BACK TO BASICS
TOWARDS A SAFER TOMORROW

EFFECTIVENESS OF THE CLUSTER CONCEPT AND THE CRIME FIGHTING STRUCTURE AT THE LOCALISED LEVEL

Presentation to Research Colloquium
"Towards an ideal and suitable policing model for the SAPS"

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#CrimeMustFall

- The presentation will include:
    - A historical perspective on the structures that preceded the cluster concept
    - Review of the cluster concept
    - Description of the cluster structure
    - Challenges with implementation of the cluster structure
   - Effectiveness of the cluster structure and local crime-fighting structures: Perceptions of incumbents
    - Lessons learnt and recommendations
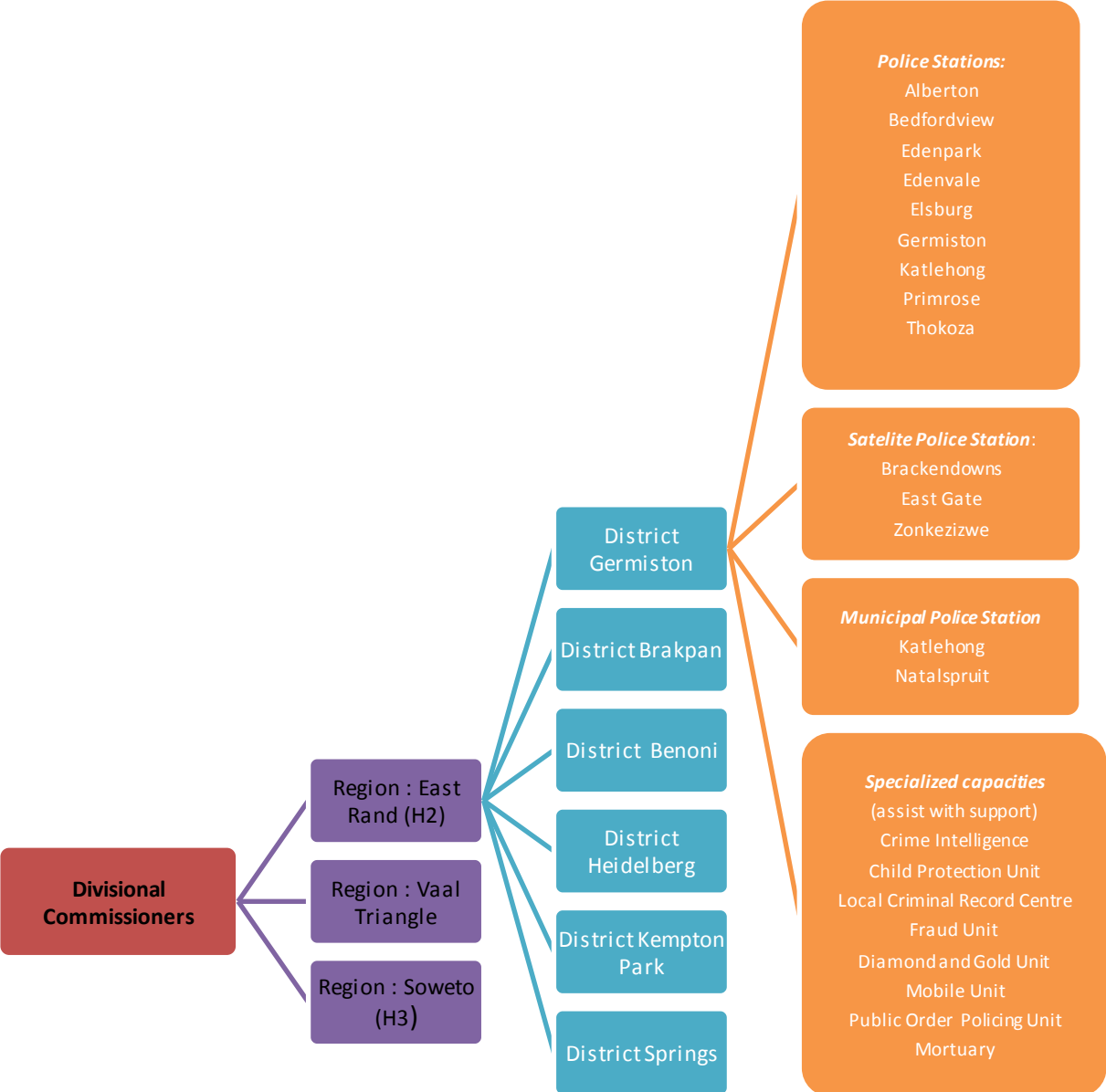
According to Standing Order (General) 024 (1) - (16), the Job Description of the District Commandant, and responsibilities can be summarized as follows:

- Assignment of the allocated strength, positioning of the available members and civilian employees, the proper distribution of work and the administration relating thereto;

- General control, supervision and discipline of members under his command, the maintenance of law and order, the prevention of and investigation of crime in his/her district; and

- To ensure that the administration of the service and the functions of members in his/her district are carried out effectively.

HISTORICAL BACKGROUND:
Area Offices
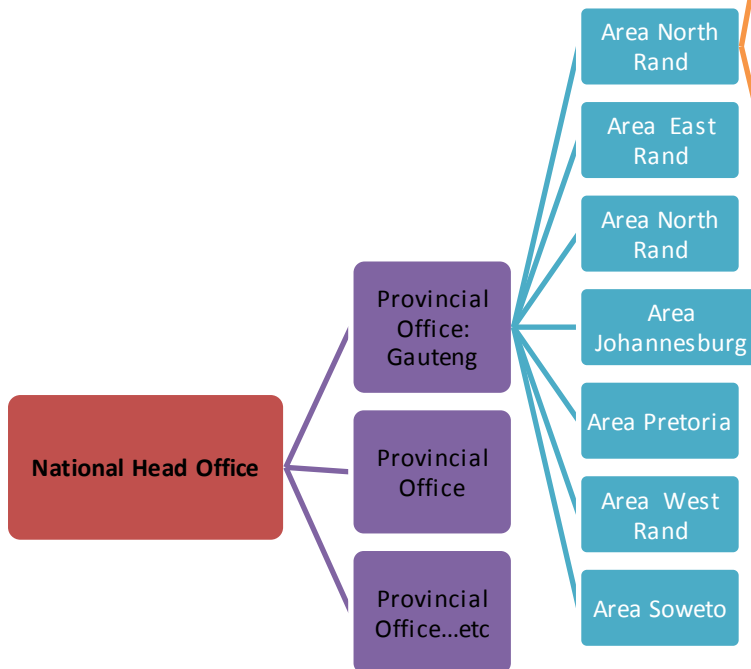
Police Stations:
Actonville
Benoni
Crystal Park
Daveyton
Edenvale
Etwatwa
Ivory Park
Jhb International Airport
Kempton Park
Midrand
Norkem Park
Olifantsfontein
Putfontein
Sebenza
Tembisa

Specialized capacities
(assist with support)
Crime Intelligence
FCS Unit
Area Crime Prevention Unit
Garage/ Auxiliiary Garages
SANAB
Vehicle Crime Investigation Unit
Local Criminal Record Centre
Fraud Unit
2x Vehicle Storage Units
Murder and Robbery
Truck Hijacking Unit
Anti-Corruption Unit
Explosives Unit
Logistical College
Radio Technical
2x Public Order Policing Units
2x Dog Units
Police Emergency Services

National Head Office

Provincial Office: Gauteng

Provincial Office

Provincial Office...etc

Area North Rand

Area East Rand

Area North Rand

Area Johannesburg

Area Pretoria

Area West Rand
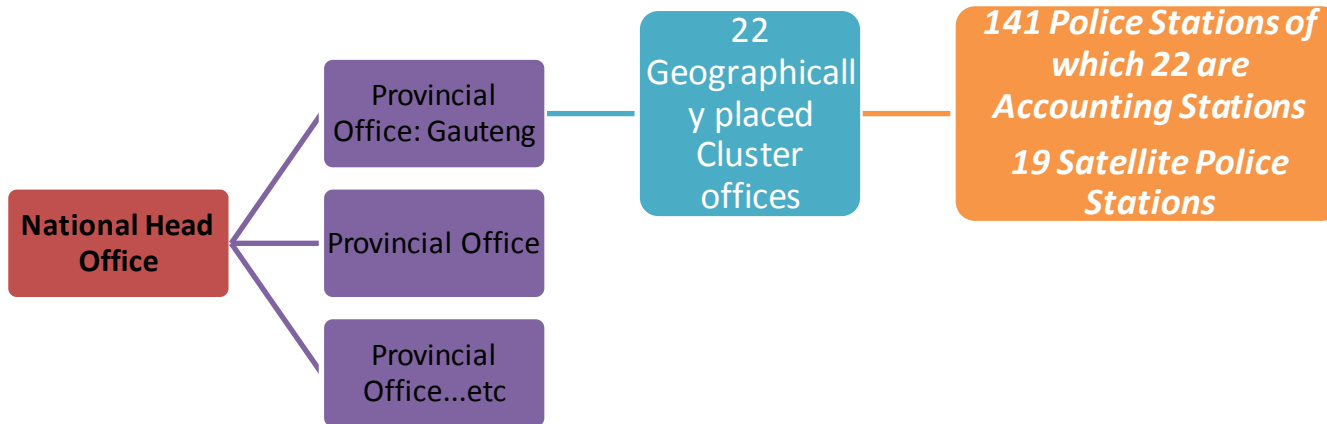
Area Soweto

The Area Commissioner is responsible for delegated functions referred to in Section 219(1) of the constitution, including:

- The prevention and investigation of crime,
- The development of community policing services,
- The maintenance of public order,
- Crime reaction units,
- Protection Services,
- The above-mentioned functions may be delegated to Station Commissioner's level to ensure effective and efficient policing and accountability of the Station Commissioner.

National Head Office

Provincial Office: Gauteng

Provincial Office

Provincial Office...etc

22 Geographically placed Cluster offices

141 Police Stations of which 22 are Accounting Stations

19 Satellite Police Stations

According to an answer to a question in parliament on 21 February 2012 (Internal Question paper no 3-2012), the major functions associated with the cluster system are:

- Monitoring levels of crime and analyzing crime trends at cluster level as well as at police station level;
- Coordinating and directing crime combating actions to address identified crime priorities. This includes monitoring the daily deployment of operational personnel;
- Dealing with major events and/ or disasters;
- Ensuring the creation and effective management of partnerships at a cluster level;
- Conducting of inspections at police stations to ensure that basic policing practices are being executed in accordance with organisational prescripts. Examples of this include observing parade inspections, inspecting registers within the Client Service Centre, inspecting holding facilities, inspecting the SAPS 13 store, etc.;

- Ensuring prompt response to and attendance of complaints;

- Inspecting dockets to verify that investigations are being conducted effectively, that guidance is provided to detectives and that feedback is provided to complainants;

- Ensuring attendance of and compliance with crime scene management prescripts;

- Ensuring timeous submission and collection of exhibits or evidence;

- Monitoring of detective performance in relation to organisational performance indicators, for example detection rates;

- Initiating corrective action where non-compliance to Service prescripts is detected.

- The Cluster structure was evaluated in 2012 to determine it's impact on policing at local level.

- A sample size of 78% (137 of 176) made up of Cluster Commanders was interviewed.

- A total of number 139 Station Commanders were also interviewed.

- In discussions with the Portfolio Committee on Police in June 2012, the question was raised if police could make a comparison to other departments on their levels of structuring.

- Two service delivery departments were benchmarked to find that they also had more than three levels of structuring. (District level is an extension of the Provincial Office).

- Both the Department of Water Affairs and Department of Basic Education have three level structures, with a district office as an extension from the Provincial Office.

- There is a need for a cluster structure to enhance command in the SAPS.

- The span of control become too large if there is no controlling mechanism between the local level (Police Stations) and the Provincial level.

- The current cluster structure will have to change to ensure service delivery at local level.

- Change refers to the structural setup and the delegation of powers to the Cluster commanders.

- Aligning of the cluster structure to municipal district and magisterial district boundaries.

- The cluster structure to be an extension of the Provincial Office.

- The cluster will improve provincial flexibility due to being closer to Police Stations

- Cluster Commanders are in a better position to align operational functions between smaller groups of stations.

- Cluster Commanders are able to act faster to problematic areas.

- The Cluster Commander has only a few stations to manage as opposed to what the province will have to manage without the cluster structure.

- Move finalization of support transactions (accounting) from the accounting stations to the cluster commander.
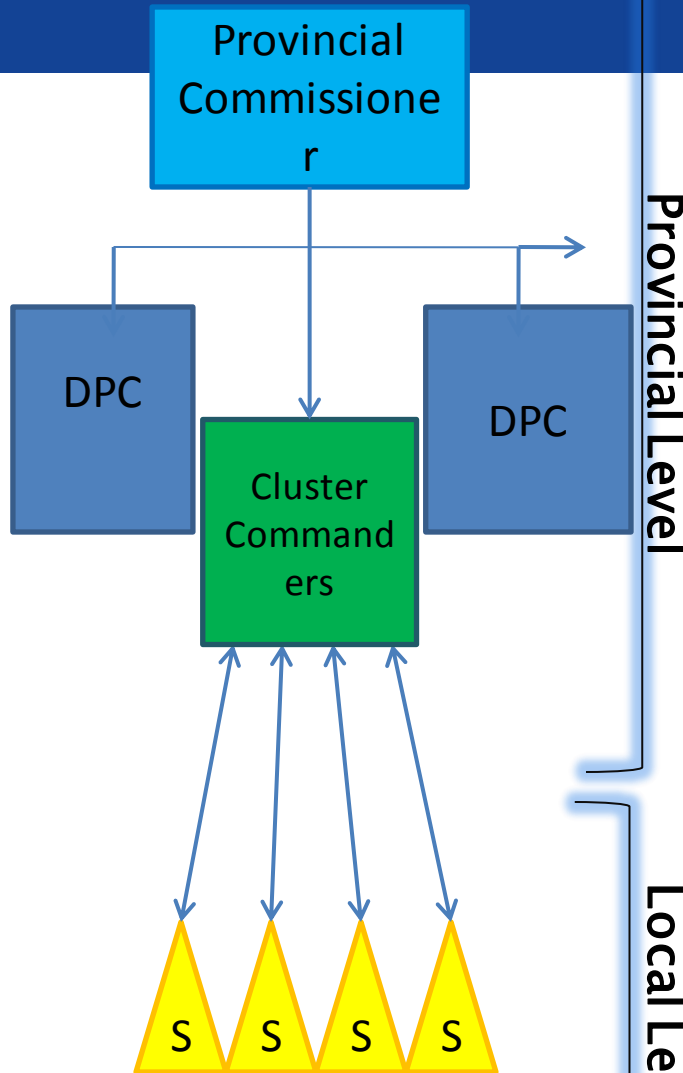
- There is widespread consensus that the cluster structure cannot be closed, but the expectations for service delivery are not met with the current application of the structures.

- The current modality is a step in the right direction, but proper guidance, policy and operating procedures should be made available to the Cluster Commanders, to have a positive impact on service delivery.

Cluster Model

Provincial Commissioner

DPC

Cluster Commanders

DPC

Provincial Level

Local Level

S S S S

NOTE: Provincial Specialized Units reporting
to Provincial Heads: render services
at local level. (In line with applicable
operational prescripts)

PROVINCIAL LEVEL:
- Directing of the provincial office, provincial units and cluster offices
- Implementation, facilitation and monitoring of national policies and standards
- Assessment of performance

Cluster is an extension of provincial office:
- Directing and overseeing all policing functions within the cluster (local level)
- Cross station border operational responsibilities per cluster
- Monitoring and evaluation (activities/performance)
- Finalization of support **transactions** (**accounting office**)
- Ensure development of employees

LOCAL LEVEL: Station Commanders to be accountable to the Cluster Commanders and responsible for:
- Directing and overseeing operational responsibilities at station level
- Executing functions according to station crime priorities
- Ensure development of employees
- Render applicable support service in terms of approved delegations e.g.. capturing, processing, compilation and forwarding to the Cluster support service
- Ensure the effective and efficient management of resources under their command

MODEL	CRITERIA
C **(Major General)** *The criteria should be applied holistically and not as separate factors.*	• Ideal personnel (theoretical posts) of stations **< 1001 > 2000** •Span of control – Preferably not more than 13 stations, deviations to be motivated. • At least one station in the cluster must have a post on the level of Brigadier •Provincial and Cluster dynamics (motivate) •Demarcation rules to be applied, taking into consideration - Municipal districts-/ metropolitan boundaries / Magisterial districts •Post levels to be confirmed by Job evaluation
B **(Brigadier)** *The criteria should be applied holistically and not as separate factors.*	• Ideal personnel (theoretical posts) of stations **< 401 - 1000** •Span of control – Preferably not more than 13 stations, deviations to be motivated. •At least one station within the cluster must have a post on the level of Colonel. •Provincial and Cluster dynamics (motivate) •Demarcation rules to be applied, taking into consideration - Municipal districts-/ metropolitan boundaries / Magisterial districts •Post levels to be confirmed by Job evaluation
A **(Colonel)** *The criteria should be applied holistically and not as separate*	•Ideal personnel (theoretical posts) of stations **201 – 400** •Span of control – Preferably not more than 13 stations, deviations to be motivated. •Demarcation rules to be applied, taking into consideration - Municipal districts-/ metropolitan boundaries / Magisterial districts

Implement in phases – most feasible and cost effective

➤ **PHASE 1** – Demarcation for system purposes / Appoint Cluster Commanders.

➤ **CHALLENGES**
   – Insufficient funded Posts (provincial specific).

➤ **POSSIBLE OVERCOMES**
   – Identify vacant funded posts at Provincial / Clusters / Unit level.
   – Appoint Cluster Commanders at a lower level, if necessary.
   – Identify incumbents that are outside the establishment and place as Cluster Commanders.

➢ **PHASE 2** – Capacitate Operational Environments.

➢ **CHALLENGES**

– Insufficient funded Posts (provincial specific).

➢ **POSSIBLE OVERCOMES**

– Identify vacant funded posts at Provincial / Clusters / Unit level.

– Identify incumbents that are outside the establishment and place in respective environments.

➢ **PHASE 3** – Capacitate the Support environment.

➢ **CHALLENGES**
  – No posts available for command structure.
  – Inadequate funded posts for production core.
  – Centralising support services – challenge to clients in terms of distances.
  – Inadequate skilled personnel.

➢ **POSSIBLE OVERCOMES**
  – Move the funded support command post from the station to the cluster.
  – Retain existing service points (accounting stations).
  – Determine skills gap and train accordingly.
  – Identify incumbents that are outside the establishment and place in respective environments.
  – Retain the functions at the accounting stations in the short term (when posts cannot be moved).

- **<u>PHASE 4</u>** – Closure of Clusters (73).

➤ **CHALLENGES**
  - Placement of personnel who are not in a position to relocate.
  - Insufficient funds for relocation of personnel.

➤ **POSSIBLE OVERCOMES**
  - Place members at stations that are closer to their original placement (cluster).
  - Minimise relocations.

➢ GENERIC CHALLENGES

– Physical resource requirements – insufficient.

– Facility and ITC challenges.

➢ POSSIBLE OVERCOMES

– Utilise resource committees.

– Identify available government buildings.

– Re-prioritise planned funding / projects to accommodate infrastructure needs.

NEW CLUSTER CONCEPT -
General Comments

- Implementation to be dealt with over the MTEF period(s).

- Provinces to immediately compile and submit signed implementation plans by 7 March 2015.

- Provinces to submit progress reports every two weeks to National on the status of implementation.

- Gaps (human and physical resources including office accommodation) will be identified after implementation by provinces.

- A plan will be drafted to attend to the gaps.

- Progress will be reported to the BOC/NMF.

- A position paper was prepared to consult the cluster concept and implementation modalities to the SSSBC.

- Aligning the cluster service areas with the Municipal district boundaries was already included in the criteria to determine the number of clusters

- The SSSBC was informed of the reviewed Cluster Concept on 2015-03-24

- The recent HRC suggested that the **cluster operational environment** be prioritized as the first phase of implementation, due to shortages of sufficient posts and personnel to implement the Support structure. It will follow as a next phase.

- The implementation of the Deputy Cluster Commander was introduced as an interim structure due to the shortages of posts for the interim, until sufficient resources are available to fill all the posts of the approved structures.

- The Minister of Police was informed of the reduction of Clusters who noted it.

- The Cluster Structures were presented to the Portfolio Committee for Police

- Administrative functions, including functions at Accounting Offices, cannot be performed due to a lack of capacity (budget constraints).

- The actual cluster work force does not currently match the structure (still in implementation phase)

- There should also be a Commander at the same level as for Visible Policing, Detective Service for Support - if this is the case there is not need for a Deputy Cluster Commander

- Involvement of the relevant community and departmental role-players in policing (CPFs, sectors, Metro and Municipal Police, etc.).

- Operational activities within clusters (utilisation of different disciplines such as POPs, TRTs, etc.).

- Command and control.
- Most clusters aligned with municipal boundaries.
- Partnership with other law enforcement agencies, metro, DHA
- Cluster are nearer to clients for service delivery.
- Relationships with communities that we police, increases information that assist to manage crime.
- Span of control improved.
- Skills and experience in cluster and station management.
- Support for the provincial office.
- Good working relationships between CCs and SCs and unit commanders.
- Team work between stations in cluster - all take responsibility to address problems in cluster.

- SAPS must in future evaluate and conduct proper research to determine its options before embarking on costly and far reaching changes in structures.

- There must be an implementation plan, after approval, with a dedicated budget.

- The implementation plan must address all operational policing aspects, aligning of functions, administrative functions, coordination, monitoring and evaluation (e.g. the pilot OCC approach must align with the establishment of emergency response capacity).

- SAPS must not embark on changes to its operational structures which has no dedicated budget.