Western Cape Government
Community Safety

BETTER TOGETHER.

Community Safety
Improvement Partnership

Policing Needs and Priority Report 2014/15

Determining policing and safety needs through consultation with the Western Cape Province's safety and security stakeholders

Department of Community Safety
Provincial Secretariat for Safety and Security

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The Department of Community Safety

The Western Cape Provincial Department of Community Safety's mandate is to do civilian oversight over the police according to the requirements of the Constitution. The Department is guided by the National Secretariat Act of 2011 and the Provincial Community Safety Act, 3 of 2013. Sub-Programme Policy and Research within the Programme: Provincial Secretariat for Safety and Security conducts research studies and publishes these reports with the aim of contributing to increasing safety wellness and reducing social ills in the province.

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Glossary

CBO	Community-based organisation
CID	City Improvement District
CPF	Community Police Forum
CPTED	Crime Prevention through Environmental Design
CSF	Community Safety Forum
CSIP	Community Safety Improvement Partnership
DoCS	Department of Community Safety
EPP	Expanded Partnership Programme
FBO	Faith-based organisation
GBH	Grievous bodily harm
LG	Local Government
NCPS	National Crime Prevention Strategy
NGO	Non-governmental organisation
NHW	Neighbourhood Watch
NPA	National Prosecuting Authority
NPO	Non-profit organisation
PGWC	Provincial Government Western Cape
PNP	Policing needs and priorities
SAPS	South African Police Service
STATS SA	Statistics South Africa
VEP	Victim Empowerment Programme

FOREWORD BY THE WESTERN CAPE MINISTER OF COMMUNITY SAFETY:

I am pleased with the results of the most comprehensive Policing Needs and Priority (PNP) determination process ever to be held in the Western Cape. Through its Constitutional mandate, the Western Cape Department of Community Safety consulted all 25 police clusters, including all 150 police precincts, and attracted more than 2500 key stakeholders and decision makers in the field of safety and security in the province during the 2014/15 PNP Consultation process.

Section 206(1) of the Constitution stipulates that the Cabinet Minister (national) responsible for policing must determine national policing policy after consulting the provincial governments, taking into account the policing needs and priorities of the provinces as determined by the provincial executives.

The formalised determination process undertaken included the participation by as many structures as possible to ensure an accurate determination of what our communities' real policing needs and safety priorities are. These include the South African Police Service (SAPS), Community Policing Forums (CPFs), Neighbourhood Watches (NHW), National and Provincial Government Departments, Non-Governmental Organisations, Faith-Based Organisations, Business Organisations, Local Ward Councillors, Victim Support Members, Municipal Managers and members of the community.

It remains clear that safety is everyone's responsibility and we thank all who participated. The whole-of-society approach to safety and determining of the 2014/15 PNPs identified the perceived causes, motivators and opportunities for crime per police precinct and per cluster in the province.

Through the use of interactive crowd-sourcing technology, the Department of Community Safety was able to determine the results and disseminate the precinct and cluster information back to the SAPS for consideration more accurately and in a shorter time frame than in previous years.

The PNP 2014/15 results follow the extensive six month consultation process between July and December across the province aimed to gather information from communities on their specific policing needs and priorities to be included in the PNP report.

The South African Police Service (SAPS) – nationally, provincially and on station level – has received the relevant information for their consideration. I believe that all provincial departments, Community Police Forums (CPFs), Neighbourhood Watches (NHWs), private sector, civil society groups and faith based organisations consider the content of the report with a view to understand the safety concerns how we can best develop adequate responses within their respective fields and, as a whole, better together.

I would like to express my sincere thanks to the representatives of the CPFs who participated in co-producing safety information with the Department and shared their community policing insights. I furthermore wish to thank the SAPS, the provincial CPF board and everyone who attended the consultations for their continued support and cooperation.

Mr Dan Plato
Minister for Community Safety
Western Cape Province

EXECUTIVE SUMMARY

The Western Cape Department of Community Safety's strategic goal is to increase wellness, safety and tackle social ills. In order to realise this goal, the Department increased its focus on effective civilian oversight over the police service in the Western Cape. It is in this context that the Department of Community Safety annually facilitates the identification of policing needs and priorities (PNPs) as part of its oversight function over the police service in the Western Cape.

While the Western Cape Government has no control over the day-to-day running of the South African Police Service (SAPS), Section 206(1) of the Constitution of the Republic of South Africa provides for the National Minister to develop policing policies, taking into account the policing needs and priorities of the nine provinces as determined by the provincial executives. It gives the Provincial Minister power and functions to monitor the conduct and oversee the effectiveness of policies and directives implemented by the police and to promote good relations between the police and the community. The Provincial Minister can also liaise with and make recommendations to the National Minister regarding the policing needs and priorities of the Province as determined by the Provincial Cabinet and evaluate how policing needs and priorities are reflected in national policing policy.

The 2014/2015 PNP consultation process was implemented in all 25 police clusters and attracted 2 523 key stakeholders and decision makers in the field of safety and security in the province. Stakeholders represented a host of safety and security structures within the province including the South African Police Service (SAPS), Community Police Fora (CPF), Neighbourhood Watches (NHW), National and Provincial Government departments, Non-Governmental Organisations, Faith-based Organisations, Business Organisations, Local Ward Councilors, Victim Support members, Municipal Managers and members of the community. This approach was in line with the whole-of-society concept which stresses that safety is everyone's responsibility.

In response to the declining safety levels in the Western Cape, the Department of Community Safety (DoCS) has developed the Community

Safety Improvement Programme (CSIP). The basket of services offered by the CSIP aims to increase wellness, safety and tackle social ills in the Province by means of promoting professional policing through effective oversight, making all public buildings and spaces safe and by building capacity through the establishment of safety partnerships.

The holistic approach adopted to determine the 2014/15 PNP allowed participants to identify the causes, motivators and opportunities for crime per police precinct and per cluster in the Province. The findings of the 2014/15 PNP identified drug-related crime, burglary at residential premises and murder as the priority crimes in the Province. In addition, substance abuse and the need for money and inadequate police visibility have been identified as the main causes, motivators and opportunities for crime to occur respectively.

In terms of the safety needs of the Province, the following factors have been cited: the lack of or poor street lighting; prevalence of substance abuse; lack of employment opportunities; unattended open public spaces; unattended empty buildings; bushy areas; lack of police visibility; lack of police resources; liquor outlets; an ineffective and inefficient Criminal Justice System; poor training and capacitation of both NHW and CPF structures; lack of promotion of an integrated approach to policing and a lack of regulation of spaza shops.

The report identifies the relevant institutions and role players responsible for addressing the above-mentioned safety needs. It concludes that the policing and safety needs of the Province are not the sole responsibility of the law enforcement agencies alone but are everyone's responsibility. Furthermore, the policing needs of the Province seem to be premised largely on drug-related crime and substance abuse. This calls for immediate and sustained action in the context of the whole-of-society approach. The institutions identified should redirect their resources in response to the community needs in order to increase safety in this Province.

1.   Introduction and background

1.1   Problem statement

The Western Cape comprises 25 police clusters across five district municipalities, namely the West Coast, Cape Winelands, Overberg, Eden, Central Karoo and the City of Cape Town. The Province covers an area of 129 469 km[2] with a population of 5 822 734[6]. The Western Cape has a

substantial manufacturing and financial sector, with a fast-growing tourism sector which sees the majority of international tourists to South Africa visiting the Western Cape Province[7].

As in the rest of the country, the Western Cape is not immune to the crime pandemic that is prevalent in our communities. Over the past 10 years (2004/5 to 2013/14) South Africa's crime rate has shown a steady decline in comparison to population growth[8]. However, in 2013/14 the Western Cape was ranked second nationally for its contribution to the number of total crimes reported in South Africa and accounted for more drug-related crimes than any other province in the country and had the fourth highest reported murder rate in South Africa in comparison to its ranking as second in the previous financial year[9].

According to the 2012 Victims of Crime Survey, the Western Cape had

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[6] Stats-SA, (2014). Mid-year population estimates. Available online at http://www.statssa.gov.za/publications/P0302/P03022014.pdf. Accessed 23 March 2015.

[7] WESGRO, (2013). Investing in the Western Cape. Available on line at http://www.southafrica.info/business/investing/opportunities/wcape.htm. Accessed 23 January 2015.

[8] SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_ figures_per_province. Accessed 5 February 2015.

[9] SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station figures_per_province. Accessed 5 February 2015.

the third highest percentage of citizens who were least likely to report a crime to the police. Owing to the under-reporting of crime as well as the late release of the crime statistics, crime statistics are therefore no longer the only reliable source of information to understand crime trends in communities or to influence resource allocation.

The majority of crimes that come to the attention of SAPS are as a result of tip-offs from the community. This shows that communities play a pivotal part in the fight against crime. However, although crime statistics are an important source of information, there is also a need for additional sources of information to better understand and address crime in our communities. The Western Cape developed Provincial Strategic Goal 3: *Increasing wellness, safety and tackle social ills* in support of the national government's Outcome 3: *All people in South Africa are and feel safe*. This objective is based on the understanding that a more systematic and coordinated approach, which involves a number of stakeholders, would need to be adopted in order to better address crime in the Province.

The provincial report will cover the safety concerns raised, policing needs and priorities identified and recommendations of the 25 police clusters across the six district municipalities. The report will briefly outline programme objectives, the methodological approach followed, the analysis undertaken and police cluster findings which identify the root causes, motivators and opportunities for crime. The report concludes by summarizing the key issues raised, provincial crime trends and makes recommendations on how the findings of the report should be dealt with by the stakeholders concerned.

1.2   Constitutional and legislative framework

The Western Cape DoCS annually facilitates the identification of Policing Needs and Priorities (PNP) in consultation with local communities, as part of its oversight function over the police service in the Province.

Section 206(1) of the Constitution of the Republic of South Africa stipulates that the Cabinet Minister responsible for policing must determine national policing policy after consulting the provincial governments, taking into account the policing needs and priorities of the provinces as determined by the provincial executives. In addition to the mandate of the Constitution,

Section 23(6) of the Western Cape Community Safety Act (Act 3 of 2013) states that "the Provincial Minister must submit the approved policing needs and priorities of the Province to the National Minister to be taken into account when the policing policies and plans for the Province are formulated, as contemplated in sections 206(1) and (2) of the Constitution." Sections 206(1), (2) and (3) of the Constitution give the Provincial Minister power and functions to monitor the conduct and oversee the effectiveness of policies and directives implemented by the police and to promote good relations between the police and the community. The Provincial Minister can also liaise with and make recommendations to the National Minister regarding the policing needs and priorities of the Province as determined by the Provincial Cabinet and evaluate how policing needs and priorities are reflected in national policing policy.

Section 32 of the Civilian Secretariat for Police Service Act (Act 2 of 2011) states that members of the SAPS must give their full cooperation to the Civilian Secretariat and where so required to a provincial secretariat, including but not limited to assisting the Civilian Secretariat with the necessary information and records in the manner prescribed to perform its monitoring function in relation to oversight of the police service in terms of the above Act.

The White Paper on Transforming Public Service Delivery (Batho Pele principles) states that: "*Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice as to the services being offered.*" It furthermore states that: "*Consultation can also help to foster a more participative and cooperative relationship between the providers and users of public services.*" In keeping with the Constitution, legislation and Batho Pele principles, communities were consulted with the purpose to determine their policing needs and priorities.

In terms of fostering sound relations and partnerships, Section 18(1)(c) of the South African Police Service Act (Act 68 of 1995) states that: "*the Service shall, in order to achieve the objects contemplated in section 215 of the Constitution, liaise with the community through Community Police Forums and Provincial Community Police Boards, with a view to, among other things, promoting cooperation between the SAPS and the community*

in fulfilling the needs of the community regarding policing." Likewise, the Western Cape Uniform Constitution for Community Police Forums (CPF) and Boards states that: "*At an Annual General Meeting the forums and boards shall receive, discuss and adopt the Community Safety Plan and projects*." The Community Safety Plan will be informed by the PNP as identified by the community.

1.3 Strategic conceptual framework

1.3.1 Strategic Goal 3: Increase wellness, safety and reduce social ills

Figure 1: Increasing safety: Conceptual Model
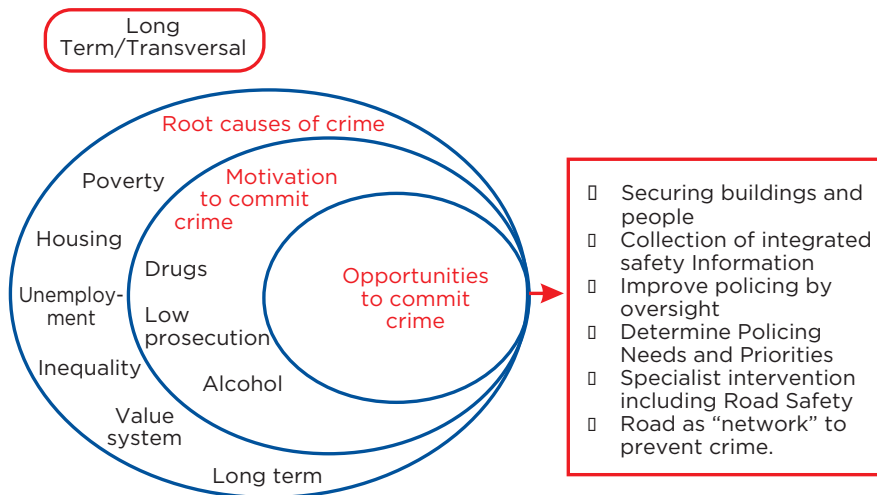
The conceptual model in Figure 1 depicts the underlying philosophy and methodology which underpins part of the Provincial Strategic Goal 3: Increasing wellness, safety and tackle social ills. The model demonstrates the complexity of crime and reinforces the understanding that a crime can only happen if these three aspects, namely the root causes of crime, the motivation to commit crime and opportunities to commit crime are present.

Figure 1 above firstly shows that at a macro level, South Africa is faced with various structural **root causes of crime**, which include but are not limited

to poverty, inequality, unemployment, poor education, poor parenting and so forth. Root causes of crime exist on a level outside the scope of the Department and will require massive investment over an extended period of time to address these systemic issues from multiple stakeholders at all three spheres of government, including Non-Governmental Organisations (NGOs), Faith Based Organisations (FBOs); business , etc. The root causes mentioned above are however, not the only elements of criminality, for example not all poor people are criminals. Some wealthy people become criminals motivated by greed and self-enrichment.

The second element required to translate human behaviour to criminality according to the Strategic Goal 3 conceptual model is the **motivation to commit crime**. This includes among other factors such as drug and alcohol abuse, gangs and the low conviction rate by the Criminal Justice System. These factors are outside the direct scope of control of the Department, which inhibits its ability to address such issues other than through youth programmes, anti-gang programmes and broad-based education programmes.

The third element of the conceptual model is the **opportunity to commit crime**. The reduction of opportunities to commit crime is within every person's scope of control and sphere of influence. People make decisions daily about how to travel, where to go, which road to use and so forth; all of which are human behaviours which potentially either reduce the opportunities for crime or enhance such opportunities. For example, the decision to keep a handbag out of sight could reduce the opportunity for a crime to be committed. The conceptual model advocates that it is only when all three elements are present that crime is committed and therefore if any one of these elements is removed, safety can be improved for all. This model is what underpinned the PNP 2014/15 methodological approach and is premised on the whole-of-society concept.

1.3.2   The whole-of-society concept

The whole-of-society concept recognises that crime is a multifaceted complex phenomenon as conceptualised in the Strategic Goal 3: Increasing wellness, safety and reducing social ills model. This concept recognises that safety needs are different as expressed by specific communities which

require specific interventions by the identified relevant departments and organisations. Such interventions should focus on creating safe environments and communities in which crime is less likely to occur. Prevention measures that could be undertaken include removing opportunities to commit crime, reducing the motivation to commit crime and addressing the root causes of crime. The whole-of-society approach is consistent with the 1996 National Crime Prevention Strategy (NCPS) which emphasizes multi-dimensional approaches to crime prevention.

Increasing safety and crime prevention initiatives, therefore, require coordinated and integrated approaches from different role players. The approach adopted in identifying the PNP was a holistic approach premised on the understanding that safety and security is not the sole responsibility of government, law enforcement agencies and justice but that non-governmental organisations, business, citizens, and other stakeholders must play an active role in increasing safety within their communities. This suggests that in an attempt to address crime, a multi-disciplinary approach should be adopted by all stakeholders.

With much emphasis on integration and implementation at a strategic level, the Department has decided to develop the Community Safety Improvement Programme (CSIP) with the main objective of designing a programme representing a basket of services of the Department that will increase wellness, safety and reduce social ills of a community in a measurable and sustainable manner.

The CSIP is a provincial response to declining safety levels, by means of:

• **Promoting professional policing through effective oversight.**
  This refers to police working with confidence, treating each person with respect, efficient assistance, being as helpful as possible, providing one-on-one attention and being presentable.

• **Making all public buildings and spaces safe.**
  This refers to a holistic approach to urban upgrading; transforming a harsh environment into a community which is environmentally, economically and socially sustainable. These principles include: surveillance and visibility, promotion of "owned" spaces, defined access,

creating a positive image of the place, physical barriers, maintenance and management[6].

- **Building capacity through the establishment of safety partnerships.**
  This refers to the whole- of-society approach which makes safety everyone's responsibility and requires the establishment of partnerships within the community to act against crime.

2.   Objectives

The objectives of the PNP programme are to gain a comprehensive understanding of what communities identify and perceive as their policing needs and priorities, improve police accountability, transparency and more importantly, influence resource allocation. The PNP public meetings provide a platform for key stakeholders within the community to voice their specific safety needs and concerns, thereby diverging from the one size fits all approach. Issues raised in these meetings can be addressed and attempts can be made to allocate resources to where they are needed most.

2.1   Operational objectives of the PNP

The key objectives of the PNP Programme are:

2.1.1   To plan and organise 25 cluster consultation sessions between July and December 2014 to identify policing needs and priorities in the Western Cape from a community perspective;

2.1.2   To influence the allocation and deployment of policing and safety resources in line with the safety needs identified by drafting and submitting the provincial PNP report to the provincial SAPS management, the Western Cape Provincial Community Police Board and the National Minister of Police to take into account when policy is considered and resources are allocated;

2.1.3   To guide and influence the formulation of policing priorities at provincial, national and local level in respect of identified provincial policing needs and priorities by drafting and submitting 25 cluster reports to the standing committee, cluster CPFs and SAPS

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6   Violence Prevention through Urban Upgrading Project 2014

management to address local safety needs and concerns that were raised; and

2.1.4   To ensure that the safety and policing needs and priorities are taken up in the annual policing and station plans by the start of the 2015/2016 financial year.

3.   Methodology

The 2014/15 PNP methodological approach promotes a broader and holistic view of crime in terms of safety needs and builds on community and stakeholder participation to identify policing needs and priorities. Both qualitative and quantitative research methods were applied in the process by means of an open discussion at the consultation and the use of crowdsourcing technology to ascertain community perceptions of safety. Primary and secondary data were used for this report. Primary data was collected directly from participants via a questionnaire. Secondary data was used to augment the primary data. The secondary data sources included, but were not limited to, SAPS official crime statistics, SAPS presentations, previous PNP reports, Shadow Reports and Expanded Partnership Programme (EPP) reports.

3.1.   Sampling

The 2014/15 PNP meetings made use of purposeful sampling which included key stakeholders in the safety and security environment who are believed to represent the broader population and who have influence over the allocation/deployment of resources. These included SAPS, CPF, Community Safety Forums (CSF), ward councillors, religious leaders and neighbourhood watch members. In addition, an open invitation was issued through the media for interested parties to attend. A total of 1 809 respondents formed the sample for the quantitative data obtained for the provincial report (See Figure 2 below).

3.2. Demographics

Figure 2: Representation per sector/group
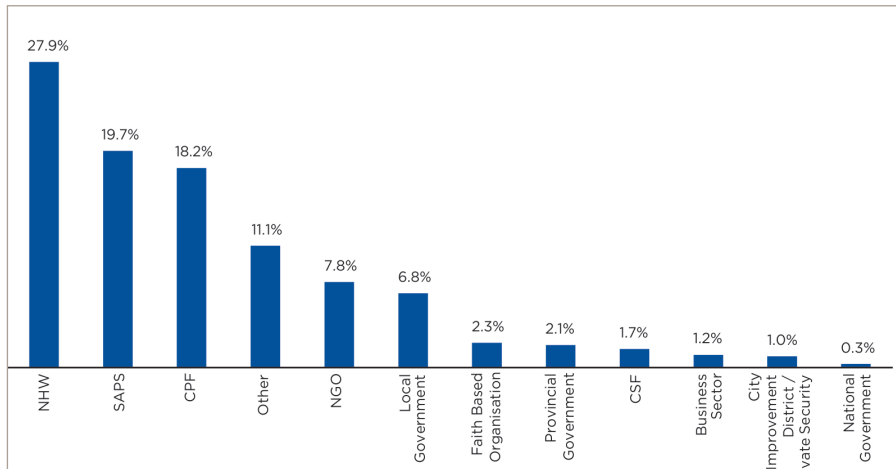
Referring to Figure 2 above, it is evident that NHWs (27,87%) and SAPS members (19,74%) were dominant in the stakeholder sample. The sample consisted of 54,84% male and 45,16% female respondents and therefore, was slightly skewed on gender as males formed the majority of the sample.

3.3. Data collection method

3.3.1 Structured questionnaire

A questionnaire was administered to participants using crowdsourcing technology. The questionnaire consisted of 24 close-ended questions which focused on public perception of the SAPS's response times, communication and visibility, partnerships against crime, witness protection programme and victim support services. Furthermore, the questionnaire covered priority crimes including causes, motivation and opportunities for crime as well as community safety needs.

3.3.2   Plenary/Open discussion

The plenary discussion was facilitated to gain a deeper understanding on some of the needs and priorities and to discuss other issues that were not covered by the questionnaire.

3.4.   Limitations of the study

- Data may be skewed on demographics (over or under-representation of certain groups and police precincts). There was no control over who honoured their invitation. However, open invites were also extended to the community via the local media. This limitation was mitigated through triangulating the key findings with secondary data sources.
- The data obtained for Vredenburg was based solely on plenary discussion. The quantitative data contained in this report, therefore, does not include the Vredenburg cluster.
- Owing to questionnaire finalisation certain items from the clusters in Worcester, Stellenbosch, Caledon and Paarl have been excluded for Figures 6, 7 and 8.
- Group dynamics introduced question skipping/the ability to move on to the next question before all votes were captured. This has various implications on the data and therefore, the number of votes for certain questions fluctuates.

4.   Provincial findings

A series of 25 planned police cluster consultations were held, one per police cluster in the Province covering all 150 police precincts. This engagement allowed the Department to gauge the cluster's specific policing needs and priorities and safety concerns as well as provide a provincial overview.

The presentation of the findings is based on the three factors of the conceptual model, i.e., causes, motivators and opportunities for crime as well as the priority crimes identified for SAPS to focus on, community safety needs, and respondents' experience with regard to professional policing. It also included the CSIP basket of services focusing on promoting

professional policing through effective oversight, making all public buildings and spaces safe, and building capacity through the establishment of safety partnerships.

4.1   Main causes, motivators and opportunities for crime

Table 1 and 2 below present the main cause, motivator and opportunity for crime as well as priority crimes that were identified and that the SAPS needs to focus on in the Province.

Table 1: Priority crimes: Main cause, motivator and opportunity for crime in the Province

Priority crimes/ Crime categories that the SAPS needs to focus on	Main cause	Main motivator	Main opportunity
1. Drug-related crime	Substance abuse	Need for money	Inadequate police visibility
2. Burglary at residential premises			
3. Murder			

The table above indicates that the majority of the respondents perceived **drug-related crime** as the top priority that should be the focus of the SAPS, followed by **burglary at residential premises** and **murder**.

The Western Cape ranked second after Gauteng with regard to the number of total crimes reported. The Western Cape contributed an alarming 21,6% to the total number of reported crimes in South Africa[6]. In 2013/14, **property-related crime**[7] accounted for 28,41% of the total reported crime in the Province while **contact crime**[8] accounted for 28,39% and **crime**

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[6] SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_figures_per_province. Accessed 5 February 2015.

[7] Burglary at non-residential premises, burglary at residential premises, stock-theft, theft of motor vehicle/ motorcycle, theft out of or from motor vehicle.

[8] Assault GBH, attempted murder, common assault, common robbery, murder, robbery with aggravating circumstances, total sex crimes.

heavily dependent on police detection[9]   accounted for 26,73% of the total reported crimes[10]. Over the five-year period 2009/10 to 2013/14, drug-related crime was the most prevalent and accounted for 24,96% of total reported crimes in the Province, followed by burglary at residential premises which accounted for 15,41%. SAPS crime statistics are therefore in line with respondents' perceptions regarding drug-related crimes while **murder** only accounted for 0,82%[11]. According to the SAPS crime statistics, theft out of or from motor vehicles is the third most prevalent crime in the Province constituting 13,91% of all reported crime.

Between 2009/2010 to 2013/14 contact crimes[12] accounted for 36,47% of the total reported crime in the Kuils River police cluster while crimes heavily dependent on police detection[13] accounted for 32,84% of reported crimes[14] and property-related crime[15] accounted for 30,69%.

The crime categories identified by the respondents that require the focus of SAPS constitute almost half, 41,19% (24,96% + 15,41% + 0,82%) of all the reported crimes for the Province[16].

The respondents viewed **substance abuse** as the main contributor to crime, while the **need for money** was identified as the main motivator of crime and **inadequate police visibility** as creating the main opportunity for crime to be committed.

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[9] Driving under the influence of alcohol or drugs, drug-related crime, unlawful possession of firearms and ammunition.

[10] SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_figures_per_province. Accessed 5 February 2015.

[11] SAPS, (2014). Crime Research and Statistics - South African Police Service. Data available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_figures_per_province. Accessed 5 February 2015.

[12] Sex crimes, attempted murder, assault GBH, common assault, common robbery, murder, robbery with aggravating circumstances).

[13] Driving under the influence of alcohol or drugs, drug-related crime, unlawful possession of firearms and ammunition).

[14] SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_figures_per_province. Accessed 5 February 2015.

[15] Burglary at non-residential premises, burglary at residential premises, stock-theft, theft of motor vehicle/ motorcycle, theft out of or from motor vehicle).

[16]   SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online at http://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_figures_per_province. Accessed 5 February 2015.

Priority crime in Province

Drug-related crime, burglary at residential premises and murder have been identified as the top threie priority crimes for SAPS to focus on in the Province. By examining last year's PNP findings[17] it is evident that the trends have persisted through to the current year. However, the prevalence of drug-related crime has surpassed burglary at residential premises and both continue to be identified as the top priority crime for SAPS to focus on.

Drug-related crime: Drug-related crime is an umbrella term encompassing the use and dealing of drugs and the aspects surrounding these acts. Of the

25 clusters, 24 of them (with the exception of Claremont) ranked drug-related crime as a top priority crime. It is evident that drug-related crime in the Province has escalated. According to respondents, the drug of choice in the Province is tik.

Burglary at residential premises: According to the 2012 National Victims of Crime Survey housebreaking/burglary at residential premises is perceived as the most common type of crime by 59,3% of households in South Africa and the most feared by 57,4% of households. In 2011 alone, 5,4% of households experienced burglary at residential premises at least once[18]. According to the survey 16,4% of all housebreakings in the Western Cape took place at night and 21,8% took place in the afternoon.

Murder: Although SAPS crime statistics indicated that murder was not the most prevalent crime in the Province, contrary to respondents' perceptions, it was still ranked as the third top priority that requires SAPS' focus. Murder is perceived as one of the most feared crimes in South Africa. According to the Victims of Crime Survey 25,6% of the households in South Africa believe that murder is motivated by financial incentive, jealousy (17,4%) or

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[17] Department of Community Safety, (2013). Identification of Policing Needs and Priorities in the Western Cape 2013/14.

[18] Stats-SA, (2012). The National Victims of Crime Survey 2012. Available online at http://www.statssa.gov.za/publications/P0341/P03412012.pdf. Accessed 5 March 2015.

gang or other group-related motives (11,5%). The Victims of Crime Survey found that of the victims, 38,7% were murdered by a known community member, 24,8% were murdered by a spouse/lover, and 9,5% by friends or acquaintances. In contrast, 16,1% were murdered by an unknown perpetrator outside of the community. Just more than a tenth (10.9%) were committed by known perpetrators outside the residential area.

Murder is a crime category of the gravest concern in the Western Cape. The University of Cape Town's Clinical Laboratory Services Forensic Medicine Division showed that between January 2014 and November 2014, 1 071 people in the Western Cape had been shot dead in the Province (97 people per month), and in 2013 an average of 80 people were shot dead monthly. The Minister of Community Safety, Mr Dan Plato, has expressed concern regarding illegal gun ownership and communicated that in the last financial year, 2 300 unlicensed firearms were confiscated in the Province[19].

It is evident that there is a broad spectrum of crime which takes place within the Province. The PNP consultation is therefore a vital tool for SAPS to redirect their resources to meet the community's needs.

Causes of crime in the Province

The findings revealed the main cause of crime in the Western Cape to be substance abuse which is consistent with last year's findings[20]. Substance abuse continues to be a major challenge in the fight against crime in the Province. The Western Cape accounted for the second highest number of reported drug-related crimes in the country after Gauteng[21]. This concern was endorsed by the Premier in her State of the Province Address delivered in June 2014. She identified substance abuse in the Province as being a social challenge warranting urgent attention but further emphasised that the Provincial Government of the Western Cape cannot act as a substitute for the crucial roles that civil society, institutions and a functional family

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[19]   Dolley, C. (2014). Western Cape shock murder stats. Available online at http://www.iol.co.za/news/crime-courts/western-cape-shock-murder-stats-1.1777564#.VOx0CnyUfaE. Accessed 30 January 2015.

[20]   Department of Community Safety, (2013). Identification of policing needs and priorities in the Western Cape 2013/14.

[21]   Department of Community Safety, (2013). Identification of policing needs and priorities in the Western Cape 2013/14.

unit play in addressing these challenges. The findings suggest there is a possible relationship between the prevalence of substance abuse and escalating crime levels in the Province. The Minister for Community Safety, Mr Dan Plato, furthermore reiterated the correlation between the abuse of substances and house burglaries or sexual offences[22]. Drug-related crime was identified as one of the priority crimes in the cluster that requires SAPS focus. Therefore, any safety strategy would have to be centred around combating substance abuse as the key variable in the crime pandemic both within the clusters and in the Province.

Results from the 2012 Victims of Crime Survey suggested that crime is committed to fulfil a need. It is therefore important to identify these causes and target interventions at this underlying need in a coordinated and systematic way, as advocated by Premier Helen Zille[23].

Motivators to commit crime in the Province

Respondents identified the **need for money** to be the main motivator to commit crime in the Province. These findings support existing literature on crime which contends that socio-economic factors such as unemployment and poverty create a condusive environment within which crime can occur[24]. While the unemployment rate of the Western Cape (23,3%) is marginally lower than the national rate (25,2%)[25], a growing labour force is met with only a slight change in employment levels. Existing literature suggests a positive correlation between unemployment and crime. Low socio-economic conditions put undue pressure on members of the community to look for alternative ways to survive. Money enables need fulfilment and without it people have to find alternative ways to satisfy their subsistence needs and may resort to criminal activities.

Opportunities for crime

The stakeholders mentioned a number of factors that could be seen as creating an enabling environment to commit crime. **Inadequate police**

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[22] Western Cape Community Safety, (2014). MEC Speech at the 2014/15 Muizenberg Cluster PNP Consultation, 14 October 2014.

[23] Zille, H. (2014). Western Cape Premier's State of the Province Address, 2014.

[24]   Provincial Treasury, 2013. Provincial Economic Review and Outlook 2013.

[25]   ibid

visibility was found to be the major factor that creates opportunities for crime to be committed.

Senior researchers at the Institute for Security Studies (ISS) have acknowledged the importance of increased police visibility as a crime deterrent. However, the South African Police Union noted that merely increasing the number of police personnel is immaterial unless they have the capacity to deal with the criminal activity facing the country[26].

Table 2: Priority crimes identified for SAPS to focus on per cluster, main causes, motivators and opportunities for crime

	Precinct	Priority crimes that SAPS need to focus on	Main cause	Main motivator	Main opportunity
1	Beaufort West	Drug-related crime	Substance abuse	Need for money	Poor street lighting
		Murder			
		Rape/sexual offences			Poor policing of facilities***
2	Bellville	Burglary at residential premises	Substance abuse	Perceptions of an ineffective criminal justice system	Inadequate police visibility
		Drug-related crime			
		Common robbery			
3	Bishop Lavis	Drug-related crimes	Substance abuse	Need for money	Neglected public spaces
		Murder			
		Burglary at residential premises			
4	Caledon	Drug-related crime	Substance abuse	Need for money	Neglected public spaces
		Rape/sexual offences			
		Domestic violence/ assault			

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26   Nthambeleni, G. (2010). Police visibility reduces crime – expert. Available on line at http://www.sanews.gov.za/features/police-visibility-reduces-crime-expert. Accessed 23 January 2015.

	Precinct	Priority crimes that SAPS need to focus on	Main cause	Main motivator	Main opportunity
5	**Cape Town**	Burglary at residential premises	Unemploy-ment	Need for money	Inadequate police visibility
		Drug-related crime			
		Theft out of motor vehicle			
6	**Ceres**	Burglary at residential premises	Substance abuse	Need for money, substance abuse***	Individual negligence
		Drug-related crime			
		Common assault			
7	**Claremont**	Burglary at residential premises	Unemploy-ment	Perception of an ineffective criminal justice system	Individual negligence
		Theft out of motor vehicle Robbery with aggravating circum-stances			
		Theft of motor vehicle/motorcycle			
8	**Da Gamas-kop**	Drug-related crime	Substance abuse	Need for money	Individual negligence
		Burglary at residential premises			
		Domestic violence/assault			
9	**Delft**	Drug-related crime	Poor education	Need for money, substance abuse***	Bushy areas
		Murder			
		Burglary at residential premises			
10	**George**	Burglary at residential premises	Substance abuse	Need for money	Bushy areas
		Drug-related crime			
		1. Rape/sexual offences			

	Precinct	Priority crimes that SAPS need to focus on	Main cause	Main motivator	Main opportunity
11	Hermanus	Drug-related crime Burglary at residential premises	Unemploy-ment	Need for money	Inadequate police visibility
		Murder			
		Domestic violence/ assault			
12	Khayelitsha	Drug-related crime	Substance abuse	Need for money	Poor street lighting
		Murder			
		Burglary at residential premises			
13	Kraai-fontein	Drug-related crime	Substance abuse	Need for money	Poor street lighting Inadequate police visibility***
		Burglary at residential premises			
		Murder			
14	Kuils River	Murder	Substance abuse	Need for money	Inadequate police visibility
		Drug-related crime			
		Burglary at residential premises			
15	Milnerton	Drug-related crimes	Substance abuse	Need for money	Inadequate police visibility
		Burglary at residential premises			
		Theft of / out of vehicles			
16	Mitchells Plain	Drug-related crime	Substance abuse	Substance abuse	Inadequate police visibility
		Murder			
		Domestic violence/ assault			
17	Muizenberg	Burglary at residential premises	Substance abuse	Need for money	Inadequate police visibility
		Drug related crime			
		Theft out of or from motor vehicles			

	Precinct	Priority crimes that SAPS need to focus on	Main cause	Main motivator	Main opportunity
18	**Nyanga**	Murder	Unemploy-ment	Need for money	Easy access to guns
		Drug-related crime			
		Burglary at residential premises			
19	**Oudtshoorn**	Drug-related crime	Substance abuse	Need for money Substance abuse***	Poor street lighting
		Domestic violence/ assault			
		Rape/sexual offences			
20	**Paarl**	Drug-related crime	Substance abuse	Need for money	Inadequate police visibility
		Burglary residential premises			
		Burglary non-residential premises			
21	**Stellen-bosch**	Drug-related crime	Substance abuse	Need for money	Inadequate police visibility
		Burglary at residential premises			
		Rape/sexual offences			
22	**Vredenburg**	Burglary at residential premises	Unemploy-ment	Substance abuse, Light sentences	Individual negligence
		Burglary at non-residential premises			
		Drug-related crime			
23	**Vredendal**	Drug-related crime	Substance abuse	Need for money	Individual negligence
		Burglary at residential premises			
		Rape/sexual offences			
24	**Worcester**	Drug-related crime	Substance abuse	Need for money	Public negligence
		Rape/sexual offences			
		Burglary at residential premises			

	Precinct	Priority crimes that SAPS need to focus on	Main cause	Main motivator	Main opportunity
25	Wynberg	Drug-related crime	Substance abuse	Substance abuse	Inadequate police visibility
		Burglary at residential premises			
		Murder			

The cluster findings in Table 2 above reflect the provincial findings. However, some clusters indicated rape/sexual offences, burglary at non-residential premises, domestic violence/assault and common assault as being among their top priority crimes that SAPS needs to focus on. It is evident that the various clusters have different needs. By identifying these specific needs, SAPS is enabled to make targeted interventions.

Strategic Goal 3 recognises that the nature of crime requires systematic and tailored strategies and the involvement of different stakeholders in order to address the challenge of crime more effectively. CPF, NHWs and safety volunteers are the front line structures in the fight against crime and it is therefore crucial that they are functioning well and even more importantly, have a healthy working relationship with SAPS.

Western Cape crime trends

The analysis of crime trends is vital for appropriately developing the public policies and public expenditures related to crime. These include, for example, the recruitment and training of police forces, the improvement of the criminal justice system and the development of additional interventions outside the criminal justice system such as the establishment of effective NHW and CPF structures with the primary aim of safeguarding communities against criminal activity[27].
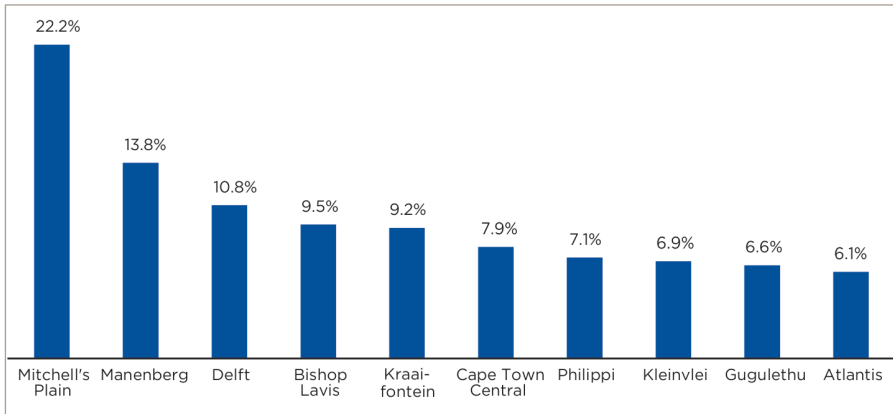
Crime trends in South Africa have shown that it has one of the highest crime per 100 000 residents in the world regarding assault, rape and murder[28]. The graphs below indicate the top 10 contributing precincts in the Western Cape to the priority crimes highlighted by respondents[29].

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[27] http://www.westerncape.gov.za/text/2003/12/2003_draft_code_conduct_neighbourhood_watch.pdf.

[28] http://www.expatcapetown.com/crime-in-south-africa.html.

[29] http://www.crimestatssa.com/provinceselect.php.

Figure 3: Drug-related crime: Top 10 contributing precincts in the Western Cape

Bar chart showing drug-related crime percentages by precinct:
- Mitchell's Plain: 22.2%
- Manenberg: 13.8%
- Delft: 10.8%
- Bishop Lavis: 9.5%
- Kraai-fontein: 9.2%
- Cape Town Central: 7.9%
- Philippi: 7.1%
- Kleinvlei: 6.9%
- Gugulethu: 6.6%
- Atlantis: 6.1%

Source: SAPS Annual Crime Statistics 2013/14

Figure 4: Top 10 contributing precincts in the Western Cape

Bar chart showing contributing precincts percentages:
- Mitchell's Plain: 12.0%
- Kraaifontein: 10.5%
- Table View: 10.4%
- Belville: 10.1%
- Worcester: 10.0%
- Durban-ville: 10.0%
- Stellen-bosch: 9.6%
- Somerset West: 9.5%
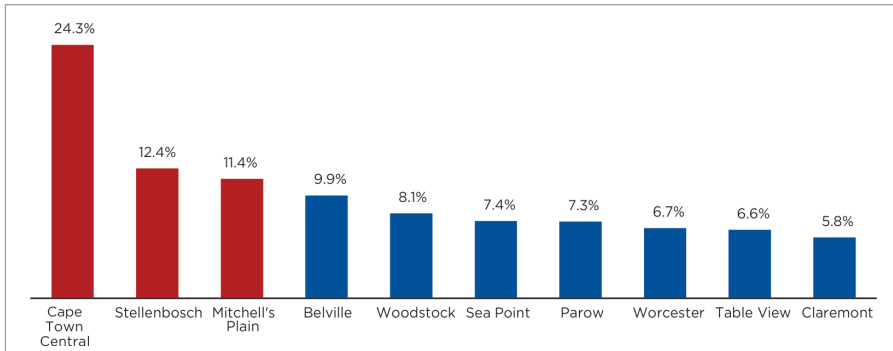- Knysna: 9.1%
- Kuils River: 8.9%
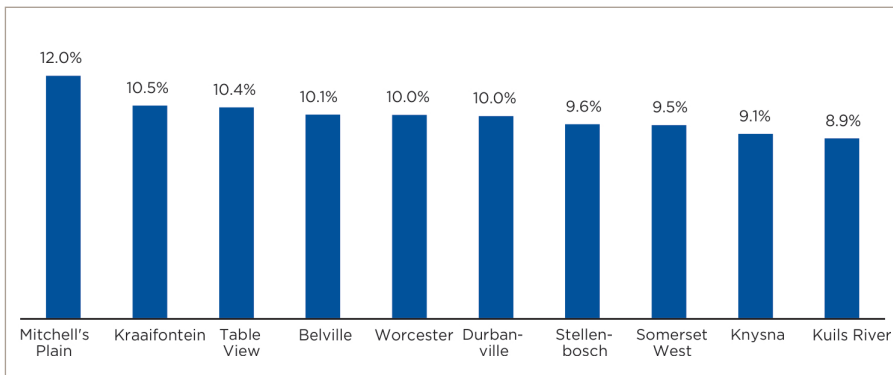
Source: SAPS Annual Crime Statistic 2013/14

Figure 5: Murder: Top 10 contributing precincts in the Western Cape
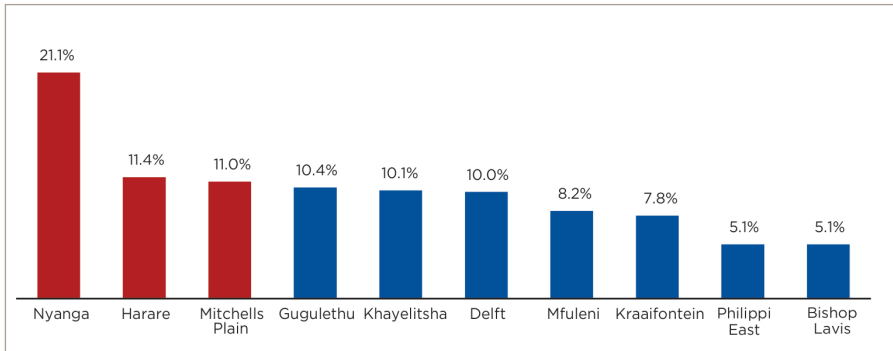
Source: SAPS Annual Crime Statistic 2013/14

Figure 6: Theft out of or from motor vehicles: Top 10 contributing precincts in the Western Cape

Source: SAPS Annual Crime Statistic 2013/14

The graphs above indicate that Mitchells Plain was a top contributing station for all identified priority crimes. It contributed an alarming 22,15% to total drug-related crime in the Province, 11,96% to burglary at residential premises, 10,95% to murder and 11,44% to theft out of or from motor vehicles in the Province.

When evaluating these statistics, it is important to take cognisance of cluster-specific factors which may contribute to the high rates of crime in the area. Mitchells Plain receives an influx of approximately 20 000–30 000 commuters daily and has an unemployment rate of approximately

25%[30]. The high number of occurrences of drug-related crime in the Mitchells Plain precinct was hypothesized by participants at the Mitchells Plain consultations as being exacerbated by the lack of substance abuse rehabilitation programmes and systems because of insufficient funding and a perceived weak criminal justice system which sees charges and cases being withdrawn before they get to court. Furthermore, issues relating to dysfunctional family units, gang violence (particularly noted in Lentegeur), drug dealing at schools, trafficking and loitering are exacerbated owing to resource shortages at SAPS (manpower, crime scene equipment), inefficient ambulance service, lack of safe houses, poor police visibility, SAPS unresponsiveness, lack of SAPS support to NHW, lack of support from councillors and SAPS inefficient response time.

Nyanga contributed an alarming 21,14% to the number of reported murders in the Western Cape and 18,7% to the number of reported murders in South Africa[31]. Major General Roberts noted at the Nyanga PNP consultation meeting that liquor abuse is the major driver of murder in the precinct and that approximately 50% of the murders are vigilante killings. Communities in the area overwhelmed by lawlessness and inadequate police visibility and therefore rely on community vigilantism as a seemingly legitimate effort to maintain a semblance of law and order[32]. SAPS members in the Nyanga precinct stressed the need for additional resources (human and equipment) for effective execution of their services. The poor socio-economic environment characterised by high levels of unemployment and poverty necessitates sustainable action from external role players to empower the community of Nyanga through job creation and skills development[33].

Cape Town Central precinct was identified as contributing almost a quarter (24,30%) to the number of reported incidents of theft out of or from motor vehicles in the Province. Cape Town Central has approximately 700 nightclubs which see a high influx of visitors throughout the week and particularly over weekends. SAPS members at the Cape Town PNP Consultation highlighted that a severe shortage of human resources

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[30] SAPS, (2014). Presentation at the 2014/15 Mitchells Plain PNP Consultation, 28 October 2014.

[31] SAPS, (2014). Crime Research and Statistics - South African Police Service. Available online athttp://www.saps.gov.za/resource_centre/publications/statistics/crimestats/2014/download/police_station_figures_per_province. Accessed 5 February 2015.

[32] Department of Community Safety, (2013). Report on Vigilantism in the Western Cape.

[33] Department of Community Safety, (2014). Nyanga PNP Consultation, 9 December 2014.

compromises their ability to handle their workload and execute their functions efficiently. This results in a direct lack of police visibility and creates an environment conducive to crime.

When addressing the crime situation in Mitchells Plain and the other primary contributing stations in the Western Cape, it is critical to factor in structural, environmental and external aspects when determining the best course of action.

4.2   SAPS professionalism

This section assesses how well SAPS is functioning within the Province with regard to their professionalism, respondents' experience of their services, resource utilisation and the services they deliver, such as the Victim Support Service.

4.2.1   Professionalism

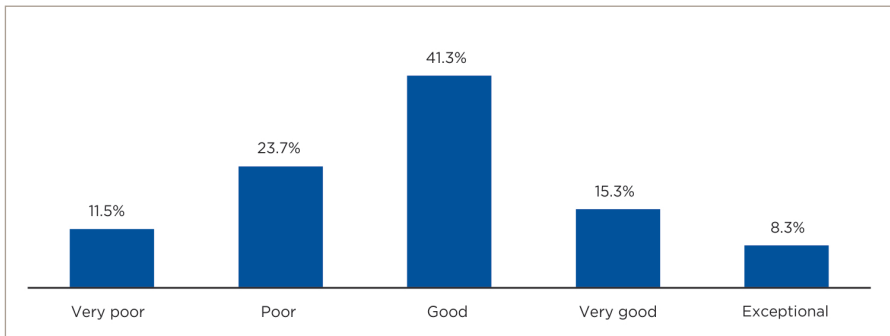**Figure 7: SAPS professionalism**

Figure 7 is an indication of how respondents rated SAPS on their professionalism. The majority of respondents, 64,88% (41,30% + 15,31% + 8,27%), indicated that SAPS' professionalism was good/very good/ exceptional. In contrast 35,12% (11,47% + 23,65%) of respondents rated SAPS' professionalism as very poor/poor. When SAPS' votes were excluded, it had no bearing on the results as the variations were less than 5%. Therefore SAPS' votes did not bias the results.

In February 2015, ten Western Cape police officers from the Parow precinct were due to appear in the Bellville Regional Court on charges of corruption of an amount totalling over R10 000. Their approach in obtaining the money involved them misleading business owners into believing that drugs had been found on their premises and that they were liable for immediate payment of fines to avoid their arrest.[34] Incidents of corruption are in direct violation of SAPS members' undertaking in their Code of Conduct to achieve a safe and secure environment for all the people of South Africa by rendering a responsible and effective service of high quality with integrity and to exercise the powers granted to them in a responsible and controlled manner[35].

4.2.2   Respondents' experience

Figure 8: Victims of crime rates
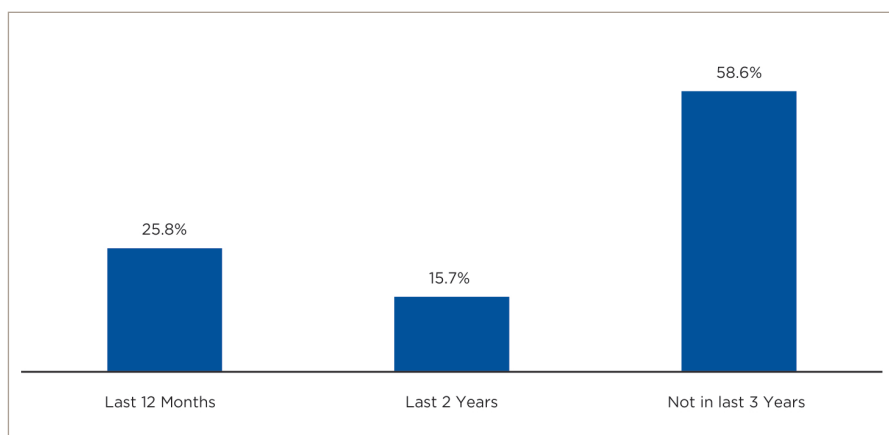
In Figure 8 above, respondents were asked whether or not they had been a victim of crime in the last 12 months, two years or in the last three years. The majority of respondents (58,57%) had not been a victim of crime in the last three years while 41,43% (25,77% + 15,66%) indicated that they had been a victim within the last two years.

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[34] SAPA, (2015). 10 cops in dock for corruption. Available online at http://www.news24.com/SouthAfrica/News/10-Cape-cops-in-court-for-corruption. Accessed on 16 February2015.

[35] Majority of SA thinks police are corrupt - Crime & Courts (2013). Available at http://www.iol.co.za/news/crime-courts/majority-of-sa-thinks-police-are-corrupt-1.1545776. Accessed 8 February 2015.

Table 3: Victims of crime rates

Gender	Total votes	Not in the last 3 years	Last 12 months	Last 2 years	Total victims
Female	666	404	155	107	262
Male	849	477	234	138	372
Total	1515	881	389	245	634

The sample consisted of 849 males and 666 females, of which 39,34% (262/666) of females had been a victim of crime in the last two years compared to 43,82% (372/849) of males. Overall gender distribution of the sample was skewed, females only represented 45,14% of the respondent sample and therefore caution should be taken when making inferences. The results suggest that males are more likely to become a victim of crime. However, this could be a result of the over-representation of males.

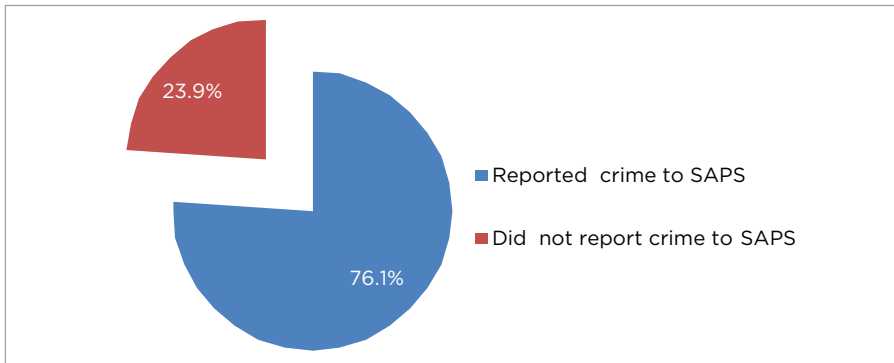## Figure 9: Victims of crime report rates

Figure 9 above represents the report rates of the respondents who had experienced crime in the last two years. It is evident that the large majority of victims (76,08%) had reported the crime to SAPS but it is still of concern that 23,92% did not report the crime. The 2013/14 Victims of Crime Survey highlighted a number of reasons that may influence whether a victim reports a crime to SAPS. These reasons include, but are not limited to, a lack of confidence in SAPS, no insurance, fear of reprisal and fear/dislike of

the police. Higher report rates for crimes such as theft out of or from motor vehicles in more affluent areas can be attributed to insurance payouts.

Table 4: Victims of crime report rates (within the last three years)

Gender	Total votes	Not applicable	Yes, reported to SAPS	No, did not report to SAPS	Total victims
Female	752	353	321	78	399
Male	686	366	226	94	320
Total	1438	719	547	172	719

With regards to gender, 70,62% (226/320) of male victims reported the crime to the police in comparison to 80,45% (321/399) of female victims. The results suggest that females are more likely to report crime than males.

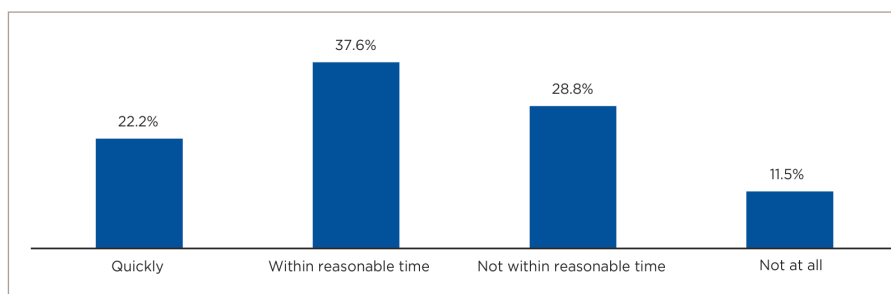**Figure 10: SAPS' average arrival time at crime scenes**

Figure 10 is a depiction of SAPS' average arrival times in response to reported crime. The majority of the respondents, 59,75% (22,15% + 37,60%) experienced SAPS arriving quickly or within a reasonable time at the crime scene. It is alarming that 28,76% of respondents indicated that SAPS did not arrive within reasonable time and a further 11,49% indicated that SAPS did not arrive at all. When SAPS' votes were excluded, it had no bearing on the results as the variations were less than 5%. Therefore SAPS' votes did not bias the results.

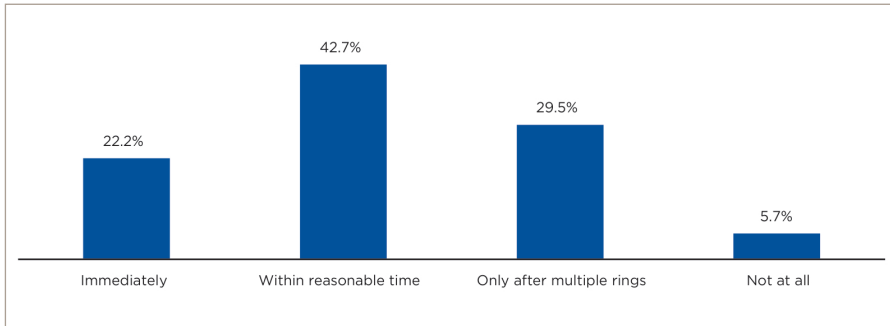## Figure 11: SAPS' phone answer rate

Figure 11 refers to SAPS efficiency with regard to telephonic assistance. The majority of the respondents, 64,85% (22,15% + 42,70%), indicated that SAPS answered their calls immediately or within reasonable time. However 29,48% of the respondents indicated that their calls were only answered after several calls and a further 5,67% indicated that their calls were not answered at all. It is a major cause for concern when calls are not answered timeously as it impacts on service delivery and ultimately crime levels. Furthermore, when your life is in danger, every second counts and the least one expects of SAPS is to answer the phone when called upon for help. When SAPS' votes were excluded, it had no bearing on the results as the variations were less than 5%. Therefore SAPS' votes did not bias the results.

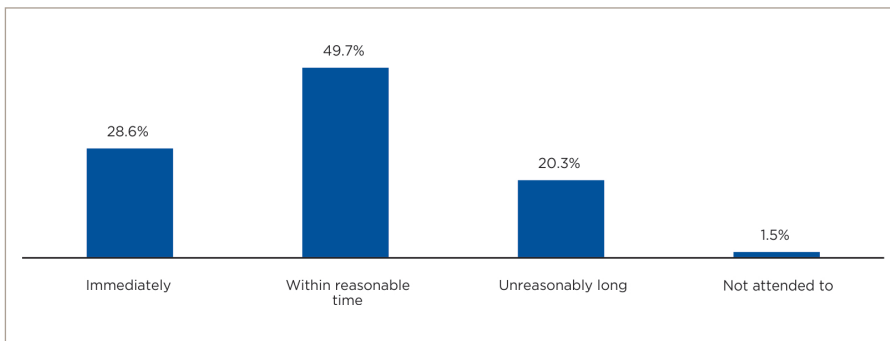## Figure12: Average waiting time at police stations

Figure 12 depicts the efficiency of service at the police station. The majority of respondents 78,22% (28,56% + 49,66%), who had visited a police station

indicated that they were attended to immediately or within a reasonable amount of time. It is a concern that 20,26% of the respondents had to wait unreasonably long to be attended to and 1,52% were not attended to at all. When SAPS' votes were excluded, it had no bearing on the results as the variations were less than 5%. Therefore SAPS' votes did not bias the results.

## Figure 13 Serviced in official languages (i.e. isiXhosa, English or Afrikaans)
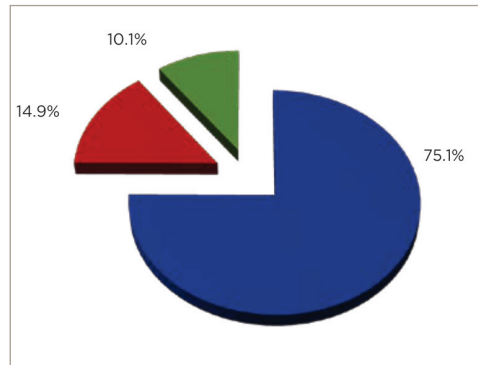
The majority of respondents (75,07%) received assistance in their language of choice (isiXhosa, English or Afrikaans) during their last visit to the police station. The rest were either not (14,88%) or sometimes (10,05%) served in the language of their choice. Being serviced in the language of your choice is important as it creates a comfortable space for victims to share details of crime whereas language barriers may result in valuable details of crime to be lost in translation. When SAPS' votes were excluded, it had no bearing on the results as the variations were less than 5%. Therefore SAPS' votes did not bias the results.

Figure 14: Provision of progress reports on opened cases
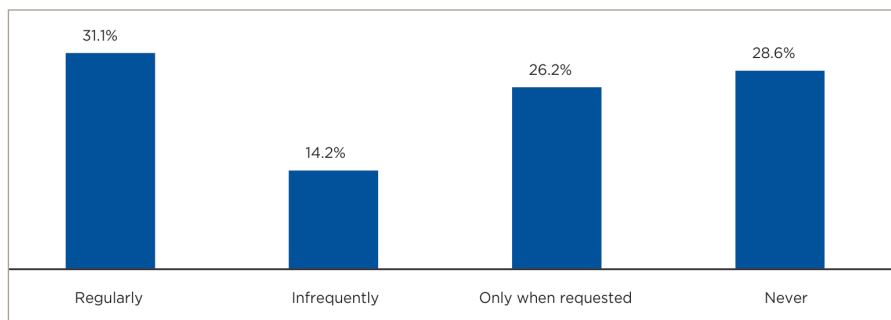
The results indicate that the majority of the respondents, 68,91% (14,20% + 26,16% + 28,55%), who opened a case with the police either received infrequent progress reports or only when requested or never received any feedback. Only 31,09% received regular progress reports on opened cases.

Figure 15: Quality of SAPS' victim support/counselling service
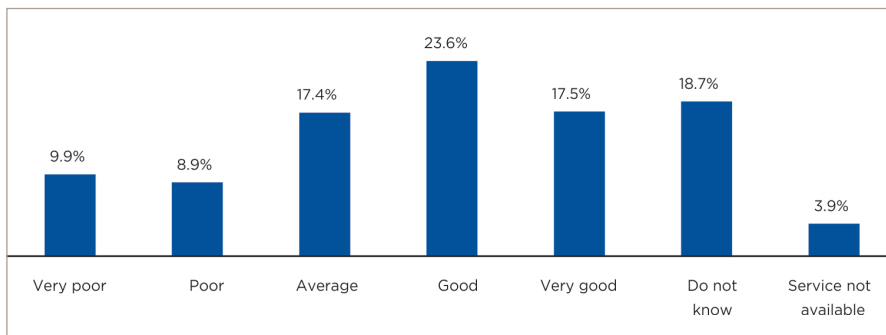
The majority of the respondents 41,11% (23,62% + 17,49%) who received victim support/ counselling service rated the professionalism as being good or very good. However, 36,22% (9,90% + 8,94% + 17,38%) of the respondents rated the professionalism of the service as being very poor, poor or average. Of the respondents 18,73% indicated that they did not know how professional the provision of the victim support service was which could mean they either were unaware of the service or never made use of it. Furthermore, 3,94% indicated that the service was not available.

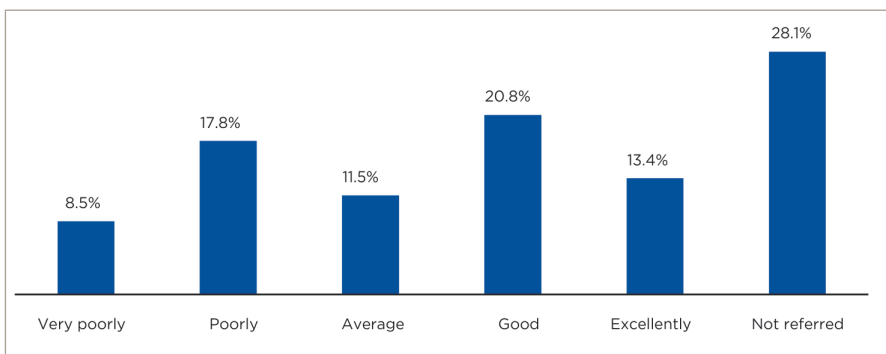**Figure 16: Quality of SAPS' victim support/counselling referrals**

Figure 16 above shows that the majority of the respondents (28,10%) were not referred. Of respondents who had received the service 34,21% (20,77% + 13,44%) found that their referral was handled well or excellently while 37,69% (8,46% + 17,76% + 11,47%) felt their referrals were handled very poorly, poorly or averagely.

In conclusion, a significant number (23,92%) of respondents had experienced a crime and had not reported it (refer to Figure 5). It is therefore important to consider other sources of information in addition to SAPS crime statistics. Under-reporting of crime could also be attributed to lack of faith in SAPS to address reported crimes.

4.2.3   Resources

Figure 17: SAPS' resource allocation
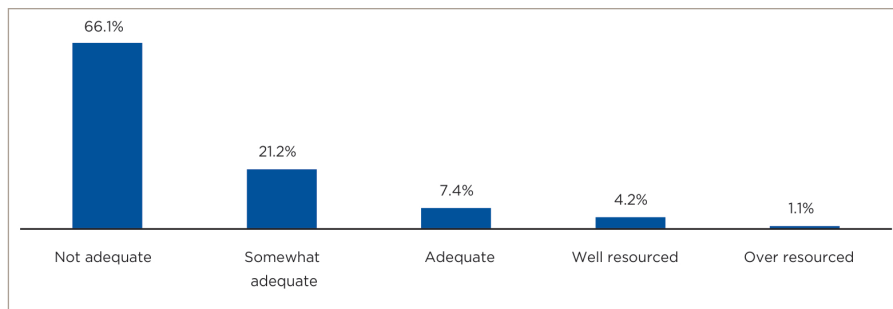
The majority of respondents 87,34% (66,14% + 21,20%) felt that there was an insufficient amount of police resources for their community in comparison to only 7,41% who thought the police had adequate resources and 5,25% (4,20% + 1,05%) who thought that the police were well or over-resourced. When SAPS' votes were excluded, it had no bearing on the results as the variations were less than 5%. Therefore SAPS' votes did not bias the results.

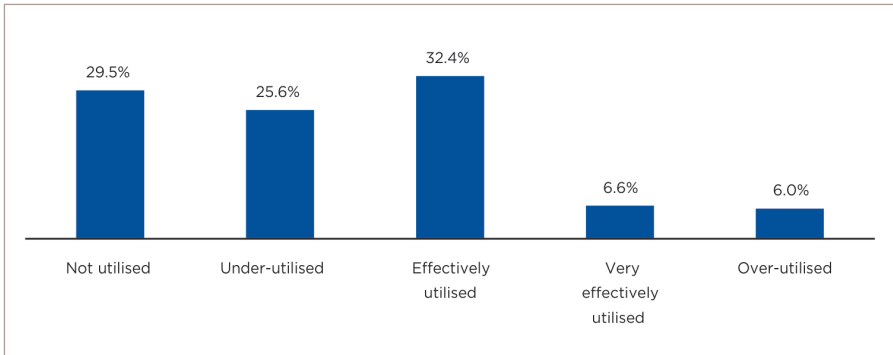## Figure 18: SAPS' efficient usage of resources

Figure 18 illustrates how respondents felt about the efficient use of resources by SAPS. The majority of the respondents 55,11% (29,50% + 25,61%) indicated that they thought the resources were not utilised effectively/underutilised. However, 38,92% (32,37% + 6,55%) thought that the resources were used effectively/very effectively. Only 5,97% thought that resources were overutilised

Figure 19: Policing needs to promote professional policing
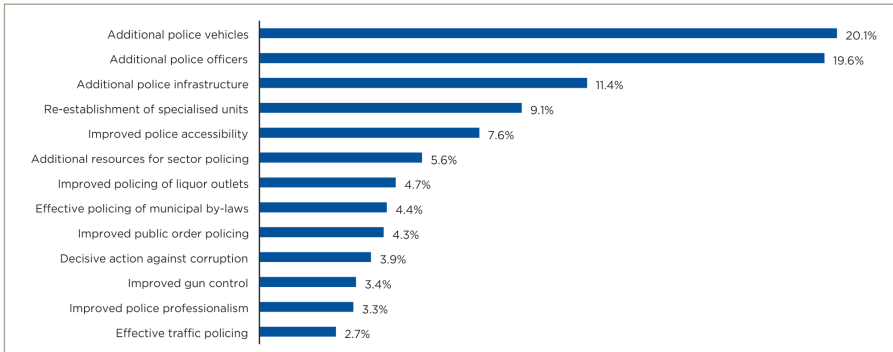
The majority of respondents indicated that additional police vehicles (20,05%) and police officers (19,61%) were a top priority, followed by 11,37% who regarded additional infrastructure as a top priority to promote professional policing and optimise SAPS functioning within their communities.

Further investigation should therefore be done with regard to resources allocation as 86,93% of respondents indicated that there were insufficient police resources for their community. However, 55,11% (28,29% + 26,82%) of the respondents felt that the existing resources available were not utilised effectively or were underutilised.

4.2.4   Witness Protection Programme

Figure 20: Effectiveness of Witness Protection Programme
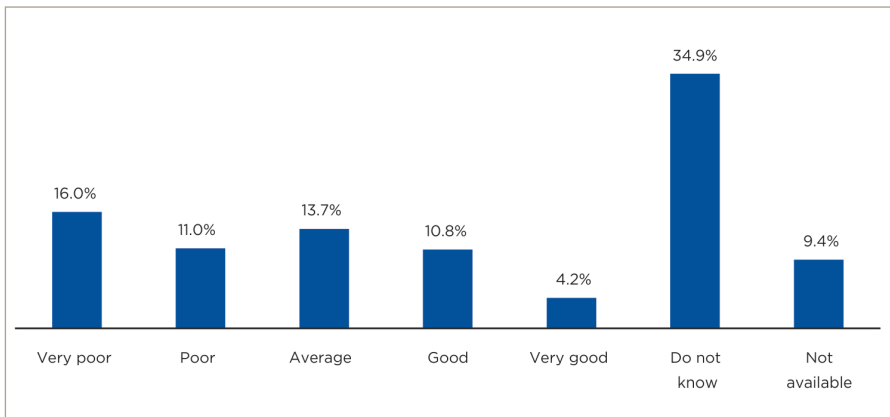

Figure 20 above indicates that the majority of the respondents 40,65% (15,99% + 11% + 13,66%) rated the effectiveness of the witness protection programme and found it to be very poor/average. In comparison only 15,03% (10,83% + 4,20%) indicated that the effectiveness of the programme was good/very good.

A spokesperson for the National Prosecuting Authority (NPA), Mr Mthunzi Mhaga, noted that no person had ever been killed while on the NPA's Witness Protection Programme. Mhaga was quoted as saying that *"The Witness Protection Unit located within the NPA, together with all law enforcement agencies, will work tirelessly to ensure that all potential witnesses are secured in order to ensure that justice is properly administered"*[36].

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[36] Nobody killed in NPA witness protection. Available online at http://www.iol.co.za/news/south-africa/nobody-killed-in-npa-witness-protection-1.673634. Accessed on 11 December 2014.

In conclusion, the Witness Protection Programme received negative ratings, meaning that improvements could be made to it so that it lives up to the expectations of the citizens. Of the respondents 34,92% did not know how effective the programme is, which could mean that they were unaware of the programme. A further 9,41% indicated that it was not available and that could deter citizens from testifying as witnesses for fear of reprisal.

4.3   Safety of public spaces

Figure 21: Unsafe areas
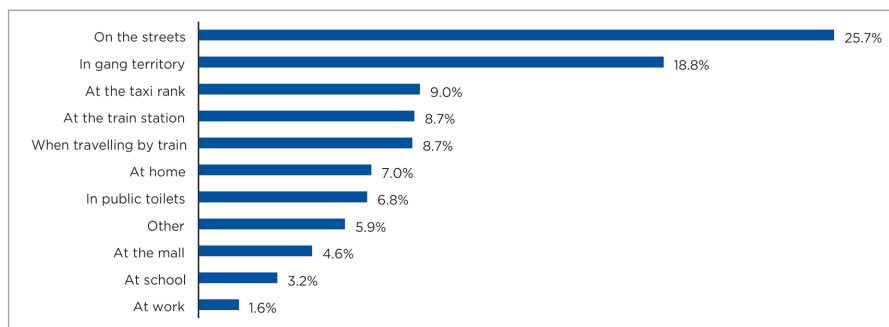
More than a quarter of the respondents felt most unsafe **on the streets** (25,71%), **in gang territory** (18,81%) and **at the taxi rank** (8,95%).

Table 5: Unsafe areas

Gender	Unsafe area 1	Unsafe area 2	Unsafe area 3
Female	On the street	In gang territory	At the taxi rank
Male	On the street	In gang territory	At the taxi rank

Referring to Table 5 above both genders felt unsafe **on the street, in gang territory** and **at the taxi rank** (see Figure 21).

Figure 22: Time you feel unsafe in your area
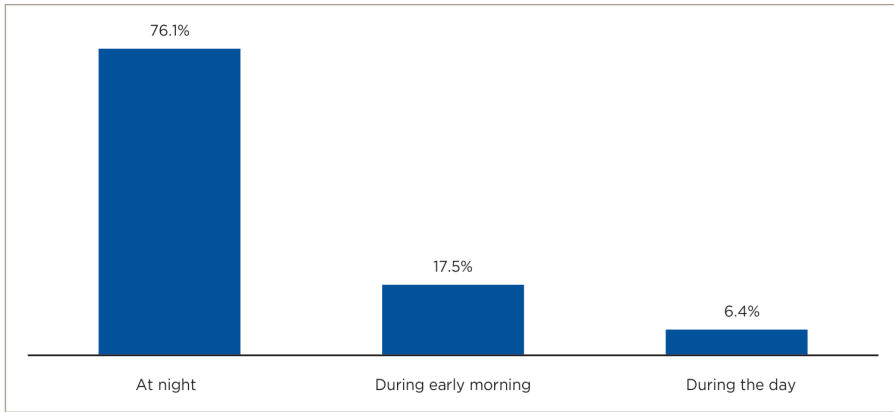
The majority of the respondents (76,07%) felt unsafe at night (18:00 – 06:00) followed by 17,53% who indicated they felt unsafe during the early morning (06:00 – 12:00). Only 6,40% of the respondents felt unsafe during the day.
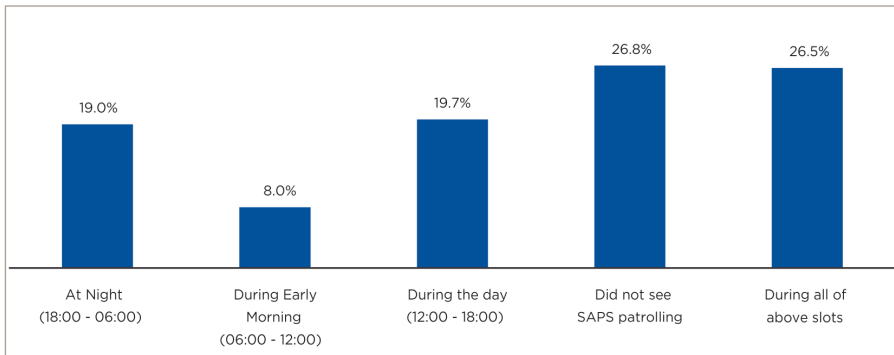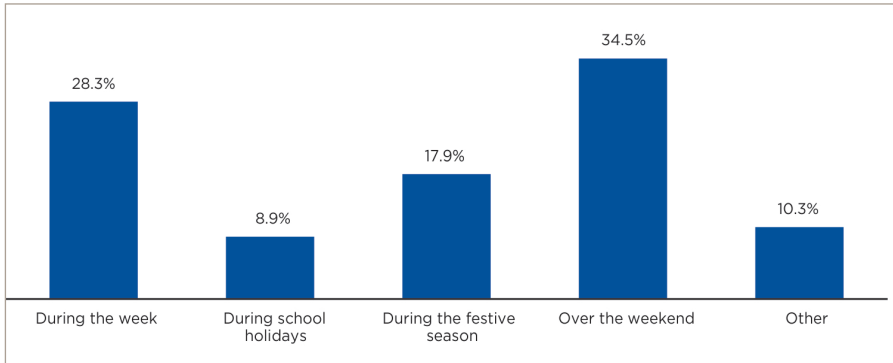
Figure 23: SAPS' visibility times

Figure 23 above indicates that the majority of the respondents had either not seen SAPS patrolling (26,80%) or had seen SAPS patrolling during all of the above slots (at night, during the early morning, and during the day) (26,48%).

Figure 24: SAPS' preferred visibility times

The majority of respondents would like to see improved police visibility in their respective areas predominantly over the weekend (34,52%) and during the week (28,31%).

Respondents no longer feel safe on the streets within their community or in gang territories. Owing to the increase in gang-related activity, national government is being lobbied to reinstate specialised gang units in the Western Cape – an intervention which is advocated by the National Development Plan (NDP)[37] .

Respondents indicated that they felt most unsafe at night. It is apparent that SAPS are patrolling throughout the day and at night and yet respondents still feel unsafe. SAPS should increase their patrols and consider targeting their service to when and where respondents feel the most unsafe.

4.4   Partnerships

Partnerships require the mobilisation of a wider range of state and non-state capacities, resources at all levels, active citizen involvement and co-responsibility. National, provincial and local government has an important role to play in addressing safety issues, securing funding, ensuring co-operation, and synergy between the various role players. It is imperative to

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[37] Department of Presidency, National Planning Commission (2011). National Development Plan 2030: Our Future make it work. Chapter 12 (385-405).

establish strategic partnerships to support safety initiatives. Partnerships foster an integrated approach in achieving long-term, sustainable projects, addressing fundamental causes, motivators and opportunities for crime.

Figure 25: Stakeholder's involvement in crime prevention partnerships

Stakeholder	Percentage
CPF	30.1%
CBO	12.8%
CSF	12.7%
NPO	9.5%
Local government / municipalities	8.4%
Other	7.2%
FBO	5.8%
Business formations	5.0%
Not involved	3.6%
Provincial Government	2.7%
CID	2.3%
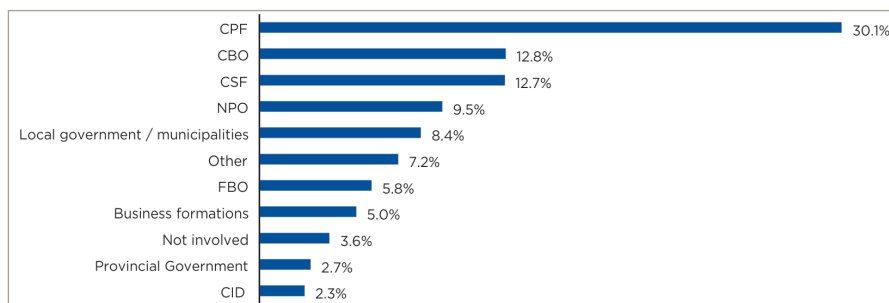
The majority of the respondents are involved in Community Police Forums (CPFs) (30,12%) and community organisations (12,75%). There is a great deal of involvement and many partnerships have been established to combat crime.

Although the respondents perceive the CPF as the partner of choice, CPFs across the Province are not functioning optimally in terms of their oversight responsibilities[38]. The EPP allows them to submit accurate and verifiable information to the Department of Community Safety so that relevant recommendations can be made in order to improve service delivery. The EPP aims to strengthen the role of CPFs in their respective communities with regard to their civilian oversight role over SAPS. The Department allocated R4 141 226,40 during 2013/2014 to the CPFs in the Western Cape but the CPFs only accessed 22,75% in this period owing to a lack of report submission.

State of SAPS service delivery in the Western Cape as perceived by respondents

Overall, there have been mixed feelings about SAPS' service delivery for the Province. Noting that the expectation is that the SAPS service must be 100%, the below rating suggests that there is still room for improvement.

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[38] Department of Community Safety, (2014). EPP Presentation at 2014/15 PNP Consultation Police Cluster Consultations. Unpublished.

The majority indicated that:
- SAPS professionalism was good/very good/exceptional (64,88%).
- SAPS arrived on the crime scene quickly or within a reasonable amount of time (59,75%). However, 40,25% indicated that SAPS did not arrive within a reasonable amount of time or did not arrive at all.
- SAPS phone answer rate was efficient (64,85%).
- SAPS service at the station was efficient; 78,22% indicated that they were assisted immediately/within a reasonable amount of time.
- 68,91% who opened a case with the police either received infrequent progress reports or only when requested, or never received any feedback. Only 31,09% received regular progress reports on opened cases.
- SAPS service was provided in the respondents' language of choice (75,07%).
- The professionalism of victim support/counselling services was good/very good (41,11%).
- With regard to counselling referrals, 37,69% identified the quality to be very poor, poor or average.
- SAPS resource allocation is inadequate (66,14%).

The under-reporting of crime may be exacerbated by factors such as SAPS inefficiency. SAPS services should be informed by and be sensitive to the safety needs of communities. It is envisaged that the appointment of a provincial Policing Ombudsman will strengthen the Department's ability to hold SAPS accountable by investigating alleged police corruption, service delivery failures and abuse of power[39].

4.5 Safety needs and concerns

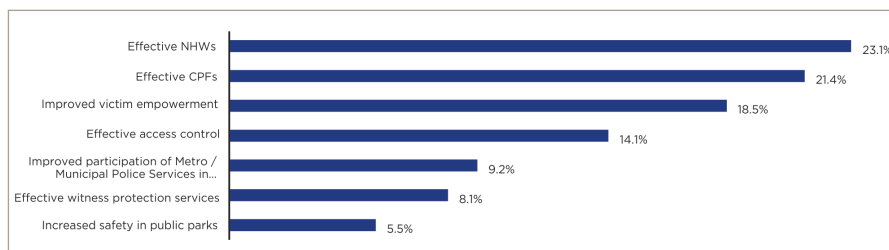The majority of the respondents (23,14%) indicated that effective CPFs, effective NHWs (21,41%) and improved victim empowerment (18,51%) in community policing constituted the key safety needs in the Province. Table 6 below succinctly outlines the main safety needs in the cluster and the details thereof are provided in the cluster-specific reports.

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[39] Western Cape Community Safety Act, 3 of 2013.

Figure 26: Key safety needs per cluster

Safety need	Percentage
Effective NHWs	23.1%
Effective CPFs	21.4%
Improved victim empowerment	18.5%
Effective access control	14.1%
Improved participation of Metro / Municipal Police Services in...	9.2%
Effective witness protection services	8.1%
Increased safety in public parks	5.5%

4.6 Top safety needs per cluster

Table 6 below presents the top three safety needs as seen by the participants throughout the province.

Table 6: Top three safety needs per police cluster

Cluster	Safety need 1	Safety need 2	Safety need 3
Beaufort West	Effective NHWs	Effective CPFs	Improved participation of municipal police services
Bellville	Improved participation of metro/ police services	Effective NHWs	Effective CPFs
Bishop Lavis	Effective NHWs	Increased safety in public parks/open spaces in the neighbour-hood	Effective CPFs

Cluster	Safety need 1	Safety need 2	Safety need 3
Caledon	Effective NHWs	Effective CPFs	Improved victim empowerment
Cape Town	Effective NHWs	Effective CPFs	Improved participation of metro police services
Ceres	Effective CPFs	Increased safety in public parks/open spaces in the neighbour-hood	Improved participation of metro/municipal police services
Claremont	Effective CPFs	Increased safety in public parks/open spaces in the neighbour-hood	Effective access control at public buildings (i.e., schools, hospitals and clinics, etc.)
Da Gamaskop	Effective NHWs	Effective CPFs	Improved victim empowerment

Cluster	Safety need 1	Safety need 2	Safety need 3
Delft	Effective NHWs	Effective CPFs	Improved participation of metro police services
Hermanus	Effective NHWs	Effective CPFs	Increased safety in public parks/ open spaces in the neighbour-hood
Khayelitsha	Effective CPFs	Effective NHWs	Effective witness protection services
Kraaifontein	Improved participation of metro/ municipal police services	Effective NHWs	Effective CPFs
Kuils River	Effective NHWs	Effective CPFs	Improved participation of metro/ municipal police services
Milnerton	Improved participation of metro/ municipal police services	Effective NHWs	Increased safety in public parks/ open spaces in the neighbour-hood

Cluster	Safety need 1	Safety need 2	Safety need 3
Mitchells Plain	Effective NHWs	Improved participation of metro police services	Increased safety in public parks/open spaces in the neighbour-hood
Muizenberg	Improved participation of metro/municipal police services	Effective NHWs	Effective CPFs
Nyanga	Effective CPFs	Effective NHWs	Improved participation of metro/municipal police services
Oudtshoorn	Effective CPFs	Effective NHWs	Improved victim empower-ment
Paarl	Effective NHWs	Re-establish specialised units	Improved participation of metro/municipal police services

Cluster	Safety need 1	Safety need 2	Safety need 3
Stellenbosch	Effective NHWs	Re-establish specialised units	Effective policing of municipal by-laws
Vredenburg	Effective NHWs	Effective CPFs	Improved participation of metro/ municipal police services
Vredendal	Effective NHWs	Effective CPFs	Improved participation of metro/ municipal police services
Worcester	Re-establish specialised units	Effective policing of municipal by-laws	Effective NHWs
Wynberg	Effective CPFs	Effective NHWs	Improved participation of metro/ municipal police services

5.   Conclusion

The 2014/15 Western Cape PNP report results provide a broadened view of the policing needs and priorities in the Western Cape. This approach enables targeted action to resolve pressing safety issues within the community, i.e., at provincial, cluster and police precinct level.

The majority of the respondents in the Province identified drug-related crimes as the top priority for SAPS to focus on, followed by burglary at residential premises and murder. Furthermore, respondents regarded substance abuse, the need for money and inadequate police visibility as the main contributor, motivator and opportunity for crime respectively.

The province identified a number of key needs to increase safety. The positive effect of effective and functional NHWs and CPFs were perceived as being the foremost vehicles for advancing safety in the province, together with improved victim support services.

The Witness Protection Programme received negative ratings. There is therefore a room for improvement so that it could live up to the expectations of citizens. Over a third of the respondents across the 25 clusters in the Western Cape stated that they did not know the effectiveness of the programme. This could mean that they were unaware of the programme or have never used it. Almost a tenth (9,41%) indicated that it was not available. The negative rating of the programme could deter citizens from testifying as witnesses because they feared that they may endanger their lives.

Central to fighting crime is effective and efficient policing by SAPS in particular and crime prevention structures such as CPFs. It is therefore imperative that interventions to address the challenges that the SAPS faces in the Province are made to ensure effective policing. The results indicated that respondents were of the opinion that the police service is not adequately resourced in order to effectively execute their duties in the Province. However, SAPS cannot work in isolation to combat these issues. It is evident from the results that crime is multifaceted and requires integrated and a multi levelled interventions, collaborating with various parties within the community. This is in line with the whole-of-society approach which emphasises that safety is everyone's responsibility.

6.   Recommendations

The recommendations presented below must be read in conjunction with the detailed cluster reports. In light of the results presented above, it is recommended that:

6.1   The findings of this report be considered at provincial, cluster and local level and incorporated in the respective station plans and be monitored by the local, cluster and provincial CPFs and SAPS management structures.

6.2   SAPS promote professional policing and their professional image through better service delivery especially with the call answer rate, crime scene attendance, waiting time at police stations, the provision of progress reports on opened cases and victim support or counselling services, including a victim referral service.

6.3   SAPS develop and implement targeted operations to combat drug-related crimes, burglary at residential premises and murder.

6.4   Community Police Forums (CPFs)/Community Safety Forums (CSFs) develop and implement strategies in partnership with SAPS to combat drug-related crimes, burglary at residential premises, murder and theft out of or from motor vehicles.

6.5   Registered safety concerns must be considered by relevant role players and government departments for future planning, investigation (where necessary) and necessary intervention be provided.

6.6   SAPS improve their visibility as a deterrent to crime on the streets, in gang territories, during the night and over weekends.

6.7   SAPS act on information when members of the community report suspicious activity to them and more importantly, they must keep the name of the community member anonymous.

6.8   SAPS be upskilled in the taking of statements from complainants, dealing with children in conflict with the law in partnership with the Department of Social Development.

6.9   Increase the number of the police officers by filling all existing vacancies and provide material resources, namely vehicles, office equipment, accommodation and improve the conditions of police holding cells.

6.10   Municipalities must improve street lighting, maintenance of neglected public spaces (bushy areas).

6.11   Municipalities must increase safety in their respective wards, through effective traffic police and education on by-laws and the enforcement thereof.

6.12   All municipalities should use this report as a point of reference to address key local issues through the Community Police Forums (CPFs)/Community Safety Forums (CSFs) or other local structures where a CPFs/CSFs does not exist.

6.13   SAPS improve their visibility on the streets, in gang territories, at train stations as a deterrent to crime between 18:00 and 6:00 during the week and over weekends taking into account other local hotspots.

6.14   DoCS should conduct community education on "better policing" in order to improve and sustain "good community police relations" across the province.

6.15   SAPS, the Liquor Authority and local municipalities conduct community awareness to ensure compliance with the liquor law and regulations and close down illegal shebeens and outlets.

6.16   SAPS consider the re-establishment of specialised units involving Family Violence, Child Protection, Drug and Narcotics, Sexual Offences and the Gang and Murder Unit as proposed in the cluster reports.

6.17   SAPS capacitate satellite stations with resources, infrastructure be investigated, verified, prioritised and made available in the clusters concerned.

6.18   SAPS need to improve their support to neighbourhood watches (NHWs) to increase the effectiveness and value of the programme and at least respond when called upon.

6.19   The 10111 flying squad call centre must be manned by capable staff who are familiar with the area they serve.

6.20   DoCS ensures the optimal functioning of CPFs and NHWs by capacitating members with relevant skills and material resources including investigating the feasibility of stipends to increase safety in the Province.

6.21   DoCS conducts public education workshops in various communities to empower CPFs to utilise the EPP optimally and play their oversight role.

6.22   SAPS, DoCS, Correctional Services and DSD implement a Gang and Drug Prevention and Rehabilitation Programme and in the Province.

6.23   Department of Justice and Constitutional Services and SAPS increase public awareness with regard to the Witness Protection Programme's role in encouraging people to act as witnesses against crime.

6.24   The National Prosecuting Authority, SAPS, DoCS and Social Development educate communities about the Constitution and how the criminal justice system works.

6.25   A multi-disciplinary copper theft unit to be established which must develop a plan and draft legislation in order to combat this crime.

6.26   Community members be educated about the dangers of buying stolen goods as prohibited by the Second Hand Goods Act in order not to unintentionally contribute to the market for stolen goods. Untrustworthy suppliers and individuals should be reported to the police.

6.27   The Department of Education addresses the truancy problem at schools, violent behaviour and substance abuse in schools and promote programmes on good parenting.

6.28   The Department of Social Development and DoCS implement more youth programmes to address substance abuse.

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