

COMMUNITY SAFETY

Introduction

The mission of the Department of Community Safety is to promote safety and security through a process of civilian oversight, crime prevention strategies and effective traffic law enforcement and traffic safety education, the vision being a Province in which the citizens will be free from the fear of crime.

The Department's budget decisions take into account factors such as new and developing criminal trends, urban terrorism, gang activity, organised crime syndicates and developments in the taxi industry. Whilst pursuing its long term goals, the Department remains sensitive to the activities in the areas mentioned.

Since 1996 the objective of the Department has changed systematically, and whereas previously it only consisted of a Head Office it now has an additional 13 centres across the Province after assuming responsibility for traffic law enforcement in January 2001. Initially the Department concentrated on its civilian oversight role, but subsequently it developed its crime prevention capacity/strategy.

Expenditure Trends

Presently the Vote is divided into three programmes with Administration allocated 10,8%, Secretariat for Safety and Security 11,4% and Safety Promotion 77,7% of the 2002/03 financial year budget. In Table 1 the Department's actual expenditure from 1997/98 to 2001/02, voted expenditure in 2002/03 and current MTEF allocations for 2003/04 and 2004/05 are shown.

Table 1: Expenditure 1997/98 to 2004/05

PROGRAMME	Actual					Voted	Medium-term estimate	
	1997/98 R'000	1998/99 R'000	1999/00 R'000	2000/01 R'000	2001/02 R'000	2002/03 R'000	2003/04 R'000	2004/05 R'000
1. Administration	5 139	2 235	2 139	2 608	9 707	12 814	13 328	14 221
2. Provincial Secretariat for Safety and Security	2 051	6 007	7 224	20 891	4 538	13 502	13 777	14 204
3. Safety Promotion	24 665	24 253	29 424	28 109	83 990	91 908	111 490	116 248
TOTAL	31 855	32 495	38 787	51 608	98 235	118 224	138 595	144 673

Proportion of programme to Budget	Actual						Medium-term estimate	
	1997/98 %	1998/99 %	1999/00 %	2000/01 %	2001/02 %	2002/03 %	2003/04 %	2004/05 %
PROGRAMME								
1. Administration	16,13	6,88	5,51	5,05	9,88	10,84	9,62	9,83
2. Provincial Secretariat for Safety and Security	6,44	18,49	18,62	40,48	4,62	11,42	9,94	9,82
3. Safety Promotion	77,43	74,64	75,86	54,47	85,50	77,74	80,44	80,35
TOTAL	100	100						

The most significant increase in spending took place from the 2000/01 to the 2001/02 financial years when actual expenditure increased by 90,4%. This increase was due to the fact that the road traffic law enforcement component was transferred from the Department of Public Transport and Works to the Department of Community Safety. When this component was taken over by Community Safety, a new programme, Safety Promotion, was established to accommodate this as well as two other functions, Operational support and Social crime prevention, which were transferred from the programme Provincial Secretariat for Safety and Security.

Apart from the 2000/01 financial year when the allocation was 54,5% of the budget, the allocation to the Safety Promotion programme has consistently consumed in excess of 75% of the Departmental budget, with the remainder split evenly between programmes 1 and 2.

From 1997/98 to 2001/02 the real growth in the Department's expenditure averaged 32,5%, that of Safety Promotion 35,8% compared with Administration's growth of 17,2%, and that of the Provincial Secretariat for Safety and Security 22%. Average real expenditure growth to 2004/05 for the Safety and Security Secretariat is projected to be 46,3%. The decrease in the rate of real growth budgeted for the current financial year and the MTEF years is an indication that the Department has reached maturity and systems are in place to deliver quality service.

The big increase in expenditure in the 2001/02 financial year can be attributed to a substantial increase in personnel and an amount of R6 million allocated in the adjustment budget for the Road Traffic Management System. The Department's personnel establishment has grown from only 25 in 1996 to nearly 500 (inclusive of the traffic officers) in 2002. Specifically in 2001/02, the staff establishment grew with the appointment of 22 personnel members at Phillipi College, 44 at Traffic Offices and the creation of 40 additional posts for line function management and support posts at head office.

Specific Projects

Law enforcement agencies are generally not held in high esteem by the public. Furthermore, misperceptions amongst the public need to be eradicated. Specific campaigns are planned to help change the public's perception of law enforcement officials and educate the public as well. The following important

projects are being run by the Department to combat crime:

- (a) The Hands off our Children campaign aims to reduce violence against women and children. The Department made R3,8 million available for the project in the 2002/03 financial year. They also applied for a rollover of funding of R1,1 million saved in the 2001/02 financial year to utilise for this project in the 2002/03 financial year. An amount of R1,548 million was approved, of which R0,600 million will be utilised towards the planning of the Traffic Conference to be held later in 2003. The remaining R0,948 million will be utilised towards the Hands off our Children project.
- (b) The Cape Flats Renewal Strategy aims to strengthen the capacity of local and provincial authorities by addressing urban safety issues in partnership with civil society organisations and the criminal justice system with a view to reducing delinquency, violence and insecurities in 2002/03. The Department allocated R2 million to this project. A three-pronged approach is used:
- Urban and Economic Renewal will focus on making a physical difference in the focus areas.
 - Social Renewal will strengthen the social and moral fabric of our society.
 - Law Enforcement will strengthen the local police stations permanently.
- (c) The Training of Municipal Police Officers at Phillipi College aims to support the establishment of a structured, well-trained and motivated municipal police service. These officials will carry out traffic policing, policing of municipal by-laws and regulations, and will aim to ensure the prevention of crime.

In the 2001/02 adjustment budget the Department received R9 million for the training of municipal police officers and R11,970 million towards the operational costs of Phillipi College. The budget and expenditure for this sub-programme was as follows for the 2001/02 financial year:

Budget: R29,272 million

Expenditure: R19,994 million.

The sub-programme only utilised 68,3% of its allocated budget because the rate of intake of municipal police officers at Phillipi College was slower than anticipated.

In the table below, a summary of courses presented, as well as the number of officials who have completed the courses, is provided.

Table2: PhillipiCollegeTraining

Course	Duration	Officials passed in 2001/02	2002/2003	
			Present Training	Future Training
Basiccourse	6months	840	180	
Bridgingcourse	7weeks	165	18	
Supervisorcourse	4weeks	156		80
Realwordpractical	3days	1172		450
Securityseminar	1week	120		
Conversion	Continual	20	20	
Refreshercourse	1week			480

Because of the budgetary pressure experienced by certain municipalities, fewer municipalities are able to implement Municipal Police Services in their areas. There are also some municipalities that are unable to prove the sustainability of such services. The result is that fewer officials are being trained currently than was budgeted for.

Law enforcement agencies must be perceived to be fair and neutral and act with integrity in dealings with the police and the public that they serve. The Department is in the process of drawing up training schedules to retrain their staff, focusing on educating staff on issues such as how to deal with members of the public and how to approach a vehicle in "crime situations". The motivation of staff in their day-to-day work is also to be addressed. These courses will be presented at Phillipi College and will therefore affect the college's operational costs.

The Department has another training facility in Brackenfell, namely the Gene Louw Traffic Training College. This training facility is currently a source of revenue for the Department as institutions pay for the training carried out there whereas the current departmental policy is that training at Phillipi will be at no cost to municipalities. An Organisational and Development report to ensure effective utilisation of both facilities is in progress and may result in the amalgamation of the two colleges.

Emphasis is also being placed on understanding and analysing the causes of crime and traffic accidents and creating an electronic database with all crime statistics and police station effectiveness indicators. Based on the information in the database, a Provincial Strategic Security Plan will be developed. This plan will be submitted to the Traffic Law Enforcement component for implementation. The plan will be monitored by the Policy Advice component and be evaluated after six months.

Economicclassification

Table3: EconomicClassification1997/98to2004/05

PROGRAMME	Actual					Voted	Medium-termerst.	
	1997/98 R'000	1998/99 R'000	1999/00 R'000	2000/01 R'000	2001/02 R'000	2002/03 R'000	2003/04 R'000	2004/05 R'000
Currentexpenditure	31 665	32 203	38 338	48 003	88 529	116 206	132 853	138 918
Personnel expenditure	15 939	19 310	23 081	25 112	39 470	56 817	60 260	63 052
Transferpayments	3 523	3 145	2 382	7 940	22 387	14 104	22 920	23 277
Othercurrent expenditure	12 203	9 748	12 875	14 951	26 672	45 285	49 673	52 589
Capitalexpenditure	190	292	449	3 605	9 706	2 018	5 742	5 755
TOTAL	31 855	32 495	38 787	51 608	98 235	118 224	138 595	144 673
Currentexpenditure		1,70%	19,05%	25,21%	84,42%	31,26%	14,33%	4,57%
Personnel expenditure		21,15%	19,53%	8,80%	57,18%	43,95%	6,06%	4,63%
Transferpayments		-10,73%	-24,26%	233,33%	181,95%	-37,00%	62,51%	1,56%
Othercurrent expenditure		-20,12%	32,08%	16,12%	78,40%	69,78%	9,69%	5,87%
Capitalexpenditure		53,68%	53,77%	702,90%	169,24%	-79,21%	184,54%	0,23%
TOTAL		2,01%	19,36%	33,05%	90,35%	20,35%	17,23%	4,39%

The increase in personnel referred to earlier is evident in the above table, which reflects a growth in personnel expenditure of 57% from the 2000/01 to the 2001/02 financial year. The growth trend continues in the amount voted for the 2002/03 financial year, tapering to reflect increases merely to cover inflation in the MTEF years.

The Department make transfer payments to entities such as Non-governmental Organisations and Community Police Forums which administer projects on behalf of the Department. The increase in the amounts allocated to Transfer Payments is due to the Department reprioritising its crime prevention plan and a change in emphasis from targeting the youth in high crime areas to focusing on eradicating crime and abuse against children and women in all communities. Projects established in 2001/02 include Learner Support Officers, Youth Leaders Against Crime, Quest Project, establishing trauma rooms and the Training of volunteers for trauma counseling. The Hands off our Children project will continue in 2002/03.

After sustained double-digit growth through the 2001/02 and 2002/03 period, growth in "Other Current" budgeted amounts decreases in line with inflation expectations into the MTEF period. Expenditure classified "Other Current" includes administration, stores and livestock, equipment, and miscellaneous expenditure.

Capital expenditure after 1997/98 was off a very low base and any conclusion that considerable capital assets have been accumulated would be a distortion of

the situation.

Service Delivery and Performance Measures

- The Department established a database from which information can be drawn to analyse and research crime trends with a view to developing a Provincial Strategic Security Plan.
- A project for training municipal police officers was started, and 324 officers graduated and 394 officers were in training at the end of the 2001/02 financial year.
- The Learner Support Officers project is being carried out in six of the seven priority areas. Four schools were identified in each focus area and a Learner Support officer was appointed at each school. It is the LSO's responsibility to work with the children at risk in order to prevent truancy.
- Seven Youth Leaders Against Crime camps were funded by the Department.
- 167 police stations have been provided with trauma rooms.
- A Neighbourhood Watch curriculum was developed and 200 trainers and 1094 neighbourhood watch members were retrained. Two area conferences for neighbourhood watches were held.
- Traffic services were extended at selected spots to ensure a 24-hour visible police officers and patrol car service.
- The following new projects have been identified by the Department:
 - Safety for Older Persons Campaign
 - Reducing Murder Projects
 - Alcohol Project
 - Narcotics Project.

Crime in the Western Cape Province

Introductory Notes

This section by Professor PABlack provides a brief description of the conceptual framework within which various aspects of crime in the Western Cape province can be researched over the next few years. The issues raised here are still tentative and incomplete, but each one calls for targeted intervention on the part of the community generally and the Western Cape Government in particular.

Conceptual Framework

There are several factors that account for the high crime levels in the Province. Socio-economic imbalances caused by past colonialist and apartheid policies led to relocation, overcrowding and the impoverishment of many communities in the country, including the province of the Western Cape. Brown (2001) argues that many individuals acquired a criminal mindset as a result, encouraging them to continue choosing the crime option and making a living from criminal activity.

Poverty in its absolute and relative forms is the main cause of crime. Poverty exists when individuals and households have no or limited access to job and

income-earning opportunities, or to the physical and social infrastructure of the region. A recent Report by the Cape Town City Council (1999) confirms the high level of poverty in the Western Cape, coupled with an unacceptably high degree of inequality between different population groups and local municipalities.

Microeconomic/Social Impacts

- Individuals who experience the direct brunt of crime incur various direct and indirect costs, including additional medical, psychiatric and reparation expenses. Such expenses often have to be defrayed from an already limited household budget, thus further impoverishing victimised households ¹.
- Criminal activity of a member of a family may temporarily enrich that family, but when that member is injured, arrested or prosecuted, such activity will impoverish the family, especially if the criminal was the sole breadwinner, putting extra strain on other members and often forcing them to do crime as well, and splitting up the family ².
- Young members of families affected by poverty and crime often end up being 'street children', who have to beg or do crime in order to survive. Findings by the Natal Provincial Administration (2001) show that the reasons for leaving home include neglect or abuse at home, feeling unloved, family strife, conflict with caretakers, hunger and limited resources, or a combination of these factors. Crime therefore indirectly impacts on the social existence of such individuals.³
- With escalating crime rates and high risks of becoming victims of crime, most households spend large amounts of their income on private protection to ensure the safety and security of their loved ones. ⁴
- Further pressure is put on individuals' economic situation when they seek to secure their own and their families' lives, health and physical possessions through the purchase of insurance. This gives the individual a sense of comfort when confronted by the inevitable hand of crime. ⁵
- 'Organised' or 'syndicated' crime also seems to be rife in the Province. Drug trafficking is often linked to gang activity, and a positive causal relationship therefore exists between crime, gangsterism and drug abuse. ⁶

¹ Research actions: consult other studies, e.g. Statistics SA (1998); qualitative in-depth survey of selected households

² Research actions: qualitative in-depth survey of selected households

³ Research actions: consult NPA (2001); Smit, Education, US; personal interviews with selected individuals

⁴ Research actions: household expenditure surveys, e.g. UNISA's BMR; October surveys by Statistics SA

⁵ Research actions: household expenditure surveys – as above; personal interviews with insurance companies

⁶ Research actions: consult studies by Medical Research Council, UCT's Institute of Criminology and by members of Medical Faculties at local universities; interviews with members of SAPS

Macroeconomic Impacts

- High levels of crime are an important determinant of these -called 'brain drain'. When highly educated and skilled individuals leave the region because of escalating crime levels, it results in a shortage of human capital and puts a damper on growth in the economy. ⁷
- Foreign direct investment (FDI) is a critically important means of achieving sustainable economic growth. However, if high levels of crime dampen such investment, as has been found in many survey studies elsewhere, GGP will be lower and the number of job opportunities fewer. ⁸
- Tourists are easily driven away by both petty and violent criminal activity. With tourism being one of the Western Cape's most important industries, it is imperative that appropriate targeted solutions to the crime problem be found. ⁹
- These industries stand to benefit greatly in a society plagued by crime. Their respective growth rates have been shown to exceed the rate of increase in government spending on safety and security, partly because they are considered a better alternative to that provided by the public sector. ¹⁰
- Crime impacts on most of the factors influencing the GDP of a country or GGP of a region, and it should be possible ultimately to simulate its overall effect on the level and real growth rate of GGP in the Western Cape province. ¹¹

Public Sector

- High crime levels are placing the public sector under enormous strain. The Department of Community Safety has the responsibility to keep communities safe and crime free, and when crime levels are high and rising it is faced with correspondingly higher costs. In order to compensate for the rising costs of crime prevention and protection provided by the public sector, a further burden is put on taxpayers in the region. ¹²
- The Department of Community Health is likewise put under additional strains as a result of crime. The public sector has to provide free health services and health care to individuals involved in criminal activities and to their families, which leads to further overcrowding at hospitals and clinics and to escalating costs ultimately carried by taxpayers. ¹³
- Local prisons are already overcrowded and are put under further strain by the increase in prosecution of individuals involved in criminal activity. The judicial

⁷ Research actions: consult studies by Hu, Masters student, US; Fourie & Joubert (1998); Brown et al (2001)

⁸ Research actions: consult studies by Heese, MAP; World Bank

⁹ Research actions: consult local tourist organisations

¹⁰ Research actions: consult Quarterly Bulletin of SAR Reserve Bank; DTI; IDC; selected personal interviews – as above

¹¹ Research actions: application of computable general equilibrium (CGE) model for Western Cape – in conjunction with Scott McDonald

¹² Research actions: structured personal interviews with relevant officials; possible comparative study of budget percentages in similarly developed regions with different crime rates

¹³ Research actions: structured personal interviews with relevant officials

system is already overloaded and under-resourced with the backlog of criminal cases increasing due to escalating crime.¹⁴

- Crime puts additional pressure on social workers involved in rehabilitating criminals and changing their behaviour. With the incidence of criminal activity on the increase, the demand for social services increases, which puts an additional cost burden on the departmental budget.¹⁵

Policy Implications

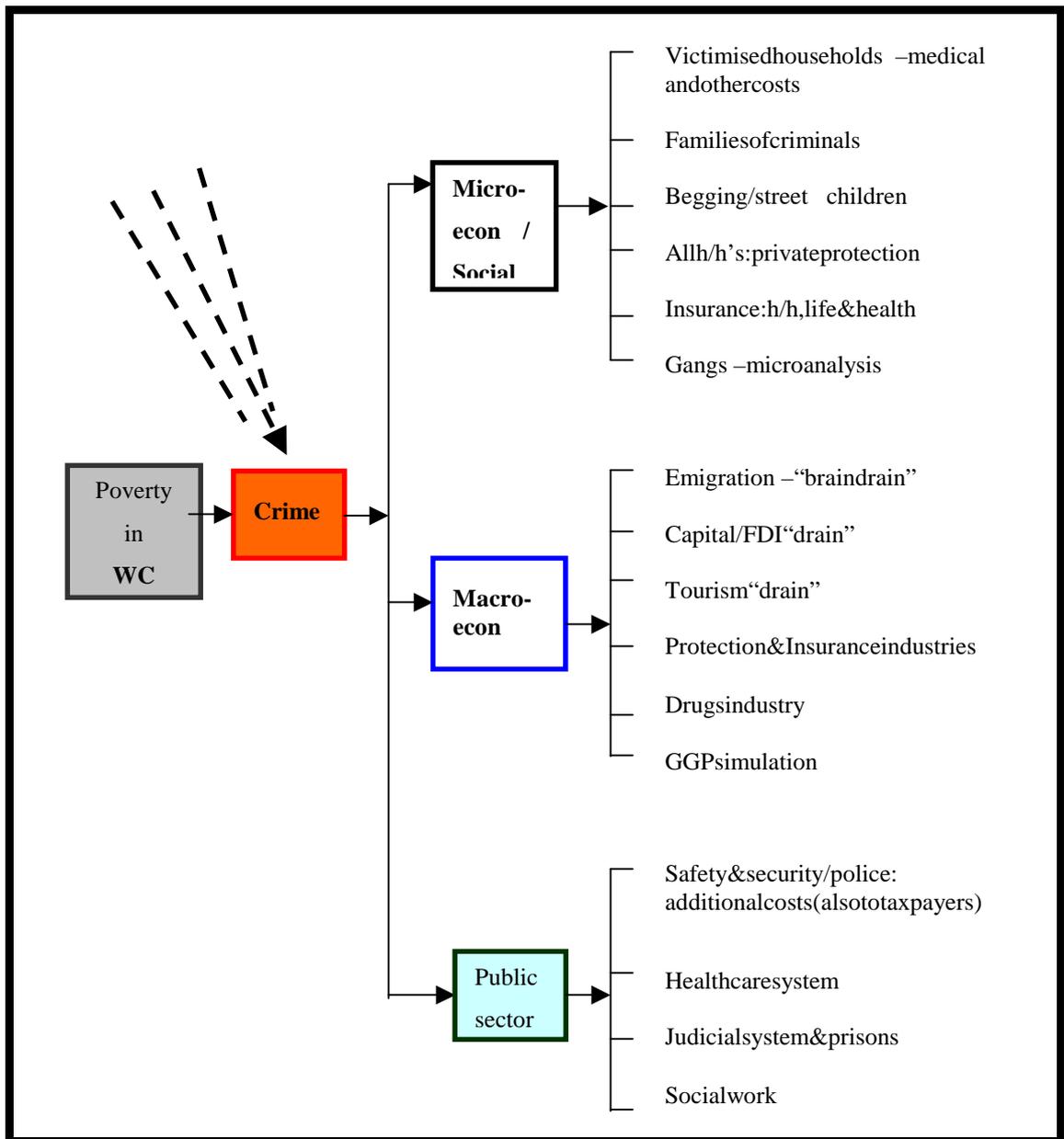
Although it is too early to come up with specific policy proposals, we do feel that the general approach would have to be targeted. Figure 4 highlights a few tentative policy proposals, which still have to be fleshed out, and indeed extended, in accordance with the findings of a proposed research programme.

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¹⁴ Research actions: structured personal interviews with relevant officials

¹⁵ Research actions :structured personal interviews with relevant officials

Figure4:CrimeintheWesternCape:ConceptualFramework



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Conclusion

Given the growth in budget allocations from a very low base in 1997/98 to a significant spending level in 2002/03, the Department has reached a degree of consolidation and stability.

The Phillippi College poses a financial management problem of:

- underutilisation and a result in higher unit cost per student;
- underspending with consequential non-optimal utilisation of allocated funds.

The merging of the Gene Louw and Phillippi Colleges may prove to be a viable option.

Further work needs to be done regarding the sustainability and management of Municipal Police Services.

Given the evolution of the efficacy of traffic law enforcement, the Department may experience some budget pressures. However, because of the significant real increases in budget allocations over the medium term, it should be able to accommodate these pressures through internal reprioritisation/choices to achieve the optimal utilisation of the available funds.

Notwithstanding the aforementioned, the evolution of effective traffic law enforcement may put pressure on the infrastructure budget. However, function work needs to be done in this regard re the five-year departmental accommodation plans.

An apparent risk-related commitment of the past pertaining to community patrol officers need to be accurately costed.

In order to relieve the financial investment in maintaining roads, the efficacy of weighbridges need to be strengthened substantially.

With reference to the input by Professor Black, the question can be raised whether the departmental programmes are appropriately structured to act as a change agent on issues such as poverty, which in some instances could also be causal to crime.