



**Western Cape
Government**

Community Safety

Report on the Expert Workshop on National Anti-Gangsterism Strategy held on 02 December 2016 at Chrysalis Academy, Tokai.

Department: Community Safety

Date issued: 10/02/2017

Quarter 4 of 2016/17

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1. INTRODUCTION

The National Anti-Gangsterism Strategy was developed by the National Intelligence Coordinating Committee (NICOC) and was adopted by the national Cabinet in June 2016. It aims to provide a national inter-departmental anti-gang strategy. It professes to be grounded in a community-based approach, which recognises the need for a holistic approach incorporating socio-economic development and addressing the root causes and enabling factors of gangsterism. It is based on four pillars:

- Empowering communities – by addressing human development, social cohesion, unemployment, poverty and inequality.
- Communicating with communities – through social partnerships, stakeholder and community engagement (including civil society and the private sector).
- Prevention – through improved spatial design and creating safe living spaces.
- Combatting – through effective law enforcement strategies, upholding the rule of law, and maintaining the integrity and efficacy of the criminal justice system.

In terms of coordination and implementation the Inter-Provincial Ministerial Committee, Provincial Strategy Group 2 (PSG:2) was tasked with integrating 'the strategy' into its discussions and reports and acting as overall coordinator and reporting structure. The strategy will be driven through Provincial Joints Priorities Committee (ProvJoints) coordinated by the Department of Community Safety (DoCS). This committee will consist of representatives of DoCS, SAPS, DCS, DSD, DOJ and WCED. The ProvJoints will report to the Provincial Director General's Forum and to the PSG:2 which has political oversight for the Strategy. The Priorities Committee will also report to the Provincial DevCom and Provincial Joints Committees.

The Provincial Joints Priorities Committee will implement 'the strategy' through three working groups:

- Pillar 1: Human Development;
- Pillar 2: Social Partnerships and Pillar 3: Spatial Design; and
- Pillar 4: Criminal Justice Response.

The Provincial Joints Priorities Committee is responsible to develop an implementation plan for the National Anti-Gangsterism Strategy in the Western Cape. The Khayelitsha Task Team is concerned with developing a strategy for responding to youth gangs in Khayelitsha.

DoCS arranged this workshop with the aim of briefing relevant departments and stakeholders about the strategy and brainstorming ideas for its implementation. This is a first step in developing an implementation strategy.

2. WORKSHOP METHODOLOGY

Target group

Invitations were extended to the South African Police Service (SAPS), government departments, organisations and individuals including:

- SAPS: Deputy Provincial Commissioner, Khayelitsha Cluster commander;

- The Departments of Social Development, Health, Cultural Affairs and Sport, Environmental Affairs and Development Planning, Western Cape Education Department, Office of the Premier, and other relevant departments;
- National Prosecuting Authority, the Department of Justice and Constitutional Development and the Department of Correctional Services;
- University of Cape Town, Safety and Violence Initiative;
- NGOs: National Institute for Crime Prevention and the Reintegration of Offenders (NICRO), African Policing Civilian Oversight Forum (APCOF); Nyanga Yethu Project; and Ceasefire;
- City of Cape Town; and
- Chrysalis Academy.

Forty five (45) people participated in the workshop, see attached list of attendees **(Annexure A)**.

Structure

At the start of the workshop each participant was handed a file containing certain key documents which were intended to contextualise and guide the discussions – these included a presentation on the Update of the Status of the National Anti-Gangsterism Strategy and the responsibility for the implementation as well as a presentation on the analysis of the strategy. The Head of Department, Mr Gideon Morris, welcomed participants and delivered the opening address. The purpose of the workshop and an overview of the strategy were outlined by Ms Amanda Dissel (Director: Policy and Research). Thereafter Dr Don Pinnock presented an analysis of the strategy. This was followed by comments from the participants. Small group discussions then took place, followed by a report back and recommendations in the plenary group. Mr Morris closed the workshop and outlined a way forward. See Programme **Annexure B**.

3. SUMMARY OF MR MORRIS'S PRESENTATION

Participants were informed that the new National Anti-Gangsterism Strategy replaces the 2008 Western Cape Social Transformation, Gang Prevention and Intervention Strategic Framework. The JCPS Directors General Forum approved the new National Anti-Gangsterism Strategy and it was ratified by the JCPS Cabinet Committee on 2 June 2016. Provincial Cabinet has since adopted the Strategy.

Mr Morris outlined the strategic objectives, which were (a) to adopt an effective coordinated and interdepartmental approach; (b) promote a community-centred approach that emphasizes dialogue, accountability to communities, and addressing root causes and enabling factors, (c) to foster partnerships; and (d) to mitigate the risks posed by gang-related activities through implementation of prevention, containment, management and mitigation mechanisms to address gangsterism within and outside of correctional facilities.

In order to address gangsterism in communities the strategy identifies 4 pillars to augment implementation namely:

- Pillar 1: Human Development which focuses on:
 - School safety (key actions by Basic Education, SAPS, DSD);
 - Social Cohesion and Sustainable Communities(key actions by Health and Social Development);
 - Improve Service Delivery (key actions by all 3 spheres of government); and
 - Economic Development (key actions by National Youth Development Agency (NYDA) and economic sectors).
- Pillars 2: Social Partnerships - establishing community safety forums and allowing local structures to address safety concerns by means of formal policies (key actions by DSD, NYDA and Government Communication and Information Systems to develop a National Communications Plan).
- Pillar 3: Spatial Design - redesign of public spaces and homes, to integrate community facilities in areas dominated by gangs (key actions by Municipalities, Department of Human Settlements, Department of Land Affairs, Department of Public Works and Department of Cooperative Governance and Traditional Affairs (CoGTA).
- Pillar 4: Criminal Justice Response focusing on:
 - Community mobilisation and safety (key actions by CPF's and CSF's which need to be functional);
 - Intelligence Gathering and Coordination (key actions by SAPS, Correctional Services and Justice);
 - Crime Prevention (key actions by DoCS, SAPS, Education departments);
 - Combatting approach (key actions by criminal justice sector);
 - Prosecution - improve investigation and NPA prosecutions, court case management and judicial service to combat all forms of gang-related activity (key actions by DSD, SAPS, CJS);
 - Rehabilitation and reintegration of offenders – improve case management, behaviour modification, employment and outreach programmes (key actions by DSD, DCS).

At the National level, the Department of Social Development has been tasked to lead a special implementation committee reporting to the Inter-Ministerial Committee (Figure 1). The Department of Monitoring and Evaluation has the overall responsibility to monitor as it receives performance data from implementing departments, provinces and municipalities who have to adhere to timelines. The Department will also collate and verify data submitted by departments, establish monitoring and evaluation systems which include a delivery plan, indicators, targets, progress and the allocation of responsibility for reporting on indicators. Departments will report to DPME who receives narrative reports from departments highlighting remedial actions if targets are not achieved.

At the Provincial level, a Priorities Committee under ProvJoints is responsible for coordinating implementation of the strategy (Figure 2). This Committee will report to the Provincial DevComm and the ProvJoints. A Provincial Inter-Ministerial Committee is envisaged by the National Strategy and has been assigned the responsibility to facilitate

the participation of all role-players. Such Committee is chaired by the Minister of Education in the Western Cape, Minister of Social Development, Minister of Community Safety and the Minister of Cultural Affairs and Sport. Below is an outline of the governance structure and role clarification of the relevant forums and committees.

Figure 1: National governance structure

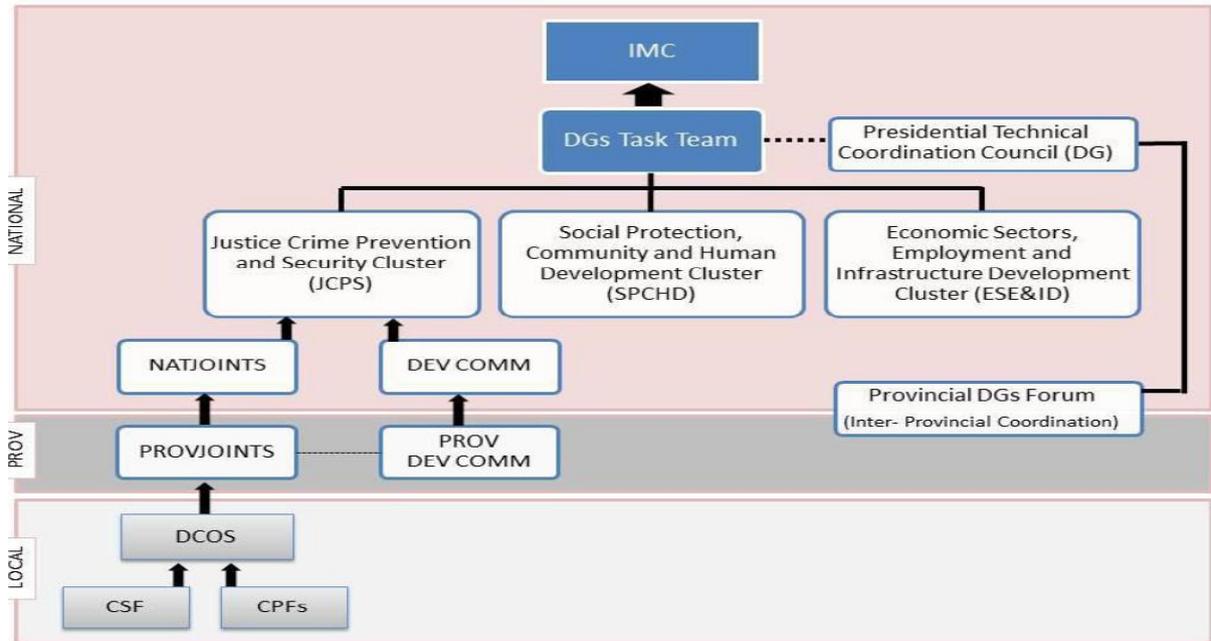
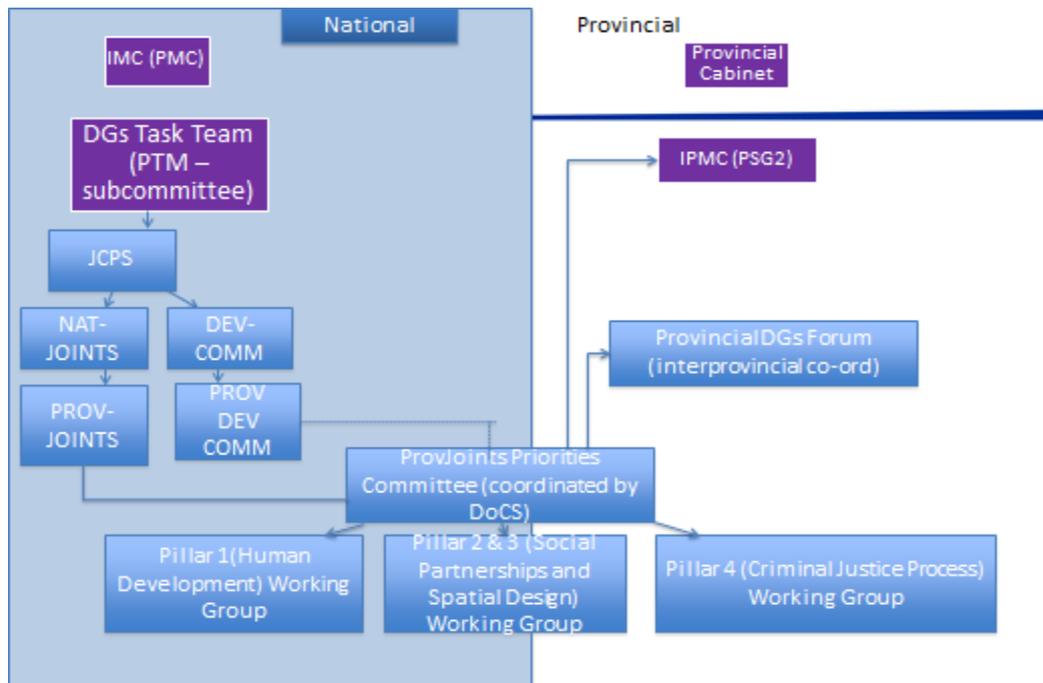


Figure 2: Provincial governance structure

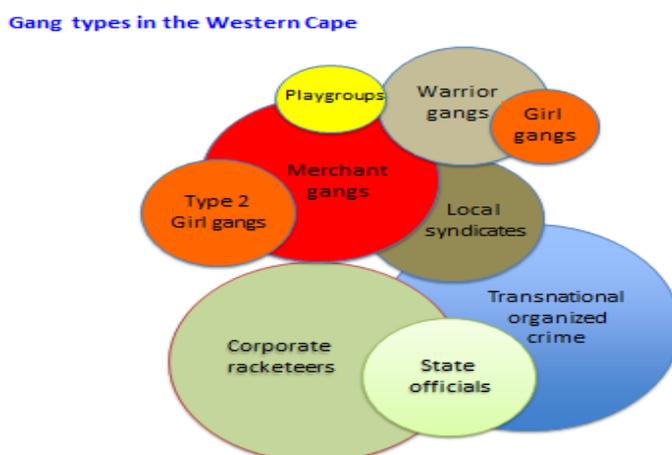


At a Provincial level, the DoCS Head of Department will head the ProvJoints Priorities Committee responsible to coordinate the implementation of the strategy. The committee is to consist of DoCS, SAPS, DCS, DSD, NPA, SADF, CoCT, DPW&T and DOJ. This Priorities Committee reports back to the ProvJoints and DevComm and shall also keep the Provincial Director General and Provincial Inter-Ministerial Committee (PSG:2) informed. The Provincial Heads of Justice, NPA and SAPS shall attend the PSG:2 Inter-Ministerial Committee quarterly to be updated on Provincial programmes and to participate in the planning of interventions. ProvJoints Priorities implements the Strategy through the Anti-Gang Priority Committee by establishing three working groups namely Pillar 1: Human Development, Pillars 2 and 3: Social Partnerships and Spatial Design and Pillar 4: Criminal Justice Response.

4. SUMMARY OF DR PINNOCK'S PRESENTATION

Dr Pinnock expressed the view that the National Anti-Gangsterism Strategy in its current form is unimplementable as the strategy provides a broad overview of what must be done but does not succinctly state how it must be done. The governance and implementation structure emulates a 'roman courtroom' indicating a heavy top down control while implementation of a strategy of this nature should ideally include a bottom-up approach, so as to include people at grassroots level and to ensure buy-in into the strategy. He said that the scope of the strategy is too limited. He felt that 'A national interdepartmental anti-gang strategy is required to address not only the phenomenon and impact of gangsterism, but also prevention of gangsterism. This strategy will be grounded in a community-based approach, working with communities, community organisations, focusing on street-level outreach, community development, conflict mediation, and changing of community norms to reduce violence and criminality.' He said that the Strategy's analysis of gangs and their structure was too simplistic and ignores the many types of gang formations in the Western Cape (Figure 3). There are the small playgroups and girl gangs; the warrior gangs and then the merchant gangs which are structured around the sale of illicit goods – mainly drugs. These are often connected to local syndicate gangs, transnational organised crime groupings, corporate; and some have links to state officials. Some of the formations involve prominent leadership figures, for e.g. the Firm/American Gang. In local areas each gang has its leader which results in street level gangs and inter-gang violence in communities.

Figure 3: Gang Types in the Western Cape



Moreover he is concerned that the word 'gang' is used in the strategy as an ideological construct with little basis in daily reality since the word 'gang' can have different meanings in different communities and they are constantly evolving. Unless the strategy is able to define what a gang is, it cannot develop an intervention responsive to the specific problem. Nevertheless, he conceded that the strategy does create an opportunity for provincial government to redefine and provide a leading role in national policy development around gangs.

In his presentation, Dr Pinnock suggests that one has to ask what it is that leads to gang formation. Multiple factors contribute, such as poverty, family breakdown, drugs, lack of education, absence of grandparents, community fragmentation, inadequate policing, imprisonment, absent fathers and the lack of youth resilience in communities.

In terms of family issues the causes of gangs could include poor prenatal care, poor mother health, alcohol/drug use during pregnancy, absent fathers, attachment problems, single parent stresses and the perception of the youth that there are no strong role models within their respective communities. In the health sector, we need to look at prenatal epigenetic stress, lack of natal nurse visits, stress management, drug and alcohol counselling.

In the justice system, questions should be asked as to how are we going to address inadequate policing, corruption, police who are untrained in dealing with gang issues, CPFs that are not functional, overworked Courts, overfilled prisons (especially violent and poor inmate life preparation) and the functioning of neighbourhood watches in some areas.

The problems surrounding education include issues such as safety at school and on the way to school, and whether school subjects are appropriate to some school children's lives. The high pupil numbers per class, poor use of schools after hours and the poor after school care some children receive also needs to be looked at.

In order to conduct proper planning when drafting action plans to implement the strategy, he reminded participants of the spheres of influence on young people's lives and the interventions needed to make a difference. The spheres of influence on young people's lives are depicted in the Figure 4 below.

Figure 4: Spheres of influence over young people's lives

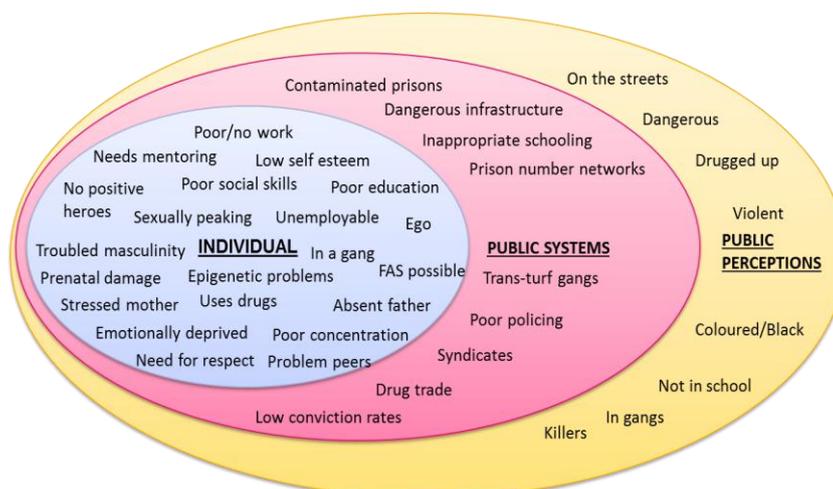
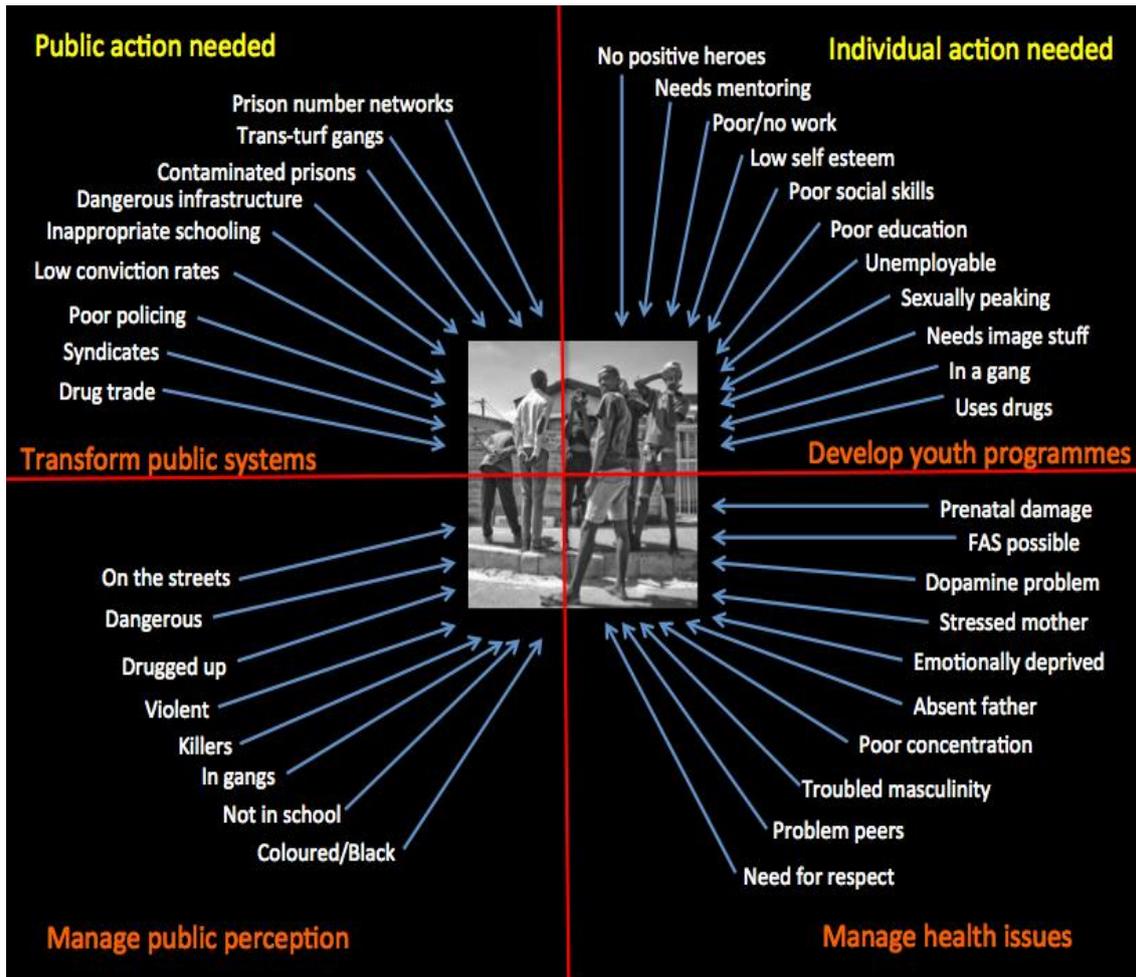


Figure 5: Key actions



Dr Pinnock suggests key elements needed in refining the strategy:

- a) Identify key stakeholders and specialists who are able to address the gang problem, and engage communities such as parents, NGOs, social workers, health workers, teachers, pupils, gangs, police, Neighbourhood Watches, school principals, grandparent groups, men's groups, mother nurse visits and pupil groups. Consultations also need to include universities, Community Police Forums, drug counselling groups, gang members, provincial department's, pre-natal support groups. He also referred to specific organisations such as Surf schools, Chrysalis Academy, Amandla Edu Football, Ceasefire, Peace Committees, Bosasa, Violence Prevention through Urban Upgrading (VPUU), Mod-centres, and NICRO, which already work with young people at risk.

b) Define the fulcrum areas as depicted below.

Figure 6: Define focus areas



c) Draft action plans and create planning teams to assess issues such as family health, schooling, adolescent crisis, employment, policing, drug markets, organised crime, the definition of gangs, etc.

d) Engage in research and development and work with partners to inform research areas such as early child development; strengthening community resilience; education; better after-school care; the war on drugs; policing reform, resource the Child Justice Act; imprisonment, developing personal resilience, planning life paths beyond programmes and understanding personal transformation.

e) Documenting everything to ensure sound policy development.

He closed his presentation by stressing that it's important to build 'the body' of an implementation plan. This needs to be done through consulting widely with communities, exploring ideas and seeking expert opinion. A provincial plan of action needs to be developed with a realistic time frame. He called for innovation and experimentation, and a need to understand the limitations.

5. PARTICIPANTS' DISCUSSION

There were 4 key elements that guided the participant discussion:

- What is required as action steps under each Pillar?
- What should be particular focus areas?
- Who should lead each Pillar working group?
- Proposed structure of action plan

6. SUMMARY OF THE SUGGESTIONS

- 6.1 **The negative connotation associated with the name of the strategy:** Government should adopt a more positive name and approach to the strategy. The strategy should be cohesive and its language should be positive and inclusive rather than be exclusive of any group.
- 6.2 **Community involvement and consultation:** The focus should be on locally based solutions instead of leaning towards top-down approaches to the problems of gangs. Local communities should be involved in the process of finding solutions so that they can own the short, medium and long term interventions.
- 6.3 **Understanding the causes of gangs:** We have to assess the systemic issues and the psychological factors underpinning the formation of gangs, their dynamics and the levels on which gangs operate. There should also be concerted efforts to understand the 'pathways to violence' and how risk factors contribute to violent lives in order to break the chain of gangs.
- 6.4 **Addressing the root causes of gangs:** Focus on economic upliftment and investment in communities. Gang formations are normally happening in poor communities and investments to create jobs, social cohesion and health facilities are a dire need in these communities. It is important to identify the elements of gangs that need to be prioritised to address the problem. The one size fits all approach should not be used as there are different types of gangs who use different commodities (guns, drugs, trafficking women, etc.) to support their criminal activities. Each geographic area also needs a different approach in tackling gangs as gangs are more active in poor communities than affluent communities where residents are able to pay for additional security services. Moreover, a community centred approach towards tackling gangs is vital to improve community involvement to achieve a top-up and bottom down approach in addressing gangsterism.
- 6.5 **Role of schools:** Schools have a role to play in shaping the minds of children, making them aware of the dangers and the consequences of involvement in gang activities. Primary and secondary schools can become the hub of activities in rolling out interventions aimed at the youth as gangs recruit girls and boys at this level to boost their numbers. The emphasis should be on redirecting children who are out of school back to school. Need to build mechanisms to monitor children. The schooling system needs to be transformed so that concerted efforts are made to provide alternatives

to academic schools. The closing down of schools of industry and schools of skills needs to be reviewed.

- 6.6 **Role of Correctional Services:** Gangs operate from and within prisons and Correctional Services have a role to play in addressing prison gangs, ritualised gang violence and ensuring the safety of inmates.
- 6.7 **Programmes for youth at risk:** The Chrysalis Academy and NGOs like NICRO have a role to play in awareness raising and providing alternative programme for youth i.e. youth skills/divergent programmes redirecting youth from and out of gangs and peer counselling to prevent youth from joining gangs. There is a need to start engaging with the youth on how to build strong communities so that the youth's voices can be heard in providing solutions to their problems.
- 6.8 **Research to find solutions:** To conduct an audit of current community-based interventions and resources as various initiatives are embarked upon within different communities, but these are isolated thereby minimising its impact. There is value in resourcing community initiatives that are implemented by NGOs, FBOs, etc., as we need to ascertain what is currently in operation, where and how it addresses the problem, to understand what works, under what circumstances and what does not work and why.
- 6.9 **Pilot areas:** Pilot areas could include priority areas such as Khayelitsha, Paarl East and Delft. The rationale for choosing Khayelitsha is because government and other stakeholders have established partnerships and committees to address the recommendations made by the Khayelitsha Commission of Inquiry. Paarl East is currently the 'living lab' in which government resources are being invested to improve the area and is the site for DoCS's CSIP project. Delft had the highest number of murders (31) in August 2016. The death count in Delft has risen to 31 in 31 days, with most of the deceased being youths who were forced to join gangs. Teenagers, some as young as 14, are being forced to join gangs in Delft and there is a concern that those refusing to be recruited into the 2 main gangs in the area are being shot at in the process.
- 6.10 **Coordination of the strategy should resort under the Department of the Premier:**
To ensure strategic intervention and sustainability of short, medium and long term interventions, it would be important to ensure that oversight of the strategy occurs at the most senior level in the Province. National and Provincial Departments must ensure that strategic plans are co-ordinated and synergised to fast track cross cutting themes related to gang interventions. Each Department should allocate resources to respond to these challenge and initiatives must be aligned to community needs.
- 6.11 **Communication:** Involve all possible role-players and stakeholders and communicate existing strategies and the intentions of government to ensure buy and community participation. Identify the roles and responsibilities of each department and identify who is responsible for coordinating certain operations e.g. SAPS/ LE/DCS, who is accountable, who will measure impact and monitor implementation especially on community level.

- 6.12 **Spatial design:** The roles of municipalities should be unpacked as they can play a vital role in the design of communities. Too many people per area negatively impacts on social cohesion. The IDP needs to be developed through a safety lens.
- 6.13 **Monitoring and evaluation mechanisms:** Setting measurable indicators; define measurable outcomes and determine the impact of the interventions within communities. It is imperative that interventions which are implemented have defined outcomes linked to indicators which measure its impact within communities.

7. WAY FORWARD

Mr Morris closed the workshop stating that it was the first round of engagement with stakeholders to inform them of the National Anti-Gangsterism Strategy. Participants would again be invited to a follow-up meeting to obtain more inputs and to engage in more discussions to address all the elements within the strategy. A report will be drafted and submitted to ProvJoints and DevComm. The Department will consider proposals around the renaming of the strategy as part of a communication approach. A Communication Strategy will be drafted to ensure proper understanding of the National Anti-Gangsterism Strategy.

ANNEXURES

A – List of Attendees

B – Programme

C – Presentation: Update of the Status of National Anti - Gangsterism Strategy and the responsibility for the implementation

D – Presentation: Analysis of the National Anti-Gangsterism Strategy