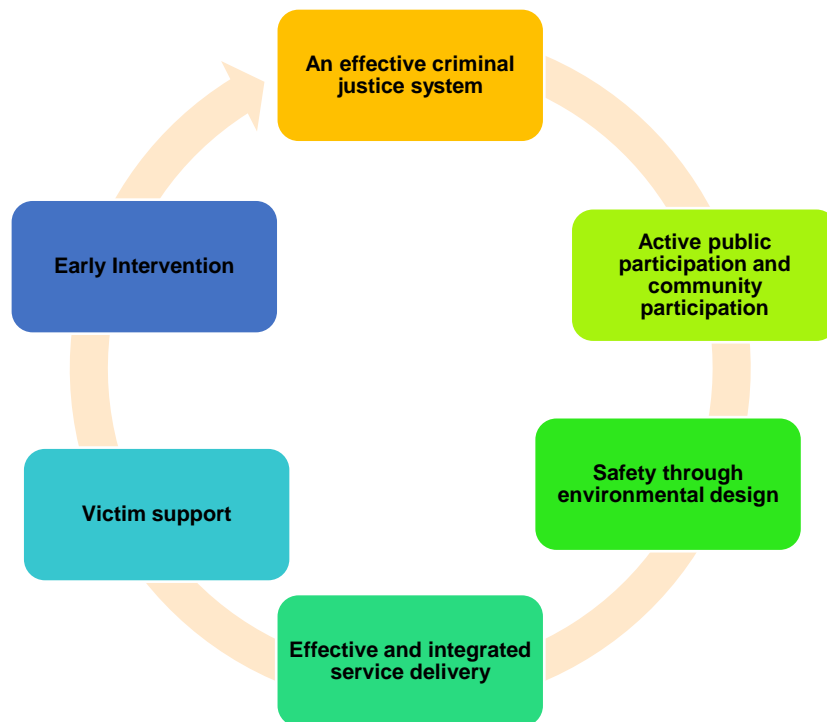
3.8 The 2016 White Paper on Safety and Security

“The vision of the White Paper is aligned to the National Development Plan (NDP) and rights and values enshrined in the Constitution of the Republic of South Africa (Act 108 of 1996)” (Saferspaces, 2021).

The 2016 White Paper on Safety and Security is a statement of intent that encourages an integrated approach to safety and security. It seeks to facilitate the objectives that are sketched in the National Development Plan (NDP), basically supporting the notion of building safer communities in South Africa. This policy has a primary objective, namely, to provide an all-encompassing framework for safety, crime, and violence prevention, to enable synergy and alignment pertaining to other government policies on safety and security. Figure 3.2 below illustrates the six key themes that are expressed in the 2016 White Paper on Safety and Security.

One of the main themes informing the White Paper is *effective and integrated service delivery* as it is cross-cutting. It highlights entry into the vital crime and violence prevention and safety and security services. It also speaks to professional and responsive service provision. Although it does not directly address the topic of police service delivery challenges, it does touch on professional and responsive service provision. This policy notes that safety spreads much wider than the scope of the police. Government departments (a ‘whole of society’ approach) are needed to address the policing service delivery challenges that heavily affect communities at large.

Figure 3.2: Six key themes extracted from the White Paper (Source: Civilian Secretariat for Police, 2016:7)



CIVILIAN SECRETARIAT FOR POLICE

3.9 The 2016 White Paper on Policing

The South African Police Service is governed by the South African Police Service Act, 1995 (Act No, 68 of 1995). This legislation was enacted prior to the adoption of the Republic of South Africa Constitution, 1996. A gap was however identified in the South African Police Service Act 68 of 1995. It lacked a policy framework for a democratic approach to policing aligned to the norms and values expressed in the Constitution. The 2016 White Paper on Policing was written in an attempt to bridge this gap (Civilian Secretariat for Police, 2016:9). It brings to light many known and unknown challenges experienced within the SAPS.

There were true strategic shifts within the South African philosophy post-1994, and these shifts were informed by experiences that demonstrated the value of partnering with citizens and civil society and enhancing collaboration within government. The philosophy currently in place is said to be under threat. The threat is related to challenging experiences based on service delivery.

Furthermore, the White Paper on Policing enhances the fact that there are SAPS internal functioning problems. The problems lean towards poor discipline, criminality and corruption. The method of recruitment, selection and appointment of police personnel continues to hinder effective crime combating and service delivery efforts. There are cornerstones associated with democratic policing, i.e., discipline and integrity; it is therefore inevitable for police leadership, management and oversight organs to address, through sound governance, the organisational factors that create persistent problems. The transformation process should assist the SAPS in positioning themselves to adapt to a continuously evolving environment whilst effectively retorting to the needs of an ever-changing democratic society (Civilian Secretariat for Police, 2016:1).

The White Paper on Policing speaks to a 'Policing Approach' – one of the facets to this approach is the emphasis on community-centred policing, i.e. a service-oriented SAPS that embraces policing through integrity and accountability, and ensuring effective service delivery whilst maintaining high standards of professional conduct. One of the important cornerstone pillars to this approach is that the police service should be responsive to the vulnerabilities and policing needs of local communities.

Under *4.2 delivering essential policing services*, the White Paper on Policing emphasises the idea that essential policing services should be supported by a commitment to problem-oriented policing, which includes the provision of community service centers, the capacity to respond to calls for services, and a visible police presence (Civilian Secretariat for Police, 2016:32). In addition, reference is made to the notion of delivering effective policing services to the public.

A vital part needs to be played by the various spheres of government to provide the desired policing service delivery for the community. Each of the spheres of government ought to play a role.

The provincial government's critical role is the monitoring of police conduct and the quality and focus of police service delivery, as well as promoting good relations between the police and communities. The Member of the Executive Council (MEC) plays a pivotal role in exercising accountability over the Police Service by ensuring SAPS obedience to the policy installed by government, the achievement of objectives and targets set out in the national policing plan, and the alignment of policing practice to the concept of community-orientated

policing (Civilian Secretariat for Police, 2016:39). This is an oversight role executed together with the Minister of Police, who is tasked with providing direction on the objectives of the Constitution and any pertinent national policing prescripts. The role of monitoring and oversight performed by the Provincial Secretariats is an equally vital generator of information that informs the inputs of provincial governments. This is done via the MECs for Safety and Liaison. There is a requirement from the provinces to align their processes with that of the national planning process in the light of strengthening and facilitating cooperation and intergovernmental relations (Civilian Secretariat for Police, 2016:39).

All managers within the SAPS are required to take the lead in understanding the vision of the White Paper and guiding all the police officers towards implementing the White Paper and the supporting policy (Civilian Secretariat for Police, 2016:41). Expanding on the recommendations of the NDP, the 2016 White Paper on Safety and Security will form the basis of the framework to efficiently convey the cross-cutting roles and responsibilities of all the departments through the cluster and ensure that an intergovernmental approach is followed (Civilian Secretariat for Police, 2016:46).

3.10 Summary

The WCDoCS is responsible for civilian oversight over the policing functions to increase police professionalism and improve service delivery. The Department strives to promote good relations between communities and police through its ‘whole of society’ approach (WoSA) and partnerships. The Department established the Office of the Western Cape Police Ombudsman (WCPO) to ensure that every service delivery complaint about policing in the province is investigated independently and effectively.

This chapter discussed the Legislative and Policy Framework in the context of the South African Police transitioning from a police force to a police service post-1994 and the implementing governance structures for a smooth transition. The functions and expansions of the Secretariat for Safety and Security in the Western Cape were discussed. This chapter also looked at the *Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)*; the *South African Police Service Act 1995, (Act No. 68 of 1995)*; the *South African Police Service Code of Conduct*, the *Western Cape Department of Community Safety (WCDoCS)*; the *Western Cape Ombudsman (WCOP)*, the *2016 White Paper on Safety and Security 2016*, and

the *2016 White Paper on Policing*, with specific reference to their mandates, functions, roles and responsibilities.

Overall, Chapter 12 of the NDP underpins the urgency to build safer communities in South Africa. A vital part needs to be played by the various spheres of government to provide the desired policing service delivery for the community. Each of the spheres of government ought to play a role, and the Legislative and Policy Framework provides for this. There are also evidential gaps within this Legislative and Policy Framework.

Chapter 4: Research Methodology

4.1 Introduction

In Chapter 4, the methodology adopted for this research study is extensively discussed. The selection of a survey as quantitative method is justified, and the limitation of the method is clarified. Furthermore, the method and focus area are explained in the context of the *Know Your Station Commander Tool*.

4.2 Research methodology

When deciding on a research methodology, it is important to understand the contextual scope of the study. This research study was initiated to explore the SAPS in a community context by providing insight into the ‘everyday police service delivery challenges’ of a Station Commander in terms of their work processes and the community. To have this insight, a tool was developed to provide the quantitative data. The data collected were primary raw data; it was collected by The Department of Community Safety (DoCS).

The intent of the KYSC Tool was to profile all the Station Commanders in the Western Cape Province. The survey questions were developed with the focus on understanding who the Station Commanders in the Western Cape are and what their qualifications are. Further general comments and challenges they experienced were also requested. The tool was never created with the intention of revealing service delivery challenges experienced by the Station Commanders; however, it so happened that the majority of Station Commanders expressed their challenges by highlighting important service delivery issues. This suggests firstly that the Station Commanders have an underlined passion for their roles, and secondly, that they experience challenges beyond their control. These are the harsh realities faced by Station Commanders.

The process followed to collect data from the 151 Station Commanders was to conduct a standardised survey in a systematic manner. The *Know Your Station Commander Tool* (KYSCT) is a survey tool populated with ‘profiling questions’ of the Station Commanders at all the police stations in the Western Cape. A team of fieldworkers were established (which included the author of this dissertation) consisting of permanent and contract staff in the Monitoring and Evaluation Directorate of the Department of Community Safety.

Furthermore, the staff in this Directorate conducted the telephonic surveys. They were properly briefed on the process. The questions were answered telephonically by each Station Commander or Acting Station Commander. Below are some of the advantages and disadvantages of telephonic surveys:

The advantages of telephonic surveys:

- The required information can be collected swiftly because telephonic interviews are structured. Once the interviewer is briefed, they use their skills to complete the survey, and they are able to populate many survey templates in a working day.
- Many people have telephones/cell phones; thus, the audience from which to assemble a sample representative to complete the survey is large.
- Telephonic interviews are considered a personal form of engagement and may, as such, lead to valuable and structured outcomes. Sometimes speaking over the telephone helps to hear honest responses as some people shy away from face-to-face meetings to complete a survey.
- Telephone interviews are cost-effective, as there will be someone on the other side who can respond to the interviewee's questions instead of Web surveys, for example. People do not always respond to Web surveys for a variety of reasons.

The disadvantages of telephonic surveys:

- Many times, a telephone call is seen as telemarketing and is therefore not always received by potential respondents. The possibility exists that telephonic surveys could negatively influence the response rate.
- Developing an effective survey is challenging; as for easy understanding, the questions should not be lengthy.
- The timing of the survey needs to be considered carefully.
- The survey is based on perceptions rather than hard data such as crime statistics.

There are always benefits and drawbacks to anything, and in the case of telephonic surveys, the benefits far exceed the drawbacks, making it a very successful method of gathering data (Mancini, 2020).

For the purpose of this study, the researcher reviewed and the data gathered from the telephonic surveys using *statistical methods*, *identified* themes, and interpreted the results. The raw data were categorised into thirty themes making the data user-friendly and suitable for analysis and quantification. Below is a four-step categorisation process developed to quantify the qualitative data.

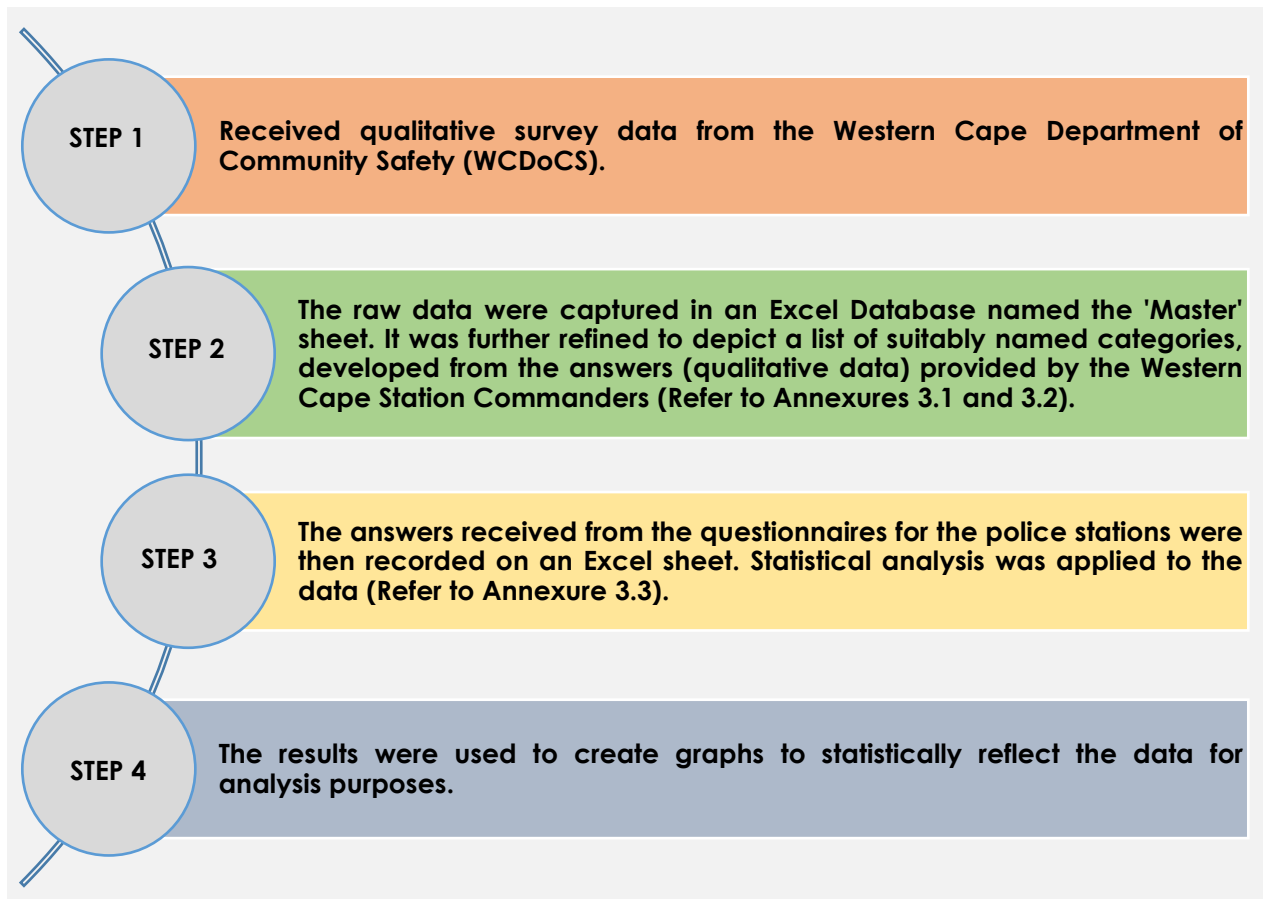


Figure 4.1: The four-step categorisation process (Source: Author)

The research methodology followed was quantitative, using data obtained via the Department of Community Safety⁸. Survey research is conducted “to answer questions that have been raised, to solve problems that have been posed or observed, to assess needs and set goals, to determine whether or not specific objectives have been met, to establish baselines against which future comparisons can be made, to analyse trends across time and generally, describe what exists, in what amount, and in what context” (Isaac & Michael, 1997:136). A survey in

⁸ Survey: In the instance of this dissertation, Survey according to the data utilised is in the form of what the Western Cape Department of Community refers to as a ‘Tool’. Therefore the ‘Tool’ (i.e. The *Know Your Station Commander Tool*) is survey that was conducted telephonically.

the form of a questionnaire for this research study would disclose possible answers to unanswered phenomena in the Western Cape's 'policing world'. This method of research does not solely add insights to the already vast body of knowledge surrounding the South African Police Service in the Western Cape, but the aim is to bring to light commonalities in the form of challenges experienced on a day-to-day basis by the Station Commanders. It share experiences by the 'forefront' leaders in policing, which in this case are the Station Commanders in the Western Cape. This research method explores a path that has not yet been travelled qualitatively and quantitatively through analysis.

The data obtained were interpreted to highlight the daily challenges experienced by Station Commanders in the Western Cape. The community's safety should be a high priority in the country on all levels, as advocated in the NDP 2030. The limitations that prevent proper interventions by Station Commanders can be addressed.

4.3 Limitations of the research methodology

There are a few noteworthy limitations of this research methodology, namely:

- At times, the answers were provided by Acting Station Commanders who may not have had a long enough 'Acting' service period to be able to indicate all the challenges they may be experiencing as a Station Commander.
- The data were collected telephonically, which means complete, well-thought through answers might not have been attainable due to the Station Commanders' wariness that their telephonic answers could be recorded, hence not anonymous.
- Also, Station Commanders might also have been cautious to provide information as their answers were captured and placed on record at the Western Cape Department of Community Safety.
- The data obtained were captured by the interviewee telephonically, which means it could have been misinterpreted and not written down verbatim.
- The main purpose of the survey was to profile the Station Commanders, not necessarily their service delivery challenges; however, the challenges became evident when the data were analysed.

4.4 Method and focus area

The data collection tool, called the *Know Your Station Commander Tool*, was developed to collect information on the profile of and challenges experienced by each Station Commander. The ‘Tool’⁹ contains various questions illustrating the service delivery challenges experienced and highlighted by the Station Commanders at the Western Cape police stations. These questions are discussed in Chapter 5.

There are 151 police stations in the Western Cape. These police stations are divided into 16 police clusters, each consisting of several police stations. The police clusters are headed by Cluster Commanders and the police stations are headed by Station Commanders. Table 4 below lists the 16 Western Cape police clusters.

Table 4.1: The sixteen Western Cape police clusters

NO.	POLICE CLUSTER
1	Beaufort West Police Cluster
2	Blue Downs Police Cluster
3	Cape Town Police Cluster
4	Da Gamaskop Police Cluster
5	Eden Police Cluster
6	Khayelitsha Police Cluster
7	Milnerton Police Cluster
8	Mitchell’s Plain Police Cluster
9	Nyanga Police Cluster
10	Overberg Police Cluster
11	Tygerberg Police Cluster
12	Vredenburg Police Cluster
13	Vredendal Police Cluster
14	Winelands Police Cluster
15	Worcester Police Cluster
16	Wynberg Police Cluster

⁹ Tool: Refers to the *Know Your Station Commander Tool* developed by the Department of Community Safety and populated by the Western Cape: South African Police Service Station Commanders.

4.5 Summary

The focus area of this topic is the service delivery issues experienced by the Western Cape Police Station Commanders at the police stations. There are inevitably many more deep-rooted issues in terms of the way the SAPS is managed; however, the Station Commanders revealed some of their top concerns affecting their daily work life and resultant service delivery issues. They are managerial leaders placed at the forefront to deliver a service to the community through various means such as the well-known objective of ‘fighting crime’; however, there are grave concerns about the complexity of delivering a service in the absence of proper resources – whether it is the shortage of human resources, insufficient physical and aging resources, extended unproductive meetings, SAPS building and office infrastructure challenges, the lack of involvement of all government departments, low morale of members, administrative-intensive tasks to maintain a paper-trail, community police relations, population growth and development (police to community ratio), and absenteeism.

Chapter 5 seeks to build a body of knowledge, through the analysis of the KYSCT data, which will reveal some of the said service delivery issues in the Western Cape.

Chapter 5: Analysis and Findings

5.1 Introduction

In Chapter 5, a crime overview of the Western Cape is presented to provide insight into the service delivery challenges that are distinctly analysed. The chapter further analyses the *Know Your Station Commander Tool* by specifically highlighting the service delivery challenges in relation to the crime situation in the Western Cape.

5.2 The crime situation in the Western Cape

The crime situation in the Western Cape is considered complex. The Western Cape categorises crime into different categories. Below is the *status quo* of the crime situation in the Province, with specific focus on murder, gangsterism and drugs.

The *Western Cape Crime Report 2018/19*, compiled by the Department of Community Safety, states that the Western Cape had the fourth highest number of murders in South Africa in 2018/2019. The murders that took place are concentrated in a small number of areas (Department of Community Safety, 2019b). Murder is only one of many types of crime, but it is the most violent crime as it terminates the life of a human being. In support of this, Minister Bheki Cele stated that the Western Cape is one of the provinces dominating the top 30 stations for murder and rape (SAPS, 2020a). Currently, the Western Cape (2019/2020) is ranked second in terms of the murder rate, with 52.2 per 100,000 of the population, which is higher than the national rate of 36 per 100,000. The Western Cape Province is first in terms of attempted murder (52/100,000) in the country. There are now 151 police precincts in the Western Cape and a mere 7% (10 stations) is responsible for 42.7% of all murders in the province and 38.5% of all attempted murders (Department of Community Safety, 2020a).

The other types of crime in the Western Cape include assault, common robbery, residential robbery, carjacking, residential burglary, and theft of motor vehicles/cycles (Department of Community Safety, 2021). The *Victims of Crime Report 2018/19* states that the Western Cape ranks first (1.9%) in terms of citizens aged 16 and above being victims of street robbery in comparison to the other provinces (Statistics South Africa, 2019). The Western Cape also ranks first for common and indecent assault, common robbery, and property crime (Leggett, 2004). The Province experiences some form of crime on a daily basis; therefore, having the

resources to respond to the crime is essential as it assists in delivering a vital service to the community.

Some criminologists link the crime situation to deprivation because the Western Cape is the best developed province according to researchers. The Western Cape reportedly has the lowest unemployment rate in South Africa and is better resourced than any of the other provinces. Furthermore, the Western Cape is known for having a very low Gini-coefficient in comparison to the other provinces. This proposes that the income is distributed more equitably in the Western Cape, which is linked to high employment levels (Leggett, 2004).

The Western Cape is riddled with gangsterism and drugs. It may seem in part that the Western Cape is performing better than other provinces in terms of the economy; however, it faces gangsterism and drugs on a daily basis. The Province has the highest rate of gang violence in South Africa (Hendricks, 2020); there is a constant battle to eradicate the gangs and drugs. The SAPS considers 25 of the 151 police stations as gang-related police precincts. In 2019/2020, 44.2% of all murders and 54.2% of all attempted murders took place in these 25 gang-riddled stations. Despite a 22.9% decrease, the Province still contributed to more than a third (36%) of all drug-related crimes in the country (Department of Community Safety, 2020a:4).

President Cyril Ramaphosa has deployed the Army for an extended period in 2019 and 2020, at a cost of around R64 million to the country. According to the 2018/19 crime statistics, gang violence was responsible for 1,120 killings, 938 of which were ascribed to the Western Cape (Department of Community Safety, 2020a:4). In addition, the Provincial Minister of Community Safety, Adv. Albert Fritz stated that, “to ensure that a vacuum is not created when the SANDF withdraws its troops, the Western Cape Government will continue to roll out its safety plan. This also included the placement of additional law enforcement officers and the rollout of numerous violence prevention programmes in communities most affected by crime” (Hendricks, 2020). However, when measuring the effectiveness of the placement of the Army, it poses challenges. The release of the 2019/2020 crime statistics has not necessarily revealed any effective change.

Overall, during 2018, the Western Cape reported a total of 492,956 cases of crime. Despite all the safety measures in place, including the Western Cape Community Safety Act, 2013 (Act No. 3 of 2013) and the State of Urban Safety Report, there remains an evidential

concern around the crime situation in the Western Cape (King, 2019). The *South African 2020 Crime and Safety Report* also raises concerns about the crime situation in South Africa (OSAC, 2020).

5.3 Know Your Station Commander Tool (KYSCT)

The *Know Your Station Commander Tool* has provided much insight into the delivery challenges experienced by the Station Commanders in the Western Cape. Below is an analysis of the various service delivery challenges experienced by these Station Commanders.

The service delivery challenges were separated and structured into service delivery themes. Thirty (30) service delivery themes (challenges) were identified by the 151 Station Commanders. Figure 5.1 below depicts the top ten identified service delivery challenges, whilst Figures 5.2 and 5.3 disaggregate the remainder of the service delivery challenges.

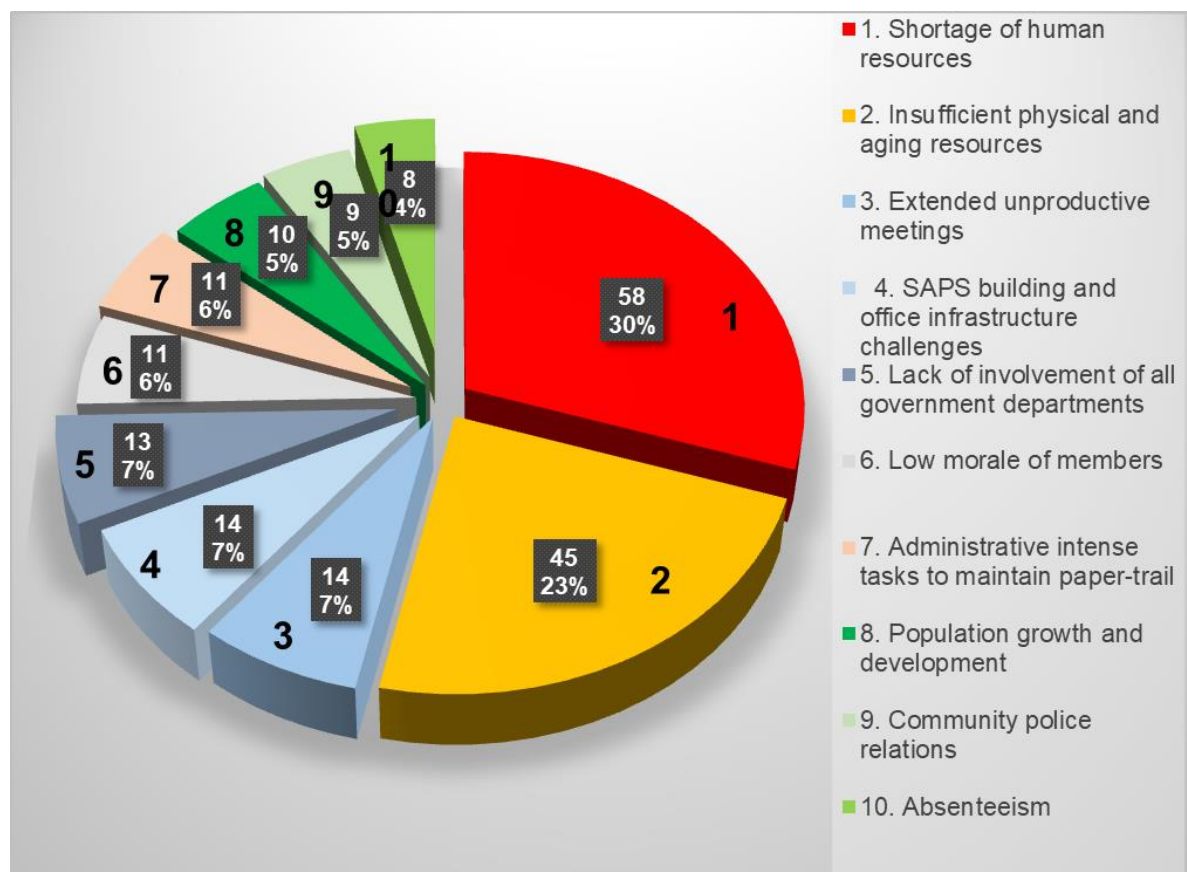


Figure 5.1: Top ten service delivery challenges experienced by the Station Commanders

As presented in Figure 5.1, 30% of the Station Commanders identified the *shortage of human resources* as the top service delivery challenge. The *2019/2020 Policing Needs and*

Priorities (PNP) Report also highlights the shortages of human and physical resources within the Western Cape SAPS; this was consistently raised since 2013. The PNP Survey conducted in 2014/2015 revealed that the majority of respondents opined that the amount of police resources were not sufficient to carry out its functions (Department of Community Safety, 2021:24).

The Khayelitsha Commission of Inquiry also revealed that police stations are under-resourced, and that budget limitations affect resource allocation to various police stations (Simelane et al., 2017:4). The shortage of human resources has a ripple effect on the ability of the SAPS to respond timeously to crimes and to be visible in the community. This may lead to social ills such as vigilantism and gangsterism.

The SAPS recorded a total of 400,477 crimes in the Western Cape in the 2019/20 financial year. The total crime detected as a result of police action constituted 23.2% of the total crime recorded. There was a decline of 19.6% when compared to the 2015/16 to 2019/20 financial years. The Crime Analysis Report cites that the decline in crime detected as a result of police action could reveal a true decrease in this crime category, or that the police were not as driven in detecting these types of crimes over the period under review. However, another reason could be the lack of resources causing this decline (WC Community Safety Crime Report 2019/20).

The KYSC Tool revealed that in addition to the shortage of human resources, the SAPS also battles with *insufficient physical and aging resources*. This refers to *inter alia* limited budgets, aging fleet, and inappropriate transportation that does not match the terrain provided to stations. Twenty-three percent (23%) of the Station Commanders indicated that insufficient physical and aging resources further hamper service delivery. This service delivery challenge was repeatedly raised over the years, with different nuances.

Burger (2015b) mentions in his *Leading a horse to water* article that the persisting challenges highlighted by Omar include “the manipulation of crime statistics, missing case dockets, *under-resourcing*, inefficient management, lack of discipline and ineffective crime combating at police stations across the country” (Burger, 2015b:51). The said challenges lead to systemic weaknesses, which, in turn, lead to poor service delivery. It also affects Community Policing, which then causes feelings of insecurity, and this does not lower the crime levels (Freeman & McDonald, 2015:27-37).

Due to aging physical resources, Station Commanders are struggling to meet demand and manage service delivery challenges. They do not receive upgraded fleets timeously and as such, believe that convicts are transported in inappropriate vehicles, which has an impact on service delivery.

The proportion of the 17 community reported serious crimes against the total crime in the province shows an upward trend for the 2015/16 to 2019/20 financial years. An insufficient physical and aging fleet hampers service delivery. Dr Johan Burger from the Institute of Security Studies stated that “the police are of no use to the public if they cannot help when we need them” (Pieterse, 2021).

Seven percent (7%) of Station Commanders rated *extended unproductive meetings* as the third ranking police service delivery issue. These unproductive meetings concentrate on processes and feedback where the focus should rather be on combating crime.

SAPS building and office infrastructure challenges were rated fourth on the service delivery challenge list by 7% of the Station Commanders. This refers to *inter alia* office equipment; office and storage space; the condition, size, and cleanliness of the police station buildings; and the number of police stations and functional telephones.

The lack of well-functioning office infrastructure such as fax, email and copy machines is a challenge as it hampers service delivery. Studies were conducted in South Africa, and Bakker et al. (2003, cited in Nkosi, 2019) revealed the drastic implications of inadequate working equipment as more severe compared to other sources of stress in the SAPS. Furthermore, the study conducted by De Beer and Korf (2004, cited in Nkosi, 2019) found that the concern about inadequate working equipment is serious as 48% of the Station Commanders related their stress to this challenge. The study also revealed that the lack of working equipment causes challenges and may hinder employees from performing their tasks to the best of their ability (Nkosi, 2019:56). Furthermore, completing work-related activities and contributing to good service delivery with only a limited amount of resources does make SAPS members’ lives challenging, which then leads to stress (Nkosi, 2019:58).

Some police stations are reportedly too small to serve the population. There is for example a lack of space to store excess guns, ammunition and knives, among others. The *PNP Report of 2018/2019* indicates the shortage of office space as a challenge, which concurs with the

findings of this study. Participants also expressed the need for additional and improved police infrastructure (Department of Community Safety, 2021:24).

It is challenging for Station Commanders to work many hours in an unhygienic and dilapidated police station building that is run-down. It is a health hazard and many lives are in danger, including the lives of the communities as they need to access the buildings when reporting a case, seeking council, certifying documents and following-up on pending cases. The *Policing Needs and Priorities Report of 2012/2013* emphasises the actuality of dilapidated police station buildings (Department of Community Safety, 2013:6). The PNP Report revealed that 78.4% of state-owned police stations are in urgent need of additional archive stores and 87.4% require repairs and maintenance. As such, there is an urgent need for upgrading.

Furthermore, satellite or contact point police stations are lacking. Satellite/contact points are required for Station Commanders serving huge rural agriculture areas. Satellite police stations should be elevated to fully-fledged police stations in some cases. As a result, service delivery is hampered by the lack of satellite or contact police stations, which impacts on the turnaround time when the police are contacted to assist with criminal incidents.

There is a severe lack of functional telephones due to frequent cable theft. This challenge is of grave concern as the community contacts the police station on a regular basis; if there are no telephones available, there will not necessary be a desired response from the police. The community is unaware of these challenges faced by Station Commanders, and this increases their lack of trust in the SAPS.

Station Commanders were in agreement (7%) that there is a ***lack of involvement and support of all government departments***. This service delivery issue includes inadequate partnerships between various spheres of government, lack of policing by other Law Enforcement Agencies, insufficient placements of juveniles, and repeat offenders not being monitored.

There is perceivably no productive partnership between the spheres of government, which may be attributed to SAPS functions being classified as national functions. The powers are therefore held by the national sphere of government, causing the hesitation of provincial and local governments to become involved in the administration. The Premier of the Western

Cape, Alan Winde, expressed the need for a Provincial Policing Unit that will account to the national sphere (Politicsweb, 2019).

This study identified a lack of policing by other Law enforcement Agencies that are not necessarily performing their roles effectively. The lack of involvement of other law enforcement officials in the community and the absence of support to the South African Police Service over weekends when support is the most required, was noted because law enforcement is only active and working on weekdays. They are unavailable to provide a support to the SAPS on weekends and after hours when crime is at its peak (Department of Community Safety, 2019a). Crime statistics show that crime peaks over weekends and at night-time; this is when the SAPS and the law enforcement should be on duty. Although the law enforcement officials are accessible over weekends and after hours, there is a pressing need to ensure they are positioned when needed the most. This means increasing the weekend and afterhours deployment numbers of these officials. The various municipalities across the province need to evaluate the law enforcement units and their current working hours. They need to allow the deployment of law enforcement units during times when the service is needed most. Municipalities need to investigate the prospect of allocating a suitable budget to remunerate law enforcement officers over weekends (Francke, 2021).

Additionally, the Department of Community Safety committed to position 1,000 Law Enforcement Advancement Plan (LEAP) Officers across a three-year period within the borders of the City of Cape Town to strengthen the boots on the ground. During February 2020, a total of 451 law enforcement officials were recruited and deployed in the priority murder police precincts in the Metro. In May 2021, a further 500 were recruited and deployed. The Premier of the Western Cape, Mr. Alan Winde, stated that the positioned officers will be part of the Area-Based Teams (ABTs) to be rolled out to 16 crime hot spots in the Western Cape. They will be supporting SAPS and other law enforcement agencies in crime prevention. Since the beginning of positioning the Law Enforcement Advancement Plan (LEAP) Officers in the area of Hanover Park, 153 arrests were made by them and over 9,000 people, nearly 200 houses and 350 vehicles were searched. The LEAP officers have also led 103 independent operations, 30 integrated operations and 37 joint operations with the police (Francke, 2021). The LEAP officials are deployed from Monday to Sunday.

The illegal issuing of disability grants by the Department of Social Development was identified as a problem by some of the Station Commanders.

Insufficient places for juvenile placements were cited by some of the Station Commanders as a further issue. This is a concerning service delivery challenge as the community is placed at great risk. Another service delivery issue highlighted by the Station Commanders is that repeat offenders are not monitored by the Department of Correctional Services. This negatively affects the community and places everyone at risk.

The inability to solve and secure convictions for serious and violent crimes by the National Prosecuting Authority (NPA) is of great concern. The Station Commanders revealed that they battle to solve and secure convictions, specifically for serious violent crime, and this has a knock-on effect in the community which they serve. Community members are acquitted from serious and violent crimes committed. This negatively affects service delivery as it is time consuming to administer and solve challenging cases.

The *2012/2013 PNP Report* states that the need for suitable crime prevention strategies, partnerships and supporting mechanisms are some of the solutions needed when dealing with the causes of crime. The article by Freeman and McDonald (2015:27) emphasises the need for role player collaboration to ensure synergy and proper service delivery in the fight against crime.

Six percent (6%) of the Station Commanders indicated that the *low morale of members* influencing other members affects service delivery. Low morale was cited in 2012/2013 in the *Policing Needs and Priorities Report* to be addressed, and again in 2015 by Ms. Laura Freeman and Ms. Claire McDonald. Low morale was also identified as a shortcoming during the Khayelitsha Commission of Inquiry (Freeman & McDonald, 2015:31). Furthermore, the SAPS intelligence capacity disintegrated under the instruction of Richard Mdluli. The investigative capacity was lost between the year 2000 and 2009 when the majority of specialised investigative units either closed down or capacity was distributed across the selected police stations. This reportedly created uncertainty and low morale among the personnel (Burger, 2015a).

In addition, Burke and Paton (2006) alluded to organisational stress among the police members and noted that “it is caused by conditions, policies and procedures under which police members work” (Burke & Paton, 2006:1). Noteworthy organisational stressors that may cause harm to the police staff include “performance-related problems like low morale,

poor performance, being late for work, career uncertainty, lack of commitment to work and work-life conflict” (Gumani, 2019).

Six percent (6%) of the Station Commanders perceived *administrative intensive tasks to maintain a paper trail* to adversely impact on service delivery. The SAPS uses archaic time-consuming methods to document cases and conducted their business, and they have not yet fully embraced technology, which hampers service delivery. In addition, excessive management contributes to an overload in existing roles when an individual takes on multiple roles simultaneously and there are no resources for the roles to be fulfilled (Nkosi, 2019:42).

Lack of administrative support were identified by the Station Commanders as a challenge. They felt that they do not have enough support for police administrative functions, which may cause huge backlogs and in turn add to the service delivery challenges. More administrative staff is needed, which speaks to the lack of human resources, as previously mentioned.

Organisations having to cut down on recruiting a sufficient labour force normally add responsibilities to existing employees, thus making it challenging for the employees to be productive. The workforce is now obligated to perform multiple tasks not stated in their job description. An example would be the changes that occurred post-1994, when administrative duties executed by clerical staff were additionally loaded to managers and other staff (Nkosi, 2019:93).

Five percent (5%) of the Station Commanders stated that the *Population growth and development*, also known as the Police to Community ratio, is unbalanced. Governmental intervention from the national sphere of government is needed. A change in approaching crime needs to be considered. A soldier cannot simply be sent to war; the soldier first needs to be trained and prepared to partake in the war – in this case, the war is against crime.

Since 2011/2012, the SAPS has been applying the Theoretical Human Resource Requirement (THRR) model as a way to ascertain the total number of human resources that ought to be assigned to the country, province and police stations (Simelane et al., 2017:6). In 2014, the Khayelitsha Commission of Enquiry discovered that the posts singled out are not filled because of the fiscal constraints. It was reported by the Commission that the police stations in Khayelitsha were given 32% less of the calculated THRR. This meant that even if all the

posts singled out through the THRR system were filled, there would still not be any suitable allocation of human resources in the province (Khayelitsha Commission, 2014:63).

In South Africa, the ratio per police officer equates to 1:400 (SAPS, 2020b:12). This ratio is cut-off from the international standard, which suggests 1:220. On the establishment in the Western Cape, there were 23,877 positions in 2019/2020 financial year. The SAPS stated that they reached 94.4% in filling the posts based on the approved establishment (SAPS, 2020b:127). This achievement falls below the national target of 98%; however, it is an improvement from the previous year (90.1%) (SAPS, 2020b:127). Whilst the SAPS nationally has a police to population ratio of 1:400, the Western Cape had a ratio of 1:507 in 2018/19. This is an improvement on the previous year (1:553) (Parliament of the Western Cape, 2020); however, whether it made a difference is debatable.

There is a correlation between the police to population ratio and the priority gang police precincts where more than half (54.2%) of attempted murders and 44.2% of murders took place in 2019/20. The precincts also accounted for 45.7% of drug-related crime in the province. In addition, 59.1% of the provincial illegal possession of firearms and ammunition were recorded at these precincts (Department of Community Safety, 2020a:71).

Five percent (5%) of Station Commanders noted *Community police relations* as a service delivery issue. This consisted of the loss of trust between the community and the police, unrealistic community expectations, the lack of community mobilisation and involvement, and the Community Police Forum (CPF) relationship with the SAPS, among others.

The loss of trust between the community and the police affects the police's ability to obtain information to investigate and have successful convictions; this is a common problem as Station Commanders often rely on the community-police relationship to bring justice. Every relationship is important, and if the community loses trust in the police it negatively affects the community. Working in synergy is important and positively impacts on society.

The community's expectations differ significantly from the actual mandate and responsibilities of the SAPS. According to the Station Commanders, the community is unaware of their actual mandate and responsibilities. As a result, SAPS is seen as unable to fully deliver and meet community expectations because at times it is outside their mandate.

The lack of community mobilisation and involvement is a huge service delivery challenge; if the police does not have the communities buy-in, they may struggle to fight the crime war. Many of the community members are in possession of vital information, tip-offs and guidance to assist the SAPS in resolving crime swiftly. Active partnerships through community mobilisation and involvement lies at the heart of community safety.

It has come to light that Community Policing is understood to be an extra function in addition to the other responsibilities they have. One of the clear primary goals of the Community Policing policy is the fundamental transformation of the SAPS. This has not turned out to be as the new policymakers had hoped. As a result, the CPF will inevitably remain the most visible face of Community Policing in South Africa (Pelser, 1999:10).

Regarding the promotion of impressionable relations and partnerships, Section 18(1)(c) of the South African Police Service Act, 1995 (Act No. 68 of 1995) states that “the Service shall, in order to achieve the objects contemplated in section 215 of the Constitution, liaise with the community through Community Police Forums and Provincial Community Police Boards, with a view to, among other things, promoting cooperation between the SAPS and the community in fulfilling the needs of the community regarding policing” (SAPS, 1995:30).

In addition, the Community Police Forum (CPF) relationship is critical to service delivery, as stated by some of the Station Commanders. This is a noteworthy observation as crime cannot be fought in isolation of the community and its representatives. The CPF over all the years, and as mentioned in the Constitution, is a vital body representing the community and fighting against crime, striving to make the communities a safer place. A noteworthy remark stated in a Community Safety Forums article is that the danger of the success of crime prevention is dependent on whether or not there is a good relationship between the SAPS and the CPF (Tait & Usher, 2002:60).

Overall, there is a severe lack of community mobilisation and involvement, as the bulk of crimes are exposed to the SAPS through community members’ tip-offs. This clearly demonstrates the importance of communities in the battle against crime.

Four percent (4%) of Station Commanders identified *absenteeism* as negatively impacting on service delivery. The *Policing Needs and Priorities Reports* from the 2013/2014 to the 2019/2020 financial year reveal that absenteeism based on sick leave and the abuse of sick

leave is a regular complaint raised. Absenteeism was also identified in the 2015/2016 financial year as a priority to be addressed as the high levels of absenteeism and substantial workloads affects service delivery negatively.

The SAPS reportedly lost 63,281 days because of sick leave taken by a total of 12,049 members from July to December 2017 (this is a mere six months of the 2017/2018 financial year). The issues surrounding the abuse of sick leave by SAPS personnel is a grave concern as it weakens the work put in place to fight and prevent crime; it is also disheartening to the hard-working police personnel who place their lives on the line in the fight to keep South Africa safe. In addition, the *2019/2020 South African Police Service Annual Report* states that 17,984 workdays were lost due to sick leave in relation to 423,311 workdays. The increase in taking sick leave was reportedly due to the start of the new cycle which commenced in 2019.

The Station Commanders raised many concerns, and the top ten service delivery challenges revealed by the Western Cape Station Commanders contextualise the current crime *status quo*. Without the support of the National Government providing the necessary human and physical resources, crime cannot be prevented or optimally combated. Crime is a complex term that can take on many different forms. The fight against crime needs commitment from all parties involved. It cannot be fought in the absence of physical and human resources. Crime is an everyday struggle that many communities live with; however, what makes matters worse is when communities are unable to get assistance at the various police stations due to police service delivery challenges. In the light of this, it shows to some degree that crime tends to triumph.

Providing communities with good service is of utmost importance. People ought to feel safe and be protected by the law. As enshrined in our Constitution, The Bill of Rights Chapter 2, Section 9(1), “Everyone is equal before the law and has the right to equal protection and benefit of the law”. The service delivery challenges have a big impact on people’s sense of protection and belonging. Statistics show through years of analysis that crime has gradually increased over time; this necessitates the corresponding increase of resources, not a decrease due to negligence, lack of government support and political interference. Figure 5.2 depicts further service delivery challenges experienced that Station Commanders.

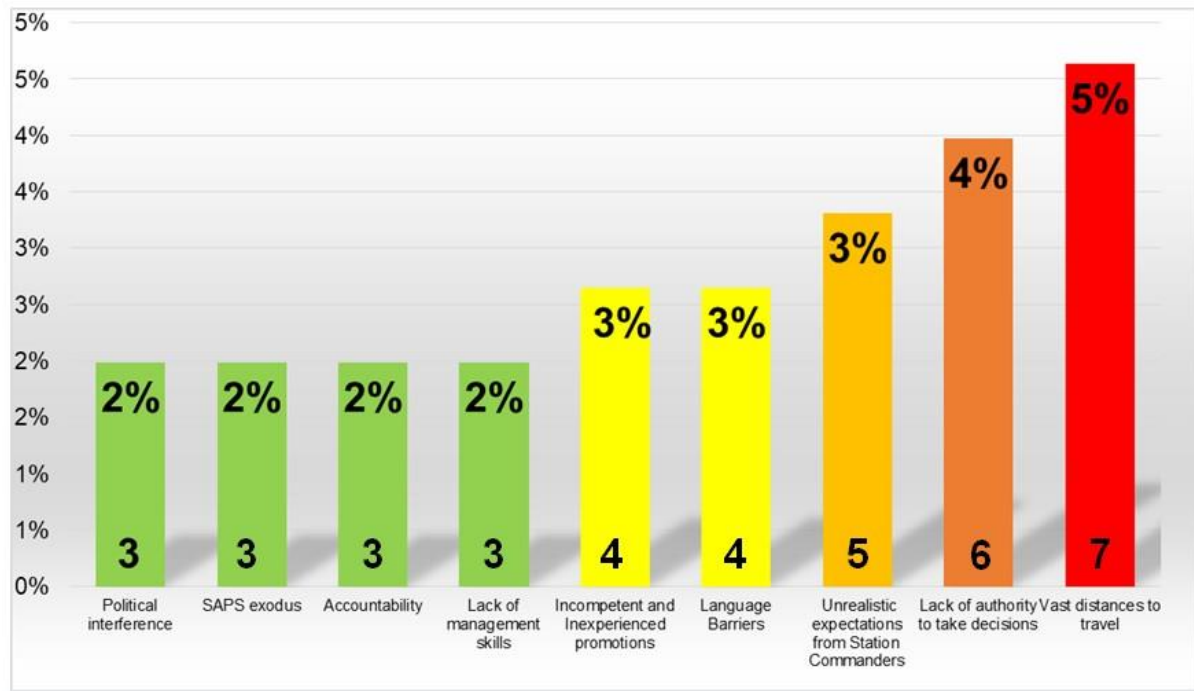


Figure 5.2: Service delivery challenges experienced by the Station Commanders

Five percent (5%) of Station Commanders indicated that *vast distances to travel* affect service delivery. This service delivery challenge refers to huge areas, the long distances to travel to the cluster office, meetings and farms, and the radius of the precinct that impact on service delivery.

The Station Commanders noted the effect of the distances they need to travel to the various cluster offices and farms. The police stations are seemingly not close enough to the areas they are servicing. According to the data obtained from the KYSC Tool, the Overberg, Da Gamaskop, Eden, Tygerberg and Wynberg Police Cluster have been singled out as clusters with police stations where staff have to travel vast distances to serve complainants. In addition, some Station Commanders indicated that they need to travel long distances to attend meetings.

There are challenges with combating crime due to the lack of manpower and having to police vast areas. Given the expansion of some of the policing areas and resultant operational demands, the staff shortages should be addressed.

In some police clusters, the area is large, surrounded with approximately 266 farms. The furthest farm is 80 km away, with only a gravel road to be travelled on. The distance to the

cluster office is approximately 167 km. The growing squatter camps in the area necessitate a satellite police station or contact point.

The long distances between areas, and in some rural areas the seasonal influx of people (including foreign nationals), further affect policing service delivery. There is a further reduction in capacity when protest actions need to be policed and psychiatric patients be transported to hospitals (Department of Community Safety, 2021:25).

Four percent (4%) of Station Commanders indicated that service delivery is hampered by *the lack of authority to take decisions*.

Three percent (3%) of the Station Commanders perceived that *unrealistic expectations from Station Commanders* hamper service delivery. There is a disjuncture between the expectations of the National/Provincial/Cluster office versus the function of a Station Commander and availability of time to ensure the execution of responsibilities.

There are *unrealistic time demands on the Station Commander and a lack of clarity around their working hours*. Station Commanders indicated that they always need to be available; they are not given the opportunity to mentally ‘switch off’ at the end of their workday. Even though many suggest service delivery would improve if the Station Commander is always on call, this is not true; the mental health of any individual becomes affected if they always need to be available and never really focus on tasks other than work.

Salaman (2000) suggests that organisations across the world follow a unique pace suitable to their specific working capacity, especially pertaining to the expected number of hours and days the employee needs to work per year (Salaman, 2000). It was also found that, despite being on leave, police officers were requested to cancel their leave to attend meetings, court procedures, or other duties (Lord, 2005:55-72).

High demands are placed on the Station Commanders, which has an impact on their family life. This is attributed to the lack of adequate resources at their stations in order to address service delivery challenges. Station Commanders are continually besieged with fulfilling responsibilities that are sometimes beyond their control, and it ends up consuming their family time and presence at home. Due to the great demand and pressure placed on them, they do not always have the time to express themselves authentically.

Moos stated that stresses can be separated into various categories in the police context. These stressors can include “financial problems, sound human relations with colleagues, individuals who do not want to co-operate at work, household problems, overall well-being of individuals and unreasonable demands and policies from the top management” (Moos, 1994:1-13).

Studies found that the overall work of the police is seen as highly demanding; stressors likened to this is the shortage of resources, poor relations on an interpersonal level and a limited amount of human resources. This places high pressure on police members who then need to fill in the gaps (Nkosi, 2019). In addition, law enforcement members were perceived as being worried when they were not able to spend time with their families. They encountered negative feelings and it added to their stress (Nkosi, 2019:54).

Three percent (3%) of Station Commanders identified *language barriers* as affecting service delivery. The language barrier as it relates to members speaking in a different language to the community they serve, is a service delivery issue. Literature highlights this concern. Dr Faull reflects in his book called ‘Police Work and Identity’ that being English-speaking not only marked him as being different; it was also one of his biggest limitations when conducting his research as most SAPS officials spoke Afrikaans or one of the country’s other 10 official languages (Faull, 2017:19). The WCPO Annual Report 2019/2020 reiterates the language barrier affecting service delivery (Provincial Government of South Africa, 2020:21). The Station Commanders are dealing with this barrier daily, and there is no real understanding as to why government is not being accommodative to the community in this regard. This is evident in many of the cases that are thrown out of court due to sub-standard statements and basic requirements for evidence, which are lacking.

The Department of Community Safety stated in their *2014/15 PNP* report that the majority of respondents (75.1%) were assisted during their last visit to the police station in the language of their choice, i.e. IsiXhosa, English or Afrikaans. This is in contrast with the current reality of Station Commanders. It is important for the community to be served in the language of their choice as it creates a safe space for victims to describe crime details, as language barriers cause valuable details to become lost in the translation (Department of Community Safety, 2015).

In 2017, there were also concerns raised about language issues. Community members felt that not all appointed SAPS members match the language spoken; there is a gap in the demographics where they are not able to communicate properly with the community they serve. For instance, the SAPS personnel do not speak Afrikaans in areas such as Ocean View, Manenberg, Saldanha and Paarl East where the dominant language within the community is Afrikaans (Department of Community Safety, 2019b). Due to language barriers, many of the community members choose to wait for an officer to translate or who can speak Afrikaans (SAPS, 2020c:43). The community needs to be understood and be able to express themselves freely in their mother tongue. This forms part of providing good service delivery (SAPS, 2020c:35).

The language proficiency was highlighted by a report written on the effectiveness of SAPS' Basic Police Development Learning Programme (BPDLP) in a professional police issue in March 2020. The report indicates that trainers at the three colleges highlighted the lack in the trainees' proficiency of English. It was stated that despite the trainees' having a Grade 12 certificate, there is an evidential disconnect between the trainees' mother-tongue language and the language of instruction at the colleges (English being the language of instruction at the colleges) (Department of Community Safety, 2021). The language barrier evidentially impacts on the communication of knowledge to the trainees'; it was further stated that this may impact the quality of police statements and communication with the various officials and the community. Serving the community in their mother tongue is vital to SAPS staff as it will avoid the loss of critical information. It is important to teach trainees in their mother tongue to ensure that the trainees speak at least two of the three official languages utilised in the Province in which they are deployed to serve.

Three percent (3%) of Station Commanders highlighted that incompetence and the promotion of inexperienced staff hamper service delivery. The promotion of members who do not fit the profile (incompetent) and lack of experience translate into simple tasks taking up more time to complete due to incompetent staff. Promotion is not based on hard work and competence, but rather on other criteria, which place even more pressure on the system and slows down service delivery. This is highlighted by Faull in his 'Police Work and Identity' book, stating that SAPS officers "were excited about where their police salaries might lead them but sceptical about their chances of promotion" (Faull, 2017:133).

An example of members who do not fit the profile and lack experience happened in 2005 when the then national commissioner of the South African Police Service, Mr. Jackie Selebi, selected a new head of the SAPS National Inspectorate. This is a very important role as it focuses on internal accountability, i.e. ensuring that police stations follow the SAPS regulations through undertaking inspections on a station level annually. The appointee was asked to be removed by the Public Service Commission for gross incompetence and failure to perform his duties whilst heading another government agency (Burger, 2015b:49-58).

The National Inspectorate failed as many police stations were not inspected for many years. Other poor appointments made it clear that under Selebi, promotion tended to happen based on political and personal loyalties; it had nothing to do with any professionalism or integrity. The effects were still felt afterwards (Burger, 2015b:49-58).

Two percent (2%) of Station Commanders revealed the lack of management skills as a police service delivery issue.

Two percent (2%) of Station Commanders stated that being held accountable at the police station and in the police precinct hampers service delivery.

Two percent (2%) of Station Commanders stated that the exodus of experienced SAPS staff negatively impacts on service delivery. There is a major exit of police officials without their skills being transferred. This can be a traumatic experience for those who continue serving as police officials, as it negatively affects service delivery.

Two percent (2%) of Station Commanders revealed that political interference divides the community and at times prevent them from executing their tasks; this negatively impacts on service delivery. Figure 5.3 below depicts more service delivery challenges noted by Station Commanders. Approximately one percent (1%) of Station Commanders identified the following service delivery issues:

- i) Corruption
- ii) Ill-disciplined members
- iii) SAPS members working and living in the same community
- iv) Lack of training and development

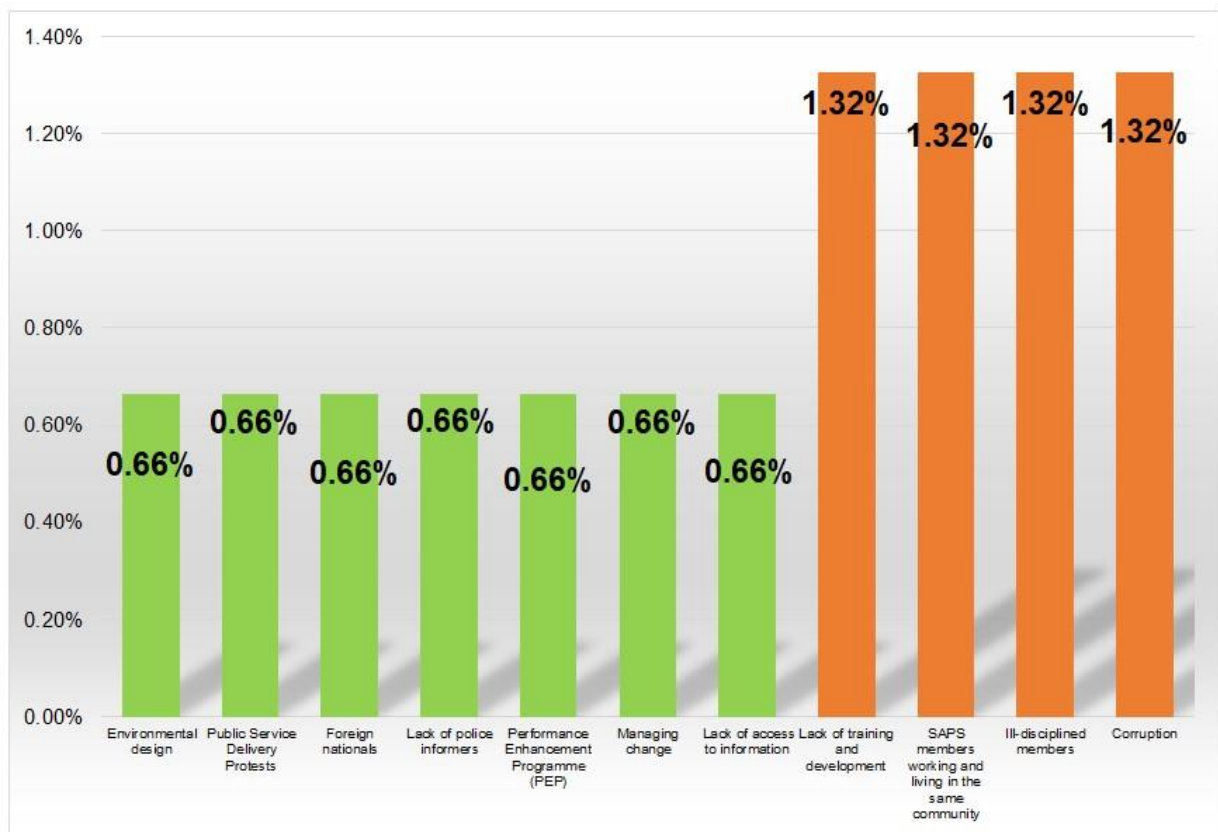


Figure 5.3: Other service delivery challenges experienced by the Station Commanders

Approximately 0.66% of Station Commanders identified the following service delivery issues:

- i) Lack of access to information.
- ii) Managing change.
- iii) Performance Enhancement Programme (PEP), which changed the focus to individual performance and thereby affecting team performance. Station Commanders noted that a change in the system pertaining to their performance now meant that team performance was no longer magnified. Team performance is important, especially in the context of SAPS as they need to function as one unit when defeating crime; they cannot be divided.
- iv) Lack of police informers.
- v) Foreign nationals: There is a lack of directives to deal with foreign nationals; they are not well informed.
- vi) Public Service Delivery Protests: The violent behaviour during public service delivery protests and resisting of arrest within informal settlements affect service delivery.

- vii) Environmental design is not conducive to effective policing: Environmental design plays an important role in many crime prevention initiatives. It is vital that local police stations are involved in environmental design initiatives (Crime Prevention through Environmental Design). According to the Station Commanders, environmental design is not conducive.

Chapter 5 revealed 30 service delivery challenges stated by the Station Commanders and Acting Station Commanders at police stations in the Western Cape. The service delivery challenges were ranked and discussed. Most of the service delivery issues are also raised on other platforms, thus providing context and explanations. New service delivery issues were identified; thus, no other research was available to provide an in-depth analysis.

5.4 Summary

In summary, the top ten service delivery issues were identified and confirmed what the Station Commanders experienced and perceived as service delivery issues. There is a clear link between the service delivery issues expressed by the Station Commanders and the crime situation in the Western Cape. Chapter 6 will discuss the main findings and provide suggestions and recommendations.

Chapter 6: Conclusion

6.1 Introduction

The concluding chapter looks at all the findings and extensively highlights the *main findings*. The dissertation is summarised, answers to the research questions are provided and recommendations with insights are derived from carrying out the study. Finally, recommendations for future research are provided.

6.2 Findings and Recommendations

As discussed in Chapters 4 and 5, the service delivery challenges were separated and structured into service delivery themes. In total, 30 service delivery themes (challenges) were identified by the 151 Station Commanders in the Western Cape.

Many findings were revealed using the *Know Your Station Commander Tool*, and the findings have been corroborated by secondary data sources.

It is important to note that the Western Cape is currently (2019/2020) ranked second in terms of the murder rate at 52.2 per 100,000 of the population, which is higher than the national rate of 36 per 100,000. The Western Cape Province is first in terms of attempted murder (52/100,000) in the country. There are 151 police precincts in the Western Cape and a mere 7% (10 police stations) is responsible for 42.7% of all murders in the province and 38.5% for all attempted murders (Department of Community Safety, 2020a:5).

The *Victims of Crime Report 2018/19* states that the Western Cape ranked first in terms of street robbery in comparison to other provinces, with 1.9% of its citizens aged 16 and above being victims of street robbery (Statistics South Africa, 2019).

The Western Cape was also ranked first in the country on gang violence (Hendricks, 2020), where there is a constant battle to eradicate the gangs and drugs. The gang problem is said to be part of the living legacy of the apartheid system. The argument for this problem still remaining is attributed to the persistence of the many conditions in which it is nurtured (Samara, 2011:96-97). The SAPS considers 25 of the 151 police stations as gang-related police precincts. In total, 44.2% of all murders and 54.2% of all attempted murders took place

in these 25 gang-related stations in 2019/2020. Despite a 22.9% decrease, the province still contributes more than a third (36%) of all drug-related crimes in the country.

The next section lists the major findings extracted from Chapter 5.

6.3 Main findings

The Top ten service delivery challenges experienced by the Station Commanders are:

- 1) Shortage of human resources
- 2) Insufficient physical and aging resources
- 3) Extended unproductive meetings
- 4) SAPS building and office infrastructure challenges
- 5) Lack of involvement of all government departments
- 6) Low morale of members
- 7) Administrative-intensive tasks to maintain a paper-trail
- 8) Population growth and development
- 9) Community police relations
- 10) Absenteeism

The first finding indicates that 30% of the Station Commanders expressed a common concern about the **shortage of human resources**. This finding is corroborated in the *2019/2020 Policing Needs and Priorities (PNP) Report* where it alludes to the shortages of human and physical resources in the Western Cape SAPS as a repeated need, consistently raised since 2013. The shortages of human resources have a ripple effect on the SAPS's ability to respond timeously to crimes and to be visible in the community. This may lead to all sorts of other social ills such as vigilantism and gangsterism.

The second finding indicates that 23% of the Station Commanders believe there are **insufficient physical and aging resources**. This refers to *inter alia* restricted budgets, aging fleet, and inappropriate transportation that does not match the terrain provided to stations.

The third finding indicates that 7% of the Station Commanders believe that the *extended unproductive meetings* concentrating on processes and feedback instead of focusing on combating crime contribute to poor service delivery. This finding is novel as it has never been revealed before in any qualitative or quantitative data on the South African Police.

The fourth finding indicates that 7% of the Station Commanders believe the *SAPS building and office infrastructure challenges* affects the service delivery. The *PNP Report of 2018/2019* also reports the shortage of office space as a challenge, which concurs with this finding. Participants expressed the need for additional and improved police infrastructure (Department of Community Safety, 2021:24).

The fifth finding indicates that 7% of the Station Commanders perceive *the lack of involvement of all government departments* as affecting service delivery. This service delivery issue involves the partnership between the spheres of government, the lack of policing by other Law Enforcement Agencies, the insufficient placements of juveniles, and the repeat offenders not being monitored.

The sixth finding indicates that 6% of the Station Commanders believe the *low morale of members* affecting other members has an impact on service delivery. Low morale was flagged in the *2012/2013 Policing Needs and Priorities Report* as a challenge, and again in 2015. Low morale was identified again during the Khayelitsha Commission of Inquiry (Freeman & McDonald, 2015:31), and cited in the specialised investigative units when the SAPS intelligence capacity disintegrated and was either closed down or distributed among the selected police stations. This reportedly created uncertainty and low morale among the personnel (Burger, 2015b). In addition, Burke and Paton (2006) alluded to organisational stress among the police members and “it is caused by conditions, policies and procedures under which police members work” (Burke & Paton, 2006:1). Noteworthy organisational stressors that may cause harm to the police staff include “performance-related problems like low morale, poor performance, being late for work, career uncertainty, lack of commitment to work and work-life conflict” (Gumani, 2019).

The seventh finding indicates that 6% of the Station Commanders perceive *administration-intensive tasks to maintain a paper-trail* as affecting service delivery. The SAPS uses archaic time-consuming methods to document cases and conducting their business, and they have not yet fully embraced technology, which hampers service delivery. In addition, excessive

management contributes to an overload in roles when an individual takes on multiple roles simultaneously and there are no resources for the roles to be fulfilled (Nkosi, 2019:42).

The eighth finding indicates that 5% of the Station Commanders believe **population growth and development** affects service delivery. This service delivery issue is also known as an unbalanced Police to Community ratio. Governmental intervention from the national sphere of government is needed. A change in the SAPS's to crime needs to be considered. A soldier cannot simply be sent to war; the soldier first needs to be trained and prepared to partake in the war – in this case, the war is against crime.

The ninth finding indicates that 5% of the Station Commanders believe that **community police relations** hamper service delivery. This consists of *inter alia* the loss of trust between the community and the police, unrealistic community expectations, the lack of community mobilisation and involvement, and the Community Police Forum (CPF) relationship with the SAPS.

The loss of trust between the community and the police affects the police's ability to obtain information to investigate and have successful convictions. This is a common problem as Station Commanders often rely on the community-police relationship to bring justice. Every relationship is important; if the community loses trust in the police it negatively affects the community. Working in synergy is important as it positively impacts on society.

The tenth finding indicates that 4% of the Station Commanders perceive **absenteeism** as affecting service delivery. The *Policing Needs and Priorities Reports* from the 2013/2014 to the 2019/2020 financial year reveal that absenteeism based on sick leave and the abuse of sick leave is a regular complaint raised. The SAPS reportedly lost 63,281 days of work because of sick leave taken by 12,049 members from July to December 2017 (this amounts to at least six months of the 2017/2018 financial year). The issues surrounding the abuse of sick leave by SAPS personnel is of grave concern as it weakens the work put in place to fight and prevent crime; it is also disheartening to the hard-working police personnel who place their life on the line on a continuous basis in the fight to keeping South Africa safe. In addition, the *2019/2020 South African Police Service Annual Report* states that 17,984 workdays were lost due to sick leave, which relates to 42,3311 workdays. This increase in taking sick leave was attributed to the start of the new cycle, which commenced in 2019 (Department of Community Safety, 2021:25). Absenteeism was also identified in 2015/2016 as a priority to

be addressed, as the high levels of absenteeism and substantial workloads impacted negatively on service delivery.

The long distances between areas and in some rural areas, the seasonal influx of people (including foreign nationals), further affect policing service delivery. There is a further reduction in capacity when protest actions need to be policed and when psychiatric patients are transported to hospitals.

In addition, the police service delivery challenges affect the ability of the SAPS to address crime levels and patterns in the Western Cape. For basic policing service delivery to be improved and crime to be addressed effectively, it is imperative to address all these findings and empower Station Commanders with the necessary skill set to lead productive teams despite daily challenges. It is furthermore important to provide Station Commanders with the necessary tools and decision-making powers to successfully increase police efficacy and efficiency.

6.4 Recommendations

In terms of police human resource shortages, it is recommended that the South African Police Service utilises a revised ‘resource allocation model’ to allocate staff more equitably across the Province. The ongoing Court Case by the University of the Western Cape’s Dullah Omar Institute and the State is advocating that the allocation of police resources discriminates against black people and the poor (Gontsana, 2018).

In addition, the Police Officials who are currently utilised in administrative positions should be relieved for operational duties where possible to address the acute staff shortages. The SAPS should fill their vacancies with competent recruits and should not be allowed to have a vacancy rate higher than 2%. Furthermore, to bolster their current shortages the SAPS should consider a major reservist recruitment drive with targets. The reservist recruitment criteria need to be revised in order to allow the inclusion of vetted civilians up to age 60 years to assist with administrative tasks.

Furthermore, partnerships to be forged with the community in the form of neighbourhood watches and their patrols would go far to increase some form of visibility at the grassroot level. The Police should also consider implementing a mentorship programme with retired

police officials. They should furthermore institutionalise proper handover mechanisms starting at least three (3) to six (6) months prior to experienced staff leaving the service.

In terms of the extended unproductive meetings, it is recommended that this matter is further investigated to determine how much operational time is spent on administrative meetings and taking crime combatting and patrol time away. Also, it is recommended that the South African Police Service considers online meetings on e.g. the Microsoft Teams (MS Teams) platform to minimise travel time. Furthermore, a Standing Operating Procedure (SOP)/policy should be implemented that limits meeting times and provides guidance in the timeslots when the least amount of crime happens in accordance with the crime pattern analysis – no more than 30% of each day should be spent on meetings.

In terms of the SAPS building and office infrastructure challenges, it is recommended that the South African Police Service devolves the police station infrastructure function to provinces. It is further recommended that the SAPS digitises their administrative processes as far as possible to minimise the space they allocate to store and archive records. In addition, SAPS should make use of the Expanded Public Works Programme (EPWP) to appoint matriculants who may be interested in a Policing and/or Public Relations career; they should be utilised to act as customer service directors/ambassadors to direct complainants to the right service desk when they arrive at the police station.

In terms of low morale of members, it is recommended that SAPS contracts an external service provider to measure the levels of morale and make recommendations to address the root causes of low morale. Furthermore, Station Commanders need to be empowered to demonstrate leadership and values that inculcate the building of morale within the police service, including building trust among members.

In terms of Absenteeism, it is recommended that police debriefing sessions be institutionalised in an effort to curb the trauma associated with the job and resultant absenteeism. All police officials should be subjected to attend at least one (1) empowerment session per quarter on coping mechanisms. Stricter directives ought to be issued to ensure obesity and fitness levels are addressed for better service delivery. The reasons for absenteeism need to further be investigated in order to address the root causes thereof. All police officials need to be sensitised on a quarterly basis on the negative impact of

absenteeism on service delivery. Those who are found to abuse the provisions should be dealt with decisively.

6.5 Summary

In summary, police service delivery is severely hampered by the shortage of human resources; insufficient physical and aging resources; extended unproductive meetings concentrating on processes and feedback where the focus should be on combating crime; SAPS building and office infrastructure challenges; lack of involvement of all government departments; low morale of members influencing other members; administrative-intense tasks to maintain a paper-trail; population growth and development; community police relations; and absenteeism.

It can be concluded that the police service delivery challenges experienced by the Station Commanders in the Western Cape appear to have affected the crime status in the Western Cape.

This research highlighted the contributing factors to the crime situation in the Western Cape. It assisted in analysing crime trends and provided reasons for the increase in the crime situation through the lens of the Western Cape Police Station Commanders at the selected police precincts.

6.6 Answer to research questions

It can be concluded beyond reasonable doubt that the police service delivery challenges experienced by the Station Commanders appear to affect crime in the Western Cape.

The *objective of the study* was to describe and analyse the police service delivery challenges experienced by Station Commanders in the context of the crime statistics obtained from the South African Police Service published data.

The police service delivery challenges have been described through the lens of Station Commanders from the 151 police stations in the Western Cape.

The research question, “What are the service delivery challenges experienced by Station Commanders experience at police stations in the Western Cape?” has been answered.

The data revealed the following main service delivery challenges: 1) shortage of human resources; 2) insufficient physical and aging resources; 3) extended unproductive meetings; 4) SAPS building and office infrastructure challenges; 5) lack of involvement of all government departments; 6) low morale of members; 7) administrative-intense tasks to maintain a paper-trail; 8) community police relations; 9) population growth and development (police to community ratio); and 10) absenteeism.

6.7 Recommendations for future research

The following two recommendations for future research stemmed from this dissertation:

Further investigation needs to be conducted into the reasons for police absenteeism to address the root causes thereof.

Also, the extended unproductive meetings that concentrate on processes and feedback instead of focusing on combating crime should be further investigated to determine the number of hours meant for operations being spent on administrative meetings. This negatively impacts on crime combating and patrol time.

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Annexure 2: The South African Police Ranks Post-1994

Implemented Post-1994

Amended and Implemented 1 April 2010

POLICE RANK	POLICE RANK	POST TITLE		
National Commissioner	General	National Commissioner	Commissioned Officers	Senior Management
Deputy National Commissioner	Lieutenant General	Deputy National Commissioner		
Divisional Commissioner	Lieutenant General	Divisional Commissioner		
Provincial Commissioner	Lieutenant General	Provincial Commissioner		Middle Management
Assistant Commissioner	Major General	Eg. DPC / Component Head		
Director	Brigadier			Junior Management
Senior Superintendent	Colonel			
Superintendent	Lieutenant Colonel Major			
Captain	Captain		Non-comm Officers	Operational
	Lieutenant			
Inspector	Warrant Officer			
Sergeant	Sergeant			
Constable	Constable			

(Source: Parliament Monitoring Group, n.d.)

Annexure 3: Excel Sheets

3.1 The ‘Master’ Excel Sheet

Police Station	Beaufort West	Murraysburg	Kleinvele	Bellville South
Most challenging of position as SC	Proper service to the community without the necessary resources.	The station is 25% under staff, which means work load is more and hampers service delivery.	To please the community.	Under staffed. Appointment of Commanders in positions while those officials are not equipped or having knowledge in such positions.
General challenges and comments	The appointment of members in commanding positions that don't fit that profile and don't have the experience to operate in that specific position.	All members are trained, but not all are competent for their posts. Absenteeism: (4 Members per shift) – if one is on leave, one off sick, it becomes a serious challenge. Equity: The station has mostly Afrikaans speaking community to be served and the shift members are mostly English speaking. There was only one (!) female member working shifts and she was promoted to Pearston. Members with low morale influence other members. No suitable vehicles to transport prisoners and station needs a modified Quantum bus for transport of males, females and juveniles.	No accommodation (office space) for members/clerks. Buildings not hygienic and suitable for human beings. Station too small for the reflux of communities we dealt with. Expansion and building of houses and area became too big to serve the reflux of people and areas. Tiolets are used by public and members. Faxes, emails and copy machines are a huge challenge. No phones due to cable theft frequently.	To ensure service delivery is improved.

3.2 ‘Emerging Service Delivery (SD) Themes’ Excel Sheet

Police Station	Beaufort West	Murraysburg	Kleinvele
	Promotion of members that don't fit the profile (incompetent) and lack experience	Promotion of members that don't fit the profile (incompetent) and lack experience	
		Absenteeism affects service delivery	
		Language Barrier in relation to members speaking in a different language to the community they serve which is a service delivery issue	
		Low morale of members influencing other members affects service delivery	
		Inappropriate transportation vehicle for prisoners which affects service delivery	
			No phones due to frequent cable theft severely affects service delivery
			Inadequate office space leading poor service delivery Building is unhygienic

3.3 Statistical Record Excel Sheet

NO	SERVICE DELIVERY THEME	TOTAL POLICE STATIONS (/151)	%
1	Incompetent and Inexperienced promotions	4	3%
2	Absenteeism	8	5%
3	Language Barriers	4	3%
4	Low morale of members	11	7%
5	SAPS building and office infrastructure challenges	14	9%
6	Shortage of human resources	58	38%
7	Extended unproductive meetings	14	9%
8	Vast distances to travel	7	5%
9	Administrative intense tasks to maintain paper-trail	11	7%
10	Community police relations	9	6%
11	Lack of involvement of all government departments	13	9%
12	Political interference	3	2%
13	Environmental design	1	1%
14	Insufficient physical and aging resources	45	30%
15	Public Service Delivery Protests	1	1%
16	Foreign nationals	1	1%

Excel interface elements: MASTER ALL | List of SD | Chart 1 | Chart 2 | Chart 3 | MASTER | Emerging SD Themes | M. ... + : <