

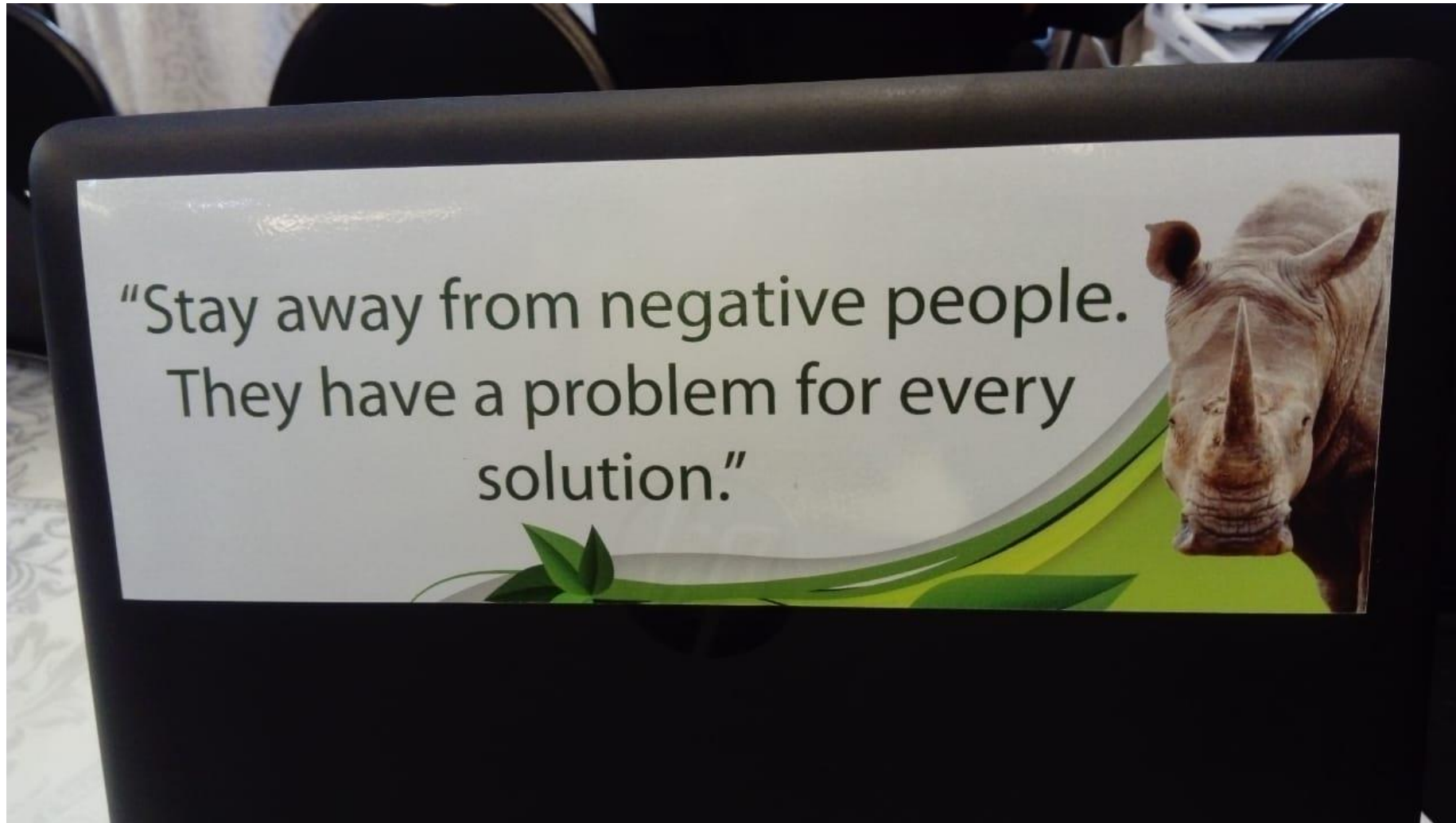


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South African Border Protection: An Historical and Theoretical Perspective

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But for solutions you need to understand the nature of the problem!



Orientation – South African borders & border posts



Land boundaries: 5,244 km

Botswana 1,969 km, Lesotho 1,106 km, Mozambique 496 km,
Namibia 1,005 km, Swaziland 438 km, Zimbabwe 230 km



Coastline: 2,798 km



The making of borders



State borders as a creation of Western & European societies:

- Charles Tilly: “War makes states and states make war.”

The Peace of Westphalia - the beginning of the modern international system.

Three 19th Century Revolutions:

- Napoleonic Wars, birth of democracy, nationalism and the idea of citizenship.
- Massification of production and consumption / supply and demand / resources and markets.
- Management revolution: State bureaucratic and tax system & big business.

Culmination of the power of the Western state system: Treaty of Versailles, 1919

In the western world: state borders = the nation state idea

Contemporary challenge:

- **Hard vs soft borders.**
- **Cross-Border Regional Homogeneity**
- **Negative immigration**



The creation of decision-making processes:

- Scramble for Africa: 1884-85 Berlin Conference
- Decision by the OAU & AU: “Member States pledge themselves to respect the borders existing on their achievement of national independence.”

Result – an issue of negative debate

- An **aversion** to international borders drawn by colonial powers has been a consistent theme of anti-colonialism nationalism in Africa.
- The borders are **blamed for the disappearance of a unity** which supposedly existed in Africa in precolonial times.
- Borders are regarded as arbitrarily imposed, **artificial barriers** separating people of the same stock, and they are said to have balkanized Africa.
- The borders are considered to be one of the **humiliating legacies of colonialism** which, according to this view, independent Africa ought to abolish.



Reality of African border.

1. African borders are not linked to “states make war and wars make states” process.
 - Not link to the idea of the nation state.
2. Political borders does not coincide with geographical, linguistic, socio-cultural and economic borders.
3. Most African borders are ‘soft’.
4. Borders serve a different purpose than in Western society & rest of the world.
 - Generating income for states and individuals.
5. Tension between the emphasis of African states on safeguarding of territorial integrity vs regional integration and Pan-Africanism.



Changing international threat patterns



From state-base and military threats to the growing convergence of violence, crime and war:

- Violence between varying combinations of **state and non-state networks**;
- Fighting in the name of **identity politics** as opposed to ideology;
- Attempts to achieve **political rather** than physical control of the population through fear and terror;
- Conflict **financed** not necessarily through the state, but through other predatory means that seek the continuation of violence.

Shifting security realities:

- **Funding priorities** from protection against external threats to address internal vulnerabilities:
 - Lower defence budgets & growing law enforcement and home affairs budgets and high welfare spending to address critical vulnerabilities in the domestic or internal security domain.
- Militaries left in a void between growing responsibilities and declining capabilities.



Border Protection & Growing need for paramilitary forces



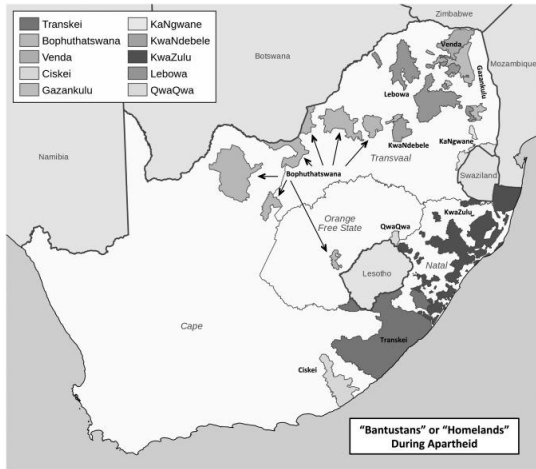
Implication for security forces

- The traditional dividing line between military and police work and between internal and external security is blurred due to the emergence of a growing number of transnational risks and challenges.
- Police had to upscale and militarise elements of their forces, possibly affecting their ability to police by public consent.
- Armies were required to fill the void, they downscaled for duties related to domestic public order – not only in terms of their physical capabilities, but also in terms of the adjustment of their institutional culture through an emphasis on minimum violence –
- “both these options represent a compromise and risk inhibiting the ability of both organisations to carry out their primary task”.

“Particularly in Africa, these kinds of ‘parallel’ forces have been problematic. The division between paramilitary and regular armed forces in Africa is often – also ethnically – exploited as political counterweights. As, in essence, a variant of private security organisations, these forces are frequently personalised to protect the leader or regime (i.e. support of regime security) rather than civil society. Disguised as presidential guards, they ‘prosper’ at the expense of the army and, in reality, undermine the professionalism of the military, to which the armed forces may respond by effecting a military coup. On the other hand, a paramilitary force may complicate coup planning or stifle actual attempts by a resentful military.”



South Africa: from threat perception to border protection



Union of South Africa, 1910: The “Greater South Africa” project.

No geographically hardening of borders.

Threat agenda:

- From outside of Africa
- From Africa
- From within

The strategic challenge confronting the pre-1994 South African government:

- Fighting the Cold War in Africa
- Deal with the reality of decolonization
- Domestic security

Pre-1994 garrison state & cordon sanitaire = hard border (and some soft!)





Pre-94: Maintaining hard borders



Physical
hardening of
the borders



Border security in depth:

- Psychological borders: 'total onslaught' & 'total strategy': militarisation of the South African society.
- A general doctrinal framework of COIN.
- SADF well-resourced, disciplined, equipped and trained
- C²I - National Security Management System
 - Regional command, group and commando headquarters = sophisticated intelligence, logistical and other forms of support & a refined understanding of local conditions and realities.



Personnel, time,
and resource
intensive

Dismantling of the hardened borders since 1994



Softening the borders

- “We are in Africa” – and we need to prove it!
- Africa is not a threat – and we need to prove it!
- Human security – soft cooperative approach to security.
- Historical realities
 - Time to repay our debt – sanctuary & assistance in the fight against apartheid.
- Demilitarization of society (and our borders!).
- South Africa's borders are porous.
 - Around 1% of all tax revenue is collected at the country's borders.
- Borders are a police responsibility!



From soft border to reality



Africa is a threat!

- Turmoil in neighboring states.
- Hope for a better life: People in Africa are fleeing north and south.
- Illegal immigration.
- Illegal trade & smuggling – including drugs, guns and people!
- Organised crime.
- Green security issues.
- Inverse reality: South Africa is exporting crime and instability.
- Taping South African service delivery – schools, hospitals, grants

Regionally: Laissez-faire approach to dealing with problems in neighboring states & downplay the domestic implications

Internationally: Tension between the problem we are creating for ourselves and our critique for countries dealing with a similar strategic scenario.





Doing border protection



The result:

- How to manage the borders bureaucratically? Border Management Authority vs Border Management Agency.
- "one of the worst pieces of legislation that has come before the House" & "an attempt to create another entity that could be captured by greedy politicians". (DA MP Haniff Hoosen)
- Responsibility of a host of departments:
 - Home Affairs, National Treasury, Immigration Bureau, South African Revenue Service, Department of Agriculture, Department of Health, Police, Defence, State Security Agency
 - Fragmented
 - Uncoordinated - You cannot resolve complex problems by means of a silo-ed approach.
- Institutional problems – corruption.
- Laissez-faire approach = a delayed reaction from within.
- Politicisation of border protection – part of state capturing process.
- Very negative effect on the economy.
- Resistance to the “securitization” of border management.
- Irony of Immigration: legal = impossible & illegal = ‘a walk over’.



The involvement of the security agencies



Police

1998/99 taking over border duty from the military

Budget, bases, and infrastructure handed over to police.

The police finds it difficult to cope: Border posts vs the borders.



Military

Soccer World Cup: 2009/10 Military return to borders.

Reluctance by the military to become involved domestically – also in border security.

Military lost of expertise, infrastructure, and capability.

How they arrived at the required force levels for border protection is a mystery.

15 vs 22 Companies

Military reluctant to submit to a higher order command and control & coordinating entities.

Focus on human movements; neglect of organize crime, smuggling, & other illegal activities.

Questionable effectiveness?





To conclude . . .



Policy & bureaucratic framework is needed.

Comprehensive approach & better cooperation between agencies and depts.

Clear demarcation of roles and responsibilities.

Less emphasis on human-driven approaches – there is technology!

From an interdictive approach to a facilitative approach.