



Crime levels are highest in South Africa's metropolitan areas. Making our cities safer will depend on the role that local government plays in reducing crime. How the urban environment is planned and managed is key to understanding crime trends, as well as public perceptions about safety. Policy and legislation obliges municipalities to play an active role in collaboration with the police and other stakeholders. Using the Nelson Mandela Metropolitan Municipality in the Eastern Cape as a case study, this monograph hopes to assist local practitioners in the development of an integrated crime reduction strategy.

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CITY SAFETY

NELSON MANDELA METRO MUNICIPALITY'S CRIME REDUCTION STRATEGY

SIBUSISO MASUKU
TRAGGY MAEPA

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LIST OF ACRONYMS

CCTV	Closed circuit television
CBD	Central business district
CPF	Community police forum
CPTED	Crime prevention through environmental design
GGP	Gross geographic product
IDP	Integrated development plans
IEEE	Infrastructure, engineering, electricity and energy business unit
ISS	Institute for Security Studies
LDO	Land development objectives
MPS	Municipal Police Service
NCPS	National Crime Prevention Strategy
NMMM	Nelson Mandela Metropolitan Municipality
NPA	National Prosecuting Authority
SAPS	South African Police Service

EXECUTIVE SUMMARY

Several policy documents propose a role for local governments in ensuring the safety of their constituencies. The National Crime Prevention Strategy, the White Paper on Safety and Security, and the White Paper on Local Government suggest that municipalities should develop and coordinate crime prevention programmes in collaboration with the South African Police Service (SAPS), other national and provincial government departments, the private sector, and non-governmental organisations. Legislation providing for local governments to set up their own municipal police services provides the clearest indication that safety from crime is considered a responsibility of local government.

While the theory and policy make good sense, in practice, local government's role in crime prevention is proving to be more challenging than was initially anticipated. Shortages of skills and capacity, restructuring and changes to boundaries, and difficulties working in an integrated, inter-departmental way, are some of the explanatory factors.

Nevertheless, several local and metropolitan municipalities have taken up the challenge. In most cases, the first step is drawing up a crime reduction strategy. With support from the Open Society Foundation, the ISS assisted the Nelson Mandela Metropolitan Municipality (NMMM) in the Eastern Cape with this process. By documenting the research results and the strategy, this monograph hopes to assist practitioners by providing a practical example of a project that is currently being implemented.

The NMMM consists of the three former municipalities of Port Elizabeth, Uitenhage and Dispatch. It is the fifth largest metro in the country and the biggest in the Eastern Cape. The metro's population – estimated at around one million – is relatively youthful and undereducated. Poverty, overcrowding, unemployment, racial inequalities, poor infrastructure and inadequate access to services are the major challenges facing the NMMM. Many of these problems can be directly linked to crime. The metro recognises this, as

illustrated in its Vision 2020, which includes enhancing safety and security as a core goal.

The ISS' role in developing a strategy for the metro was formally approved by the council in March 2002. Drawing on the SAPS manual, Making South Africa Safe: A Manual for Community Based Crime Prevention, as well as the ISS' experience in providing technical assistance to local government, a crime audit of the NMMM was conducted, and the results used to draft a crime reduction strategy.

The crime audit revealed the following issues about crime in the metro that were relevant for strategy development:

- The most important crimes are robbery and housebreaking. Other crimes that could be considered are rape and assault.
- Interventions aimed at dealing with violent crimes like assault and robbery ought to focus on the poorer parts of the metro. Property crimes like housebreaking are prevalent across the metro. Inner city and tourist areas should be targeted for reduction of high profile crimes like robbery.
- Many of the places that people are most afraid of are used for shopping and commuting, and are thus difficult to avoid.
- A majority of people simply stay indoors for fear of criminal victimisation. Few people take any precautions to protect their homes or property. The public need to be made aware about safety issues and encouraged to get involved in crime prevention.
- Young people in NMMM are well informed about certain crimes, such as robbery and drug related offences, and provide a valuable source of information about the nature of these crimes.
- Criminal careers seem to start at a young age and involve petty crimes. Children are also believed to be involved in drug related crimes, some of which take place at school. Many of the reasons that young people get involved in crime relate to parenting, socialisation, and schooling.
- Public knowledge of, and participation in, community policing forums or other community anti-crime initiatives is low. Systems of communicating about such projects need to be improved and formalised. Elected councillors could play a more active role in crime prevention projects in their wards.

In terms of the SAPS capacity for crime reduction, relevant findings from the audit were:

- Projects that require law enforcement or visible policing must take the SAPS' resource shortages into account, and be highly focused.

- A more visible police presence is likely to make people feel safer.
- The strategy should provide for the NMMM to play an active role in sector policing.
- Communication and teamwork between the SAPS and NMMM officials should be improved, both at the political and operational level.
- Problems relating to the metro's Community Based Volunteer programme should be resolved.
- SAPS members are keen to work with the metro and have clear and constructive suggestions about areas for collaboration.

As regards capacity in the NMMM, relevant findings from the audit were:

- The safety and security business unit should be the lead department on the metro's crime reduction strategy.
- Traffic and bylaw enforcement activities, together with registration and licensing functions, can be targeted towards preventing crime.
- Housing delivery, which is the NMMM's main priority, should be carried out with safety and crime prevention considerations in mind. These relate to issues of housing design and town planning, but also to land-use bylaws that can be applied to stop the use of land for illegal purposes (such as chop-shops).
- With the SAPS, the relevant business units should identify the metro's 'crime prevention through environmental design' needs.
- There is potential for collaboration between the safety and security, and environment and health units, on projects to prevent rape and domestic violence, as well as bylaw enforcement.
- The recreational services unit should identify and support key individuals in schools and communities to drive sports, arts and cultural programmes.
- Bylaw enforcement needs to be stepped up, particularly with regard to those bylaws that can contribute to preventing crime.

Key issues facing the NMMM in the implementation of any crime reduction strategy were identified as the following:

- The management and coordination of the strategy. Recommendations included establishing a crime reduction committee, and appointing four coordinators dedicated to strategy implementation.
- How partnerships are formed and maintained. Recommendations included forming bi-lateral, project based partnerships, and formalising partnerships with key stakeholders like the SAPS.
- Improving the enforcement of bylaws. Recommendations included accelerating the process of rationalising and consolidating all existing

bylaws and introducing new bylaws, conducting awareness campaigns about the value of bylaw enforcement, and targeting the efforts of traffic, security and bylaw enforcement officers towards selected crime problems.

- Encouraging public participation. Recommendations included strengthening existing crime prevention projects and supporting new business and community initiatives.
- Targeting only a few crime problems. Recommendations included focusing on residential burglary, robbery and rape in specific parts of the metro where these crimes are problematic. Changes in crime trends would however need to be monitored in order to amend the focus areas when necessary.

The final NMMM crime reduction strategy details project activities in the following eight areas:

1. Developing effective partnerships and improving working relationships with key role players.
2. Supporting effective policing and law enforcement.
3. Preventing crime through the deployment of Community Based Volunteers at crime hotspots.
4. Stamping out the theft of municipal infrastructure and resources.
5. Supplementing visible policing efforts with technological aids such as CCTV.
6. Providing effective bylaw enforcement services.
7. Co-ordinating, providing and enhancing targeted crime prevention through social development projects.
8. Co-ordinating, providing and enhancing targeted crime prevention through environmental design projects.

CHAPTER 1 INTRODUCTION

Several policy documents approved in the late 1990s are explicit with respect to local government's role in ensuring the safety of people living in their jurisdictions. The 1996 National Crime Prevention Strategy (NCPS) and the 1998 White Paper on Safety and Security gave local government new responsibilities such as the co-ordination and implementation of crime prevention programmes within their areas of jurisdiction. The 1998 White Paper on Local Government determined that municipalities should co-operate with the South African Police Service (SAPS), other national and provincial government departments, the private sector, and non-governmental and community based organisations in developing and implementing strategies aimed at reducing crime.

The focus on local government as a key driver in local crime reduction initiatives is in line with international developments. Municipalities have a logical role to play as co-ordinators of local crime reduction efforts.¹ Crime is generally more concentrated in urban areas, and involves victims, perpetrators and circumstances specific to a particular locality. Local government is also responsible for social and infrastructural services that are at the heart of preventing crime and enhancing public feelings of safety.

While the theory behind local government's role in crime prevention makes good sense, the practice is much more challenging. The integrated, multi-agency approach to crime prevention advocated by the various policy documents is new for most government departments. Moreover, current government budgeting and reporting processes do not always support this practice. Individual departments, including those within local government, often determine their budgets with specific line functions in mind. Reporting on activities and expenditure usually follows specific functions as they are carried out for specific departments. Thus, the way government operates can inhibit the implementation of an integrated approach that involves joint departmental activities.² In addition to these challenges, the skills and capacity for initiating and co-ordinating crime prevention projects is often lacking at local level.

In order to overcome the challenges of separate departmental planning, local governments are required to develop integrated development plans (IDPs). The IDP is the principal five-year strategic plan that guides and informs all planning, budgeting, management and decision-making processes in a municipality.³ While most municipalities have IDPs which can be of great assistance in fulfilling the crime prevention mandate, implementation of the plans remains a challenge largely due to the lack of experience and capacity at local level. Another issue is that the IDP is applicable only to municipal departments. Although municipalities are required to cooperate with other government departments, there is no enabling framework on how this should be done. As a result, cooperation is often determined by personalities and networks within departments.

Recognising these challenges, the Institute for Security Studies (ISS) has been providing technical assistance to local governments in the area of crime prevention for several years. In keeping with these efforts, this monograph hopes to provide municipalities with a practical example of how an integrated crime reduction strategy was developed in a metropolitan area. The monograph is based on a project conducted by the ISS in partnership with the Nelson Mandela Metropolitan Municipality (NMMM) in the Eastern Cape between September 2002 and March 2004. The monograph describes how the project started and progressed, details the findings of the crime and safety audit that informed the strategy, and concludes with the publication of the final strategy that has been submitted to the council's executive committee for approval and implementation.

CHAPTER 2

LOCAL CRIME PREVENTION IN CONTEXT

What is crime prevention?

Crime prevention is a complex concept that often means different things to different professionals and practitioners. The definition of crime prevention hinges around our understanding of crime and its causes. Crime is a social and legal concept that refers to a number of anti-social behaviours, that may be planned or unplanned and that occur in different circumstances. However the way we currently understand, analyse and respond to crime is strongly influenced by the legal description of the concept rather than its social aspects. This explains the general tendency to focus on the criminal justice system, with its emphasis on arrests and punishment, as a solution to crime. The spread and persistence of crime should however encourage a rethink of such strategies. There is a need to balance both the legal and social aspects of crime and offending.

Various crime and offending studies show that crime is not caused by any one event, but rather results from a combination of many factors that interact in complex ways.⁴ Demographic, socio-economic and cultural factors are associated with high crime areas. Poverty and income inequality have also been linked to high crime rates. Although these social conditions are strongly correlated with crime levels, research indicates that individuals subjected to identical social and economic conditions will not all abstain from, or engage in, criminal behaviour. Even in conditions where overall rates of offending are high, the decision to engage in crime remains an individual choice.⁵

Socio-economic, cultural and demographic variables provide the broad context that influences criminality. The links between programmes dealing with these underlying social factors and crime prevention, are however, not well understood. Hence the current thinking on crime prevention focuses more on the practical management of risk and minimisation of specific crimes.⁶ The management of specific crimes depends on three sets of characteristics: those of the offender, those of victim, and those of the environment where the crime is committed. The environment includes the

physical location, as well as the people and activities in an area that might deter or encourage the offender in his or her actions.⁷

Crime prevention programmes can target either the broad underlying factors or the specific circumstances of the crime. For instance, a well planned urban development programme should reduce the number of people leaving in informal settlements, provide parents with a better environment for the care of their children, and easier access to key services such as health, education and policing. All these improvements should assist in preventing crime. A properly managed education and schooling system can also contribute to crime prevention by teaching children to value and accept society's social norms, and also by keeping learners stimulated and occupied and thus out of trouble. Programmes aimed at the effective development and management of the urban environment, better schooling, and family support are key for preventing crime.

Together with criminal justice officials such as police and prosecutors, it becomes clear that crime prevention will involve a range of activities that are the responsibility of various service providers, both in government and civil society. In line with the 1998 White Paper on Safety and Security, crime prevention could be defined as "all activities that reduce, deter or prevent the occurrence of specific crimes"⁸ or improve the socio-economic conditions that facilitate the occurrence of crime.

Provisions in the policy and legislation

The National Crime Prevention Strategy (NCPS) and the White paper on Safety and Security laid the foundation for local level crime prevention initiatives. The NCPS broadly provided that local governments should play a leading role in crime prevention in their areas of jurisdiction. It set out that local government, in collaboration with local partners, should:

- set priorities for crime prevention within their jurisdiction;
- promote, coordinate and oversee departmental and agency involvement in effective crime prevention for their locality;
- acquire the necessary skills to engage with crime prevention issues and develop the required capacity to drive prevention projects;
- obtain the support of major local role players in committing themselves to crime prevention;
- meet the management, monitoring and assessment requirements of their chosen strategies, programmes and implementation methodology;

- facilitate reporting and coordination in respect of provincial NCPS structures and processes;
- continuously review and enhance strategies, programmes and activities;
- set up a coordinating committee which could comprise of senior representatives from structures of the local authority, area and station SAPS offices, local community police forum and/or area boards, local branches of government departments responsible for welfare, education, housing, health, and justice, and appropriate non-governmental bodies.⁹

The White Paper on Safety and Security stimulated city-level interventions by allocating responsibility for bylaw enforcement as well as the coordination and initiation of crime prevention projects to local government. The White Paper covered a range of activities relevant to municipalities, including social crime prevention, bylaw enforcement and crime prevention through environmental design (CPTED). These developments were reinforced by the passing of the South African Police Service Amendment Act No 39 of 1998. The Act amended the South African Police Service Act of 1995 to allow local government to establish municipal police services in their areas. Whether local governments go this route or not will however depend on whether they have the substantial resources and capacity, as determined by the legislation, to develop and sustain their own police service.¹⁰

The White Paper on Local Government encourages municipalities to form partnerships with other government departments and civil society organisations that can assist in carrying out crime prevention programmes. Moreover the Local Government Transition Act of 1993 compels municipalities to develop negotiated Integrated Development Plans (IDPs) – which typically include projects relating to crime and safety – for their areas of authority.

The Department of Land Affairs' Development Facilitation Act 67 of 1995 requires municipalities to prepare land development objectives (LDOs) each year. LDOs are drawn up through a process of extensive public participation and provide local government with a clear idea of its constituency's most important development priorities. The process of defining the LDOs and developing the IDPs has been designed to ensure that people who are affected by these plans have a say in their development. In towns where these plans have been approved, it is apparent that crime is a major concern for residents.¹¹

A major task for municipalities is to understand their local crime problems and how particular programmes can reduce crime. More importantly, the challenge

is to integrate the required activities within the Integrated Development Plans.

What can municipalities do?

The White Paper on Safety and Security outlined three areas of intervention for municipalities:

- crime prevention through social development;
- crime prevention through environmental design (CPTED);
- law enforcement, including bylaws.

Crime prevention through social development or social crime prevention focuses on the social, economic and cultural factors that contribute to criminality. This approach tackles individual, family and community risk factors that lead to crime and victimisation.¹² For many of these programmes and projects, municipalities will need to work jointly with the Departments of Education and Social Development, as well as non-governmental organisations. Some of the key risk factors that can be tackled through social crime prevention are:

- inadequate living conditions including overcrowding;
- factors that affect the family such as poverty, poor parenting, and alcohol abuse;
- individual personality and behavioural factors such as aggression, lack of social skills, critical reasoning and problem solving skills;
- school related factors such as the optimal functioning of schools, school drop-out, and poor school performance;
- peer association such as association with friends who are involved in crime;
- creating employment opportunities by providing skills training; and
- programmes and projects directed at children and youth at risk of being offenders.

Crime prevention through environmental design is a form of situational crime prevention. In this case crime is reduced through appropriate planning, design and management of the physical environment.¹³ It can include:

- reducing the amount of vacant land or open spaces in an area;
- ensuring that public spaces such as residential streets and public parks are well lit and maintained;
- developing safe pedestrian routes and trading centres;
- designing safe public transport nodes;
- improving surveillance systems in crime 'hot spot' areas; and

- applying crime prevention principles when designing new towns and residential areas.

Criminal law enforcement is the prerogative of the criminal justice system departments namely the SAPS, and the Departments of Justice and Correctional Services. Nevertheless, municipalities ought to collaborate with the criminal justice system as far as law enforcement in their areas of jurisdiction is concerned. In the case of bylaws, local government is the primary agency responsible for their enforcement, and where municipal police exist, for preventing crime in general. Bylaw enforcement presents municipalities with their clearest and most direct tool for engaging in crime prevention, because bylaws regulate how the city is used, and the social patterns and behaviour of those who use it. Although most bylaws do not appear to be directly related to acts of crime, they can be used to change those aspects of the environment that facilitate crime. Some municipal law enforcement activities include:

- working with the SAPS and National Prosecuting Authority (NPA) in identifying crime hot spots and coming up with joint projects on how to police them;
- enforcing traffic laws and assisting the SAPS with joint roadblock operations;
- enforcing bylaws such as those relating to health and safety, land and housing, in line with specific crime prevention goals in specific parts of the city;
- using zoning regulations to control where and when certain activities take place, such as the sale of alcohol; and
- participating in forums aimed at improving local safety, such as community policing forums and sector policing forums.

CHAPTER 3

BACKGROUND TO THE NMMM PROJECT

Introduction to the Nelson Mandela Metro Municipality

The Nelson Mandela Metropolitan Municipality (NMMM) in the Eastern Cape province is made up of the three former municipalities of Port Elizabeth, Uitenhage and Dispatch. The NMMM is approximately 200,000ha in size, with boundaries stretching to Coega in the north and Rocklands in the west. It is the fifth largest metro in the country and the biggest municipality in the Eastern Cape in terms of geographical area. The municipalities that formed the NMMM have traditionally been under-resourced, with the bulk of resources being concentrated in the Port Elizabeth area.¹⁴

The population of the NMMM (also referred to below as ‘the metro’ or ‘the municipality’) is estimated at approximately one million. Just over half the metro’s population is black (54%), with a further 23% being coloured, 17% white, 1% Indian and 5% “other”.¹⁵ This population is characterised by marked differences in terms of poverty levels, education and access to government and private sector services. A majority of the black and coloured population resides in low-cost or informal settlements, situated mostly in the townships. The number of people living below the Minimum Living Level has increased from 31% of the population to 38% over the last five years.¹⁶ The population in the area is relatively youthful and under-educated. About 38% is under the age of 20 years.¹⁷ Only 29% of those older than 15 have matric or a higher qualification, and about 4% of adults have a tertiary degree. About 8.5% of the people over 15 years are functionally illiterate.

The metro is the largest contributor to the Eastern Cape economy, with its Gross Geographic Product making up 41% of the Eastern Cape’s GGP.¹⁸ Major economic activities within the metro are supported by the motor vehicle and motor vehicle supplement industries that should be boosted by the Coega Industrial Development Zone. The NMMM also benefits from a growing tourist industry. The concentration of industries and the potential for industrial growth in the metro attracts many job seekers from neighbouring

municipalities. As a result, the area experiences high rates of urbanisation and unemployment. The unemployment rate is estimated at 42% and is rising.¹⁹

Poverty, overcrowding, unemployment, racial inequalities, poor infrastructure and the lack of access to services are the major challenges facing the NMMM. According to the White Paper on Local Government, “municipalities are well placed to analyse and understand power dynamics within a community, and to ensure that those who tend to be excluded and marginalised from social and economic activities can become active and equal participants in community processes and in the transformation of settlements where they live”.²⁰

Many of the challenges facing the NMMM are associated with criminality. It is therefore appropriate for the municipality to incorporate crime reduction within its broader plans to promote development. As such, the integrated development plans of the municipality should ensure affordable mobility between work, home, and recreation centres, combat crime, pollution and congestion, and structure the built environment to facilitate the participation of all its residents in the socio-economic activities of the area.²¹

Since most aspects of municipal service delivery impact directly or indirectly on crime prevention,²² municipalities have a mandate to develop policies that tackle crime problems within their boundaries. In doing so, municipalities are tasked with forming partnerships with other stakeholders such as national and provincial government and local non-governmental organisations and community-based organisations. According to the National Crime Prevention Strategy, municipalities are required to co-ordinate crime reduction programmes and activities of all the partners and ensure project monitoring and implementation.

This mandate has been recognised by the metro. The Nelson Mandela Metropolitan Municipality’s Vision 2020 highlights the council’s role and position in reducing crime. Vision 2020 states that the “Nelson Mandela Metropolitan Municipality practices social justice in a culture of public participation through an efficient, accountable, non-racial, non-sexist municipality that focuses on sustainable social and economic development, improving the quality of life of its communities in a safe and secure tourist friendly environment”.²³

In responding to this mandate, the Nelson Mandela Metropolitan Municipality’s Safety and Security Business Unit contracted the Institute for

Security Studies (ISS) to provide technical assistance for the development of an integrated crime reduction strategy.

Origins of the project

The project to help develop a crime reduction strategy was first initiated in the then Uitenhage Transitional Local Council in March 2000 by the town clerk and the ISS. However, the local government election and the subsequent restructuring process that led to the establishment of the NMMM limited progress on the Uitenhage project. When Uitenhage was amalgamated with the Port Elizabeth and Dispatch Transitional Local Councils to form the NMMM, the Uitenhage town clerk, who was the key driver of the crime prevention project, assumed new responsibilities and had to withdraw from the project. This meant that considerable time and effort had to be invested in briefing new stakeholders in the metro administration on the aims, values and impact of the project.

In the course of these briefings, it became clear that a project focussing only on the Uitenhage area was unlikely to secure the political and administrative support required from the metro. However, there was much support for extending the crime prevention work done in Uitenhage to the whole NMMM area.

The initial support for a metro-wide crime reduction strategy culminated in a presentation by the ISS to the NMMM's safety and security portfolio committee. The process for developing a crime reduction strategy was outlined along with the financial and administrative commitments required from the council. The committee unanimously endorsed the process proposed by ISS, as did the executive committee on 15 March 2002. Following the council's formal endorsement, the ISS raised funding from the Open Society Foundation to cover some of the costs associated with the project. The funding was granted in July 2002 and implementation of the project started in September 2002.

Purpose of the project

Crime prevention is one of the NMMM's key priorities. Making this a reality requires the metro to develop an integrated crime reduction strategy. Crime prevention is a crosscutting issue that affects various units within the municipality and other stakeholders such as provincial and national government, the private sector, as well as non-governmental and community

based organisations. The role of the municipality is to design and oversee the implementation of a crime reduction strategy that employs an inclusive, multi-agency approach and addresses some of the inequalities that contribute to high crime rates.²⁴

The aim of the project was to develop a strategy that provides short and long term plans aimed at addressing criminality and the causes of crime in the NMMM. The strategy draws on existing services provided by government and non-governmental service providers. Rather than replacing existing interventions, it seeks to guide and expand on these services and where possible, inspire development of new projects for effective crime prevention.

Project design

The NMMM crime reduction strategy was developed on the basis of research and consultations conducted by the Institute for Security Studies. These included conducting a safety audit, and reviewing existing local crime reduction mechanisms and resources in the metro using community and stakeholder surveys as well as available secondary documentation.

This methodology is based on the model outlined in *Making South Africa Safe: A Manual for Community Based Crime Prevention*, published by the South African Police Service in 2000. The model incorporates four steps:

1. A crime audit to provide a profile of crime in the area and the capacity available to deal with it.
2. The development of a range of interventions, outlined in a strategy document, to address the priority crimes identified through the audit.
3. Implementation of the approved interventions (which would be the responsibility of the Council and other partners).
4. Monitoring and evaluation by the Council.

As a research organisation, the ISS could assist the NMMM with the first two steps only. In terms of the first step, the following activities were conducted in the area:

- a victim survey with 2,300 residents of the NMMM;
- an analysis of available police crime statistics;
- interviews with a range of stakeholders including SAPS officials at area and station level throughout the metro, CPF representatives, municipal business unit heads, provincial government officials (education and social development), and non-governmental organisations;

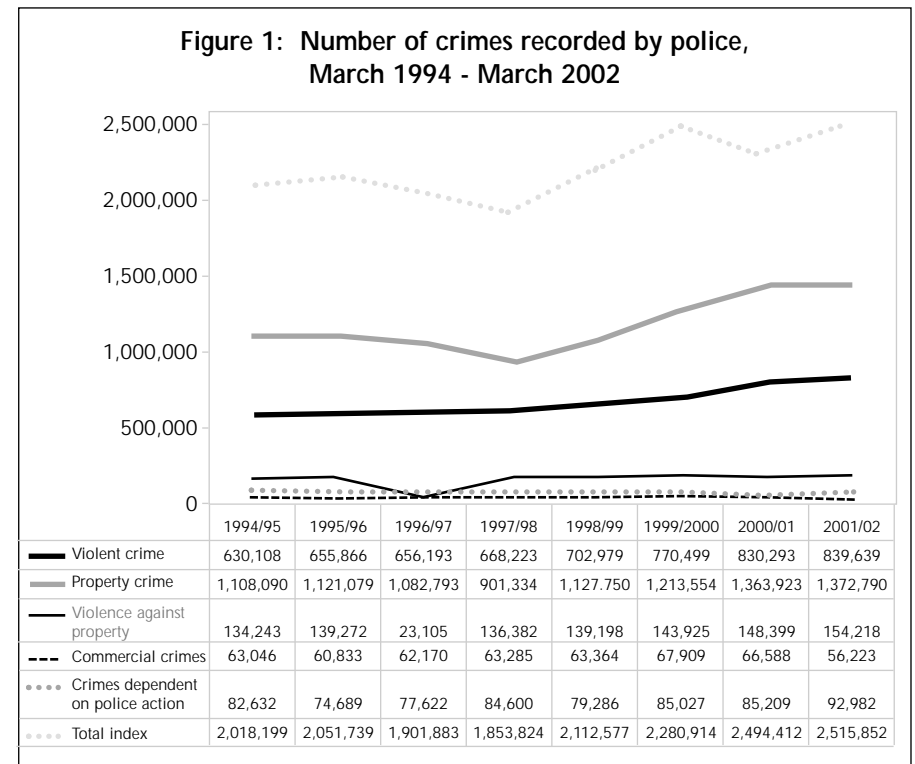
- consultative workshops with the above stakeholders to discuss research findings and agree on priority crimes;
- given the focus on young people as both alleged offenders and victims, focus group discussions with youth in priority areas, namely: New Brighton, KwaZakhele, Motherwell, Bethelsdorp and KwaNobuhle to gather information about experiences and perceptions of crime.

The information gathered from the crime audit was used to prioritise the main crime problems in the metro, identify the most affected areas, and determine possible interventions based on existing capacity.

CHAPTER 4 OVERVIEW OF THE CRIME PROBLEM

The broader context: crime in South Africa

Levels of crime in South Africa have been increasing over the past two decades. The democratisation of the country in 1994 created expectations for most South Africans that crime would decrease. However, these expectations did not materialise as crime trends continued to increase after 1994.²⁵ The 2001/02 SAPS annual report shows that recorded crime increased slightly from 1994/95 to 2000/01 and levelled off in 2001/02 (Figure 1).²⁶ Results of a recent national victim survey conducted by the ISS confirm this trend.²⁷



Trends for some crime types are, however, less positive. Levels of some violent crimes increased: attempted murder increased by 12%, common assault by 6%, and all robberies by 8% between April 2002 and March 2003. Murder is the only violent crime that is clearly decreasing, both in the short and long-term period. Decreases were also recorded for rape and serious assault (5% and 1% respectively)²⁸ although these trends are not established over as long a time period as for murder.

Since 1994, crime trends in the provinces followed a broadly similar pattern as for the country as a whole, with the exception of the Western Cape, where crime has been increasing. In terms of the volume of crime, Western Cape, Gauteng and Northern Cape had the highest crime rates. The cities with the highest volume of crime were Johannesburg, Durban and Cape Town.²⁹

Although crime rates in the Eastern Cape and Port Elizabeth are not as high as other provinces and cities, they have not escaped South Africa's social ills. According to the 2001/02 SAPS annual report, Eastern Cape had the fourth highest murder rate at 52 murders per 100,000 people, and the fifth highest robbery rate at 124 per 100,000. The 2002/3 SAPS annual report shows that Eastern Cape is in the top three provinces, and Port Elizabeth the top 15 cities, with the highest levels of serious assault.

There are no easy explanations for crime in any society. Crime is caused by multiple factors that interact in a complex way. Some of the factors that have been associated with the high incidence of crime in South Africa are: the cycles of violence linked to the socio-political transition, poverty and under-development, the impact of the proliferation of firearms, changes in the demographic composition of the population, rapid urbanisation together with poor urban planning and maintenance, and a weak criminal justice system.³⁰

Culture of violence: Some explanations for the high rates of violent crime refer to the violent socio-political history that South Africa experienced. Black, coloured and Indian families suffered from institutional violence for decades through the disruption of their lives by mass removals, land dispossession and migrant labour policies of colonial administrations and apartheid. These upheavals might have led to the breakdown of family structures and poor social control. The struggle against apartheid was also violent, with liberation movements leading violent campaigns against local governments and the police. Many young people in the townships were involved in the violent destabilisation of the apartheid system. However, since 1994 there have been

no formal social reintegration processes for most youths, particularly those who never went into exile.

Poverty and under-development: Although it is difficult to prove a direct link between poverty and crime, research has shown that violent crime in particular, tends to be high in poor communities. Such crimes include assault, rape and child abuse and neglect.

At a community and neighbourhood level, violent crimes are influenced by factors such as overcrowding, poor housing design, and a lack of infrastructure and development. Most residential areas inhabited by the poor, particularly the informal settlements, tend to be overcrowded with little living space for individuals and families. In many of these areas, families share stands and are without basic amenities such as water taps, toilets, and, in some instances, electricity. Apart from the increased risk faced by people who must walk to reach these amenities, such conditions can create ongoing tensions between individuals and families, and may eventually lead to conflict.³¹ Poor areas also tend to lack facilities such as streetlights, open travel routes and well-maintained public spaces that are essential for both the police and the public in helping to prevent crime.³²

Proliferation of firearms: According to the firearm central register, the total number of firearms registered to individuals in October 2002 was 3,654,434.³³ If not properly controlled, many of these legal weapons fall into the hands of criminals. In addition, it is estimated that about 500,000 illegal firearms are in circulation in South Africa. Inadequate border control makes it possible for arms smugglers to bring large quantities of firearms into the country. Because of the oversupply of small arms in the region these sell cheaply, making them accessible in South Africa, where they are frequently used to commit crime or settle disputes.³⁴

Changes in demographic composition of the population: Crime is generally committed by youths between the ages of 14 and 25 years. Crime figures show that young men are more at risk of being convicted for a wide range of crimes and of being victims, than older men or females of any age group. South Africa has a very youthful population: over 53% of the population is under 24 years. Youths between 15 and 24 years constitute 21% of this age category.³⁵ These demographics are particularly problematic in a country where there are limited jobs and skills development opportunities. Many young people who complete their studies end up on the streets unemployed and prone to engage in criminal activities.

Rapid urbanisation: Crime rates are generally high in cities and urban areas. South African cities and towns are urbanising fast as many people from rural areas try to escape poverty by seeking opportunities in urban areas. However, limited job opportunities subject many of these newcomers to urban poverty associated with overcrowding, lack of social and economic development, and increasing consumer demands. All these conditions have been linked to high crime rates.

Exacerbating the problems of rapid urbanisation are those brought about by poor urban planning and maintenance. Bad traffic planning, poor lighting and town planning, increase opportunities for crime to be committed.³⁶

Inadequate performance of the criminal justice system: While a weak criminal justice system is not a cause of crime, it does have a detrimental effect on public feelings of safety and fear of crime. More importantly, the speedy detection and prosecution of offenders helps to deter some criminals from committing crime.

Implications for strategy development

- Several provinces and cities in the country are more affected by crime than the Eastern Cape or the NMMM. This means that national resources (such as the police) may be focused elsewhere. This must be borne in mind when the NMMM requests assistance from the SAPS in implementing its crime reduction strategy.
- NMMM is not alone in the challenges it faces. The problem of crime, and in particular of violence, is one that many other metro and local governments must deal with. (And in many cases, the scale of the challenge is greater than for the NMMM.) Those driving the metro's strategy should, wherever possible, draw on the experiences of fellow practitioners across the country.
- Because crime is both pervasive and complex to solve, strategies should aim to be as focused as possible. Priority crimes and geographic areas should be selected, and the problems then investigated in depth on an ongoing basis, to identify how best to intervene.

Crime in the NMMM

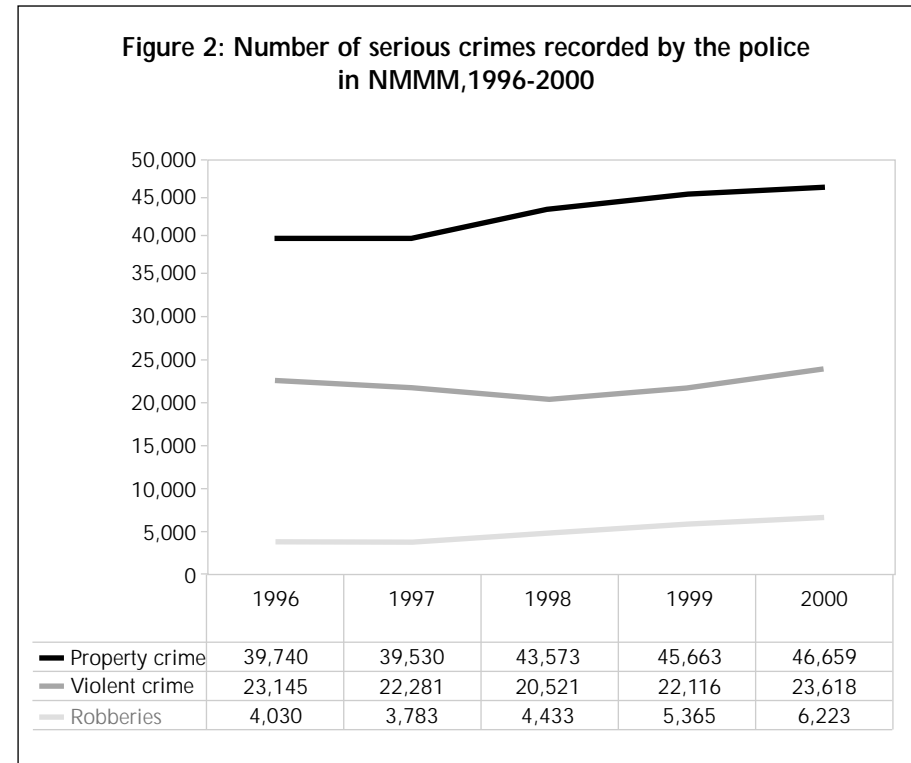
The profile of crime in the metro is based on an analysis of victim survey results, the most recent station level police crime statistics, interviews conducted with the SAPS, and results of the briefing workshops conducted with members of the NMMM council.

Most serious crime types

To determine which crimes are most serious in the metro, indicators based on actual crime levels as well as perceptions of crime, were analysed:

- the volume of crime;
- the rate at which crimes are increasing or decreasing; and
- which crimes people are most scared of.

Information was drawn from both SAPS crime statistics and from the victim survey conducted in the area by the ISS. Police crime statistics showed that, in broad terms, crimes reported most to the police in the metro were property crimes, followed by violent crime and then robbery (Figure 2).



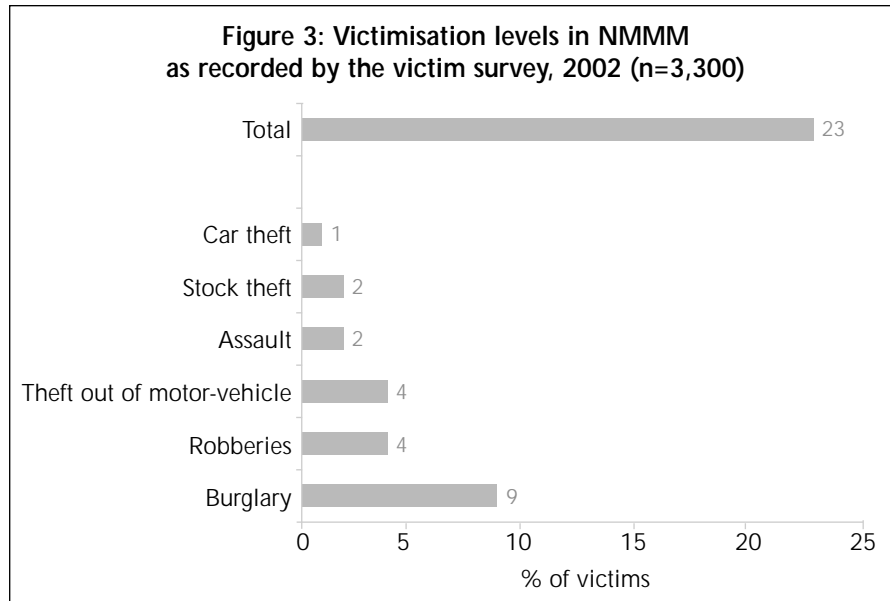
* Property crime includes all types of theft, and burglary. Violent crime includes murder, rape, and all types of assault. Robbery includes both common and aggravated robbery.

More specifically, the most prevalent types of crime recorded by the police in NMMM were:

- all thefts, including theft out of motor vehicle;
- residential burglary; and
- assault.

The victim survey results showed a similar pattern in terms of which crimes were most common. According to the survey, 23% of people living in the metro had been a victim of any crime in the 12-month period preceding the survey (Figure 3). The most prevalent crimes according to the survey, were:

- burglary;
- robbery; and
- theft out of motor vehicle.



When the rate of increase in specific crimes was analysed, robbery again stood out as a problem, as did burglary and assault. According to the police statistics, common robbery, including muggings, increased by 37% between 1996 and 2000. Aggravated robbery increased by 33% between 1996 and 2000. Other crimes that also increased at an alarming rate were vehicle theft, home burglary and common assault. Although the police statistics did not indicate that rape was particularly prevalent, or that the levels are increasing,

both the SAPS and Rape Crisis Committee identified it as an important problem in certain areas. As a result, rape was a priority crime for the police.

In terms of public perceptions about crime, residents of the NMMM said they feared the following four types of crime most:

- murder;
- rape;
- burglary; and
- robbery.

Victim surveys commonly show that murder and rape are the most feared crimes, no doubt because of the extreme violence associated with these offences. Apart from these two crime types, the results again revealed the prominence of burglary and robbery as problems crimes in the area.

Perception data gathered from the youth focus groups also indicated that robbery is a problem in the NMMM. The focus groups were conducted in PE central, New Brighton, KwaZakhele, Bethelsdorp (Northern end areas), Motherwell and KwaNobuhle. In all, 116 young people participated in 16 focus groups. The following information about crime as it affects young people was recorded:

- thirty three of the participants said they have been victims of crime between July 2002 and July 2003;
- most crimes experienced were robberies;
- about 20 of the participants who were victims said they had been victims of robbery and in most cases either knives or firearms had been used;
- most victims were men aged between 19 and 25 years;
- nearly all the victims said these crimes occurred when they were on their way home from taverns or shebeens;
- assaults and general theft were also reported.

According to the youths, robbery was not only the most common crime experienced, it was also believed to be the most prevalent crime in the area, along with burglary and theft. The youths also mentioned drug dealing and drug abuse as serious crimes affecting young people.

Implications for strategy development

An analysis of information on crime rates, changing levels of particular crimes, and public and youth perceptions of crime, suggests that the key offences that a strategy should target are robbery and home burglary. Other crimes that could be considered are assault, rape and theft out of motor vehicles.

Areas and people most affected by crime

Along with identifying which crime types are most serious, a crime audit needs to narrow the scope in terms of who is most affected by particular categories of crime. The police statistics and victim survey results were used for this purpose.

- According to the victim survey, 10 of the 17 police stations in the metro experienced higher crime levels than the average: people living in the Mount Road and Swartkops police station areas recorded the highest overall levels of victimisation at 34%, whereas those in Despatch and Kinkelbos reported the lowest levels of overall victimisation at 18% and 10% respectively.
- According to the police crime statistics, the largest proportion of crime in the wealthier suburbs was property crime, with a relatively small proportion being made up of violent crime or robbery (Figure 4). By contrast, underdeveloped areas experienced similar proportions of both

violent and property crime. Robbery accounted for the smallest chunk of all crime in all the police station areas in the NMMM, although the share of robbery was highest in poor station areas, namely KwaZakhele, New Brighton and Motherwell.

The police statistics suggest that violent crime is more of a problem in poorer areas in the metro. This was confirmed by the victim survey results, which showed that black and coloured people were more likely to be victims of both robbery and assault than whites (Figure 5). While blacks were more likely to be victims of robbery than coloureds, coloureds were most likely to experience assault than blacks or whites.

The police figures also suggest that poor communities, while being most affected by violence, do not escape property crime either. This too is confirmed by victim survey results about the incidence of home burglary: Indians (13%) were most likely to have experienced burglary, followed by blacks (10%), whites (9%) and then coloureds (6%).

Figure 4: Percentage of violent crime, property crime and robbery recorded by police in NMMM, 2000

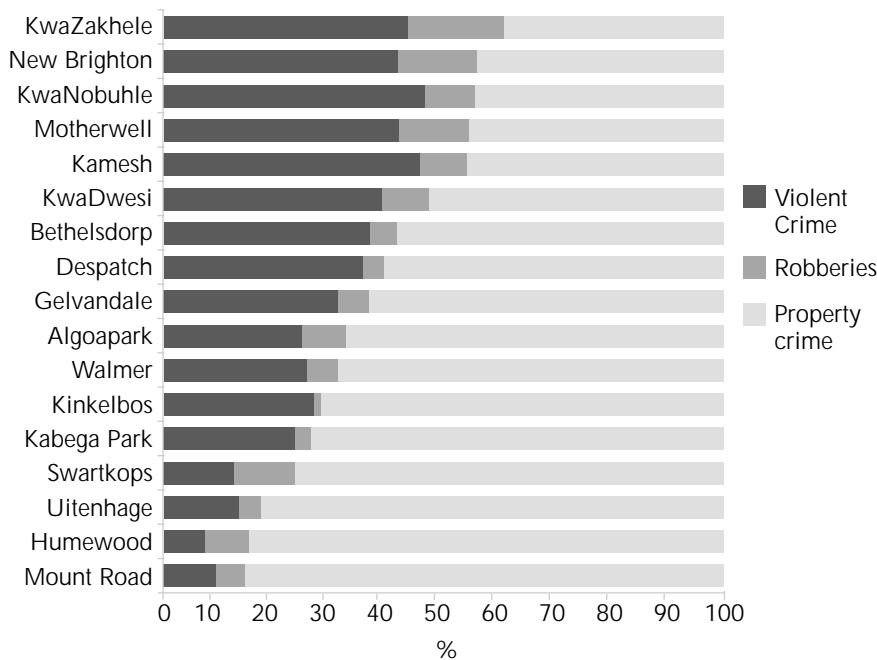
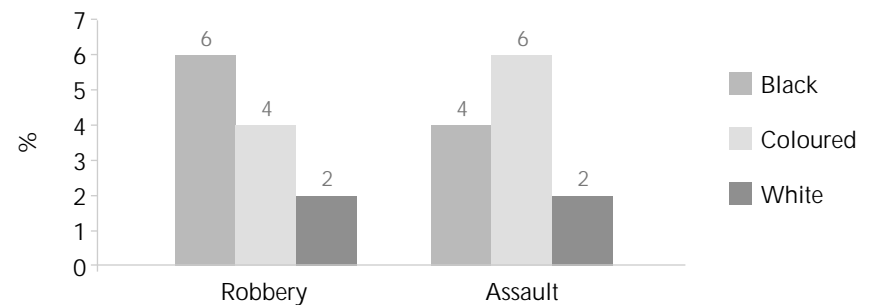


Figure 5: Incidence of robbery and assault, by race, according to the victims



Implications for strategy development

Crime does not affect all parts of the NMMM and people living within its boundaries to the same degree. Interventions aimed at dealing with violent crimes like assault and robbery, ought to focus on the poorer parts of the metro, and on black and coloured people. Property crimes like housebreaking affect a broader cross-section of the population, which makes taking decisions about where to target projects more difficult. Factors such as prevalence, impact, and public perception will need to be taken into account when selecting targets areas.

CHAPTER 5

PUBLIC PERCEPTIONS ABOUT CRIME

Public perceptions of crime are important since they shape how people think about, and respond to, crime. Perceptions about crime are influenced by many factors such as actual experiences, media reports, and recent events that may be discussed among family and friends a particular community. Fear of crime and negative public opinion of the police and justice system can lead to problems like vigilantism, under-reporting of crime and unwillingness to co-operate with the police as witness or informants.³⁷ Crime reduction strategies should include projects to reduce fear of crime and improve perceptions of the criminal justice system. Concerns about crime can, however, also have positive consequences, such as encouraging people to take more personal precautions, or changing their behaviour to avoid victimisation. Strategies can reinforce such behaviour, and at the very least, encourage it where it is absent.

Fear of crime

The victim survey data showed that over half (55%) of the people surveyed in the metro believed that crime has been increasing since 2000. About 30% said it had stayed the same and only 15% thought it was decreasing. There were no significant variations based on race, gender or area type.

Concerns about crime were not random or generalised: nearly half (44%) of those surveyed said there was a specific area that they were afraid of in their neighbourhood. When grouped into general categories, these areas were:

- streets (34%);
- open fields or parks (23%);
- areas near shops (17%); and
- shebeens (14%).

Despite these concerns, less than one third (32%) of survey respondents said they changed their behaviour because crime. More whites (41%) and Indians (35%) than blacks (30%) and coloureds (22%) indicated that this was the case. The most common types of behaviour change were:

- coming home early and staying indoors (69%);
- being more aware of their surroundings (31%);
- installing an armed response or home alarm (2%).

Implications for strategy development

Many of the places that people are most afraid of are used for shopping and commuting, and as such will be difficult to avoid. The specific sites that are of most concern to the public should be identified and interventions developed that help people to feel safer, even if actual crime levels are not high in these areas.

It is disturbing that a majority of people simply stay indoors for fear of criminal victimisation. A strategy should aim to empower the public to get involved in crime prevention activities, which will build confidence that crime can be beaten, and at the same time reduce fear of crime. People should be encouraged to pass on information about crime in their neighbourhoods to the police. For their part, the authorities should respond to such public efforts, and should distribute information about specific crime hot-spot areas, how to avoid victimisation, how to respond if it does happen, and what to expect from service providers such as the police and courts.

Youth perceptions about crime

During the course of interviews and discussions with various stakeholders in the NMMM, the role of the youth in crime was repeatedly mentioned. Young people were identified as being vulnerable to both victimisation and offending. As a result, focus groups were conducted, and the views of young people explored about who commits crime and why they become involved in criminality.

Over half of the participants said they knew someone who is involved in crime - most were referring to friends and relatives, and some to local groups or gangs. When asked about offenders in general, young people were of the opinion that groups of between two to six people committed crime. Males of between 18 and 30 years were largely identified as the culprits, although criminal careers were believed to start when boys were as young as 14 or 15. Typically, they would commit petty crimes at first, working with older and more experienced criminals. Thirteen male participants indicated that they had committed crime in the past - mostly robbery, followed by theft and drug use.

The youth also spoke about problems relating to drugs. Young people between 14 and 18 years were believed to be involved in drug abuse and related

crimes, whereas older youths were perceived to be into drug dealing. In some instances older criminals use children to sell drugs and commit other crimes such as burglary. Some boys and girls worked together to sell drugs at schools. Female perpetrators were predominantly believed to be involved in shoplifting and drug abuse (mainly smoking dagga).

The reasons commonly given by participants for why youths commit crime were related to poverty and unemployment. They also mentioned peer pressure, lack of parental and family guidance, lack of education, the need for recognition and respect, and drug use.

Implications for strategy development

- The youth seem informed about certain crimes, such as robbery and drug related offences, and could provide a valuable source of information about the nature of these crimes, as well as their reduction.
- Criminal careers seem to start at a young age and involve petty crimes. Children are also said to be involved in drug related crimes, some of which take place at school. Many of the reasons that young people get involved in crime relate to parenting, socialisation, and schooling. These factors all point to the role that schools, parents and the Department of Education should play in strategies aimed at reducing the chances that young people will turn to crime.

CHAPTER 6 PUBLIC RESPONSE TO CRIME

Knowledge about how members of the public respond to crime, and to their perceptions about crime, is important for strategy development. It indicates whether there is a willingness to become involved in crime prevention activities, and the extent to which people take personal responsibility for their own safety and that of their households. The victim survey included questions about what people do to protect themselves and their homes from crime, as well as their level of knowledge of, and participation in, community police forums. The views of young people about crime prevention measures were also explored in the focus groups.

Measures taken as protection against crime

When the survey respondents were asked about how they protect their families and homes against crime and violence, the following results were obtained:

- most responses (58%) related to some sort of target hardening (e.g. fences, walls, burglar proofing);
- over a third (35%) said they do nothing to protect themselves;
- 27% mentioned having dogs;
- 7% said they carry a weapon for protection; and
- only 4% mentioned private security.

White (73%) and Indian (69%) respondents were much more likely to have adopted target hardening measures than coloureds (40%) and blacks (17%). The latter groups were most likely to say they do nothing to protect themselves from crime. This trend no doubt relates to wealth disparities between the race groups that affect people's ability to pay for target hardening measures. Nevertheless, the results are worrying considering the prevalence of burglary in the NMMM, and the likelihood that even basic target hardening can reduce the occurrence of this crime.

Implications for strategy development

The results suggest a sense of helplessness among black and coloured residents of the NMMM, who seem to be investing much less than other race groups in their personal safety and the protection of their homes. Awareness campaigns highlighting how crime can be prevented should focus on these groups, and encourage an investment in target hardening where possible. Other options could include providing a basic subsidy for target hardening equipment such as fencing and burglar proofing, or lobbying the Department of Housing for the inclusion of such measures in the contracts of low-cost housing suppliers.

Community anti-crime initiatives

Protection measures need not be limited to what money can buy, however. Community initiatives against crime such as neighbourhood watch schemes, community patrols, and community police forums can also help to secure an area from certain types of offences. However, these initiatives were just as rare in the NMMM as the physical protection measures covered above. The following results illustrate this:

- Only 15% of survey respondents knew of any anti-crime initiative operating in their area.
- Public awareness and knowledge of community policing forums was also low. Only 34% of respondents knew what a CPF is. Of these, only 26% said a CPF existed in their area. More blacks (38%) and coloureds (31%) said there was a CPF in their area than Indians (22%) and whites (17%).
- The means of communicating about CPFs is very informal: most (64%) of those who knew about a CPF in their area, acquired this knowledge through word of mouth. Only 12% heard about the CPF from the police.
- Of the few respondents who said a CPF existed in their area, only 9% said they participated in its activities regularly, while 28% participated occasionally.

Implications for strategy development

Public knowledge of, and participation in, community policing forums or other community anti-crime initiatives is low. The NMMM could assist with efforts to improve and formalise the system of communicating about such projects. Local councillors could play an active role in crime prevention projects in their wards. The challenge is to provide information about how, specifically, people can help rather than expecting participation in broad, undefined crime related activities.

Youth views on crime prevention

Focus group participants were asked to comment on community anti-crime structures in their areas, how schools and teachers were dealing with crime, and the role of families and parents.

Community anti-crime initiatives

Most participants from KwaZakhele/New Brighton, KwaNobuhle, and to a certain extent Motherwell, said the most active community structure dealing with crime in their area was a community crime watch named Amadlozi. The municipal Community Based Volunteers, anti-crime units and patrols by community policing forums and concerned community members, were also mentioned.

The participants thought the anti-crime units and community patrols were random, less effective, unsustainable and sometimes abused their power. There were mixed responses about the role of Amadlozi. A few participants said that Amadlozi was more effective than the police in dealing with crime because after an intervention by Amadlozi, "criminals do not go free". This suggests vigilante activity, and indeed many participants viewed Amadlozi as a vigilante group that ends up committing crime under the pretext of fighting it. Comments in this regard included: "Amadlozi tortures suspects for information before they are taken to the police", and "often the Amadlozi beat up the wrong people because they do not investigate the cases properly".

Measures taken by schools

Youth perceptions on how teachers respond to crime, were mixed. Many participants were sympathetic to teachers, saying they try their best but are not coping well. They felt that crime problems are enormous and teachers' powers and scope to respond are limited. Some also said that teachers fear to intervene as they could be victimised by gangs or learners that they discipline.

On a more positive note, several youths said that some teachers work with pupils' families and the police to sort out crimes committed by youngsters. Some noted that the suspension and expulsion of students was not helpful because it pushed them further towards criminal careers. For example, some stated that, "expelled youth move freely in the community and commit crime".

A few participants said teachers and schools are not doing anything about crime. This was evident in statements such as, "teachers do not usually do

anything because they feel that they are...not parents", and "schools are not doing anything - educators drink in shebeens with scholars and this leads to the disintegration of respect".

The role of parents

Youth perceptions about parental roles and parenting in general were negative. Most felt that parents were directly or indirectly supporting crime by being either over-protective or too permissive. Some noted that parents had given up on their parental responsibilities. It was, however, also acknowledged that some parents struggle to supervise their children because of work pressure. Participants noted that some parents do try to intervene in their children's life by providing the necessary guidance, while others go to the extent of taking their children to the police if they have committed a crime.

Implications for strategy development

- The results suggest that youth are somewhat alienated from the institutions responsible for their development and socialisation, such as parents/the family, and schools. Given that young people are especially likely to be victims and offenders, crime prevention strategies should aim to include youth wherever possible, but particularly with regard to schools-related projects. In this regard, it is essential that parents also participate.
- The focus group study highlights the importance of inter-departmental co-ordination. The metro will need to engage the Departments of Social Development and Education to assess the problems experienced by children and families, and to develop interventions that prevent some youth drifting into a life of crime.
- Trust in institutions of authority could also be built by involving youth in activities of the municipality. For example, 'youth councillors' could be selected to represent their schools or organised community groups. The youth councillors could be invited to attend council meetings as observers. They could also participate in forums where they could interact with councillors and municipal officials.
- The role of the Amadlozi should be investigated to establish the extent to which the organisation contributes to crime (as a vigilante group), or could assist crime prevention practitioners as a community based anti-crime initiative.

CHAPTER 7 CAPACITY FOR CRIME REDUCTION IN THE NMMM AREA

The existing capacity for crime reduction was examined by assessing the capacity, operational strategies, and levels of public confidence in the police and the metro, as well as the role that SAPS and metro departments could play as partners in a crime prevention strategy.

The police

The capacity, perceived effectiveness and public confidence in the police was analysed on the basis of interviews with SAPS officials and the victim survey data. The results are summarised below.

Capacity

There are 17 SAPS stations in the metro. Thirteen of these fall under the jurisdiction of the Port Elizabeth SAPS area, and four fall under the Uitenhage SAPS area. Since the boundaries used by the SAPS and the municipality are not the same, police stations such as Uitenhage, Swartkops and Kinkelbos cover some areas that fall outside the metro boundaries. Despite this, the police maintain that their plans ensure adequate policing for the whole metro.

According to SAPS area officials, the police are under-resourced in terms of staff, infrastructure and equipment. A number of police stations have, however, been upgraded in both the PE and Uitenhage areas. For instance, new buildings have been erected at KwaNobuhle and Kamesh police stations in Uitenhage, and KwaZakhele in Port Elizabeth. There are also plans to build a new police station in Motherwell. In addition, the SAPS head office is gradually increasing the number of police officers nationally, which could result in more police being deployed in NMMM.

Although measures have been implemented to deal with resource shortages, equally challenging is the management of these limited resources. SAPS managers in the NMMM area face similar problems as those in many other

parts of the country such as ill-discipline, absenteeism, and low morale. In an attempt to deal with these problems, new station commissioners have been appointed to some stations in the metro area, and members have been transferred and replaced.

The lack of police resources is often mentioned with reference to the need to provide a visible presence. Although the extent to which visible policing reduces crime is debatable, it is clear that a police presence makes people feel safer. An overwhelming majority (87%) of respondents in the victim survey said they would feel safer if they saw a police officer on duty in their area more often.

Despite the resource shortages described by the SAPS, the survey results suggest that police visibility is comparatively good in the NMMM area. Over a third (38%) said they see a police officer in uniform and on duty at least once a day. By comparison, only 29% of all South Africans said the same.³⁸ In the NMMM, over a quarter (26%) saw a police officer once a week, with 11% saying once a month, and 7% less than once a month. Although it is concerning that 18% of respondents said they never see a police officer on duty, this percentage is at least slightly lower than the national total of 21%. It is significant that there were no major differences in the likelihood of seeing the police on duty between the race groups in the NMMM area.

Operational strategies

Police in the NMMM area are responsible for policing a diverse community in terms of settlement type, class and culture. Housing types range from informal settlements, to low-cost housing, affluent suburbs, rural settlements and smallholdings. Together with a heterogeneous population, the result is that crime problems and their policing needs differ substantially. Policing strategies must therefore be tailored to suit a diverse range of needs.

SAPS members across the metro area said their strategies are based on crime information and intelligence that is collected and analysed on a continuous basis. The information is used to identify priority crimes and hot-spot areas, and for offender profiling. In some police stations, CPF members are invited to the police planning sessions or are informed about police strategies. However, this is not uniform practice throughout the metro. According to the police, some CPFs are not effective and in several stations, the CPF and station management do not work well together.

The most common policing strategies in the NMMM area included visible policing, street patrols and stops-and-searches. Some stations had run 'Crackdown' type operations, which consist of high-density search and seizure operations, and roadblocks.

The current strategic priority of the SAPS is sector policing. This strategy consists of dividing a police station area into manageable geographic units known as sectors. The police official appointed as the 'sector manager' is required to identify all role players and involve them in meeting the safety and security needs of a sector. Police officials raised the following issues regarding the implementation of sector policing in the NMMM stations:

- Sector policing was being implemented at most stations. Nearly all had identified their sectors and were in the process of appointing sector managers. The municipal ward demarcation system and the building block system were used to mark off sectors.
- Some stations struggled to map out sectors because the boundaries of the municipality and the SAPS are different.
- In most stations, concerns were raised about the shortage of police officials who can be appointed as sector managers.

Public perceptions of policing

Public perceptions of the police are usually based on a range of factors, not all of which relate to policing directly, or to personal experience with police officials. In many cases, people express their opinions of government in general when asked about police performance in large quantitative surveys. Nevertheless, these opinions indicate broad public sentiment about policing, as well as the extent to which the public may be willing to work with the police (or other related government departments).

Public opinions of the police as recorded in the victim survey in NMMM were fairly similar to those recorded in a more recent national victim survey:³⁹

- 40% thought that police performance in the metro had not changed since 2000. Almost as many (37%) said police performance was better, and 23% said it was worse.
- Nearly half (47%) of the respondents said they have confidence in the police in their area. Under a third (31%) had confidence 'sometimes', and less than a quarter (21%) had no confidence in the police. The reasons for having confidence in the police included that the police try hard to make the area safe (35%), the police arrest criminals (26%) and

people trust the police (16%). A lack of confidence was attributed to police corruption (16%), laziness and being drunk on duty (15%) and lack of resources (10%).

- Despite some criticism of the police, most respondents (61%) said they would be willing to assist the police to fight crime in their area. However, it is worrying that over a quarter said they would not be prepared to assist the police, with black and coloured respondents more likely to say so than whites and Indians.

The results of the focus group discussions with the youth in NMMM supported many of the above survey findings. Generally young people were critical of the police because they were perceived as “corrupt, ineffective and drunkards”. The youth used statements such as, “police misconduct and corruption inspires a lack of community confidence”; “some police members are often seen drinking in shebeens. They often beat up people in the street whilst drunk”, and “police are ineffective because they do not have adequate resources to deal with crime”.

Despite these mixed perceptions of the police, the reporting rates recorded by the victim survey suggest that victims do still have confidence in the justice system. High reporting rates were recorded for car theft (86%), burglary (70%) and theft out of vehicles (67%). The need to make an insurance claim no doubt played a role with respect to these crimes, although this is rarely the only reason why victims report. A majority of assault victims also reported (60%, compared to the national reporting rate of 55%). This crime is seldom reported to the police because victims either do not think it is serious enough, or that the police and justice system cannot assist them. Even though reporting rates for robbery were low by comparison (48%), the rate in NMMM was still much higher than in South Africa as a whole (29%).

SAPS views on the NMMM

Although the police were willing to work with metro officials, their views on the municipality were generally not positive.

SAPS members complained about a lack of municipal services that could help create a safer environment, and make policing easier and more effective. The poor road conditions, lack of street names and house numbers in informal settlements in particular, and unserviced streetlights, make day-to-day policing difficult. These problems also mean that residents will struggle to take basic precautions against crime. In addition, the limited and inconsistent traffic

policing adds to broader safety problems, and draws scarce SAPS resources. In Uitenhage, for example, the SAPS said they were issuing more traffic tickets than the municipal traffic officers.

The other key area of concern for the SAPS was the metro's Community Based Volunteer programme. The main problems were the lack of communication between the metro and the SAPS on the programme, and the fact that the 'volunteers' were being paid by the metro:

- Police across the NMMM area knew about the metro's volunteer programme, but were unsure how it affected their policing areas. Some thought the volunteers were used mainly to patrol tourist attraction sites such as the beach areas. Some police and CPF members felt the municipality should have used SAPS and CPF structures to establish the programme. The police were apparently only requested to screen and fingerprint the selected volunteers to establish whether they had previous convictions or pending criminal cases against them. Some stations had been approached by municipal officials to collaborate on the volunteer patrol programme. However, the municipal officials did not provide the stations with a volunteer duty roster and never followed up on the issue.
- In terms of the payment problem, most police and CPF members resented the municipal volunteer programme because the 'volunteers' are paid (R400 per month) whereas SAPS volunteers are not. As a result, police and CPFs were losing most of their experienced volunteers to the municipality. They were also rightly concerned about the use of the term 'volunteers' to describe people who were receiving payment.

Despite these problems, the police from all stations interviewed were willing to assist the municipality by identifying municipal service delivery problems in their policing areas and alerting the relevant municipal officials. They currently rarely do this, however, because municipal departments do not respond to their queries and they seldom get any feedback. Nevertheless, several key areas identified for collaboration with the NMMM are:

- Conducting joint crime prevention awareness campaigns; involving municipal officials and councillors in sector policing;
- co-operating with the municipal volunteer programme in the area of training, for example;
- establishing better working relationships between police and traffic officers;

- drawing on metro councillors to assist in facilitating community dispute resolution;
- working with the relevant NMMM departments on crime prevention through environmental design (CPTED) projects; and
- improving communication with the metro with regard to upcoming housing and infrastructure development projects.

Implications for strategy development

- Resource shortages are a concern for the SAPS, although measures are being taken to relieve the situation. Projects that require law enforcement or visible policing must take this into account, and be highly focused on specific crime problems and parts of the metro. If SAPS resources are insufficient for a particular project, alternatives may need to be found, such as enlisting the help of private security firms.
- A more visible police presence is likely to make people feel safer.
- Sector policing is currently the SAPS' strategic priority. A strategy should provide for the NMMM to play an active role in sector policing.
- Communication and teamwork between the SAPS and NMMM officials is weak. Regular channels of communication should be established between political leaders, as well as managers of both organisations.
- Co-operation between the SAPS and NMMM will require that the problems relating to the metro's Community Based Volunteer programme be resolved.
- SAPS members have clear and constructive suggestions about areas for collaboration with the metro. These ought to be discussed and acted upon.

The municipality

Various documents were reviewed and interviews conducted with senior officials and councillors in order to assess the capacity of the metro for participating in crime prevention activities. In addition, data from the victim survey were analysed to assess public opinion about the effectiveness of the metro, as well as satisfaction with the delivery of a range of services.

Integrated Development Plan

The Integrated Development Plan is the principal five-year strategic plan that guides and informs all planning, budgeting, management and decision-making processes in the municipality.⁴⁰ The IDP outlines the NMMM's strategic direction for the year 2002 to 2006. The six key developmental areas, in order of priority, are:⁴¹

- service delivery;
- investment and economic growth;
- tourism and tourism infrastructure development;
- crime prevention;
- cleansing and environment; and
- institution building.

Overview of the NMMM business units

Safety and security

The safety and security business unit consists of fire and emergency services, disaster management and traffic and licensing. In the long term, the unit hopes to house policing services as well. In the mean time, the unit is gradually increasing its number of traffic officers and diversifying their training to include public law enforcement and crime prevention. The unit also manages the community based safety and security volunteer programme. The functions of the unit include:

- traffic policing;
- bylaw enforcement;
- fire and emergency;
- registration and licenses;
- management of safety and security volunteers;
- crime prevention;
- co-ordinating the safety and security forum.

Housing and land

Delivery of houses is the main priority for the NMMM. It is also a key service required for long-term crime prevention. Land allocation and housing development projects impact on crime prevention in many ways. The municipality should ensure that town planning and design comply with safety and security measures and that the houses are built in areas with reasonable access to services such as transport, health, policing, recreation and social development. Land and stands should be clearly demarcated and the owners identified. Providing acceptable family housing contributes to poverty alleviation and family stability, which in turn will help to prevent crime.

The NMMM's housing and land business unit has committed itself to building sustainable communities and developing new residential areas to an acceptable standard. It also emphasises that land-use strategies should directly

contribute to poverty alleviation, job creation and stimulate economic growth for disadvantaged communities. The main functions of the unit include:

- co-ordinating the planning and implementation of all relevant activities of the municipality to ensure the building of sustainable communities;
- formulating a five year integrated housing and land delivery programme;
- developing a programme to assist in the improvement of the quality of existing low-income housing;
- community capacity building for the participation of beneficiaries in the delivery of housing;
- consolidating and reviewing land-use and land-use management practises.

Profiling for the delivery and provision of housing is important for urban space management. The unit will be required to conduct housing needs and land-use audits. Through this process land and property owners should be identified and steps should be taken against those who occupy land illegally. There are also a number of land-use bylaws that could be used for crime reduction purposes. In other cities, municipal officials together with the SAPS, have used land-use bylaws successfully to invade scrap yards and chop shops.

Infrastructure, engineering, electricity and energy

The strategic direction and values of the IEEE business unit are to deliver infrastructure in a manner that enables the development of communities. The unit emphasises quality service delivery and poor communities are their key targets. However, the unit will also continue to upgrade and maintain infrastructure requirements in established areas. The main functions of the unit are to:

- prepare an overall plan for tarring of gravel roads and maintenance and upgrading of tarred roads;
- develop an integrated delivery plan and programme for the metropolitan area;
- investigate and develop mechanisms to monitor the supply and use of services;
- assist in development and upgrading of tourism infrastructure;
- improve public transport infrastructure planning.

Projects and activities of the infrastructure, engineering, electricity and energy (IEEE) business unit directly impact on crime prevention through

environmental design (CPTED). The safety and security business unit and the SAPS should work with IEEE unit to identify the crime prevention through environmental design needs of the metro. Such an audit could, among other things, focus on the design of public transport routes and interchanges, lighting in parks, and closing passages that could facilitate street crimes. When the needs have been identified, these stakeholders could develop a CPTED programme of action for the metro.

Environment and health

A well cared for and maintained environment creates a positive image about the area. The opposite also applies. A lack of maintenance of buildings and open spaces, and conditions of squalor send a message that no one cares about the area - a welcome message for criminals and one that increases fear of crime among the public. This image of neglect also rubs off on those who live and work in the area, with negative consequences for individuals' self-esteem and community cohesion. All these factors contribute to creating an environment conducive to criminality. Creating a stimulating, healthy and liveable environment can therefore contribute to crime reduction.

A functional health system is also important for dealing with crime, and in particular violent crime. These crimes place an enormous strain on health care services. The problem is especially serious for the poor, who tend to experience high levels of violent crime as well as shortages in public health care services. Many studies show an association between drug and alcohol abuse and crime. Therefore crime reduction activities targeting control and management of drug and alcohol abuse impacts directly on the services of this unit.

Some key functions of the unit include:

- promote and expand the bio-diversity of the metro;
- develop an environmental health policy and programme;
- develop a long term programme of parks and aesthetics maintenance;
- establish community/neighbourhood and street beautification competitions;
- develop a policy on sustainable quality refuse collection system;
- establish a comprehensive health system;
- reduce HIV/AIDS infection rates;
- encourage the development of HIV/AIDS policy by other role players within the metropolitan area;
- foster a culture of caring for the aged;

- monitor the availability of *abakwetha* and other traditional rites of all communities;
- investigate more efficient land-use strategies for burial services.

To fulfil these objectives, the environment and health unit has a number of environment and health bylaws at its disposal. The safety and security business unit should assist with the enforcement of these bylaws. Other areas of collaboration between this unit and safety and security unit are in the prevention of rape and domestic violence. The environment and health unit is conducting a project on rape with Rape Crisis Centre in Port Elizabeth.

Recreational services

Sport and cultural activities are crucial for the social and emotional development of communities. These activities are not just for entertainment but play a pivotal role in building relationships between individuals and groups and improving quality of life. Sport and art activities can also provide young people with alternative career prospects. These factors play a role in helping to prevent people turning to crime.

The recreational services unit's programme indicates that sports and cultural services should be directed at the youth, the disabled and the aged. Some key functions of the unit include:

- sport development to encourage sports as an alternative career;
- develop a comprehensive five year programme for all priority sports code of the NMMM;
- improve the network of sport facilities;
- develop a strategy to improve the accessibility and availability of library services;
- establish a Metro-artists Forum;
- compile a database of artists, crafts etc. within the metropolitan area;
- identify arts and culture development needs;
- identify all heritage sites and determine potential tourism opportunities;
- develop and implement programmes to assist with the improvements of public schools especially in the formally disadvantaged communities.

Support for recreational services is not only about the development and maintenance of facilities. It is also about developing sports, arts and cultural programmes that people can participate in. Therefore the recreational service unit should identify and support key individuals in schools and communities to drive sports, arts and cultural programmes and projects.

Economic development

Most of the economic development challenges facing NMMM relate to structural unemployment, low levels of investment, and the increasing poverty gap. The economic development unit's programmes are structured to address these problems. The unit's strategic goals and objectives are to:⁴²

- achieve and maintain an economic growth rate of between 5% and 8% per annum;
- obtain an annual job growth of 3,5% in order to halve unemployment;
- reduce the number of households living below the poverty line by 60%;
- improve literacy rates by 50% by 2014;
- reduce the proportion of people suffering from hunger by 2014 by 80%;
- eliminate gender disparity in education and employment.

Local economic development is crucial for job creation and the general upgrading of people's standard of living. Although there is no direct link between crime and poverty, some factors associated with poverty such as overcrowding, child neglect, and poor socialisation of children, have been linked to crime and violence. Therefore general skills and economic development programmes directed at the poor are likely to contribute to crime prevention.

Human resources and corporate administration

Human resource and corporate administration is important for ensuring that all departments are adequately staffed and functional. The human resource and corporate administration unit is also responsible for assisting other directors with developing performance indicators for their staff.

Other than the most obvious human resource issues, the unit supports all departments with issues of corporate governance and administration. As with most departments in the municipality, the safety and security unit is required to co-ordinate and manage crime prevention partnership projects. Partners include other national and provincial government departments, private sector, non-governmental organisations and community based organisations. For most projects, the partnership between the municipality and other role players will have to be formalised. This unit should assist the safety and security unit with the development of formal and where necessary, legally binding co-operation agreements and procedures between the departments within the municipality and with partners outside the municipality. Since the metro's legal team is part of this unit, it should also co-ordinate the process of consolidating and rationalising municipal bylaws.

Municipal bylaws

The municipality is armed with a number of bylaws and regulations that can be effectively used for crime prevention. The bylaws cover the following areas:

- buildings;
- food handling;
- fire and emergency;
- standard public amenities;
- traffic;
- animal control;
- libraries;
- café's, restaurants and eating houses;
- noise pollution;
- hawking and street trading;
- child care centres and nursery schools;
- cleansing;
- parks.

According to council officials, the most common bylaw violations are:

- squatting or land invasion;
- construction of illegal buildings;
- hawking and street trading;
- theft of electricity by making illegal connections.

One of the major problems associated with all types of bylaw violations is the unwillingness of councillors, municipal officials and the SAPS to embark on an aggressive bylaw enforcement programme. No one wants to be seen as the 'enforcer' who makes tough decisions in difficult circumstances. One of the consequences of this is that many violations go unpunished. Another consequence is the poor image of the council, councillors and municipal officials, who are seen as 'weak' and uncommitted to the rule of law.

Public perceptions about the NMMM

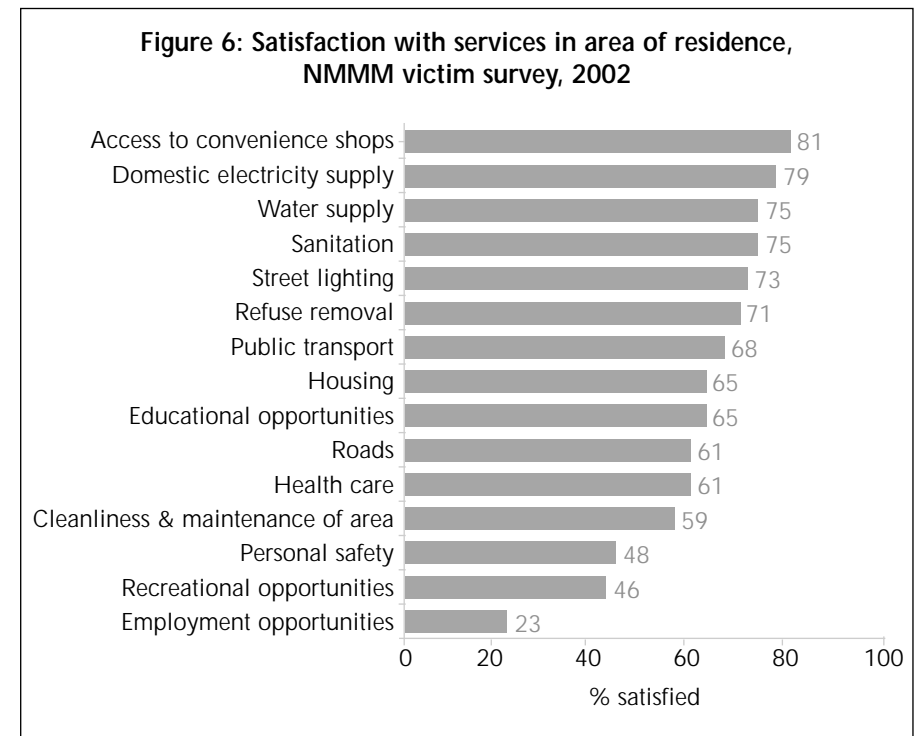
Several questions were included in the victim survey to help assess public opinion about the performance of the metro, knowledge of local government representatives and their activities, as well as satisfaction with the delivery of a range of services. The results showed that public knowledge of, and participation in, the activities of the metro government were low:

- 36% of residents in the NMMM said they know the councillor who represents them in the metro;

- 36% knew of a ward committee in their area;
- only 24% had participated in local government related meetings.

Although public levels of engagement with the metro government were low, a majority of people (65%) in the area thought that the NMMM was doing a good job. Black respondents were, however, much less positive than others: 57% of blacks said the metro was doing a good job, compared to 69% of coloureds, 71% of whites and 78% of Indians. These differences probably relate to the lack of employment opportunities and the general underdevelopment of township areas in the NMMM.

This becomes clearer when considering respondents' levels of satisfaction with a range of basic services in their neighbourhood. The results show that satisfaction with basic services (such as electricity and water) was highest, while people were least happy with job opportunities, followed by recreational opportunities and then personal safety (Figure 6).



Implications for strategy development

- The functions of the safety and security business unit make it a logical choice for lead department on a crime prevention strategy for the metro.
- In co-operation with the SAPS, the metro's traffic and bylaw enforcement activities, and the registration and licensing functions, can be targeted towards preventing crime.
- Housing delivery, which is the NMMM's main priority, should be carried out with safety and crime prevention considerations in mind. These relate to issues of housing design and town planning, but also to land-use bylaws that can be applied to stop the use of land for illegal purposes (such as chop-shops).
- The safety and security business unit and the SAPS should work with the IEEF business unit to identify the 'crime prevention through environmental design' needs of the metro, and develop a CPTED plan of action to be implemented by all these role players.
- There is potential for collaboration between the safety and security, and environment and health units, on projects to prevent rape and domestic violence, as well as bylaw enforcement.
- The recreational services unit should identify and support key individuals in schools and communities to drive sports, arts and cultural programmes and projects.
- Bylaw enforcement needs to be stepped up, particularly with regard to those bylaws that can contribute to preventing crime.

CHAPTER 8 KEY STRATEGY DEVELOPMENT ISSUES FACING THE NMMM

The challenges facing the NMMM in terms of safety and crime reduction are:

- the need for improved and more visible law enforcement, in terms of policing, traffic and bylaw enforcement;
- the need for different departments within the metro, as well as beyond local government, as well as non-governmental organisations, to work together to prevent crime and its causes; and
- the need for interventions that inspire public confidence in the metro, and the police, and thereby improve public willingness to participate in crime prevention projects. These would need to have a visible impact and be short term in nature.

The existence and mandate of the safety and security business unit provides the metro with an opportunity to respond to these needs in an integrated and innovative manner. It also allows the council to pursue its mandate as set out in the White Paper on Local Government and the White Paper on Safety and Security: the co-ordination of crime prevention activities and alignment of local government functions with safety and security needs in the area. Several key issues should shape the NMMM's approach to crime prevention. These are covered below.

Management and co-ordination of the strategy

The NMMM, like most municipalities, is already engaged in a number of activities that contribute to crime prevention. However, most of these occur in isolation of each other. There might also be duplication of some services offered by the municipality with those provided by other government departments and role players outside government. The research identified various services that contribute directly or indirectly to crime reduction. The municipality provides many of these services. National and provincial government, the private sector, NGOs and CBOs, also provide several crime reduction activities. The municipality is required to co-ordinate these services.

Recommendations

- The NMMM safety and security business unit should establish a crime reduction committee. The committee could include other business unit managers, the crime prevention coordinators, and two councillors from the safety and security portfolio committee, that is, the chairperson and his/her deputy. Tasks of the committee could include:
 - formulating municipal crime reduction policy;
 - establishing formal liaison structures with other role players;
 - ensuring the incorporation of crime reduction activities into IDPs;
 - providing strategic direction for crime prevention, by prioritising proposed activities;
 - managing the budget allocation for crime prevention;
 - determining projects, responsibilities and time frames;
 - monitoring and evaluating project implementation and impact;
 - identifying staff needs for training in crime reduction;
 - initiating and leading public awareness campaigns on crime prevention.
- The metro should appoint at least four crime reduction coordinators. Tasks of the crime prevention coordinators could include:
 - liaising with various stakeholders (internally and externally);
 - initiating crime prevention projects;
 - facilitating the implementation of projects;
 - facilitating co-operation with stakeholders;
 - drafting terms of references with stakeholders;
 - managing projects;
 - facilitating crime prevention training where necessary;
 - monitoring projects;
 - documenting project activities.
- Crime prevention coordinators should lead a process of analysing work plans from other relevant business units. This will enable the metro to develop a realistic integrated crime reduction action plan.

Partnerships

The safety and security business unit is currently co-ordinating activities of the NMMM safety forum. The forum aims to bring together all stakeholders for the planning and development of joint crime reduction projects. However, few forum stakeholders attend the meetings regularly. As it stands, the safety forum

is not a viable structure for co-ordinating crime prevention partnership activities. The metro council should reconsider its approach in this regard.

Recommendations

- Instead of attempting to gather all partners in one forum, the municipality could form bi-lateral partnership agreements with each stakeholder. Meetings would then be held when necessary with relevant stakeholders.
- Partnerships should be project based, rather than having an ongoing set of 'partners' some of whom are not working on any particular project with the metro. Once projects are identified, partnership agreements would determine the tenure of the project and the relationship with the particular partner.
- The municipality should formalise their partnerships with key stakeholders, such as the SAPS. Partnership agreements should be drafted, and should stipulate what each partner's obligations are, and how the project will be implemented. Each project should have clear objectives, performance indicators and time frames.

Municipal bylaws

A number of bylaws could be used more effectively by the NMMM for crime reduction purposes. Interviews with metro councillors and officials revealed that bylaw enforcement receives little attention. The reason for this is that the metro is still consolidating its bylaws. In some instances, completely new bylaws need to be developed, which is a lengthy legal procedure. The process in the metro has been slow – most senior officials were still unsure about the status of the draft bylaws.

Recommendations

- The municipality should speed up the process of rationalising and consolidating all the existing bylaws and the introduction of new bylaws where necessary.
- Once the above process is complete, the metro should engage in a public awareness campaign about bylaws and their enforcement.
- The metro council could consider consolidating its existing traffic, security and bylaw enforcement capacity into one 'integrated enforcement unit' for the metropolitan area. This would, for example, enable health, building and traffic officials to work together to enforce bylaws in a more authoritative and cost-effective manner. To do this, the

council would need to consider the implications for organisational structure, i.e. possibly moving enforcement personnel out of their traditional departments, or changing their lines of accountability. A strong and visionary leader would need to be appointed to head such an enforcement unit, and to ensure public and political support for new enforcement approaches. It would also be important to invest in some specialised training for the unit. A training needs assessment would need to be conducted among members.

Public participation

Public participation in existing crime reduction efforts is low and often unsustainable. There is, however, a clear willingness by the public to assist in such projects. Council should make use of this by developing a strategy that builds on existing projects in the area where possible.

Recommendations

- The municipality should strengthen existing crime prevention projects and encourage new business and community based initiatives.
- In particular, the victim support and diversion services that currently exist should be developed and extended to New Brighton, KwaZakhele, KwaNobuhle, Motherwell and Bethelsdorp where violent crime is a particular problem.

Targeting a few crime problems only

Communities across the country are affected by many different crime problems. However, crime prevention efforts are much more likely to succeed if they are focused on only a few crimes and geographic areas. Moreover, given the shortages of resources facing the metro and the SAPS, the imperative to select a few crime problems is even greater.

The crime analysis indicated that the key offences in the NMMM area that a strategy might target are robbery and home burglary. Other crimes that could be considered are rape, assault and theft out of motor vehicles.

In terms of where the strategy should focus its attention, the highest volume of crime was recorded in the police station areas of KwaZakhele, New Brighton, KwaNobuhle, Motherwell, Bethelsdorp and Port Elizabeth Central. In all the townships listed above, both burglary and violent crime (robbery and rape) are a concern, whereas PE Central experiences high levels of burglary and theft.

Other areas of concern are public resorts and tourist attraction areas. Attention will need to be given to these areas is crucial since crime is likely to dominate media reports (and so influence public perceptions about crime in the metro generally) and could affect tourism to the area.

Recommendations

- The strategy should focus on three crimes: residential burglary, robbery and rape. Projects to combat all three crimes should be implemented in specific areas where these offences have been identified as problematic.
- The strategy should select among the following areas for prioritisation: the townships of KwaZakhele, New Brighton, KwaNobuhle, Motherwell and Bethelsdorp for the crimes of burglary, robbery and rape, and PE Central for burglaries and robberies. PE Central is also important because it is the economic centre of the Metro. Some public areas, resorts and tourist attraction areas will also need to be prioritised.
- Although the major focus of the strategy should be in the above-mentioned areas, changes in crime trends throughout the metro need to be monitored on an ongoing basis. Certain interventions, particularly those centred on policing, may lead to the displacement of crime to neighbouring areas.

CHAPTER 9

THE NMMM CRIME REDUCTION STRATEGY

Background

On 15 March 2002 the NMMM authorised the ISS to draft a crime reduction strategy for the metro. A 'final draft' document was submitted to the metro in March 2004. The safety and security business unit was tasked with reviewing the document, adapting it to local municipal requirements and conditions, costing the strategies, and submitting it to the council for discussion. The comments of the business unit were:

- In general the integrated crime reduction strategy as prepared by the ISS provides a basic framework for crime reduction in the NMMM, but it should be realigned to meet the latest local demands and requirements as outlined by the revised IDP of the metro. It should also address the issue of crime prevention from a municipal perspective.
- Some of the issues not specifically covered in the document were the theft of municipal infrastructure, corruption within the municipality and the losses suffered as a result thereof. Another factor that was not covered was the utilisation of technology such as CCTV cameras to prevent/reduce crime in the metro.
- Although mentioned in the report, the utilisation of Community Based Volunteers to prevent crime is also not unpacked in the strategies.
- The question was also raised whether a separate vision and mission are required for the Crime Prevention Strategy. The Vision 2020 of the metro as well as the mission of the safety and security business unit adequately cater for crime prevention and should be utilised for the purposes of the Crime Prevention Strategy.
- Overall the document provides useful details on crime trends, perceptions of crimes as well as numerous strategies to reduce crime. Most of these, coupled to additional strategies, should be used to prevent crime in the metro.

The strategy below is the reworked version that takes into account the comments of the safety and security business unit.

Vision 2020

The Nelson Mandela Metropolitan Area practices social justice in a culture of public participation guided by an efficient, accountable, non-racial, non-sexist and sustainable municipality that focuses on sustainable environmental, social and economic development, improving the quality of life of its communities in a secured, safe and tourist friendly environment.

Mission statement

The safety and security business unit of the Nelson Mandela Metropolitan Municipality contributes to social, physical and economic development by providing an integrated, efficient, cost effective, transparent service for its community. This service is rendered by well trained, motivated, responsible and accountable personnel, thus creating a safe and secure environment in its area.

Objectives

Since the metro's IDP guides all municipal activities, it is prudent to consider the relevant objectives specified in the IDP in order to ensure that this strategy complies with them.

Integrated Development Plan: objectives towards Vision 2020

- To endeavour to be the safest and most secure metropolitan municipality in the country.
- To provide integrated and strong law enforcement.
- To participate in community safety and security.
- To provide adequate fire, traffic and emergency services.
- To integrate the provision of disaster, emergency and policing services.
- To establish safety and security partnerships and joint programmes with other formal and community structures.
- To provide strong policing measures against theft and vandalism of municipal and government assets.

Crime prevention objectives

- To prevent crime in the NMMM area.
- To reduce crime in the metro.
- To reduce public fear of crime.
- To promote public awareness of how to enhance personal safety.

- To promote public knowledge and involvement in community safety structures and projects.
- To reduce the effect of crime on victims.

Strategies

The NMMM crime reduction strategy hopes to reduce crime in the metropolitan area by targeting its services and funding towards several core strategies. These strategies aim to:

1. Develop effective partnerships and improve working relationships with key role players.
2. Support effective policing and law enforcement.
3. Prevent crime through the deployment of Community Based Volunteers at crime hotspots.
4. Stamp out the theft of municipal infrastructure and resources.
5. Supplement visible policing efforts with technological aids such as CCTV.
6. Provide effective bylaw enforcement services.
7. Co-ordinate, provide and enhance targeted crime prevention through social development projects.
8. Co-ordinate, provide and enhance targeted crime prevention through environmental design projects.

These strategies, and the activities they comprise, are detailed below.

1. Develop effective partnerships and improve working relationships with key role players

Crime prevention is not the responsibility of any one department or organisation - it is everybody's business. Activities that contribute towards crime prevention are the responsibility of different organisations. Effective crime reduction therefore requires that all stakeholders take part. In the initial planning stages, all key stakeholders should be involved. Thereafter, partners should only be drawn into the process on an ongoing basis when they are required on particular projects. While organised partners and institutions are crucial for project implementation, it is equally important to include members of the affected communities.

Activity 1

Identify key stakeholders and outline their roles and potential projects they could be involved in by:

- conducting a crime reduction stakeholder analysis;
- collecting and analysing information on what key stakeholders are doing;
- outlining areas of co-operation and project plans with each selected stakeholder.

Activity 2

Develop a project based partnership agreement with the following key stakeholders by:

- drafting co-operation agreements and project plans with SAPS at area and station level;
- drafting a co-operation agreement and project plans with Stepping Stones (at the Integrated Justice Centre);
- drafting a co-operation agreement with the Department of Education at district level;
- drafting co-operation agreements and project plans with school principals and governing committees;
- drafting a co-operation agreement and project plan with the Department of Social Development;
- drafting co-operation agreements and project plans with other municipal departments.

2. Support effective policing and law enforcement

Effective policing and law enforcement are essential for developing respect for the law, regulating conflict and building public confidence in the criminal justice system. Law enforcement therefore has an important role to play in reducing crime in the NMMM; by dispensing justice to offenders and deterring potential offenders. The responsibility for law enforcement does not just rest with the SAPS - it is also the job of all metro officials responsible for traffic and bylaw enforcement.

Activities

- ensuring municipal representation and involvement in all community police forums;
- ensuring municipal involvement in sector policing;
- supporting and facilitating information sharing within the criminal justice system, and in particular with the SAPS;
- contributing to profile registers of common offenders for identified

priority crimes and drug dealers, to enable a proactive approach to dealing with these crimes;

- contributing to rehabilitation programmes for common offenders;
- supporting visible policing operations to address fear of crime by deploying police officials on the basis of crime analysis;
- improving public communication on the street and at people's homes;
- improving street level law enforcement;
- supporting special courts for prosecution of priority crimes in the metro;
- supporting gun-free society initiatives.

3. Prevent crime through the deployment of Community Based Volunteers at crime hotspots

Since November 2002, the NMMM has recruited, trained and deployed 400 Community Based Crime Prevention Volunteers in the metro. The training covered crime issues as well as fire fighting, disaster management, and traffic control. They were also informed about the functions of peace officers and metro security officers. During their deployment, the volunteers helped recover stolen vehicles, unlicensed firearms and managed to prevent a planned cash robbery at Dora Nginza Hospital. SAPS statistics show a considerable decrease in crime in areas where the volunteers were deployed.

This project is not only aimed at crime reduction but at developing skills to enable many unemployed persons to find work. The volunteers receive a monetary incentive to assist them to provide food for their families.

Four regional offices manned by volunteers were established in order to bring municipal services closer to the communities. Members of the public can report crime as well as general problems relating to municipal services at these offices. In response, the volunteers would either be deployed in the areas affected by crime, or the relevant metro structures would be contacted to attend to the problem.

Activities

- Recruit additional volunteers to maintain the number of available volunteers at 400 (an additional 200 to be recruited);
- Train volunteers in disaster management, Peace Officers course, basic fire fighting, Security Officers GR D&E, self defence, crowd control and human rights;

- Deploy the volunteers to:
 - assist SAPS with sector policing;
 - assist traffic officers with roadblocks and parking control;
 - assist with safer schools projects;
 - assist the Department of Home Affairs with crowd control and anti corruption initiatives.

4. Stamp out the theft of municipal infrastructure and resources

Statistics provided by the metro's Security Services Division indicate that municipal property remains an easy target for theft by unscrupulous criminals. Various factors create conditions that are conducive to theft and/or fraud in the municipality, such as the remote location of depots, staff shortages, etc.

The metro aims to reduce and eradicate the criminal element involved in the theft/misappropriation of municipal property and assets in order to ensure a sustainable service to the ratepayers and the community at large.

Activities

- Investigate and finalise a whistleblower policy for the municipality;
- Conduct a full risk analysis focusing on thefts and losses;
- Implement a random search policy at all entrances and exits to municipal property;
- Conduct spot-checks on scrap metal dealers;
- Increase the visibility of security officers in identified problem areas and the vicinity of municipal buildings and infrastructure in general.

5. Supplement visible policing efforts with technological aids such as CCTV

The constant shortage of staff and resources necessitates the utilisation of alternatives such as CCTV systems to prevent and combat crime. In consultation with the portfolio councillor and business unit manager for safety and security, it was decided to prioritise CCTV once again, as a capital budget item, based on principles such as:

- the requirement of the IDP in respect of crime prevention, coupled with the fact that a metro police service is not a feasible option;
- the increase in major economic and industrial investments, such as

- Coega, Madiba Bay and the Freedom Statue;
- the increase in the hosting of international sporting events;
- the increase in foreign tourists, especially developments in the beachfront area;
- the increased in traffic flow and congestion in certain areas;
- the enlarged area of municipal control;
- the escalation in certain crimes such as vehicle and truck thefts and the illegal trading in non-ferrous metal, which has been declared a priority crime for the Swartkops police station area.

The above factors must be weighed against the fact that municipal personnel numbers have not increased in proportion to the city's growth, making it difficult to cope with the many responsibilities facing the metro. As a result, technology should be used to assist where possible.

Activities

- Appoint consulting engineers to investigate and propose a CCTV system for the NMMM;
- Implement a CCTV system in phases over the next four years to help prevent crime.

6. Provide effective bylaw enforcement services

The municipality is armed with many bylaws and regulations that can be effectively used for crime prevention. Enforcing these laws sends a clear message to the public about how the city works, and about the rule of law. Some bylaws have been used effectively by municipalities for crime reduction, such as environmental health and land-use bylaws that have helped to manage illegal squatting and target unlawful business activities that could be fronts for more serious crime. However, the formulation and enforcement of these bylaws is the responsibility of various municipal departments, and co-ordination will therefore be important to the successful use of the bylaws for crime prevention.

Activity 1

Raise awareness and enforce bylaws with crime prevention goals in mind, by:

- rationalising and consolidating all existing bylaws, and assessing the need for developing new bylaws;
- familiarising and training existing municipal enforcement officials on bylaws;

- conducting a communication strategy within council about bylaw enforcement;
- embarking on a public education campaign about bylaw enforcement;
- supporting other metro business units responsible for bylaw enforcement by providing legal process services in the form of books and processing prosecutions;
- identifying the most effective bylaws for crime prevention and enforcing these in most affected areas;
- operating the municipal court to deal with all municipal prosecutions.

Activity 2

Increase bylaw enforcement personnel with a view of establishing a Municipal Police Service (MPS) by:

- increasing enforcement personnel;
- developing training schedules that include crime prevention activities for all municipal enforcement personnel;
- commissioning a feasibility study for the establishment of a MPS.

7. Co-ordinate, provide and enhance targeted crime prevention through social development projects

Crime prevention through social development or social crime prevention is an approach that focuses on the social, economic and cultural processes that contribute to crime and victimisation. This approach tackles individual, family and community risk factors that lead to crime and victimisation. For some of these programmes and projects, the metro will need to work jointly with other stakeholders such as the Departments of Education and Social Development, as well as non-governmental organisations.

Activity 1

Conduct public education and awareness campaigns that could include:

- supporting the production and distribution of rape awareness pamphlets and workshops in high schools and among 12-15 year old children in primary schools;
- supporting education on rape and violence for school children through theatre and other recreational activities;
- collecting information on child abuse and neglect and passing it on to the SAPS Child Protection Unit and the Department of Social Development;

- supporting awareness campaigns on risks of buying stolen goods;
- providing safety tips and advice to residents on how to secure their homes and the value of reporting their absence from their homes to neighbours and/or the police;
- providing basic information on where robbery occurs, how it happens and what is most likely to be taken;
- conducting awareness campaign on the effects and harm of drugs and alcohol abuse in schools.

Activity 2

Improve services for youth and children such as:

- initiating children and youth councillor programmes to encourage youth participation in local government;
- facilitating the establishment of youth sports, cultural and recreational clubs;
- lobbying and supporting the training of young people to participate as tour guides to assist the business tourism strategy;
- supporting the establishment of a youth information centre to provide information on crime, victim support, health issues and related services, and to function as a referral service for other relevant municipal services;
- supporting after-care, homework support and recreational programmes to provide a protected and supportive environment for pupils at lower primary schools.

Activity 3

Enhance victim support services by:

- conducting an audit of victim empowerment facilities and programmes in the metro;
- identifying individuals and organisations who can offer victim empowerment programmes and develop a referral directory;
- aligning SAPS victim empowerment services with municipal initiatives, and creating one-stop service centres;
- recruiting and providing training to volunteers for victim empowerment services;
- setting up a network of victim support groups to provide emotional and physical support, information, and resources to victims of crime;
- supporting the implementation of a rape victim empowerment training programme targeted at teachers, police officials and court officials, especially prosecutors and municipal staff in one-stop service centres.

Activity 4

Provide support to the Department of Education and Safer Schools programmes by:

- encouraging and supporting schools to develop school surveillance systems for collecting data on offending and victimisation in schools;
- supporting the implementation of school surveillance systems;
- supporting schools to develop systems of identifying children with behavioural problems;
- encouraging and supporting the training of teachers to identify children with behavioural problems and signs of victimisation (bullying, sexual and physical abuse);
- supporting schools to compile registers of children who are at risk of being offenders;
- encouraging and supporting Safer Schools programmes;
- encouraging and supporting 'Adopt a Cop' projects at schools.

Activity 5

Provide support to Department of Social Development by:

- encouraging the department to conduct an audit of existing diversion facilities and programmes;
- assisting the department to identify groups and individuals who can supervise and provide temporary custody for diverted children.

Activity 6

Reduce drug and alcohol abuse by:

- compiling a database of all bars, taverns and shebeens in the metro;
- comparing the database results with municipal land-use records as well as liquor licences;
- enforcing land-use and emergency bylaws required for operating an entertainment business;
- conducting joint operations against illegal hotels and shebeens.

8. Co-ordinate, provide and enhance targeted crime prevention through environmental design projects

The physical environment plays an important role in either providing or inhibiting opportunities for crime, and in shaping public perceptions of safety. Therefore, planning and design measures can be used in the NMMM to

reduce opportunities for particular types of crime and to enhance public perceptions of safety in those areas where people feel most vulnerable.

Activity 1

Improve the design and management of the built environment by:

- identifying areas where the basic crime prevention through environmental design (CPTED) principles are lacking and thus contribute to crime;
- recommending the installation and maintenance of street lights in identified areas;
- recommending the cutting of long grass and trimming of trees to improve visibility in open spaces that are identified as problems in terms of crime and perceptions of safety;
- encouraging and supervising the renovation, refurbishment and maintenance of buildings in the central business district (CBD);
- encouraging relevant metro business units to locate the owners of un-maintained and abandoned flats in the CBD and issue warnings and fines;
- recommending the improvement of access to and from informal settlements;
- recommending the closure of pathways, thoroughfares and passages often utilised by criminals;
- ensuring that CPTED principles are factored into the planning and design of new public and residential areas.

Activity 2

Support and monitor the activities of the land and housing business unit by:

- identifying illegal occupants of land and enforcing relevant bylaws;
- monitoring processes of demolishing informal settlements and the relocation of people to houses;
- enforcing land-use bylaws to prevent illegal squatting;
- encouraging street and house numbering across the whole metro;
- encouraging the demolition of dilapidated, abandoned and un-maintained houses.

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