



Province of the  
**EASTERN CAPE**  
SAFETY & LIAISON

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**COMMUNITY SAFETY**

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**FRAMEWORK TOWARDS AN ANTI-GANG STRATEGY  
IN THE NELSON MANDELA METROPOLITAN  
MUNICIPALITY 2016-2019**

<b>ABET</b>	Adult Basic Education Training
<b>CCTV</b>	Closed Circuit Television
<b>CPF</b>	Community Police Forum
<b>CSF</b>	Community Safety Forum
<b>DCS</b>	Department of Correctional Services
<b>DNA</b>	Deoxyribonucleic Acid
<b>DoE</b>	Department of Education
<b>DPCI</b>	Directorate for Priority Crime Investigation
<b>DPP</b>	Director of Public Prosecutions
<b>DVA</b>	Domestic Violence Act
<b>ECD</b>	Early Childhood Development
<b>EPWP</b>	Expanded Public Works Programme
<b>FCS</b>	Family Violence Child Protection and Sexual Offences (Unit)
<b>GMSAF</b>	General Motors South African Foundation
<b>ICC</b>	Intelligence Coordinating Committee
<b>MBDA</b>	Mandela Bay Development Agency
<b>MURP</b>	Master in Urban (and) Regional Planning
<b>NDP</b>	National Development Plan
<b>NPA</b>	National Prosecuting Authority
<b>PCPS</b>	Provincial Crime Prevention Strategy
<b>PDP</b>	Professional Driving Permit
<b>POCA</b>	Prevention of Organised Crime Act
<b>SANDF</b>	South African National Defense Force
<b>SAPS</b>	South African Police Service
<b>SASSA</b>	South African Social Services Agency
<b>SGB</b>	School Governing Body
<b>SMME</b>	Small Medium Micro Enterprise
<b>TADA</b>	Teenagers Against Drug Abuse
<b>VEP</b>	Victim Empowerment Programme
<b>VISPOL</b>	Visible Policing



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**DEVELOPMENT OF A FRAMEWORK AND IMPLEMENTATION PLAN TOWARDS  
AN ANTI-GANG STRATEGY IN THE NELSON MANDELA METROPOLITAN  
MUNICIPALITY**

**Introduction:**

The problem of gangs and gangsterism in the Northern Areas (Bethelsdorp and Gelvandale) of the Nelson Mandela Metropolitan (Metro) Municipality has generated a great deal of concern for the Eastern Cape government. The criminal activities of gangs have manifested themselves through shootings, prison riots, intimidation, killing and organized crime activities.

The activities of gangs are characterised by a sophisticated criminal enterprise impacting on safety and security, undermining government authority and destroying the social fabric of communities. The Nelson Mandela Metro is also one of the economic hubs for growth in the Eastern Cape.

There are approximately 15 gangs operating in the Northern Areas and are actively involved in committing various crimes on a daily basis. On the 15<sup>th</sup> August 2012 President Zuma stated that: “to effectively deal with gang violence, police operations must be intensified and other long term interventions be implemented by the social and economic clusters of Government”. This therefore calls for a holistic approach and the support for Multi-Agency Collaboration.

Helenvale, which is within the Gelvandale police precinct has also been identified as one of the provincial government’s anti-poverty sites. Gelvandale accommodates the so-called “coloured” townships adjacent to “black” townships. This area is known as a coloured township because the Khoi-San people constitute the majority of people residing in this area. Gelvandale was born out of the forced removals that took place in the 1950s. Gangs in Gelvandale are entrenched and are known to the community members.

Gangs are identified through a common name or common identifying sign or symbol and their own form of communication amongst its members.

The Civilian Secretariat for Police conducted an assessment of the prioritized gang areas, namely:- Gelvandale in the Eastern Cape, Bothaville in the Free State, Eldorado Park in Gauteng and Khayelitsha and Pollsmoor prison in the Western Cape.

The findings of the diagnostic report relating to Gelvandale can be summarized as follows:

- For some, gangs are not understood as criminals but as a group of people fighting for the community to be recognized or their history to be acknowledged.
- Some communities sympathize with gangs and refuse to provide information to police for investigation and prosecution.
- Some respondents mentioned that gang members were church members and provided social services to the community.
- A key finding of the diagnostic report states that the Eastern Cape does not have a strategy to respond to the gang violence and further a lot of focus has been on law enforcement and intervention.

The above responses indicate that gangs in Gelvandale and surrounding areas have managed to penetrate and occupy every aspect of the community. Mention was also made that learners participate in gang activities resulting in access of gang members to school learners.

For the period October 2014 to February 2015 police statistics reflect an increase in gang activities. On the 13<sup>th</sup> February 2015, the Provincial Commissioner of Police Service in the Eastern Cape presented a report on gang related activities in the Northern Areas to the Honourable Premier Masualle and the MEC for Safety and Liaison. The Premier appointed the Head of Department of Safety and Liaison to establish a Multi-Sectoral Task Team to develop an integrated framework and implementation plan in response to the ongoing gang violence in the Northern Areas.

#### **Objectives of the multi-sectoral Task Team:**

- Establish multi-agency task team
- Development of a framework and implementation plan to ensure safer communities
- Support safer school programme initiatives
- Strengthen the Nelson Mandela Metro Community Safety Forum (CSF)

#### **Mandate of the Department of Safety and Liaison:**

In realizing national outcome 3 which is: ***“all people in South Africa are and feel safe”*** and provincial priority 5 which is: ***“intensifying the fight against crime and corruption”*** the department of Safety and Liaison is mandated through its Provincial Crime Prevention Strategy (PCPS) to drive social crime prevention interventions through multi-agency collaboration.

The National Development Plan (NDP), Chapter 12, “building safer communities” recognizes that safety and security is not the responsibility of law enforcement agencies but achieving long term, sustainable safety requires tackling the fundamental causes of criminality. This would mean collaboration and mobilization of resources of both state and non-state organs through multi-agency collaboration. Key focus areas in dealing with gang violence must relate to priorities outlined in the NDP and in the Provincial Safety Strategy which is under review.

The key focus areas are:

- Build community participation in community safety
- Prevent violence
- Promote accountability in fighting corruption
- Strengthen the Criminal Justice System

In the State of the Province Address on the 20<sup>th</sup> February 2015 the Premier said: “the fight against crime requires an integrated approach. This will entail establishing more street/ village committees as well as CSFs at municipality level. We are taking every step possible to ensure that the Eastern Cape is a safe province, and to this end, we have intensified crime prevention operations in targeted “hotspots” which includes Nelson Mandela Metro, Lusikisiki, East London and Mthatha”.

### **Current Status:**

Most interventions in the Northern areas of the Nelson Mandela Metro are implemented in a fragmented approach. This results in ineffective solutions to both effective policing and social crime prevention programmes. Police reports reflect a significant increase of substance abuse amongst the youth in the Northern areas and particularly young children under the age of 16. Government’s response to the gang problem and gangsterism should be understood in the context that government alone cannot resolve the gang problem as it includes dealing with diverse issues which are rooted in communities.

Legislation that assists with the prosecution of gang activities is the Prevention of Organized Crime Act (POCA) which contains a section on asset forfeiture, as well as a section on gangs. The Act makes belonging to a gang illegal and by association, guilty of a crime.

The lack of enforcement of city by-laws can be cited as another factor to the ongoing gang violence. Both the police and the CPF indicate that prison gangs are in constant communication with gangs outside prisons and this results in killing and intimidation of witnesses, and gang turf wars. The gangs of Gelvandale are also linked to organized crime and illegitimate business such as perlemoen/ abalone smuggling, selling of tik and shebeens and involvement in informal business such as money laundering and the taxi industry.

Cooperation amongst the Criminal Justice partners has also been cited as a deterrent to dealing with gang cases. Provincial government involvement arises in the form of awareness campaigns when the gang wars escalate and local awareness initiatives are primarily driven by community initiatives supported by different local government stakeholders.

There is also poor community cooperation and partnership in anti-gang initiatives worsened by the fact that a section of the community does not trust the police and the Criminal Justice System. The CPF blames this on unfair leadership changes, corruption and recruitment in police stations. Interventions at schools have primarily been led by the departments of Education and Safety and Liaison through the deployment of safety patrollers at identified schools.

There seems to be little or no strategy from the Nelson Mandela Metro Municipality on how to deal with gang violence.

### **Towards the development of an anti-gang strategy for implementation:**

The Provincial Safety Strategy demonstrates Government's commitment to bring about a better life for the people of the Eastern Cape through mobilization of various stakeholders in order to advance our goal of a better life for all. This strategy is based on four outcomes namely:

- 1. Build community participation in community safety**
- 2. Prevent violence**
- 3. Promote accountability in fighting corruption**
- 4. Strengthen the Criminal Justice System**

The framework for an anti-gang strategy is based on a four-pillar approach as defined by the Civilian Secretariat for Police to dealing with gang violence which is:

- 1. Awareness**
- 2. Prevention and Intervention**
- 3. Enforcement and coordination,**
- 4. Integration and law enforcement.**

The Provincial Safety Strategy recognizes the importance of multi-agency collaboration at a municipal level to the provision of community safety through CSFs.

Themes for intervention should not focus on dealing with gangs directly but rather on strengthening policing (both proactive and reactive), socio economic interventions, crime prevention through environmental design and deterrence through effective Criminal Justice System.

Our focus is to ensure building communities and sustainable youth empowerment programmes. Themes can include community mobilization programmes, public messaging campaigns, substance abuse programmes, safer schools programmes and youth empowerment programmes.

The multi-agency collaboration approach will provide government an opportunity to engage state and non-state organs through a holistic approach to bringing about safer communities in the Northern Areas. This approach must involve programmes driven by the community with the support of government thereby realizing active citizens' participation in building safer communities.

### **Communication Strategy:**

A successful integrated safety plan must have an effective communication and consultation strategy so as to ensure that communities and the media in general are aware of what is happening within their community.

### **Framework for anti-gang implementation plan:**

On the 13<sup>th</sup> of March 2015, the Head of Department for Safety and Liaison convened the multi-sectoral task team.

A key resolution of this meeting was the establishment of a technical task team to develop a framework and an implementation plan to respond to the gang violence in the Northern Areas. Members of this technical task team were:

- National Prosecuting Authority
- South African Police Service,
- Department of Safety and Liaison
- Department of Education
- Department of Social Development
- German International Cooperation (GiZ)
- Nelson Mandela Bay Municipality
- Community Police Forum
- Mandela Bay Development Agency (was co-opted)

The technical task team held five meetings whereafter a framework and implementation plan for dealing with gang violence in the Northern Areas was developed. This framework is intended to promote collaboration of all spheres of government in an integrated manner so as to respond to providing peace and stability in the Northern Areas of the Nelson Mandela Bay Metro Municipality.

**(a) FRAMEWORK**

FOCUS AREA	PILLAR	KEY ACTIVITY
<b>STAKEHOLDER EMPOWERMENT</b>	<ul style="list-style-type: none"> <li>• Prevention</li> </ul>	<ul style="list-style-type: none"> <li>□ ABET</li> <li>□ DVA</li> <li>□ DNA (Crime Scene Management)</li> <li>□ VEP</li> <li>□ Training as identified by stakeholders</li> <li>□ Trade/skills training</li> <li>□ Creating facilities (trade school) for learners with special needs)</li> </ul>
<b>COMMUNITY MOBILISATION AND PUBLIC EDUCATION</b>	<ul style="list-style-type: none"> <li>• Awareness</li> </ul>	<ul style="list-style-type: none"> <li>□ Implementation of effective awareness campaigns targeting the Northern Areas community</li> <li>□ Develop core awareness programmes relating to gang violence and community safety</li> <li>□ Targeted substance abuse campaigns (respond to alcohol and drug abuse)</li> <li>□ Publicise successful prosecutions</li> <li>□ Effective media strategy</li> <li>□ Promote active community /citizens participation “Reclaim Streets”</li> <li>□ Moral Regeneration programmes</li> <li>□ Educating children and young people about the reproductive and sexual rights of women (deter teenage pregnancy)</li> <li>□ Sustain dialogues on crime and safety</li> <li>□ Mobilise men against violence and gender based violence</li> <li>□ Sports against Crime</li> <li>□ Mobilise against further allocation of tavern licenses within the Northern Areas.</li> </ul>
<b>EFFECTIVE CRIMINAL JUSTICE</b>	<ul style="list-style-type: none"> <li>▪ Intervention</li> <li>▪ prevention</li> </ul>	<ul style="list-style-type: none"> <li>□ Effective prosecutions, combat crime (proactive and reactive policing). Lifestyle audits /Asset forfeiture</li> <li>□ Judicial officers to ensure relevant sentences for relevant crime</li> <li>□ Effective management of correctional centers, e.g. rehabilitation and reintegration of offenders</li> <li>□ Development of monitoring systems to track parole for gang members (SAPS-DCS) who are linked to other crimes</li> <li>□ Skills training for gang members prior to release from prison</li> <li>□ Strict monitoring of parolees (gang and drug related),</li> </ul>

		<p>ICC to monitor links between imprisoned gangs and outside gangs</p> <ul style="list-style-type: none"> <li>□ Manage legal and illegal immigrants focusing on the Northern Areas</li> </ul>
<b>SCHOOL SAFETY</b>	<ul style="list-style-type: none"> <li>▪ Prevention</li> <li>▪ Intervention</li> </ul>	<ul style="list-style-type: none"> <li>□ Implement Safety Patrollers Programme</li> <li>□ Establishment of Safer Schools Committees, linking schools to police stations</li> <li>□ Fencing of schools</li> <li>□ Intensify visible policing at hot spot schools</li> <li>□ Declare schools weapons free zones, intensify searches at schools</li> <li>□ Roll-out Masifunde project, anti-bullying campaigns</li> <li>□ Safety prevention programmes (learners, teachers and SGBs)</li> <li>□ Feeding scheme for needy learners</li> <li>□ “Boys Town” concept</li> </ul>
<b>LAW ENFORCEMENT AND BY-LAW MANAGEMENT</b>	<ul style="list-style-type: none"> <li>▪ Coordination, integration and law enforcement</li> </ul>	<p><b>SAPS</b></p> <ul style="list-style-type: none"> <li>□ Visible and reactive policing including investigation services</li> <li>□ Enhance community police relations</li> </ul> <p><b>SANDF</b></p> <ul style="list-style-type: none"> <li>□ Support SAPS operations</li> </ul> <p><b>Municipality</b></p> <ul style="list-style-type: none"> <li>□ Implement city by-laws</li> <li>□ Implement Metro Police to support crime prevention initiatives and enhance traffic policing</li> <li>□ Implement safety initiatives, e.g. CCTV cameras, bush clearing etc.</li> <li>□ Closing of illegal liquor outlets</li> <li>□ Limit trading hours of liquor outlets</li> <li>□ Intensify traffic operations targeting taxis, e.g. road worthiness, PDP and relevant licenses, intensify awareness on road safety</li> <li>□ Coordinate the functioning of the Community Safety Forum</li> </ul>

FOCUS AREA	PILLAR	KEY ACTIVITY
<b>SOCIAL DEVELOPMENT SERVICES</b>	<ul style="list-style-type: none"> <li>• Prevention</li> <li>• Intervention</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Implement the Provincial Drug Master Plan</li> <li><input type="checkbox"/> Increase Social auxiliary workers in the Northern Areas,</li> <li><input type="checkbox"/> Promote co-operatives in collaboration with SASSA;</li> <li><input type="checkbox"/> Expedition of social grants and applications (monitoring of grants and possible misuse of child support grants)</li> <li><input type="checkbox"/> Establishment /identification of places of safety,</li> <li><input type="checkbox"/> Identify drug rehab centres and safe houses,</li> <li><input type="checkbox"/> Resource ECD centres and link to police stations, Youth Care centres</li> <li><input type="checkbox"/> Monitor marriages of convenience (foreigners and locals)</li> <li><input type="checkbox"/> Awareness programmes on Gender Based Violence (Abuse of the elderly and children)</li> </ul>
<b>PARENTING AND FAMILY PRESERVATION</b>	<ul style="list-style-type: none"> <li>• Prevention</li> <li>• Awareness</li> <li>• Intervention</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Promote moral regeneration programmes</li> <li><input type="checkbox"/> Increase supervision of children through establishment of ECD centres, after school care</li> <li><input type="checkbox"/> Support to single mothers, especially school aged, school going mothers in relation to parenting of children</li> <li><input type="checkbox"/> Promote the concept of "My child is your child"</li> <li><input type="checkbox"/> Life skills training and mentoring (community based role models) in collaboration with community based organizations/NGOs, e.g Endangered Species</li> </ul>
<b>ECONOMIC DEVELOPMENT</b>	<ul style="list-style-type: none"> <li>• Intervention</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Promote job creation opportunities (EPWP, skills training, internships/ learnerships, cooperatives, SMMEs, entrepreneur development)</li> <li><input type="checkbox"/> Revoke licenses of non-compliant taverns</li> <li><input type="checkbox"/> Appointment of more liquor inspectors</li> <li><input type="checkbox"/> Effective monitoring of liquor applications through the Eastern Cape Liquor Board</li> <li><input type="checkbox"/> Intensify compliance inspections of taverns by ECLB</li> </ul>

FOCUS AREA	PILLAR	KEY ACTIVITY
<b>HUMAN SETTLEMENTS</b>	<ul style="list-style-type: none"> <li>• Intervention</li> <li>• Prevention</li> </ul>	<ul style="list-style-type: none"> <li>□ Promote integrated human settlement planning (Breaking New Ground)</li> <li>□ Stricter regulation on management of RDP houses,</li> <li>□ Verification of RDP houses (and their legal owners).</li> <li>□ Identify illegal occupants /beneficiaries of RDP houses</li> <li>□ Establishment of a Multipurpose Centre to contribute to social cohesion through community meetings and recreation</li> <li>□ Development of sport facilities;</li> <li>□ Resourcing clinics, libraries, community centres,</li> <li>□ Integrated departmental planning for the provision of government services</li> <li>□ Increase visibility of government services through the provision of satellite offices (Health, Social Development, SAPS)</li> <li>□ Construction of new homes, identification of overcrowded houses;</li> <li>□ De-densification of overcrowded houses in the Northern Areas</li> <li>□ Establishment of Retirement Villages for the elderly</li> </ul>

**Monitoring and Evaluation:**

The Technical Task Team will report directly to the multi-sectoral task team which will also be responsible for monitoring the implementation of the framework.

Signed off by:

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**Mr N Naidoo**  
**Technical Task Team Convenor**

**SUPPORTED/ NOT SUPPORTED**

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**Ms P. Nqakula**  
**GM: Community Safety**

**RECOMMENDED/NOT RECOMMENDED**

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**Ms N. Mosehana**

**APPROVED/NOT APPROVED**

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**MEC W. TIKANA**  
**DEPARTMENT OF SAFETY AND LIAISON**