

The Justice Crime Prevention & Security (JCPS) Cluster as a strategic element for a new Policing Model

BACK TO BASICS
TOWARDS A SAFER TOMORROW



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REPUBLIC OF SOUTH AFRICA

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DEPARTMENT OF

SAFETY, SECURITY & LIAISON

QUESTIONS TO BE ANSWERED



Operationalisation of strategic decisions adopted by the JCPS cluster:

- 1. Is the operationalisation properly co-ordinated?**
- 2. Is implementation monitored?**
- 3. Is the impact assessed? and**
- 4. Are successes appropriately captured?**

The Justice Crime Prevention & Security (JCPS) Cluster as a Strategic Element for a new Policing Model



PART ONE: by :Major General (Dr) G Naidoo

- **IS OPERATIONALISATION OF JCPS STRATEGIC DECISIONS**

PROPERLY CO-ORDINATED?

- **ARE SUCCESSES APPROPRIATELY CAPTURED?**



ORIENTATION TO CO-OPERATIVE GOVERNMENT & THE JCPS CLUSTER



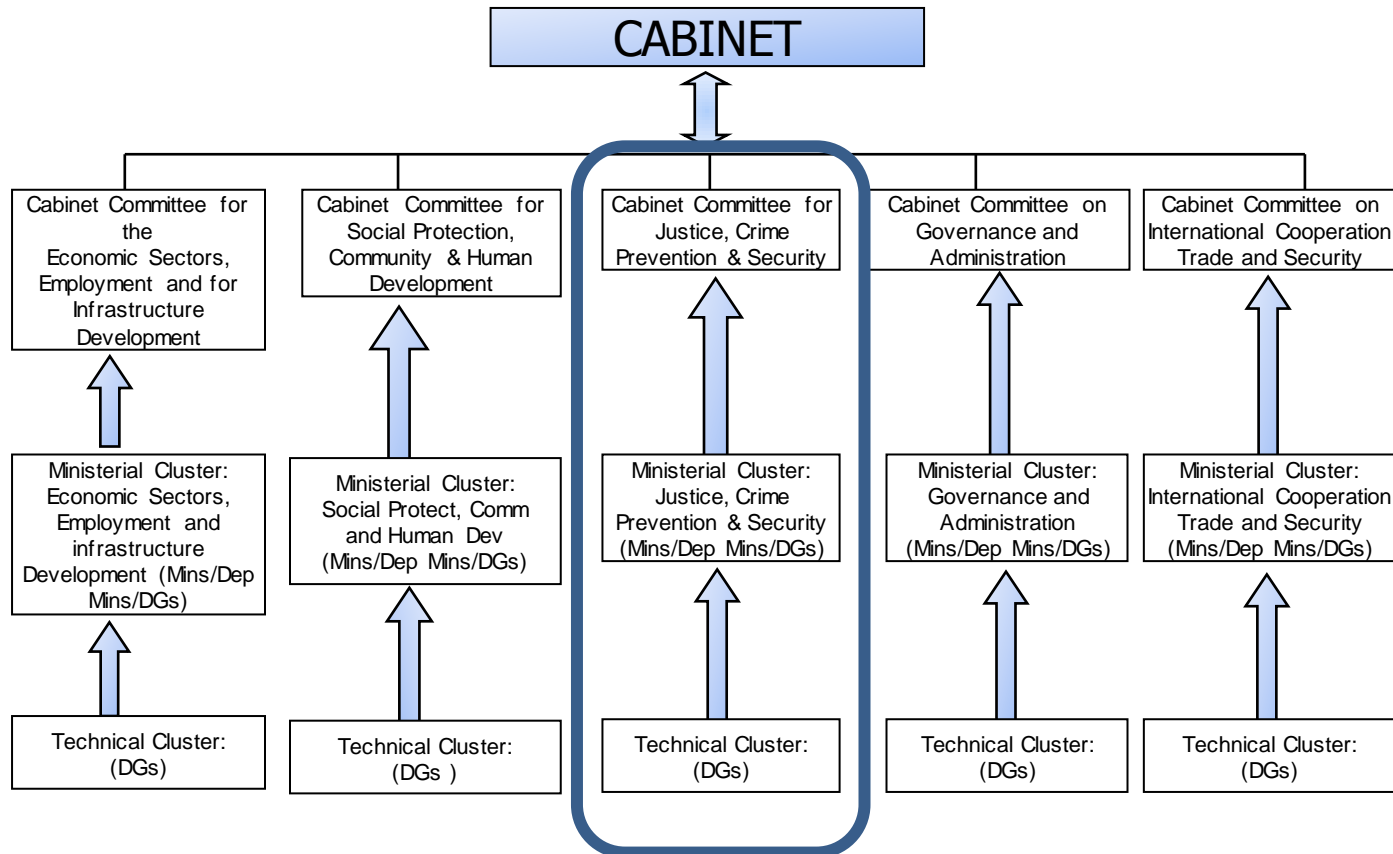
- **Synergy in Government**
- **New Democratic dispensation place new demands**
- **Government needed to evolve with changing demands**
- **White Paper on Transformation of Public Service 1995**
- **Presidential Review Commission 1998**
- **Collaborative form of Administration**

ORIENTATION TO CO-OPERATIVE GOVERNMENT & THE JCPS CLUSTER



- **Introduction of Cluster System in Government**
- **Chapter 3 of Constitution of Republic of South Africa, Act 108 of 1996**
- **Intergovernmental Relations Framework Act, Act 13 of 2005**
- **Five Clusters:**
 - **Economic Sectors, Employment and Infrastructure Development (ESEID)**
 - **Social Protection, Community and Human Development (SPCHD)**
 - **Governance and Administration (G&A)**
 - **International Cooperation, Trade and Security (ICTS)**
 - **Justice, Crime Prevention and Security (JCPS)**

ORGANISATIONAL STRUCTURE OF GOVERNMENT CLUSTERS

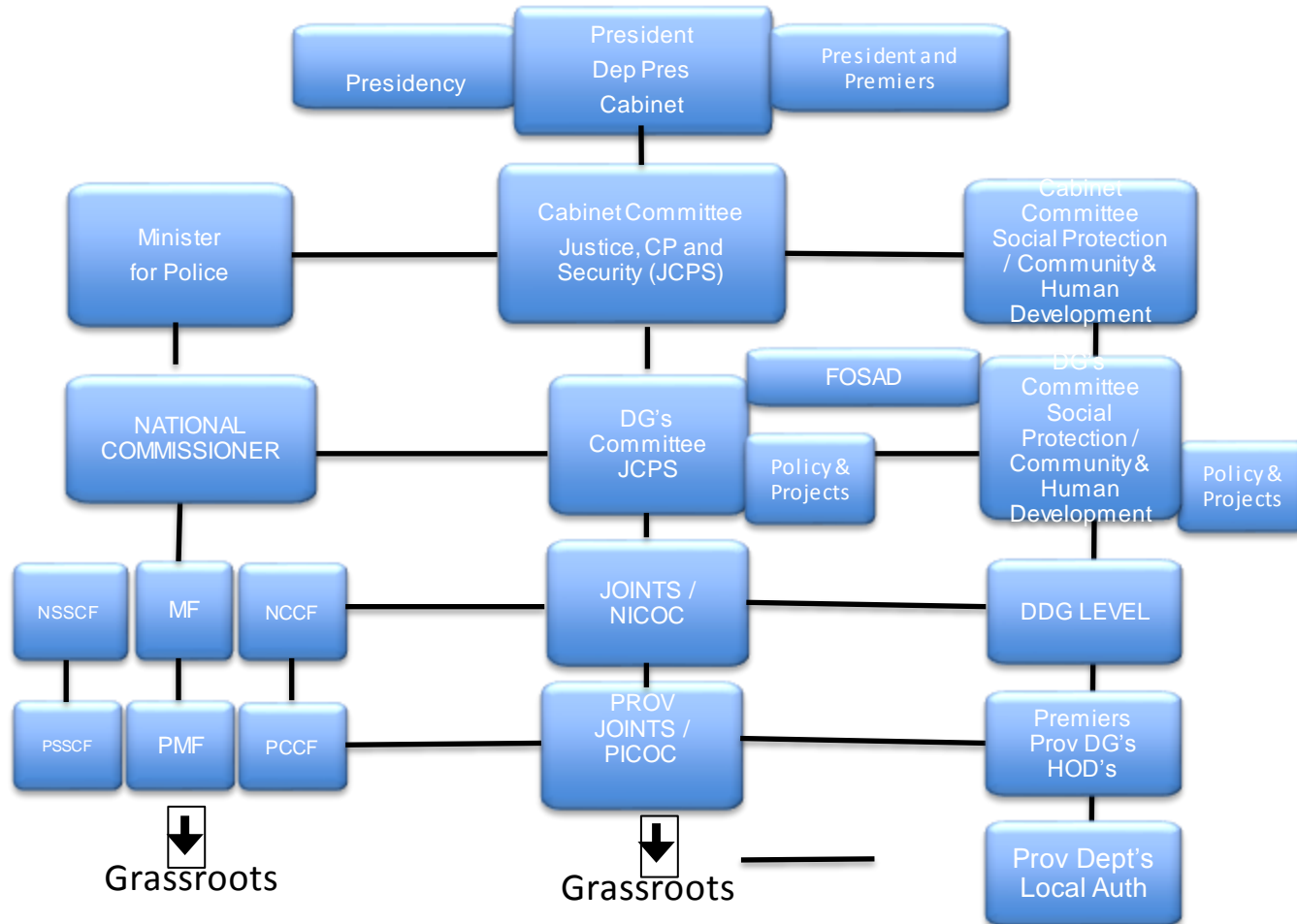


COMPOSITION OF THE JCPS CLUSTER



- **The JCPS Cluster comprises of the following core Ministries and Departments:**
 - **Defence and Military Veterans;**
 - **Police;**
 - **Justice and Correctional Services;**
 - **Home Affairs;**
 - **State Security and**
 - **Finance**
- **JCPS DG Cluster has seven Teams / Sub-Committees**
 - **National Joint Operational & Intelligence Structure (NATJOINTS)**
 - **National Intelligence Co-ordinating Committee (NICOC)**
 - **National Development Committee**
 - **The Integrated Justice System (IJS) Board**
 - **Border Control Co-Ordinating Committee (BCOCC)**
 - **The Anti-Corruption Task Team (ACTT)**
 - **The Strategy Task Team**

ILLUSTRATION OF JCPS COORDINATING MECHANISM FROM AN SAPS VIEW



THE ROLE OF THE JCPS CLUSTER



- Fight crime and corruption
- Providing strategic guidance & ensure monitoring and evaluation of implementation of policy decisions
- Strategic support to Cabinet Committee & Ministerial Committee
- Monitor implementation of MTSF
- Entrench a culture of accountability in JCPS departments / Corrective measures for poor implementation
- Ensure adequate resourcing of Cluster priorities / Maintain a Communication strategy

OPERATIONALISING THE JCPS STRATEGIC DECISIONS



- **Co-ordination of work processes**
- **JCPS Delivery Agreement**
- **Outcome for JCPS “ All people of South Africa are and feel safe”**
- **Outcome has 8 Outputs**
 - **Reduced overall levels of serious crime in particular contact & trio crimes**
 - **An effective Criminal Justice System**
 - **Corruption within the JCPS combatted to ensure its effectiveness to deter crime**
 - **Perceptions of the management of crime among population improved**
 - **Levels of corruption reduced improving investor confidence**
 - **South African borders effectively safeguarded & secured**
 - **Integrity of identity & status of citizens / residents secured**
 - **ICT systems integrated & Cyber Crime combatted**

OPERATIONALISING THE JCPS STRATEGIC DECISIONS



- **The Delivery Agreements are broken down into a Program of Action (POA)**
- **The actions of the POA included in Departments Annual Performance Plan (APP)**
- **Departments report both to Legislature & JCPS same results**
- **Not required to maintain separate databases for reporting**
- **SAPS used as a sample of JCPS Cluster to test operationalisation of decisions:**
 - **Comparison of POA with SAPS APP indicates all JCPS actions relevant to police included**
 - **Decomposition of actions at Departmental level not clear in some instances ie. information on operationalisation plans / not restate POA**
 - **POA does in some instances contain operational actions not strategic**

CAPTURING OF JCPS SUCCESSES



- **JCPS depends on departments for reporting of successes**
- **Does not have own mechanisms for determining successes**
- **Integrated justice system still in the pipe line (more than 20 years)**
- **No independent verification of JCPS results**
- **Random test of some results reported by JCPS undertaken with SAPS as sample:**
 - **Sector Policing implemented in 95% of stations**
 - **Improvement in detective services, capacity skills and training**
 - **Implementation of Rural Safety Strategy**
 - **Investigating Officers to interview Complainant within 24 hours**

FINDINGS OF PART ONE



- **Elaborate process in place to disseminate and coordinate JCPS decisions & information**
- **Coordination of decisions does occur**
- **Implementation at operational level is problematic / not consistent**
- **System of reporting progress is in place**
- **Dependent on line departments for data**
- **No independent verification of successes by JCPS**
- **Examples used as illustration above indicate skewed results**

COMMENTS ON PART ONE



- **Observation individual impact vs Institutional Building on JCPS**
- **Gap in institutional memory indicate absence of information repository**
- **Actions on POA do not necessarily have desired impact on achieving outcome 3**
- **JCPS only coordinating mechanism no executive authority**
- **Coordination made more difficult examples visible**
- **Successes reported need independent verification**
- **Need for collaborative functioning demands that the mechanisms be revitalised / further empowered for improved performance**

THE JUSTICE CRIME PREVENTION & SECURITY (JCPS) CLUSTER AS A STRATEGIC ELEMENT FOR A NEW POLICING MODEL



PART TWO: Daniel Makananisa MA(NU-USA), MM-PP(Wits)

Operationalisation of strategic decisions adopted by the JCPS cluster:

- **IS IMPLEMENTATION MONITORED?**
- **IS THE IMPACT ASSESSED?**



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ORIENTATION

- **This part of the paper addresses aspects of monitoring and evaluating the implementation of the Justice Crime Prevention and Security Strategy by various departments comprising the JCPS cluster.**
- **For practical reasons we will look into monitoring and evaluation and impact assessment on police as a purposive sample representing the JCPS cluster through the role performed by Civilian Oversight at Provincial level.**
- **The paper maintains that South African government's approach to crime prevention is anchored on overarching policy documents such as :-**
 - » **National Crime Prevention Strategy (NCPS)**
 - » **White Paper on Safety and Security**
 - » **National Development Plan (NDP)**
- **Proper planning, adequate resources allocated and capabilities in place can mean the difference between acceptable and unacceptable levels of performance**
- **What we want to establish is whether SAPS performance is monitored, evaluated and impact assessment consistently carried to influence policy direction.**

BACKGROUND



- **Studies around the world for example Latin America, Yugoslavia, Brazil and South Africa on police performance, pointed at the need to shift from military- based (authoritarian) to democratic (community) policing.**
- **Wherein training of the police on how to work with the community and educating the community on the principles and strategies of working with police is a priority.**
- **Studies reveal that there is rising dissatisfaction with the quality of policing in many countries and as a result the use of private security companies is becoming prevalent.**
- **Debate is raging over the need to establish independent institutional mechanisms to monitor and evaluate the police.**

PROBLEMS STATEMENTS



- The emphasis on crime prevention is often informed by quantitative output (crime stats) than qualitative data on the underlying causes
- The expectation that police performance will parallel with the growth of other aspects of democratization is often a hypothesis researchers fail to reject
- There is a growing acceptance that there exists clear distinction between the training received in the academy and the daily practice of the profession
- Crime reduction is to police department what profit is to a private company (*Problem 1*)
- Criminal Justice is made to be the only solution to all public safety problems (*Problem 2*)

RESEARCH QUESTIONS



1. Is performance monitored and evaluated?



RESEARCH QUESTIONS



2. Is the impact of strategy assessed?



PERFORMANCE MEASUREMENT



- **Kusek and Rist (2004) argue that performance management is the life blood of effective monitoring and evaluation in the public sector**
- **There are discrepancies in the classification system and criterion used to categorize poor or good performing police stations**
- **Skeptics have it that the current Efficiency Index (performance chart) designed to measure police performance was developed by the SAPS hence it is inward looking and internally oriented**
- **Independent monitoring & evaluation of police performance should be enhanced by redirecting oversight bodies**



- According to 2016 Review of Civilian Oversight for Law Enforcement Agencies in Gauteng Province, police stations that recorded a higher number of serious and violent crimes in the province as per the South African Police Service crime statistics and those that are regarded as poor performing as per the SAPS classification system are frequently monitored.
- Community Safety Department visited such stations using the NMET tool and, together with the management of that police station, developed action plans on how to address and improve the performance.
- In addition, the Department would subsequently develop recommendations based on the police station visit findings, and on a regular basis, monitor the extent of the implementation of those recommendations.

FROM FALLACY TO EVIDENCED REALITY

SOME HYPOTHESIS WORTH TESTING



- **Police departments with excellent crime controlling stats, high arrests and clearance rates, and responding quickly to calls for service, might still perform poorly in many other ways, they might have poor relationship with communities, problems with brutality and corruption**
- **Arrests are not effective measures of police performance as they sometimes represent failure by police to adopt other more proactive solutions**

HARSH REALITIES



- **If measuring the police performance is based on statistics of crime only, and not taking into consideration the measure of trust and confidence in the police (outcome focus), most people will not see the importance of measuring police performance**
- **The current data on policing are insufficient for either measuring performance on outcomes or doing good comparative research**
- **Since the advent of community policing, noncriminal related police service is no longer categorized as miscellaneous.**

IMPACT ASSESSEMENT



Based on Outcome 3: *“All people in South Africa are and feel safe”*

Qualitative surveys should be conducted to test all 8 Outputs

Through:-

- Public perception surveys, focus group interviews on police performance, analysis of media reports, police-community activities and sustainability of formal and informal public forums.

The following are some of the questions which should be asked:

- What impact is attained as a result of programme or project
- What difference has the policing programme made for women and children to walk and play freely in their streets
- Is the statistics on households subscribing to private security firms increasing or decreasing as a result

FINDINGS PART 2



- **Police performance is a multidimensional concept that needs to be demystified**
- **There seems to exist definitional dilemma on what constitute the tool for monitoring and evaluation.**
- **This is attributed to indirect relationships between inputs, outputs and outcomes which contribute to perplex the assessment of police performance.**
- **Police management still attach successes from performance based on outputs (crime statistics) as if there is correlation between outputs (crime statistics) and outcome (are people safe & do they feel safe).**

RECOMMENDATIONS PART 2



- **More research on monitoring & evaluation and Impact Assessment on police performance as part of community policing model.**
- **For holistic assessment both Quantitative and qualitative indicators should be used establish a comprehensive performance.**
- **Equip, Support and develop a oversight model to provide clear definitions and articulations.**
- **To demystify how provinces should do their civilian oversight duties.**
- **Ensure that police performance is evaluated on both formative and summative levels.**

CONCLUSION



- **There is often more to operationalizing strategy than making structural changes, redesigning processes and training staff**
- **For strategies to be truly successful, leaders need to create the conditions that enable the organization to pull itself into an improved future**
- **A future that not only reflects the strategic intent, but also becomes operational reality.**
- **David Trafford and Peter Boggis (2014)**



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The End

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