



Western Cape  
Government

Community Safety

PROVINCIAL POLICING NEEDS AND PRIORITIES (PNP) REPORT  
for the  
WESTERN CAPE 2019/20

**Issued by:**

Directorate: Policy and Research, Chief Directorate: Secretariat for Safety and Security,  
Western Cape Department of Community Safety, March 2020

## TABLE OF CONTENTS

<u>FOREWORD BY THE WESTERN CAPE MINISTER OF COMMUNITY SAFETY</u> .....	4
<u>ACRONYMS</u> .....	5
<u>1. INTRODUCTION AND CONTEXTUAL BACKGROUND</u> .....	7
<u>1.1 Constitutional, legislative and policy framework</u> .....	7
<u>2. OBJECTIVES</u> .....	8
<u>3. METHODOLOGY</u> .....	8
<u>3.1 Target group/ Sample</u> .....	9
<u>3.2 Structure of the policing needs and priorities and safety summits</u> .....	9
<u>3.3 Safety confidence scorecard</u> .....	10
<u>3.4 Literature review, desktop research and other information</u> .....	10
<u>4. LIMITATIONS</u> .....	11
<u>5. DEMOGRAPHIC INFORMATION OF THE WESTERN CAPE</u> .....	11
<u>6. CRIME IN THE WESTERN CAPE</u> .....	12
<u>6.1. Murder</u> .....	12
<u>6.2. Key crime trends</u> .....	15
<u>6.3 Reported crime per district municipality and CoCT</u> .....	20
<u>7. THE CONTEXT OF POLICING IN THE WESTERN CAPE</u> .....	25
<u>8. KEY SAFETY CONCERNS</u> .....	42
<u>9. THE FINDINGS OF THE POLICING NEEDS AND PRIORITIES</u> .....	48
<u>9.1 The safety confidence scorecard perception survey</u> .....	48
<u>9.2 Contact with the criminal justice system</u> .....	49
<u>9.3 Professional policing</u> .....	52
<u>9.4 Perceptions of safety in public spaces and at home</u> .....	54
<u>9.5 Partnerships</u> .....	57
<u>9.6 Thematic analysis of the qualitative data</u> .....	58
<u>10. RECOMMENDATIONS</u> .....	65
<u>11. ANNEXURES</u> .....	72
<u>11.1 Schedule of PNP consultations</u> .....	72
<u>11.2 Safety confidence scorecard – district municipalities</u> .....	73
<u>12. ACKNOWLEDGEMENTS</u> .....	81

## **FOREWORD BY THE WESTERN CAPE MINISTER OF COMMUNITY SAFETY**

It is an honour to present the Policing Needs and Priorities (PNP) report for the Western Cape for the 2019/20 financial year. Section 206(1) of the Constitution stipulates that the National Minister responsible for policing must determine the national policing policy after consulting with the provincial governments, considering the PNPs of the provinces as determined by the provincial executives. The provincial PNPs aim to influence national policing policy, the development of policing objectives and allocation of safety resources.

The PNPs are derived from a combination of community and stakeholder consultation, analysis of the context of crime and policing in the province. As we know, the province's high rates of crime pose a challenge to the safety and socio-economic development of the Western Cape. The PNP report provides an overview of the key challenges and opportunities of the SAPS during the year and shows that despite the ruling of the Equality Court in 2018, the SAPS is still crippled by insufficient and an unequal distribution of human and physical resources to areas where it is needed most. There is a clear need for an equitable and effective system for the allocation of policing resources. There is also a clear need to strengthen critical specialised functions in SAPS, such as the detective service, and to reintroduce specialised policing units. In this regard, the challenges of marine poaching, drug dealing, policing of illegal firearms and ammunition also require attention.

It is important that the SAPS continue to strengthen their reach by working in collaboration with other stakeholders, such as Neighbourhood Watch (NHW) structures, Community Policing Forums (CPF), and local and provincial government. We also urge the SAPS to strengthen its reservist programme to boost its service delivery.

This year the Department followed the Joint District Approach and consulted all five district municipalities in the Province including the Cape Winelands, Central Karoo, Overberg, Garden Route and West Coast. Through a series of workshops, we assisted the district municipalities to develop district safety plans. I am pleased to add that my Department has allocated funds to support the implementation of the safety plans in each district municipality and will be working closely with the districts to ensure their implementation. As well as identifying and responding to all safety concerns, the safety plans each has a specific focus on developing a response to social unrest and building capacity to proactively mediate unrest.

I would like to express my sincere thanks to everyone who participated in the determination workshops and to the dedicated staff of the Department of Community Safety for their continued commitment in service of the people of the province. I thank the SAPS, the CPFs and NHWs. This year we worked closely with the district mayors, municipal managers and representatives of local government. I also wish to acknowledge the various representatives from the different spheres of government, non-governmental organisations, faith-based organisations, the private sector, private security, safety partners and every community member for their support.



**Adv Albert Fritz**  
**Minister for Community Safety**  
**Western Cape Province**

## ACRONYMS

<b>BDLP</b>	Basic Detective Learning Programme
<b>CI</b>	Crime Intelligence
<b>CSPS</b>	Civilian Secretariat for Police Services
<b>CKDM</b>	Central Karoo District Municipality
<b>CoCT</b>	City of Cape Town
<b>CPF</b>	Community Police Forum
<b>CSF</b>	Community Safety Forum
<b>CSC</b>	Community Service Centre
<b>CSIP</b>	Community Safety Improvement Partnership
<b>CWDM</b>	Cape Winelands District Municipality
<b>DAS</b>	Docket Archive Store
<b>DCF</b>	District Coordinating Forum
<b>DCLP</b>	Detective Commander Learning Programme
<b>DoCS</b>	Department of Community Safety
<b>DoH</b>	Department of Health
<b>DOJ&amp;CD</b>	Department of Justice and Constitutional Development
<b>DOTP</b>	Department of the Premier
<b>DSD</b>	Department of Social Development
<b>DVA</b>	Domestic Violence Act
<b>FBO</b>	Faith-Based Organisation
<b>FCS</b>	Family Violence, Child Protection and Sexual Offences
<b>FCGD</b>	Fraud Course for General Detectives
<b>FSL</b>	Forensic Science Laboratories
<b>GBH</b>	Grievous Bodily Harm
<b>GBV</b>	Gender-Based Violence
<b>GRDM</b>	Garden Route District Municipality
<b>GOSA</b>	Gun Owners South Africa
<b>ICDMS</b>	Integrated Case Docket Management System
<b>JDA</b>	Joint District Approach
<b>JOINTS</b>	Joint Operating and Intelligence Structures
<b>LEA</b>	Law Enforcement Agencies
<b>LEAP</b>	Law Enforcement Advancement Plan
<b>LLEO</b>	Learner Law Enforcement Officers
<b>LPR</b>	Licence Plate Recognition
<b>MERO</b>	Municipal Economic Review and Outlook
<b>MORT</b>	Major Offences Reaction Team
<b>MPS</b>	Metro Police Services
<b>NAGS</b>	National Anti-gangsterism Strategy
<b>NGO</b>	Non-Governmental Organisation
<b>NST</b>	Neighbourhood Safety Team
<b>NHW</b>	Neighbourhood Watch
<b>NICOC</b>	National Intelligence Coordinating Committee
<b>NPA</b>	National Prosecuting Authority
<b>ODM</b>	Overberg District Municipality
<b>PERO</b>	Provincial Economic Review and Outlook
<b>PNP</b>	Policing Needs and Priorities
<b>POP</b>	Public Order Police
<b>PRASA</b>	Passenger Rail Agency of South Africa
<b>PSP</b>	Provincial Strategic Plan

<b>REU</b>	Rapid Enforcement Unit
<b>RRPU</b>	Rapid Rail Police Unit
<b>SALGA</b>	South African Local Government Association
<b>SANDF</b>	South African National Defence Force
<b>SAPS</b>	South African Police Service
<b>SOP</b>	Standard Operating Procedures
<b>SDLP</b>	Specialised Detective Learning Programme
<b>THRR</b>	Theoretical Human Resource Requirement
<b>VEP</b>	Victim Empowerment Programme
<b>VFR</b>	Victim Friendly Room
<b>VIP</b>	Vision Inspired Priority
<b>VisPol</b>	Visible Policing
<b>VOCS</b>	Victims of Crime Survey
<b>WCCSA</b>	Western Cape Community Safety Act
<b>WCDM</b>	West Coast District Municipality
<b>WCED</b>	Western Cape Education Department
<b>WCLA</b>	Western Cape Liquor Authority
<b>WOSA</b>	Whole of Society Approach

## **1. INTRODUCTION AND CONTEXTUAL BACKGROUND**

The Western Cape continues to experience high levels of violent crime. In 2018/19, the murder rate was 59.4 per 100 000 of the population, the highest in a decade. The South African Police Service (SAPS) bear the primary burden of responding to crime and violence, but they do so in collaboration with a range of other stakeholders. The Department of Community Safety's annual determination of the Policing Needs and Priorities (PNPs) has also incorporated a whole of society and whole of government approach.

As part of the annual determination of the Western Cape's Policing Needs and Priorities (PNP) in 2019/20, the Department of Community Safety (DoCS) focused on the five district municipalities in the Province namely Cape Winelands, Central Karoo, Overberg, Garden Route and West Coast through an inclusive consultative process which coincided with the development of District Safety Plans. This report thus has a strong rural focus.

This took place within the framework of the Joint District Approach (JDA) which was adopted by the Premier's Co-ordinating Forum in June 2019 with the aim of speeding up service delivery and ensuring that municipalities are properly supported and adequately resourced. The Policing Needs and Priorities engagements and District Safety Summits were hosted in collaboration with the South African Local Government Association (SALGA) and the five district municipalities to provide subject matter expertise into the structure and process for the summits. The first of the five Safety Summits kicked off with the Cape Winelands District which was hosted on 29 July 2019 at the Worcester Town Hall in Worcester. This was followed by the Central Karoo District which was held on 22 August 2019 at the Karoo Recreational Hall in Beaufort West. The Overberg District Safety Summit was hosted on 8 and 9 October 2019 at the Helderstroom Correctional Facility in Caledon. The Garden Route District Safety Summit took place on 15 and 16 October 2019 and was hosted at the George Civic Centre in George. The West Coast District Safety Summit was the final one and it was held at the De Hoek Golf Club in Piketberg on 12 and 13 November 2019.

This report outlines the PNPs of the Western Cape, the crime landscape related to these five districts as well as the Cape Town Metropolitan Municipality. In addition, the report outlines the policing context in the Western Cape over the financial year. Finally, the report provides an overview of the discussions, findings and recommendations emanating from the safety summits and the analysis of policing.

### **1.1 Constitutional, legislative and policy framework**

The implementation of the PNP is derived from Section 206 (1) and (2) of the Constitution which stipulates that: (1) A member of the Cabinet must be responsible for policing and must determine national policing policy after consulting the provincial governments and taking into account the policing needs and priorities of the provinces as determined by the provincial executives; (2) The national policing policy may make provision for different policies in respect of different provinces after considering the policing needs and priorities of these provinces.

The Western Cape Community Safety Act, Act 3 of 2013, (WCCSA) Section 23(1) stipulates that the Provincial Minister must annually report to the Provincial Parliament on his or her functions in terms of this Act and the findings in relation thereto. The Provincial Parliament must refer the Policing Needs and Priorities report to its standing committee responsible for community safety. This places an obligation on the Department to conduct this research to determine the Policing Needs and Priorities and to influence resource allocation to this Province.

The National Development Plan (Chapter 12) suggests that achieving long-term and sustainable community safety requires an integrated approach with active involvement of citizens, state and non-state capacities and resources to increase safety.

The 2019-2024 Provincial Strategic Plan (PSP) outlines the Vision Inspired Priority (VIP) to enable Safe and Cohesive Communities in the Western Cape. The plan highlights the need to improve safety to encourage investment, build a sustainable economy, enable learners to attend school safely and to enable people to lead a life free from violence.<sup>1</sup> The PSP outlines three focus areas for safety:

- Enhanced capacity and effectiveness of policing and law enforcement;
- Strengthened youth-at-risk referral pathways and child and family centred initiatives to reduce violence; and
- Increased social cohesion and safety in public spaces.

The two cross cutting themes of reducing gang and gender-based violence were also identified.<sup>2</sup>

The District Safety Summits aimed to feed into the determination of the policing needs and priorities as mandated by section 206 of the Constitution and section 23 of the WCCSA,<sup>3</sup> in terms of which the Minister of Police is required to seek input from provincial governments about their policing needs and priorities.

The Policing Needs and Priorities programme is part of the departmental 'whole of society' approach that seeks to build safety, not for the community but with it and to broadly consult communities on their policing needs and priorities to enable the Department to articulate this into a Provincial report for the Provincial Minister to discuss with the National Minister. The aim is to ensure that provincial government departments are responsive to the safety needs of communities, to enhance efficiency through the integration of services, to establish partnerships and to include communities in local structures created around safety.<sup>4</sup>

The Policing Needs and Priorities consultations were approached with the DoCS Community Safety Improvement Partnership (CSIP) lens which has the following objectives:

- Promotion of professional policing through effective oversight;
- Making public buildings and spaces safe; and
- Establishing viable safety partnerships within communities.

## **2. OBJECTIVES**

- 2.1 To influence the allocation, distribution and utilisation of policing and safety resources in line with the identified policing needs and priorities and safety concerns.
- 2.2 To determine the Policing Needs and Priorities to increase safety in the Western Cape.
- 2.3 To make policy recommendations to decision makers.
- 2.4 To publish a Provincial Policing Needs and Priorities report.
- 2.5 To distribute the report to a wide number of key role players and decision makers such as the Provincial Standing Committee, Cabinet, National Minister for Police, National Secretariat for Safety and Security, Provincial Police Commissioner, SAPS Cluster and Station Commanders, Metro Police, all Provincial, cluster and local CPF chairpersons, Provincial Government Departments, District and Local Municipalities to name a few.

## **3. METHODOLOGY**

The Department followed a mixed methodology in compiling its annual Policing Needs and Priorities report. A desktop analysis was conducted of key policing and safety concerns and issues in the Province, as well as

---

<sup>1</sup> Western Cape Government. (2019). *Strategic Framework for the Provincial Strategic Plan 2019-2024*. Cape Town.

<sup>2</sup> Western Cape Government. (2019). *Strategic Framework for the Provincial Strategic Plan 2019-2024*. Cape Town, p. 28.

<sup>3</sup> Act 3 of 2013.

<sup>4</sup> CSIP Blueprint, 2016.



developments during the year. Oversight and other reports generated by the Department's different components were also analysed and incorporated to augment findings.

For the consultative component, the Department conducted its PNP questionnaire through the safety plan engagements it held in each District Municipality. One to two-day consultative Safety Plan engagements were planned and held within each district municipality where various key stakeholders and representatives were identified and invited. During the safety planning, participants were also asked to complete the Safety Confidence Scorecard. Focus groups discussions were held to discuss safety plans and through that discussion the policing needs and priorities were identified at local, regional and provincial level.

### **3.1 Target group/sample**

Participants were selected through purposive sampling methods. A purposive sample is a non-probability sample, based on the characteristics of a population and the objective of the study. This type of sampling can be especially useful in situations where one needs to reach a targeted sample quickly and where sampling for proportionality is not the main concern (it is therefore suited to qualitative, rather than quantitative research). Further, expert sampling is a form of purposive sampling used when one of the primary research aims is to capture knowledge rooted in a form of expertise. This form of sampling was used to recruit members of organisations and departments which provided specific niched services in policing, crime prevention and safety promotion.

Invitations were extended to a wide range of key stakeholders and representatives from the following sectors:

- District Mayors and Municipal Managers
- Local Municipal Mayors and Municipal Managers
- District and local portfolio and Ward Councillors
- Mayco members for Safety and Security
- IDP coordinators and managers
- Heads of Law Enforcement, Traffic and Protection Services
- Rate Payers' Associations
- SAPS cluster and station commanders
- CPF cluster and station chairpersons
- Neighbourhood Watch chairpersons
- Provincial and National Government Departments
- Non-Governmental Organisations, Community-Based Organisations and Faith-Based Organisations
- Business sector
- Media

For the District Municipality engagements, one hundred and seventy-seven (177) participants took part in the Cape Winelands District safety summit, 111 participants took part in the Central Karoo District safety summit, 147 participants took part in the Overberg District safety summit, 228 participants took part in the Garden Route District safety summit and 178 participants took part in the West Coast District safety summit.

### **3.2 Structure of the policing needs and priorities and safety summits**

The Department worked closely with each District in the planning of each safety summit. Several meetings and exchanges were held to develop the programme, list of speakers and, in some cases, specific focus areas for discussion.

The Department compiled a background document setting out the demographic characteristics of each district, prevalent crimes and safety concerns. Participants were handed a file at the start of each of the

policing needs and priority and safety summits containing this and other key documents which were intended to contextualise and guide the discussions. The summits started off with presentations setting the scene, followed by questions and answers which were directed to the presenters. Thereafter, the participants were given an opportunity to determine the policing needs and priorities by completing the Safety Confidence Scorecard. This was followed by qualitative input by participants before the plenary was divided into randomly assigned groups to brainstorm and discuss the development of safety plans using a template prepared by the DoCS. Each group had a facilitator and a scribe. Previous safety plan issues were prioritised, new issues were brainstormed and each group had at least one topic that they discussed. After the focus group discussions, each of the group facilitators gave feedback to the plenary on the discussions that took place within their respective groups.

A safety plan was later compiled for each district municipality. Key issues have been extracted from the safety plans and common themes are included in this PNP report.

### **3.3 Safety confidence scorecard**

The Department developed a perception survey that has been used over the past couple of years to inform trends over time. For this financial year a few open-ended questions were added to the questionnaire.

This questionnaire was designed to ascertain:

- whether participants were victims of a crime and/or police action during the previous year
- to measure their perceptions of police professionalism
- whether they feel safe in public and private spaces
- their perceptions of existing safety partnerships (particularly CPFs and NHWs).

To this end participants answered a questionnaire containing a series of statements with a range of possible reactions, four being 'strongly agree' and one being 'strongly disagree'. Police professionalism was elicited via 16 questions aimed to measure the ways in which police interactions with the public were perceived by participants; there were 17 questions on feelings of safety in public and private spaces; 11 questions on partnerships with the police via CPFs, NHWs and SAPS reservist programme and six to seven open ended questions. Participants were also asked to identify their key safety priorities in their area and the policing needs and priorities for their area and the Province. After the workshop, the data was physically captured and entered into the Survey Monkey software programme for subsequent organisation on a spreadsheet, in terms of the main issues identified. Thematic analysis was done to identify emerging themes out of the open-ended questions across the district municipalities.

### **3.4 Literature review, desktop research and other information**

Relevant literature was reviewed to augment the primary data collected through the questionnaire. This include, among other sources of information, the previous PNP reports, SAPS annual report, Victims of Crime Survey (VOCS) reports, Provincial and Municipal Economic Review and Outlook (PERO and MERO). In addition, relevant literature was reviewed to reflect on the latest developments in the field of safety and security in the Western Cape particularly the policing environment. Moreover, oversight reports generated by the Department were used and analysed to augment the findings.

#### **4. LIMITATIONS**

- A total of 487 participants completed the questionnaire which constitutes 58% of those who attended the summits.
- The questionnaires were completed by hand and due to illegible handwriting, this caused delays in capturing it and some to be spoiled.
- The time allocated for qualitative input, debate and comments were limited and impacted on the qualitative input.
- The study seeks to highlight trends over time by questioning participants (leadership who holds positions in the field of safety and security) annually. The limitation with this is that in some positions there is a high turn-over of staff, so the set of questions is not asked of the same group of people over time, but rather of people who hold similar positions. The individuals themselves may hold vastly different opinions. However, the Department was still able to demonstrate trends over time by using this methodology.

#### **5. DEMOGRAPHIC INFORMATION OF THE WESTERN CAPE**

The Western Cape Province covers an area of 129 386 km<sup>2</sup> and the population is currently estimated at 6,844 million people.<sup>5</sup> The Province encompasses 151 police precincts grouped into 16 police clusters/regions, namely: Beaufort West, Blue Downs, Cape Town, Da Gamaskop, Eden, Khayelitsha, Milnerton, Mitchell's Plain, Nyanga, Overberg, Tygerberg, Vredenburg, Vredendal, Winelands, Worcester and Wynberg – across five district municipalities, namely the West Coast, Cape Winelands, Overberg, Garden Route, Central Karoo and the City of Cape Town Metropolitan Municipality.

---

<sup>5</sup> Provincial Economic Review and Outlook 2019.

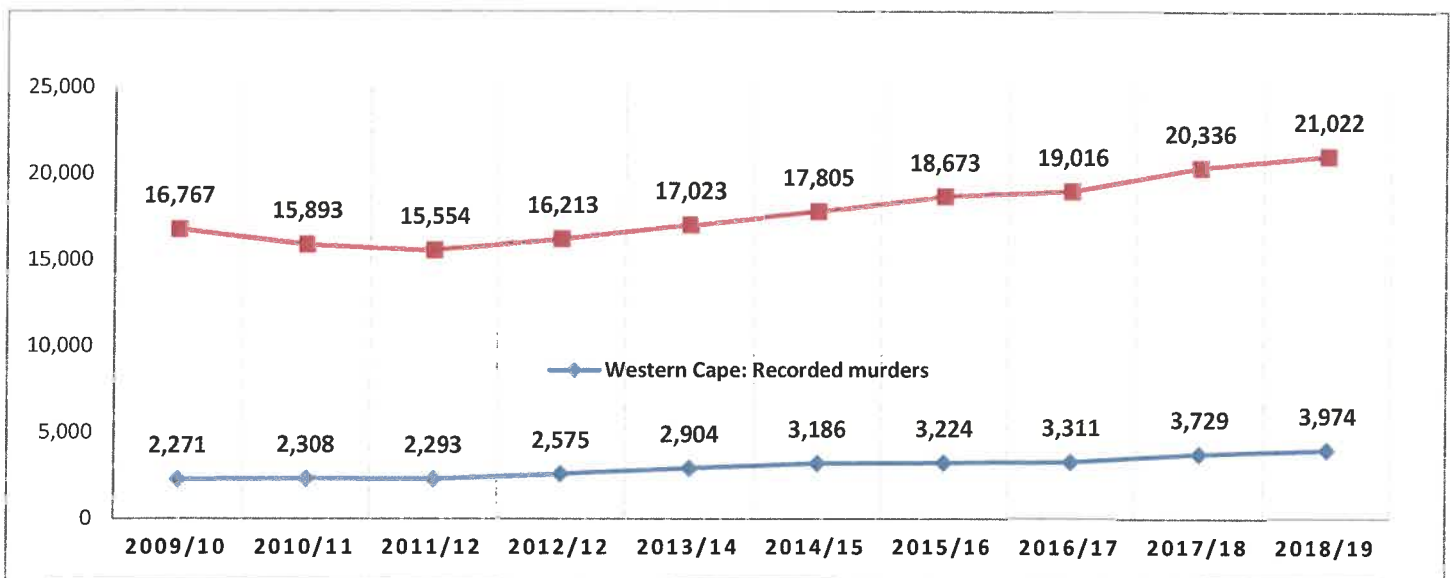
## 6. CRIME IN THE WESTERN CAPE

Overall, recorded crime decreased by 8.7% in the province from 478 732 in 2017/18 to 436 328 in 2018/19. The 17 community-reported serious contact crimes decreased by 1.7% in the Western Cape and 0.7% nationally. A full overview of crime in the Western Cape is set out in the Department's Western Cape Crime Report 2018/19.<sup>6</sup> This report will focus on a discussion of murder in the Western Cape, as this is a proxy indicator of the most serious form of violence. It will also touch on several other prevalent crimes and outline the crime profile in the District Municipalities.

### 6.1. Murder

Nationally, the number of murders increased by 3.4% from 20 336 in 2017/18 to 21 022 – its highest point in 10 years (Figure 1). However, the increase in murders has not been consistent over the decade. In 2011/12 it stood at 15 554, which was the lowest point. Since then, it increased by 35.2% (5 468) to 21 022 in 2018/19. Over the decade, murder increased by a quarter (25.4%) nationally from 16 767 in 2009/10 to 21 022 in 2018/19. A 6.6% (245) increase in murder was recorded between 2017/18 and 2018/19 in the province. (Figure 1).

**Figure 1: Number of National and Western Cape Province reported murders (2009/10 - 2018/19)**



In the 2018/19 financial year the national murder rate was 36.4 per 100 000 of the population and this compares unfavourably with the estimated global murder rate of 5.3 per 100 000 of the population as of 2015.<sup>7</sup> With a population of 57 725 600<sup>8</sup> and 21 022 murders reported in 2018/19, the country's murder rate is almost seven times higher than the global rate. The murder rate in the Western Cape is 59.4 per 100 000 of the population, significantly higher than the national rate. It is the second highest in the country after Eastern Cape with a murder rate of 60.9 per 100 000. The lowest murder rate of 15.6 per 100 000 was recorded in Limpopo. By comparison, Gauteng recorded a murder rate of 30.5 per 100 000.

The Western Cape murder rate is the highest over the 10-year-period and is on an increasing trajectory, from 51.4/100 000 in 2015/16 to 59.4/100 000 in 2018/19 (Figure 2). Kriegler and Shaw noted that a murder rate that is

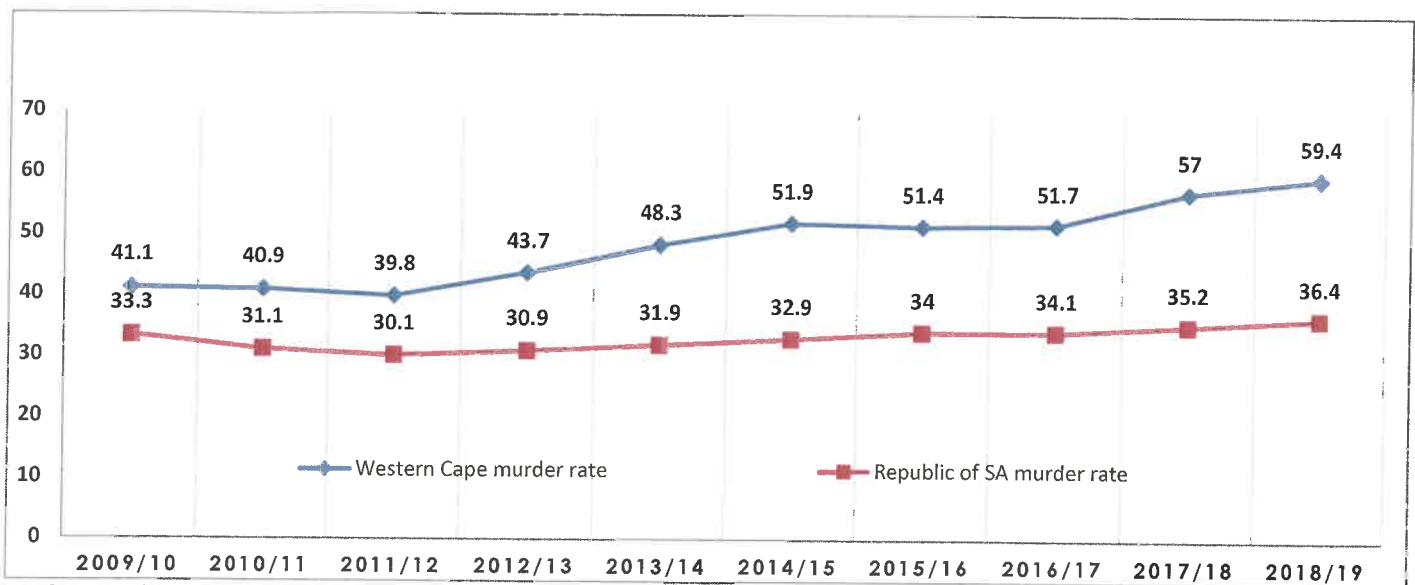
<sup>6</sup> A full overview of the crime in the Western Cape is available in the Department of Community Safety. (2020). *Western Cape Crime report 2018/19*. Available online on [https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/wccs\\_crime\\_report\\_2020-03-25\\_medres.pdf](https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/wccs_crime_report_2020-03-25_medres.pdf), accessed 2 April 2020.

<sup>7</sup> UN Office on Drugs and Crime's International Homicide Statistics database. (2018). *Intentional homicides (per 100,000 people)*. Available online at <https://data.worldbank.org/indicator/VC.IHR.PSRC.P5?end=2016&start=2004>. Accessed on 19 December 2018. Institute for Security Studies. (2015). 'Murder by numbers'. Available online at <https://www.ISSS>. Crime hub murder by numbers accessed on 4 August 2016. See also UNODC. (2014). *Global Study on Homicide 2013: Trends, Contexts, Data*. UNODC, Vienna, p. 12.

<sup>8</sup> Statistics South Africa, 2019. *Mid-year population estimates for 2018*. Available online at <https://www.statssa.gov.za/publications/P0302/P03022018.pdf>. Access on 25 October 2019.

above 20 per 100 000 is categorised as high and very high when it is above 30/100 000.<sup>9</sup> According to this standard, the murder rate for the Province and the country is very high.

**Figure 2: RSA and Western Cape murders per 100 000 of the population 2009/10 - 2018/19**



Source: South Africa Police Service

The Western Cape had the fourth highest number of murders in the country, but these are all concentrated in a small number of areas. Six of its police precincts feature in the 10 precincts with the highest murder rate and 11 in the top 30 stations in the country with the highest murder rate. The Western Cape Province has 151 police precincts of which just 7% (10) accounted for more than 46.8% (1 860) of murders in the province (Table 1). Notably, all these police precincts form part of the top 30 for the country for 2017/18 and 2018/19. Murder at these 10 precincts increased by 3%, from 1 805 in 2017/18 to 1 860 in 2018/19.

**Table 1: Reported murder for the top ten police precincts in the Province (2016/17 - 2018/19)**

Police station	2016/17	% Contribution	2017/18	% Contribution per station	% Diff 2016/17-2017/18	2018/19	% Contribution	% Diff 2017/18-2018/19
Nyanga	281	8.5%	308	8.3%	9.6%	289	7.3%	-6.2%
Delft	183	5.5%	195	5.2%	6.6%	247	6.2%	26.7%
Khayelitsha	179	5.4%	192	5.1%	7.3%	221	5.6%	15.1%
Philippi East	150	4.5%	205	5.5%	36.7%	185	4.7%	-9.8%
Harare	174	5.3%	142	3.8%	-18.4%	166	4.2%	16.9%
Gugulethu	136	4.1%	182	4.9%	33.8%	155	3.9%	-14.8%
Mfuleni	125	3.8%	157	4.2%	25.6%	154	3.9%	-1.9%
Kraaifontein	142	4.3%	186	5.0%	31.0%	151	3.8%	-18.8%
Mitchell's Plain	103	3.1%	140	3.8%	35.9%	148	3.7%	5.7%
Bishop Lavis	97	2.9%	98	2.6%	1.0%	144	3.6%	46.9%

<sup>9</sup> Kriegler, A. and Shaw, M. (2106). *A citizen's guide to crime trends in South Africa*. Jonathan Ball Publishers, Cape Town

<b>Total top ten stations</b>	<b>1,570</b>	<b>47.4%</b>	<b>1,805</b>	<b>48.4%</b>	<b>15.0%</b>	<b>1,860</b>	<b>46.8%</b>	<b>3.0%</b>
<b>Western Cape Totals</b>	<b>3,311</b>		<b>3,729</b>		<b>12.6%</b>	<b>3,974</b>		<b>6.6%</b>

**Source:** South African Police Service

The highest number of murders was reported in Nyanga (289) in 2018/19, still the highest in the country, despite ceding Samora Machel police precinct in 2018. However, murders decreased in Nyanga police precinct by 6.2% from 308 in 2017/18 to 289 in 2018/19 possibly because of these murders now being recorded at Samora Machel.<sup>10</sup> Samora Machel recorded 30 murders in the year. In the same period, murder increased by 46.9% from 98 in 2017/18 to 144 in 2018/19 in Bishop Lavis and by 26.7% in the Delft police precinct, from 195 in 2017/18 to 247 in 2018/19 (Table 1).

Delft followed with 247 murders. Murder in Delft increased by 26.7% from 195 in 2017/18 to 247 in 2018/19. The Nyanga and Delft police precincts combined accounted for 13.5% (536) of the 3 974 murders in the province. Murder in Bishop Lavis increased by 46.9% from 98 in 2017/18 to 144 in 2018/19.

All these police precincts are characterised by high levels of socio-economic inequality and increasing unemployment. Moreover, they are all located within the Cape Town Metropole. The high murder rate in the Province could be attributed to the proliferation of weapons (firearms), gang violence, drugs, alcohol and interpersonal violence. Evidence also suggests a positive correlation between the murders reported and the use of alcohol in certain instances. In 2016 for instance, a Provincial Injury Mortality Surveillance Study conducted in the Western Cape found that 50% of homicide victims who were tested were under the influence of alcohol at the time of death.<sup>11</sup>

A comparison of the Western Cape SAPS annual reports over the last three years shows a wide range of factors which are associated with the reported murders in the province. Interestingly, gang-related factors accounted for 19.1% (632) in 2016/17, 22% (808) in 2017/18 and 23.7% (938) in 2018/19 (Table 2). According to the SAPS Western Cape annual report, drug trade, prostitution, organised crime (illegal harvesting and sale of abalone, expansion of territory), competition in drug prices, personal vendettas and intra-conflict largely drive gang violence.<sup>12</sup> Although the prevalence of gang violence has spread to 44 police stations in the province, the highest concentration is still in the City of Cape Town, mainly in the Cape Flats. The top ten police precincts that contribute to gang violence are Mitchell's Plain and Bishop Lavis contributing 112 and 108 murders respectively in 2018/19.

Other factors associated with murder include arguments/misunderstanding (9%), robberies (5.6%), domestic violence (5.7%), community retaliation/vigilantism (3.8%) and retaliation/revenge (2.9). Taxi violence accounted for 1.2% of murders in 2017/18<sup>13</sup> and 2.6% (103) in 2018/19.<sup>14</sup>

Over the last three years, firearms and knives were predominantly used to commit murder. In 2016/17 firearms accounted for 36% of murders and knives 30%,<sup>15</sup> but guns play an increasing role in murders. In 2017/18 firearms-related murders accounted for 42.3% and knives 25.3%. In 2018/19 the situation worsened and 46% of murder victims were shot and 38.6% were stabbed, 23.2% by knives.<sup>16</sup> In gang-related murders, an overwhelming number of murders, 94.7% (888) were committed using firearms, whereas knives accounted for 3.9% (37) of

<sup>10</sup> 30 murders were recorded at Samora Machel, bringing to total number of murders for Nyanga and Samora Machel to 319.

<sup>11</sup> Department of Community Safety, (2018) *Safer Western Cape Conference: Parallel session: Injury Mortality Burden, Western Cape 2010-2016*. Available online at [https://www.westerncape.gov.za/assets/safer\\_western\\_cape\\_report\\_-\\_november\\_2018\\_-\\_pdf](https://www.westerncape.gov.za/assets/safer_western_cape_report_-_november_2018_-_pdf). Accessed on 6 June 2019.

<sup>12</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 31.

<sup>13</sup> Ibid.

<sup>14</sup> South African Police Service (2017). *Western Cape SAPS 2016/17 Annual Report*. South African Police Service, p. 33.

<sup>15</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 31.

<sup>16</sup> Ibid.

<sup>16</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 37.

these murders.<sup>17</sup> Firearms were used in all 103 taxi related murders. Despite the 2018/19 crime statistics showing that the number of illegal possession of firearms and ammunition cases decreased 8% from 3 422 in 2017/18 to 3 149 in 2018/19, firearm related crime has been and continues to increase in the province. The firearm disarmament programme, which consists of the firearm amnesty and firearm-focused SAPS operations is indeed an option that has to be promoted. The Minister of Police announced a firearm amnesty at the beginning of December 2019. The amnesty will run until May 2020 and this amnesty period will afford members of the public and firearm owners an opportunity to hand in illegally possessed and unwanted firearms, ammunition and parts at local police stations across the country. It marks the fourth amnesty programme.<sup>18</sup>

**Table 2: Factors associated with murder in the Western Cape Province: 2016/17 - 2018/19**

Financial year	Percentages and numbers	Gang-related	Arguments	Robbery	Domestic violence	Community retaliation/vigilantism	Retaliation/revenge
2018/19	%	23.7%	9.0%	5.6%	5.7%	3.8%	2.9%
	Actual numbers	938	358	223	228	151	114
2017/18	%	22.0%	13.2%	8.1%	5.6%	4.7%	3.8%
	Actual numbers	808	484	297	208	173	141
2016/17	%	19.1%	17.6%	7.6%	3.8%	3.5%	2.2%
	Actual numbers	632	583	252	126	116	73

Source: SAPS Western Cape Annual Report, 2016/17, 2017/18 and 2018/19

According to the Western Cape SAPS 2018/19 Annual Report, Saturday (23.1%), Sunday (29.5%) and Monday (11.8%) jointly account for 64.4% of murder counts (2 560). More than half (51.8%) of these murders took place at night between 18:00 and 03:00.<sup>19</sup>

According to the SAPS Western Cape Annual Report 2018/19, nine police members were killed in the province in 2018/19, 8 of which were off duty. In addition, 555 police members were attacked of which 87% (481) were on duty.<sup>20</sup> Although this marks a 30.9% decrease compared to 2017/18, it is still concerning and underscores the level of violence that seems to prevail in the communities served by the police.

## 6.2. Key crime trends

Most of the crime categories increased in the Province. These crime categories include assault GBH (3.8%), attempted murder (4.4%), murder (6.6%), common assault (1.6%) sexual assault (2.7%), contact sexual offences (18.9%), arson (10.5%), malicious damage to property (1.8%), stock theft (2.3%), carjacking (5.1%) and commercial crime (11.1%).

Figure 3 below indicates an increase in all contact crime categories over the 10-year period, except for sexual offences, which decreased by 17.6%. The increase in reports of contact crime may be attributable to the growth in population over the years and the willingness of community members to report crime. It may also be indicative of an increase in interpersonal violence in our society.

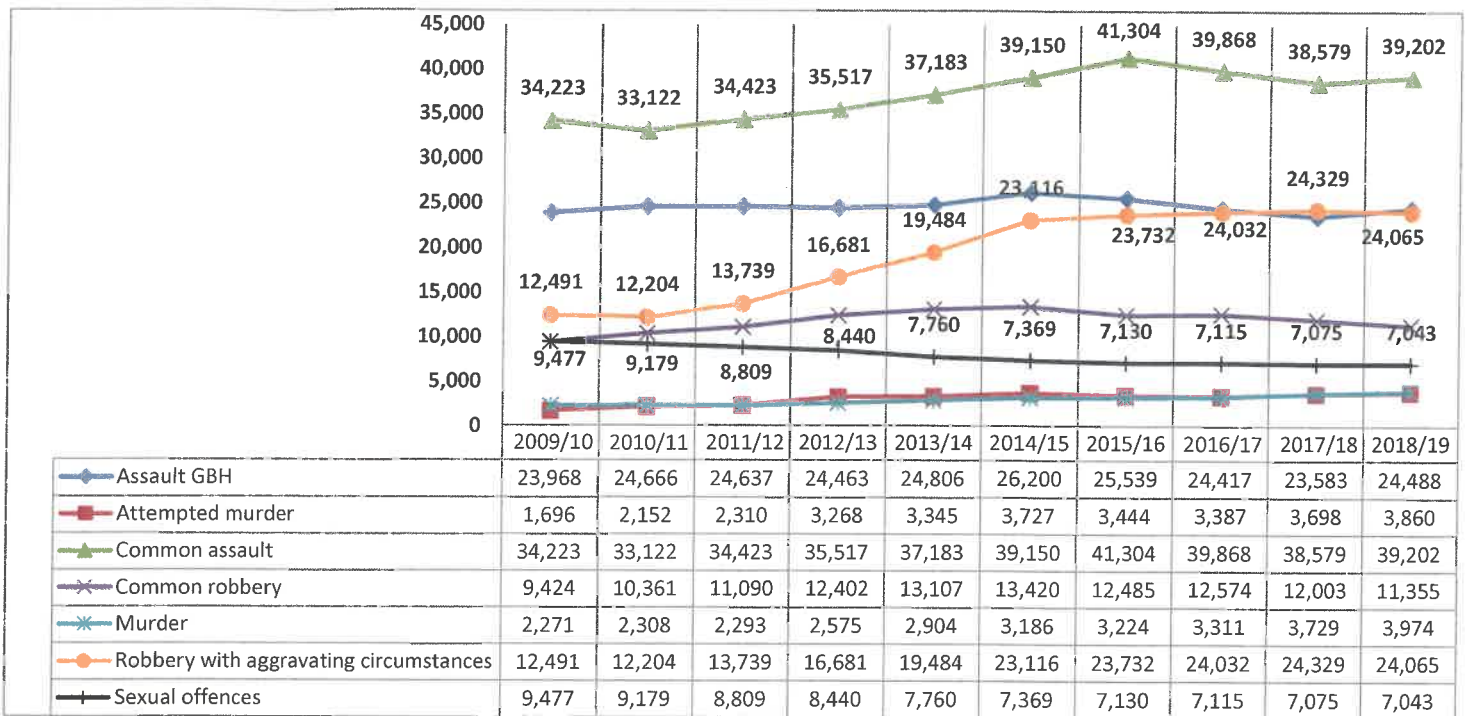
<sup>17</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 32.

<sup>18</sup> Makhoali, V. (2019). *Police Ministry declares firearm amnesty to return illegal, unwanted firearms*. Available online at <https://ewn.co.za/2019/12/01/police-ministry-declares-firearm-amnesty-to-return-illegal-unwanted-firearms>. Accessed on December, 11.

<sup>19</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 37.

<sup>20</sup> South African Police Service (2019). *South African Police Service, Western Cape Annual Report. 2018/19*. p. 22.

**Figure 3: Contact crime trends in the Province (2009/10 - 2018/19)**



**Source:** South African Police Service

The Western Cape experienced the highest rate in the country of common assault, attempted murder, 17 community-reported serious crimes, common robbery, robbery aggravated, illegal possession of firearms and ammunition and drug-related crimes. Notably, the Cape Town Central police precinct had the highest number of the 17 community-reported serious crimes for the third year running.

Provincial decreases were noted in sexual offences (0.5%), robbery aggravated (1.1%), common robbery (5.4%), bank robbery (100%), robbery of cash in transit (42.3%), burglary at residential (1.4%) and non-residential premises (16.9%), theft of and theft out of a motor vehicle (4%) and all theft not mentioned elsewhere (3.1%). Overall, the 17 community-reported serious crimes decreased by 1.7%. On the other hand, increases were noted in assault GBH, attempted murder, murder, common assault, sexual assault, contact sexual offences, arson, malicious damage to property, stock theft, carjacking and commercial crime. Reported contact crime increased by 0.9% in the Western Cape and by 2.6% nationally.

It is concerning that the top ten police precincts, representing 7% of the precincts in the Province (151), account for 58.2% of carjacking, 46.8% of murders, 41.9% of attempted murders and 47% of illegally possessed firearms and ammunition. They also account for a quarter of reported assaults, burglary at non-residential premises, driving under the influence of alcohol or drugs and drug-related crime, sexual offences and more than a third of the common robberies, robbery with aggravating circumstances and theft out of a motor vehicle.

Of these 151 police stations in the province, 25 stations are considered as gang-related stations by the SAPS. These gang stations accounted for 47.4% of murders, 44.3% of drug-related crimes, more than half (57.4%) of the attempted murders and 60.7% of possession of firearms and ammunition in the province for 2018/19. Firearms have been singled out as instruments predominantly used to commit murder, attempted murder and robberies in the province.

The 25 gang stations account for more than half of all attempted murders (57.4%), and 47.4% of murders and 44.3% of drug-related crime. Sixty percent of illegally possessed firearms and ammunition were recorded at these precincts. It is worth stating that Delft, Kraaifontein, Nyanga, Bishop Lavis and Mitchell's Plain police precincts featured in the top ten precincts for all four crime categories for 2018/19.



Property-related crime decreased by 5.8% in the Province and by 2.5% nationally.

Firearms and drugs continue to be serious concerns in the Western Cape.

In 2018/19 3 149 firearm and ammunition cases were recorded by SAPS - 8% (273) fewer cases than the 3 422 recorded in 2017/18 (Table 3). These crimes are usually detected by police during the investigation or during searches. The high rate in cases of the illegal possession of firearms and ammunition in the Western Cape correlates with the Province's murder rate of 59.4/100 000. Furthermore, the SAPS Western Cape Annual Report reports that firearms are the weapons of choice to commit murders, attempted murder and robberies in the Province.<sup>21</sup> The 2018/19 VOCS found that guns were used to commit 53.4% of home robberies.<sup>22</sup> Generally, there is also a nexus between the illegal possession of firearms and ammunition and gang violence. In the 2018/19 financial year the SAPS Annual Report recorded that firearms were weapons of choice accounting for 94.7% (888) of the 938 gang-related murders<sup>23</sup> and 78.7% (3 020) of gang-related attempted murders.<sup>24</sup> Of the 3 149 cases of illegal possession of firearms and ammunition, firearms were recovered in only 1 253 of the cases.<sup>25</sup> There is clearly a need to remove more illegal firearms from the community and to recover more firearms used in crime.<sup>26</sup>

The top ten reporting police precincts in the Province in this crime category accounted for 47% (1 481) of the total reported cases (3 149). Overall, illegal firearms and ammunition at these ten police precincts increased by 9%, from 1 359 in 2017/18 to 1 481 in 2018/19 (Table 3). The number of illegal firearms and ammunition in the Province decreased by 8% from 3 422 to 3 149.

The Mitchell's Plain (243), Delft (225) and Bishop Lavis (214) police precincts recorded the highest number of illegal firearms and ammunition cases for the financial year. Bishop Lavis police precinct recorded a 47.6% (69) increase in illegal possession of firearms and ammunition, from 114 in 2017/18 to 214 in 2018/19. The Delft and Elsies River police precincts registered a 33% increase each.

---

<sup>21</sup> Ibid.

<sup>22</sup> Statistics South Africa. (2019). *Victims of crime survey, 2018/19*. Available online at <http://www.statssa.gov.za/publications/P0341/P03412018.pdf>. Access on 4 December 2019, p. 27.

<sup>23</sup> South African Police Service (2019). *Western Cape Annual Report, 2018/19*, p. 32.

<sup>24</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 44.

<sup>25</sup> South African Police Service (2019). *Western Cape SAPS 2018/19 Annual Report*. South African Police Service, p. 113.

<sup>26</sup> South African Police Service (2017). *Western Cape SAPS 2016/17 Annual Report*. South African Police Service, p. 107.

**Table 3: Illegal possession of firearms and ammunition for the top ten precincts in the Province (2016/17 -**

Police station	2016/17	% Contribution per station	2017/18	% Contribution per station	% Diff 2016/17-2017/18	2018/19	% Contribution per station	% Diff 2017/18-2018/19
Mitchells Plain	141	4.8%	275	8.0%	95.0%	243	7.7%	-11.6%
Delft	195	6.7%	169	4.9%	-13.3%	225	7.1%	33.1%
Bishop Lavis	99	3.4%	145	4.2%	46.5%	214	6.8%	47.6%
Nyanga	122	4.2%	168	4.9%	37.7%	144	4.6%	-14.3%
Khayelitsha	193	6.6%	107	3.1%	-44.6%	125	4.0%	16.8%
Ravensmead	87	3.0%	91	2.7%	4.6%	114	3.6%	25.3%
Philippi	100	3.4%	114	3.3%	14.0%	108	3.4%	-5.3%
Manenberg	99	3.4%	128	3.7%	29.3%	108	3.4%	-15.6%
Steenberg	90	3.1%	87	2.5%	-3.3%	100	3.2%	14.9%
Elsies River	125	4.3%	75	2.2%	-40.0%	100	3.2%	33.3%
<b>Total Top 10 stations</b>	<b>1,251</b>	<b>42.7%</b>	<b>1,359</b>	<b>39.7%</b>	<b>8.6%</b>	<b>1,481</b>	<b>47.0%</b>	<b>9.0%</b>
<b>Western Cape Total</b>	<b>2,929</b>		<b>3,422</b>		<b>16.8%</b>	<b>3,149</b>		<b>-8.0%</b>

2018/19)

**Source:** South African Police Service

In 2018/19, drug-related crime in the Western Cape decreased by 30.6%, and by 28.1% nationally. Drug-related crimes decreased as a result of the Constitutional Court decision in September 2018, which declared the prohibition on the private use, possession and growing of cannabis unconstitutional.<sup>27</sup> Over a decade the Western Cape Province has been contributing more than a third of cases to the country's drug-related crime, the 2018/19 financial year is not an exception. A total of 81 344 (35%) of drug-related crime in the country were recorded in the Western Cape. According to the 2016/17 VOCS, 44% of households in South Africa believed that the need for drugs was the main reason perpetrators committed crime.<sup>28</sup>

According to the South African Epidemiology Network on Drug Use (2019) the primary substance used by patients undergoing treatment includes alcohol (20%) cannabis (31%) and Methamphetamine (Tik) (28%).<sup>29</sup> It is reported that 39% of patients attending specialist treatment centres cited Tik as primary or secondary drug use, making it a drug of choice in the province.<sup>30</sup> The age cohort 15 to 19 years seems to constitute the majority of patient intake and the unemployed are affected the most.<sup>31</sup>

Just 5.2% (4 216) of cases relate to drug dealing, with the top contributing stations being Atlantis, Mitchell's Plain, Philippi, Bishop Lavis and Kraaifontein (Table 4).<sup>32</sup> It should be noted that all these top ten stations, except Cape Town Central and Nyanga form part of the gang stations in the province.

<sup>27</sup> *Minister of Justice and Constitutional Development and Others v Prince; National Director of Public Prosecutions and Others v Rubin; National Director of Public Prosecutions and Others v Acton and Others* (CCT 108/17). The Constitutional Court ruled on 18 September 2018 that section 4(b) of the Drugs and Drug Trafficking Act 140 of 1992 and section 22A(9)(a)(i) of the Medicines and Related Substances Control Act 101 of 1965 "are inconsistent with the right to privacy entrenched in section 14 of the Constitution and, therefore, invalid to the extent that they make the use or possession of cannabis in private by an adult person for his or her own consumption in private a criminal offence."

<sup>28</sup> Statistics South Africa. (2016). *Victims of Crime Survey, 2016/17: Statistical Release* P0341. Pretoria, p. 60.

<sup>29</sup> South African Epidemiology Network on Drug Use. (2019). *Monitoring Alcohol, Tobacco another drug abuse treatment admission in South Africa*, p. 7.

<sup>30</sup> South African Epidemiology Network on Drug Use. (2019). *Monitoring Alcohol, Tobacco another drug abuse treatment admission in South Africa*, p. ii.

<sup>31</sup> South African Epidemiology Network on Drug Use. (2019). *Monitoring Alcohol, Tobacco another drug abuse treatment admission in South Africa*, p. 6.

<sup>32</sup> South African Police Service (2019). *Western Cape Annual Report 2018/19*, p. 114.

**Table 4: Drug-related crime for the top ten reporting precincts in the Province (2016/17 - 2018/19)**

Police station	2016/17	% Contribution per station	2017/18	% Contribution per station	% Diff 2016/17-2017/18	2018/19	% Contribution per station	% Diff 2017/18-2018/19
Mitchells Plain	4,914	4.6%	4,930	4.2%	0.3%	3,475	4.3%	-29.5%
Kraaifontein	4,502	4.2%	4,377	3.7%	-2.8%	2,972	3.7%	-32.1%
Delft	2,926	2.7%	3,756	3.2%	28.4%	2,831	3.5%	-24.6%
Atlantis	2,638	2.5%	3,041	2.6%	15.3%	2,819	3.5%	-7.3%
Worcester	2,181	2.0%	2,829	2.4%	29.7%	2,361	2.9%	-16.5%
Cape Town Central	2,796	2.6%	2,894	2.5%	3.5%	2,313	2.8%	-20.1%
Lentegeur	2,444	2.3%	2,805	2.4%	14.8%	2,064	2.5%	-26.4%
Nyanga	2,304	2.1%	2,911	2.5%	26.3%	1,956	2.4%	-32.8%
Bishop Lavis	2,898	2.7%	3,432	2.9%	18.4%	1,855	2.3%	-45.9%
Kleinvllei	1,720	1.6%	1,549	1.3%	-9.9%	1,853	2.3%	19.6%
<b>Total Top 10 stations</b>	<b>29,323</b>	<b>27.3%</b>	<b>32,524</b>	<b>27.8%</b>	<b>10.9%</b>	<b>24,499</b>	<b>30.1%</b>	<b>-24.7%</b>
<b>Western Cape Total</b>	<b>107,379</b>		<b>117,157</b>		<b>9.1%</b>	<b>81,344</b>		<b>-30.6%</b>

Source: South Africa Police Service

### 6.3 Reported crime per district municipality and CoCT

#### 6.3.1. Percentage change per local municipalities

Table 5 below outlines the contact crime percentage change per local municipality for the period 2017/18 and 2018/19. Table 1 shows reported contact crime for all 24 local municipalities and the CoCT. Overall contact crime increased by 2% from 39 594 in 2017/18 to 40 396 in 2018/19 at the 24 local municipalities. Assault GBH and common assault increased by 6% and 2.1% respectively. Decreases were noted for attempted murder (0.5%), sexual offences (2.9%), robbery aggravated (3.4%), murder (2.4%) and common robbery (1%). The analysis suggests that assaults present a challenge for all municipalities.

Table 5: Contact crime percentage change per local municipality 2018/19

Local Municipality	Assault GBH		Attempted murder		Common assault		Common robbery		Murder		Robbery aggravated		Sexual Offences		Overall total						
	2017/18	2018/19	% Diff	2017/18	2018/19	% Diff	2017/18	2018/19	% Diff	2017/18	2018/19	% Diff	2017/18	2018/19	% Diff	2017/18	2018/19	% Diff			
Beaufort West	448	491	9.6%	30	17	-43.3%	535	488	-8.9%	27	12	-55.6%	146	108	-26.0%	66	67	1.5%	1,348	1,267	-6.0%
Bergthuis	219	239	9.1%	3	4	33.3%	353	305	-13.6%	17	18	5.9%	15	8	-46.7%	56	41	-26.9%	688	634	-7.8%
Bitou	243	231	-4.9%	6	4	-33.3%	189	209	10.6%	8	11	37.5%	81	77	-4.9%	64	61	-4.7%	637	634	-0.5%
Breeders River	1,108	1,145	3.3%	82	73	-11.0%	1,402	1,568	11.4%	93	77	-17.2%	382	258	-32.5%	129	111	-14.0%	3,688	3,493	-5.3%
Cape Agulhas	351	283	-19.4%	11	28	154.5%	351	351	0.0%	12	6	-50.0%	36	36	0.0%	54	54	0.0%	839	783	-6.7%
Cederberg	274	295	7.7%	5	5	0.0%	337	316	-6.2%	23	27	17.4%	20	18	-10.0%	92	76	-17.4%	777	760	-2.2%
Drakenstein	1,228	1,371	11.3%	137	158	15.3%	1,740	1,762	1.3%	96	117	21.9%	624	755	21.6%	359	331	-7.8%	4,592	4,933	7.4%
George	1,106	1,142	3.3%	49	65	32.7%	1,611	1,648	2.3%	67	96	41.8%	460	486	5.9%	450	460	2.2%	4,012	4,159	3.7%
Hessequa	261	270	3.4%	12	19	58.3%	413	405	-1.9%	23	8	-77.3%	31	26	-16.1%	51	47	-7.8%	802	804	0.2%
Kannaland	138	165	19.6%	1	4	300.0%	230	294	27.8%	10	11	10.0%	9	17	88.9%	51	50	-2.0%	451	559	24.2%
Kranya	611	709	16.2%	24	24	0.0%	710	729	2.7%	23	28	21.7%	202	224	10.9%	210	157	-25.2%	1,927	2,003	3.9%
Laingsburg	90	80	-11.1%	1	1	0.0%	42	53	26.2%	2	2	0.0%	4	4	0.0%	10	8	-20.0%	158	154	-2.5%
Langeberg	645	678	5.1%	8	15	87.5%	681	708	4.0%	48	37	-22.9%	88	79	-10.2%	111	75	-32.4%	1,665	1,673	0.5%
Maitika	478	489	2.3%	8	11	37.5%	424	496	17.0%	20	16	-20.0%	26	40	53.8%	101	126	24.8%	1,106	1,223	10.6%
Mossel Bay	484	610	26.0%	55	43	-21.8%	866	878	1.4%	47	46	-2.1%	279	275	-1.4%	92	125	35.7%	1,947	2,085	7.1%
Mossel Bay	689	735	6.7%	26	23	-11.5%	934	915	-2.0%	17	15	-11.8%	157	168	7.0%	128	159	24.2%	2,134	2,218	3.9%
Oudshoorn	469	456	-2.8%	92	117	27.2%	555	562	1.3%	35	32	-8.6%	210	170	-19.0%	101	119	17.8%	1,556	1,529	-1.7%
Overstrand	156	181	16.0%	2	1	-50.0%	140	137	-2.1%	1	5	400.0%	3	4	33.3%	19	28	47.4%	324	362	11.7%
Prince Albert	524	590	11.3%	33	17	-48.5%	648	746	15.1%	39	30	-23.1%	211	210	-0.5%	131	108	-17.6%	1,684	1,806	7.2%
Saldanha Bay	868	897	3.3%	93	61	-34.4%	930	976	5.1%	60	60	0.0%	687	598	-13.0%	224	202	-9.8%	3,128	3,091	-1.2%
Stellenbosch	519	472	-9.1%	23	25	8.7%	891	918	3.0%	25	36	44.0%	127	123	-3.1%	134	161	20.1%	1,793	1,811	1.0%
Swellendam	245	250	2.0%	6	6	0.0%	354	304	-14.1%	9	15	66.7%	29	27	-6.9%	38	54	42.1%	713	687	-3.6%
Theewaterskloof	558	592	6.1%	38	25	-34.2%	768	790	2.7%	86	67	-22.1%	199	182	-8.5%	147	143	-2.7%	1,905	1,913	0.4%
Witzenberg	665	743	11.1%	24	19	-20.8%	612	700	14.5%	56	45	-19.6%	105	96	-8.6%	147	116	-21.1%	1,720	1,815	5.5%
Total: 24 Municipalities	12,377	13,114	6.3%	769	765	-0.5%	15,916	16,258	2.1%	837	817	-2.4%	4,131	3,989	-3.4%	2,965	2,879	-2.9%	39,594	40,396	2.0%
City of Cape Town	11,206	11,374	1.5%	2,929	3,095	5.7%	22,663	22,944	1.2%	2,892	3,157	9.2%	20,198	20,076	-0.6%	4,110	4,164	1.3%	73,402	73,591	0.3%
Total : CoCT and 24 Municipalities	23,583	24,488	3.8%	3,698	3,860	4.4%	38,579	39,202	1.6%	3,729	3,974	6.6%	24,329	24,065	-1.1%	7,075	7,043	-0.5%	112,996	113,987	0.9%

### **6.3.2. Contact crime per population at municipal level**

Table 6 below presents the 2018/19 crime rate for contact crime categories for all Western Cape local municipalities based on the 2018 mid-year population estimates. These contact crime categories are murder, attempted murder, assault GBH, sexual offences, robbery aggravated, common robberies, common assault and assault GBH. The table below shows the local municipality, its population estimate, the crime committed within the police precinct located in these municipalities and the given crime expressed per 100 000 of the population based on the 2018 mid-year population estimate.

Using the provincial murder rate (59.4/100 000) as a baseline, only the City of Cape Town at 69/100 000 is above the provincial average murder rate. All municipalities, except Berg River (346/100 000) and Cape Town at 268/100 000 have an assault GBH rate which is lower than the provincial rate of 370/100 000. Likewise, Overstrand (115/100 000), City of Cape Town (73/100 000) and Cape Agulhas (73/100 000) had attempted murder rates which are higher than the provincial rate (58/100 000).

**Table 6: 2018/19 Contact crime rate at the Western Cape local municipalities and City of Cape Town**

No.	Local Municipality	2018 Mid Year Population		Assault GBH		Attempted murder		Common assault		Common robbery		Murder		Robbery aggravated		Sexual Offences		Total Contact Crime
		Assault GBH	Assault GBH rate	Attempted murder	Attempted murder rate	Common assault	Common assault rate	Common robbery	Common robbery rate	Murder	Murder rate	Robbery aggravated	Robbery aggravated rate	Sexual Offences	Sexual Offences rate	Robbery aggravated	Robbery aggravated rate	
1	Beaufort West	491	945	17	33	488	939	84	162	12	23	108	208	67	129	1,267		
2	Bergavivier	239	346	4	6	305	442	19	28	18	26	8	12	41	59	634		
3	Bitou	231	375	4	6	209	339	41	67	11	18	77	125	61	99	634		
4	Brede River	1,145	614	73	39	1,568	840	261	140	77	41	258	138	111	59	3,493		
5	Cape Agulhas	283	735	28	73	351	912	25	65	6	16	36	94	54	140	783		
6	Cederberg	295	552	5	9	316	591	23	43	27	51	18	34	76	142	760		
8	Drakenstein	1,371	455	158	52	1,762	585	439	146	117	39	755	251	331	110	4,933		
9	George	1,142	536	65	30	1,648	773	262	123	96	45	486	228	460	216	4,159		
10	Hessequa	270	490	19	35	405	736	29	53	8	15	26	47	47	85	804		
11	Kannaland	165	690	4	17	294	1,230	18	75	11	46	17	71	50	209	559		
12	Knysna	709	935	24	32	729	961	132	174	28	37	224	295	157	207	2,003		
13	Lingsburg	80	877	1	11	53	581	6	66	2	22	4	44	8	88	154		
14	Langeberg	678	604	15	13	708	631	81	72	37	33	79	70	75	67	1,673		
15	Matzikama	489	685	11	15	496	695	45	63	16	22	40	56	126	176	1,223		
16	Mossel Bay	610	635	43	45	878	913	108	112	46	48	275	286	125	130	2,085		
17	Oudtshoorn	735	750	23	23	915	933	203	207	15	15	168	171	159	162	2,218		
18	Overstrand	456	447	117	115	562	551	73	72	32	31	170	167	119	117	1,529		
19	Prince Albert	181	1,239	1	7	137	938	6	41	5	34	4	27	28	192	362		
20	Saldanha Bay	590	512	17	15	746	647	105	91	30	26	210	182	108	94	1,806		
21	Stellenbosch	897	480	61	33	976	523	297	159	60	32	598	320	202	108	3,091		
22	Swarland	472	334	25	18	918	649	76	54	36	25	123	87	161	114	1,811		
23	Swellendam	250	580	6	14	304	705	31	72	15	35	27	63	54	125	687		
24	Theewaterskloof	592	476	25	20	790	635	114	92	67	54	182	146	143	115	1,913		
25	Witzenberg	743	530	19	14	700	500	96	69	45	32	96	69	116	83	1,815		
	City of Cape Town	11,374	268	3,095	73	22,944	542	8,781	207	3,157	75	20,076	474	4,164	98	73,591		
	Grand Total	6,621,105	24,488	3,860	58	39,202	592	11,355	171	3,974	60	24,065	363	7,043	106	113,987		

Source: Department of Community Safety, 2018

### 6.3.3. Top ten local municipalities per contact crime category

Table 7 below attempts to single out the top ten local municipalities and identify these municipalities' contribution in terms of contact crime in the province. The analysis shows that the contribution of these top ten local municipalities ranged from 65.7% to 83.4% in the 2018/19 financial year. For instance, 83.4% (3 326) of all reported robbery aggravated (3 989) at the 24 local municipalities came from these top ten local municipalities. Furthermore, a total of 817 murders took place in the 24 local municipalities in 2018/19 of which 75% (613) took place at the top ten municipalities outlined below. Drakenstein, Breede Valley, George and Stellenbosch local municipalities occupy the top four positions in all the identified contact crime.

**Table 7: Top ten local municipalities per contact crime category**

No.	Local Municipality	Assault GBH	Local Municipality	Attempted murder	Local Municipality	Common assault	Local Municipality	Common robbery	Local Municipality	Murder	Local Municipality	Robbery with aggravating circumstances	Local Municipality	Sexual Offences
1	Drakenstein	1,371	Drakenstein	158	Drakenstein	1762	Drakenstein	439	Drakenstein	117	Drakenstein	755	George	460
2	Breede River	1,145	Overstrand	117	George	1648	Stellenbosch	297	Stellenbosch	96	Stellenbosch	598	Drakenstein	331
3	George	1,142	Breede River	73	Breede River	1568	George	262	Breede River	77	George	486	Stellenbosch	202
4	Stellenbosch	897	George	65	Stellenbosch	976	Breede River	261	Stellenbosch	67	Mossel Bay	275	Swartland	161
5	Witzenberg	743	Stellenbosch	61	Swartland	918	Oudtshoorn	203	Stellenbosch	60	Breede River	258	Oudtshoorn	159
6	Oudtshoorn	735	Mossel Bay	43	Oudtshoorn	915	Oudtshoorn	132	Mossel Bay	46	Witzenberg	224	Witzenberg	157
7	Mossel Bay	709	Cape Agulhas	28	Mossel Bay	878	Theewaterskloof	114	Witzenberg	45	Saldanha Bay	210	Theewaterskloof	143
8	Langeberg	678	Swartland	25	Theewaterskloof	790	Mossel Bay	108	Langeberg	37	Theewaterskloof	182	Matzikama	126
9	Mossel Bay	610	Theewaterskloof	25	Saldanha Bay	746	Saldanha Bay	105	Swartland	36	Overstrand	170	Mossel Bay	125
10	Theewaterskloof	592	Witzenberg	24	Witzenberg	729	Witzenberg	96	Overstrand	32	Oudtshoorn	168	Overstrand	119
	<b>Total for the top 10 Municipalities</b>	<b>8,622</b>		<b>619</b>		<b>10,930</b>		<b>2,017</b>		<b>613</b>		<b>3,326</b>		<b>1,983</b>
	<b>Total for the 24 Local Municipality</b>	13,114		765		16,258		2,574		817		3,989		2,879
	<b>Proportion of the top 10 Municipalities</b>	<b>65.7%</b>		<b>80.9%</b>		<b>67.2%</b>		<b>78.4%</b>		<b>75.0%</b>		<b>83.4%</b>		<b>68.9%</b>



## 7. THE CONTEXT OF POLICING IN THE WESTERN CAPE

An important way in which the effectiveness and efficiency of the police service can be monitored is through analysing the context of policing; specifically, key trends, developments and concerns regarding policing. Analysing this context allows for a more informed understanding of the challenges which may hamper the police service's ability to police effectively and efficiently. Thus, in this section the focus is on key issues in the context of policing in the Western Cape, including strategic developments, resource distribution, police performance and key safety concerns.

### 7.1 Strategic developments

In this section, strategic developments as they relate to the context of policing and safety are explored, paying particular attention to the provincial response to the National Anti-gangsterism Strategy (NAGS), the establishment of the Anti-Gang Unit and the deployment of the South African National Defence Force, the Provincial Commissioner change in leadership, the Western Cape Safety Plan, district safety plans and rural safety.

#### 7.1.1 Provincial response to NAGS

The National Anti-gangsterism Strategy (NAGS), developed by the National Intelligence Coordinating Committee (NICOC) Gangsterism Task Team, was adopted by National Cabinet in June 2016. The NAGS aims to provide a national inter-departmental anti-gang strategy which recognises the need for a holistic approach to dealing with gangsterism by addressing the root causes of gangsterism and focusing on socio-economic development.<sup>33</sup> The strategy is based on four pillars, namely:

- Empowering communities through addressing human development, social cohesion, unemployment, poverty, and inequality;
- Communicating with communities through social partnerships, stakeholder and community engagement;
- Preventing gangsterism through improved spatial design and creating safe living spaces;
- Combatting gangsterism through effective law enforcement strategies, upholding the rule of law, and maintaining the integrity and efficacy of the criminal justice system.<sup>34</sup>

The South African Police Service (SAPS) plays a leading role in the implementation of the four pillars by focusing on the following key action areas:

- Community mobilisation and safety;
- Intelligence gathering and coordination;
- Crime prevention and combating approach; and
- Investigation of gang-related cases.<sup>35</sup>

The NAGS notes that the coordinated implementation of the Strategy should be driven through the Provincial Joints Priorities Committee (ProvJoints).<sup>36</sup> In line with this, the Western Cape Department of Community Safety

---

<sup>33</sup> Department of Community Safety (2017). *Report on the Expert Workshop on National Anti-Gangsterism Strategy held on 02 December 2016 at Chrysalis Academy, Tokai*, p. 3.

<sup>34</sup> NICOC Gangsterism Task Team (2015). *National Anti-gangsterism Strategy*, p. 14.

<sup>35</sup> Portfolio Committee on Police (2017). *Briefing by the Management of SAPS on the Anti-Gang Strategy: Western Cape, KwaZulu-Natal and Eastern Cape*, p. 6.

<sup>36</sup> NICOC Gangsterism Task Team (2015). *National Anti-Gangsterism Strategy*, p. 25.

established a Provincial Task Team that, over a series of workshops in 2018 with high-level input from government and civil society members, developed a provincial response to NAGS titled 'Strategic Roadmap towards Implementation of the National Anti-gangsterism Strategy'.

The Strategic Roadmap focuses on six social spheres including policing and criminal justice, peers, families, place-making and community cohesion, health and youth well-being and education. With respect to policing specifically, the Roadmap argues that given the conditions police officers find themselves in, particularly in high gang areas, good policing requires a paradigm shift where stronger and more meaningful partnerships should be established with those who are mandated to address community problems that are outside of the control of the police. The Roadmap also notes that police resources should be realigned and increased in communities with the highest levels of violent crime. Related to this, the Strategic Roadmap recognises that technology and data should be used to map violent crime and make informed policy and operational decisions.<sup>37</sup> This is in line with the Western Cape Safety Plan, which will be discussed in section 7.1.5 below. Currently, the Strategic Roadmap is with the Provincial Joints Priorities Committee for comment.

### 7.1.2 Anti-Gang Unit

In response to high levels of gang violence in the Western Cape, in November 2018 the Anti-Gang Unit was launched.<sup>38</sup> The SAPS Annual Report 2018/2019 notes that the establishment of Anti-Gang Units and Priority Task Teams contributed to the recovery of more illegal firearms in the country,<sup>39</sup> but the report does not elaborate on how exactly the units and task teams played a role in this and what percentage of illegal firearm recovery the units and task teams accounted for.

During the months after the launch of the Anti-Gang Unit in the Western Cape, tensions between the unit and the Major Offences Reaction Team (MORT) were reported. MORT was established in September 2017 in the Western Cape and according to media reports, caused conflict between different specialised units including the Flying Squad, the K9 unit, and Public Order Policing. There were claims that MORT was duplicating police work already being done by the Anti-Gang Unit and other specialised units, and that MORT had removed 287 police members and 125 vehicles from stations across the Western Cape.<sup>40</sup> In addition to this, six Anti-Gang Unit members were wounded in a raid at the Samora Machel informal settlement on 12 June 2019. It was reported that this raid was initiated without an operational plan in place.<sup>41</sup> Amid this tension, on 27 June 2019 Police Minister Bheki Cele extended the mandate of the Anti-Gang Unit, elevating it to a national unit under Operational Response Services. Minister Cele also noted that the Anti-Gang Unit would join other specialised units in dealing with other crimes of fear including murder, rape, car-jackings, house robberies and burglaries, and cash-in-transit heists.<sup>42</sup>

### 7.1.3 Operation Lockdown

---

<sup>37</sup> Department of Community Safety (2019). *Strategic Roadmap towards Implementation of the National Anti-Gang Strategy in the Western Cape. Provincial Response to the National Anti-Gang Strategy*, p. 31.

<sup>38</sup> Dougan, L. (2 November 2018). *Launch of Anti-gang Unit Brings a Ray of Hope for the Gangster-ridden Areas of the Cape Flats*. Available at <https://www.dailymaverick.co.za/article/2018-11-02-launch-of-anti-gang-unit-brings-a-ray-of-hope-for-the-gangster-ridden-areas-of-the-cape-flats/>

<sup>39</sup> SAPS (2019). *Annual Report 2018/2019*. Pretoria: SAPS, p. 19.

<sup>40</sup> Thamm, M. (26 June 2019). *Cop vs Cop: Rival Western Cape Police Units at Each Other's Throats*. Available at <https://www.dailymaverick.co.za/article/2019-06-26-cop-vs-cop-rival-western-cape-police-units-at-each-others-throats/>

<sup>41</sup> Thamm, M. (26 June 2019). *Cop vs Cop: Rival Western Cape Police Units at Each Other's Throats*. Available at <https://www.dailymaverick.co.za/article/2019-06-26-cop-vs-cop-rival-western-cape-police-units-at-each-others-throats/>

<sup>42</sup> SAPS Newsroom (11 July 2019). Budget vote: Department of Police and IPID delivered by Minister of Police. Available at <https://www.saps.gov.za/newsroom/msspeechdetail.php?nid=21257>

Roughly three weeks after launching the Anti-Gang Unit in the Western Cape on 18 July 2019 Minister Cele also announced that the South African National Defence Force (SANDF) would be deployed to 10 Cape Flats high crime hotspots in an effort to address the exceptionally high levels of violence. This was later changed to cover 15 areas inclusive of: Delft, Mitchell's Plain, Philippi East, Manenberg, Elsies River, Bishop Lavis, Nyanga, Khayelitsha, Mfuleni, Kraaifontein, Samora Machel, Lingeletu West, Harare, Gugulethu, and Langa. Initially the SANDF deployment – named Operation Lockdown - was meant to run from 18 July 2019 to 16 September 2019. On 6 September 2019 Premier Alan Winde requested that the deployment be extended for at least an additional six months. As part of his request, the Premier highlighted the importance of monitoring the impact of the Operation and requested detailed information on the successes and challenges of the Operation.<sup>43</sup> On 13 September 2019 President Cyril Ramaphosa extended the deployment of the SANDF from 16 September 2019 to 31 March 2020.<sup>44</sup> In December 2019, SAPS reported that 500 of the 1 100 new SAPS recruits would be deployed to Cape Town's crime hot spots as part of Operation Lockdown.<sup>45</sup>

In the first months of the deployment of the SANDF, the police reported that the murder rate had declined since the start of Operation Lockdown and that it had resulted in 5 969 arrests, 100 firearms and 196 rounds of ammunition seized and 565 knives recovered.<sup>46</sup> The Western Cape Department of Community Safety analysed mortuary data from the start of Operation Lockdown to November 2019 and found a declining trend in murders in the areas where Operation Lockdown was running. The Minister of Police also reported that 20 gang members were on trial in the province.<sup>47</sup> In addition, the Minister of Defence Nosiviwe Mapisa-Nqakula noted that the deployment had been a success in that it assisted law enforcement agencies to gain access to areas plagued with violence.<sup>48</sup>

Following these initial reports, it appears that information regarding the impact of the SANDF deployment has not been made publicly available, and it is unclear what indicators are being used to measure the success of the deployment. Some indicators the deployment could look at include murder and other violent crime rates in the areas where the SANDF were deployed, number of firearms confiscated and shootings, the (non-) existence of organised gangs, feelings of safety and perceptions of legitimacy amongst communities, and mechanisms to address structural drivers of violence including, for example, learner attendance in school and pregnant mothers attending clinic check-ups.<sup>49</sup>

The deployment of SANDF has also been criticised by some sectors in the community for the following reasons: limited patrolling hours, absence during the times when violence is most likely to occur, and focusing on “soft

---

<sup>43</sup> Office of the Premier (6 September 2019). *Extension of the Deployment of the South African National Defence Force. Letter to the President of South Africa, the Minister of Defence and Military Veterans, and the Minister of Police.*

<sup>44</sup> Payne, S. (17 September 2019). *Army Stays for Another Six Months, But Western Cape Government Wants Seat in the Operations Centre.* Available at <https://www.dailymaverick.co.za/article/2019-09-17-army-stays-for-another-six-months-but-western-cape-government-wants-seat-in-the-operations-centre/>

<sup>45</sup> Dzakwa, Z. (21 December 2019). *New Cape Police Officers to Hit Crime Hot Spots.* Available online at <https://www.iol.co.za/weekend-argus/news/new-cape-police-officers-to-hit-crime-hot-spots-39564400>

<sup>46</sup> Seleka, N. News24 (16 October 2019). *Cele hails Operation Lockdown as Murder Rate in Western Cape Declines.* Available at <https://www.news24.com/SouthAfrica/News/cele-hails-operation-lockdown-as-murder-rate-in-western-cape-declines-20191016>

<sup>47</sup> Meyer, D. Timeslive (12 August 2019). *More than 1,000 Arrested Since Army Boots Hit the Ground in Cape Town: Bheki Cele.* Available at <https://www.timeslive.co.za/news/south-africa/2019-08-12-more-than-1000-arrested-since-army-boots-hit-the-ground-in-cape-town-bheki-cele/>

<sup>48</sup> South African Government News Agency (28 August 2019). *Army's Deployment to Cape Flats a Success.* Available at <https://www.sanews.gov.za/south-africa/armys-deployment-cape-flats-success>

<sup>49</sup> Bernado, C. (16 January 2020). *Measuring the Success of the Cape Flats Army Deployment.* Available at <https://www.news.uct.ac.za/article/-2020-01-16-measuring-the-success-of-the-cape-flats-army-deployment>; Mbanyele, S. & Faull, A. (2019). *A Plan to End Cape Town's Violence. Resolving Systemic Violence on the Cape Flats Requires More Than Just 'Boots on the Ground'.* ISS Today. Available at <https://issafrika.org/amp/iss-today/a-plan-to-end-cape-towns-violence>

targets" such as cracking down on shebeens.<sup>50</sup> Concerns have also been raised as to what will happen when the SANDF leaves. In particular, community members are concerned that in the absence of social and economic interventions, gang-related activities will simply resume.<sup>51</sup> In Premier Alan Winde's request to extend the deployment of the SANDF he proposed a blended strategy which allows for a combination of law enforcement, community mobilisation, and availability of social service assistance to targeted groups.<sup>52</sup> It is important to conduct a meaningful assessment of the Operation to fully understand its implementation and the impact of this approach.

#### 7.1.4 Provincial commissioner change in leadership

Soon after the deployment of the SANDF to the Cape Flats, in August 2019 Western Cape Provincial Commissioner Khombinkosi Jula was transferred to KwaZulu-Natal,<sup>53</sup> leaving the Western Cape with only an acting police commissioner from August 2019 to January 2020.<sup>54</sup> Given that the Western Cape is experiencing such high volumes of serious crime, it was particularly concerning that there was a hiatus in leadership during this crucial time.

Lieutenant-General Yolisa Matakata was appointed as provincial commissioner in January 2020. Matakata has said she will focus on five key pillars: (i) equitable resourcing of under-resourced areas, (ii) professionalisation of police services, (iii), fixing community-policing relationships, (iv) fixing police leadership, and (v) stabilising the provinces crime once the army leaves.<sup>55</sup> These focus areas speak to key issues that need addressing and that have been raised in previous Policing Needs and Priorities Reports, as well as highlighted in his report.

#### 7.1.5 Western Cape Safety Plan

In response to the high levels of crime and violence in the Western Cape and in line with the provincial government's aim to improve safety over the next five years, the Western Cape Safety Plan was launched in September 2019. The two keys aims of the Safety Plan are to: (i) strengthen law enforcement capacity in high crime areas, and (ii) address the root causes of crime, specifically violent crime.<sup>56</sup> With respect to strengthening law enforcement, the Western Cape Government plans to recruit and deploy 3 000 learner law

---

<sup>50</sup> Sibanda, R. (1 September 2019). *What is the End Game of SANDF deployment?* Available at <https://www.politicsweb.co.za/opinion/what-is-the-end-game--sandr-deployment>

<sup>51</sup> Davis, R. (29 August 2019). *Calls to Extend Army Deployment to Cape Flats as SANDF Claims Success.* Available at <https://www.dailymaverick.co.za/article/2019-08-29-calls-to-extend-army-deployment-to-cape-flats-as-sandr-claims-success/>

<sup>52</sup> Office of the Premier (6 September 2019). *Extension of the Deployment of the South African National Defence Force. Letter to the President of South Africa, the Minister of Defence and Military Veterans, and the Minister of Police.*

<sup>53</sup> News24 (29 July 2019). *Western Cape Police Boss Khombinkosi Jula Reposted to KwaZulu-Natal.* Available at <https://www.news24.com/SouthAfrica/News/western-cape-police-boss-khombinkosi-jula-removed-reposted-to-kwazulu-natal-20190729>

<sup>54</sup> The South African (06 January 2020). *Premier Welcomes Western Cape Top Cop – with Safety Plan in Hand.* Available at <https://www.thesouthafrican.com/news/who-is-western-cape-police-commissioner-yolisa-matakata/>

<sup>55</sup> Western Cape Government News (11 November 2019). *Public Protector to Investigate Political Interference.* Available at <https://www.westerncape.gov.za/news/public-protector-investigate-political-interference>

<sup>56</sup> Department of the Premier (2019). *Western Cape Safety Plan. Working Document*, p. 1. Available at [https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western\\_cape\\_government\\_safety\\_plan.pdf](https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western_cape_government_safety_plan.pdf)

enforcement officers (LLEOs) and up to 150 investigators within the next five years using a data-driven and evidence-based approach.<sup>57</sup>

The WCG has partnered with the City of Cape Town (CoCT) in deploying the LLEOs, the first 500 of whom were appointed in February 2020 and will be deployed to high crime areas including Khayelitsha Site C, Delft, Philippi, and Hanover Park.<sup>58</sup> The LLEOs form part of the Law Enforcement Advancement Plan (LEAP) project (2019) and will be managed by the CoCT's Law Enforcement, Traffic and Coordination Department.<sup>59</sup> According to the LEAP preliminary plan, the operational strategy includes a Neighbourhood Safety Team (NST) station based approach. Each NST station will have two teams of 50 NST members with a command structure. The two teams together as 100 members will participate in crime prevention operations in the station area which will be data-led and evidence-informed. This approach will also be used as part of monitoring and evaluation to determine the effectiveness of LEAP and to inform a cycle of continuous improvement. It is anticipated that SAPS will play a leading role in terms of planning and execution of the operational approach,<sup>60</sup> supported by LEAP officials, Metro Police, Traffic, and the specialised units within the three policing services of the city.<sup>61</sup>

### 7.1.6 District safety plans

The District and Local Government sphere, together with the Western Cape Provincial Government departments, have been grappling with complex and seemingly perennial societal ills such as poverty, substance abuse, illegal shebeens, crime, unfavourable socio-economic conditions, land invasions, social unrest and the resultant vandalism of public and private sector infrastructure. This volatility and destruction impact negatively on communities. Funds, which could have been utilised to improve and upgrade community facilities and services, must as a result be committed to repair vandalised and/ or destroyed buildings.

The Department thus partnered with the five district municipalities to develop district wide safety plans in line with provincial governments' aim to improve safety over the next five years. Local Government is the level of government that is closest to the needs of the people. These needs are varied and urgent, and municipalities are often required to respond quickly and decisively. One of these needs is the need for peace and stability.

The safety plans were developed after the policing needs and priorities were determined and is based on the most prevalent crimes, safety concerns and policing needs and priorities.

District Coordinating Forums (DCFs) also called Community Safety Forums (CSFs) were initiated as a coordinating structure to implement fast and appropriate responses to prevent social unrest and land invasion and implement local violence and crime prevention initiatives. Community Safety Forums (CSFs) will facilitate local planning, monitoring, accounting and coordination. It will give effect to the national policy on Community Safety Forums. This structure will be supported by the Provincial Government (lead by the Department of Community Safety) and will focus on a wide variety of safety and violence prevention measures.

---

<sup>57</sup> Department of the Premier (2019). *Western Cape Safety Plan. Working Document*, p. 8. Available at [https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western\\_cape\\_government\\_safety\\_plan.pdf](https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western_cape_government_safety_plan.pdf)

<sup>58</sup> Evans, J. (10 February 2020). *500 New Law Enforcement Officers Deployed to Crime Hot Spots in Cape Town*. Available at <https://www.news24.com/SouthAfrica/News/500-new-law-enforcement-officers-deployed-to-crime-hot-spots-in-cape-town-20200210>

<sup>59</sup> City of Cape Town (2019). *Law Enforcement Advancement Plan. Preliminary Plan and Financial Forecast*, p. 4.

<sup>60</sup> The protocol agreement with the SAPS still needs to be concluded.

<sup>61</sup> City of Cape Town (2019). *Law Enforcement Advancement Plan. Preliminary Plan and Financial Forecast*, p. 17.

A CSF is seen as a vehicle to give effect to the objectives of the National Crime Prevention Strategy. It responds to the need for a comprehensive framework that will address crime and safety in a coordinated and focused manner that draws on the resources and energies of all organs of state; as well as the different civil society formations dealing with community initiatives involved in crime and violence prevention. This will bring all spheres of government together with civil society to address the policing needs and priorities per district and districts will report to the Premier via the DCF and DCF Tech, MinMay and Premier's coordinating Fora.

#### **7.1.7 Whole of society approach (WOSA)**

Government has shifted its approach from operating in silos within departments to a holistic collaborative approach amongst the various stakeholders. There are various forums that have been established on a national, provincial and local levels of government that consist of the heads of the various Criminal Justice System (CJS) departments. The focus of these forums is to provide strategic direction on implementing government policy in a collaborative manner. These forums include the National and Provincial Development Committees and Joint Operations and Intelligence Structures (JOINTS).

In order to adopt a more holistic approach to combating crime, it has become imperative that government shifts away from the exclusive focus on crime control (i.e. law enforcement) to include crime prevention. This dual approach in addressing crime issues is critical, as law enforcement and other forms of crime prevention are interdependent, and both are required to combat crime in a holistic manner.

The most significant initiative taken to bridge the divide between the CJS role players and the community in combating crime was the establishment of Community Police Forums (CPFs). CPFs, which are community-based structures aimed at promoting community-police relations for effective law enforcement and service delivery within a policing precinct, were established in various communities across the country. However, CPFs have a limited focus and mandate, which is restricted to narrow policing matters. For this reason, the focus of CPFs is to promote good relations between the police and the local community that they serve. Issues in the community, such as a lack of service delivery or a lack of proper engagement with the community, often develop until a police response is needed. A case in point would be when a community decides to protest because a child is killed by illegal electrical connections in their neighbourhood. For example, if the issue of illegal electrical connections is not addressed by the municipality, it becomes a policing matter. In view of this, other government departments from the CJS and social clusters are required to intervene as CPFs cannot deal with these cross-cutting matters in isolation of other role-players and stakeholders that may assist in providing solutions to these challenges.

The WOSA approach aims to form partnerships to tackle safety and social challenges. This approach will be adopted by implementing an agreed upon Community Safety Plan, which will be an effective opportunity to create better, safer living spaces.

#### **7.1.8 Joint District Approach**

The Western Cape Department of Local Government has identified the need to promote horizontal interface between Western Cape provincial departments and a vertical interface between national departments, provincial departments and municipalities using District Coordinating Forums as the governance instruments for co-planning, co-budgeting and co-implementation to translate in service delivery to communities. To this end, the Department of Local Government developed the Joint District Approach (JDA) which is a geographical/ district and team-based, citizen-focused approach to provide government services with an outcome of improving the living conditions of citizens. The success of the JDA is based on the effective functioning of the district interface teams in terms of promoting the Premier's notion of "Radical, Urgency and Absolute Commitment" in addressing service delivery. Furthermore, the need to move from only "government

by relationship” towards “government for results” will be key whilst promoting a horizontal interface between Western Cape provincial departments and vertical interface between national, provincial departments and municipalities to minimise duplication with a view to ensure that the limited financial resources are maximised for the benefit of the citizen.

### 7.1.9 Rural safety

In 2018/2019, 60 farm incidents were reported in the Western Cape, 41 (68%) of which were house robberies. Six murders, nine attempted murders, and six aggravated robberies were also reported.<sup>62</sup> In dealing with rural safety, the SAPS is guided by the National Rural Safety Strategy (which was revised in October 2019). In the Western Cape, a SAPS Provincial Rural Safety Strategy has been drafted.

Rural safety is also a priority in the Western Cape Safety Plan and District Safety Plans which calls for the rolling out of a comprehensive rural safety strategy led by the Western Cape Department of Agriculture.<sup>63</sup> In June 2019 the Western Cape Government committed to the establishment of an inter-ministerial team where the Department of Agriculture and the Department of Community Safety would work together. The team is expected to:

- Invite representatives from organised agriculture, organised labour and police to join the rural safety technical work stream
- update the provincial rural safety plan (which was last updated eight years ago)
- institute watching briefs for cases impacting rural safety
- refer matters to the Western Cape Police Ombudsman
- engage with district municipalities regarding their safety plans with a view to funding projects that focus on innovation, partnerships, and technology.<sup>64</sup>

Following on from this, the Departments of Agriculture and Community Safety have allocated R5 million to district municipalities to facilitate rural safety plans, and a total allocation of about R17 million over the next three-year budget cycle.<sup>65</sup> The implementation of a rural safety plan is being piloted in the West Coast District during the first six months of 2020.<sup>66</sup>

### 7.2 Police resource distribution

While policing is a public good to which all have a legitimate claim, it is not possible to deploy police resources equally across spaces or communities. Rather, careful consideration needs to be given to how crime, harm, and safety differ across environments, with resources deployed where risk of harm or crime is greatest. If resources are allocated appropriately, this can contribute to a reduction in serious crimes such as murder, improve police visibility, and help authorities to respond to social and economic inequities that drive crime.<sup>67</sup>

---

<sup>62</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 23.

<sup>63</sup> Department of the Premier (2019). *Western Cape Safety Plan. Working Document*, p. 15. Available at [https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western\\_cape\\_government\\_safety\\_plan.pdf](https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western_cape_government_safety_plan.pdf)

<sup>64</sup> Western Cape Government News (6 June 2019). *Agri Western Cape Welcomes Government Plans for Rural Safety*. Available at <https://www.westerncape.gov.za/news/agri-western-cape-welcomes-government-plans-rural-safety>

<sup>65</sup> IOL News (10 July 2019). *R17m for Rural Safety over Three Years*. Available at <https://www.iol.co.za/capetimes/news/r17m-for-rural-safety-over-three-years-289716344>

<sup>66</sup> LGO (29 October 2019). *Business Plan. The Implementation of a Rural Safety Plan for the Western Cape Province*.

<sup>67</sup> Redpath, J. and Nagia-Luddy, F. (2015). 'Unconscious and irrational human resource allocation.' *SA Crime Quarterly*, 53, p. 15-26; Department of Community Safety (2018). *2017/2018 State of Policing in the Province based on the Policing Needs and Priorities*, pp. 112-114.

### 7.2.1 Police station distribution

The Western Cape SAPS is responsible for an area of 130 684 km<sup>2</sup>, which is home to 6.82 million people. In December 2018, the Samora Machel Police Station was opened in Nyanga bringing the total number of stations up from 150 to 151.<sup>68</sup> There is a frequent call from the public for the expansion of service points in different areas. There are two other building projects in the planning and design stages for new police stations in Makhaza and Tafelsig.<sup>69</sup> The Makhaza station has been in the planning phase even prior to 2012.<sup>70</sup> In addition, in 2018/2019 investigations were conducted into the possible establishment of additional police service points in Mitchell's Plain, Kraaifontein, Nyanga, Bishop Lavis, Cape Town, Woodstock, Elsies River, Bellville, and Parow. There were also investigations into establishing satellite police stations in Lavender Hill and Steenberg.<sup>71</sup>

As will be made clear below, there is already a shortage of SAPS human resources, particularly in certain high crime areas. It is therefore important to note that the establishment of any new police stations should ideally not involve moving police officials from existing stations to new stations, but rather should focus on the recruitment of more SAPS officials to increase both capacity and reach. This will help to ensure that the police can be more responsive to the needs of the public and victims of crime.

### 7.2.2 SAPS human resource allocation

The current model used to allocate human resources in the SAPS is the Theoretical Human Resource Requirement (THRR) system. The THRR system calculates the number of posts per level required to perform the duties associated with police stations. Importantly, it presents the ideal number of employees that theoretically should be placed at a specific station. However, due to budgetary constraints, only funded posts according to the Fixed Establishment can actually be filled.<sup>72</sup> A study conducted by the Western Cape Department of Community Safety in 2017 on human resource allocation at six police stations in the Western Cape compared the actual allocation to both the THRR and Fixed Establishment and found that all six stations were under-resourced when compared with the THRR. For example, in 2015/2016 at Mfuleni station the THRR allocation was 410, the Fixed Establishment was 264 and the actual allocation was 208, which is just over 50% of the THRR.<sup>73</sup>

The THRR system is based on calculations of the cumulative time taken for all tasks routinely carried out at a police station and takes into consideration internal and external factors that shape policing. Information related to internal and external factors is collected at station level. Internal factors include station infrastructure, number of client service centre activities, reported crime and number of crime prevention activities carried out. External factors include demographic and environmental data, as well as information on

---

<sup>68</sup> SAPS (2019). *SAPS Annual Report 2018/2019*. Pretoria: SAPS, p. 40.

<sup>69</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 130.

<sup>70</sup> Khayelitsha Commission (2014). *Towards a Safer Khayelitsha. Report of the Commission of Inquiry into Allegations of Police Inefficiency and a Breakdown in relations between SAPS and the Community of Khayelitsha*, p. 258.

<sup>71</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 142.

<sup>72</sup> Simelane, B., Brown, L. & Seyisi, S. (2017). *Analyses of Human Resource Allocation for South African Police Service with specific reference to the Western Cape*, p. 7.

<sup>73</sup> Simelane, B., Brown, L. & Seyisi, S. (2017). *Analyses of Human Resource Allocation for South African Police Service with specific reference to the Western Cape*, p. 18 and 21.



gangs, liquor stores, shopping centres and firearm dealers and owners. All factors are weighted and aggregated to arrive at a final score.<sup>74</sup>

In 2014 the Khayelitsha Commission of Inquiry into Allegations of Police Inefficiency and a Breakdown in Relations between the SAPS and the Community in Khayelitsha raised concerns over the inequitable distribution of human resources across police stations in the Province. Relating specifically to the THRR system, the Commission found that the system was highly complex, was neither publicly available nor debated, that the data provided by police stations and used to calculate the THRR was not necessarily accurate and that the weighting attached to different environmental factors may result in over- or under-estimation of the policing implications of these factors to Khayelitsha and other areas predominantly occupied by black and poor people. The Commission recommended that "the system be overhauled as a matter of urgency".<sup>75</sup>

Previous analysis has shown that some of the highest crime areas in the Western Cape have some of the lowest police to population ratios.<sup>76</sup> As an example, the Khayelitsha Commission revealed that Khayelitsha had 190.46 police personnel per 100 000 population and Harare had 111.32 police personnel per 100 000 population. By comparison, Camps Bay had a police to population ratio of 959.51 per 100 000.<sup>77</sup>

Three years following the Khayelitsha Commission's finding, no revisions or changes had been made to the THRR system and as a result the Social Justice Coalition, Equal Education, and Nyanga Community Policing Forum brought an application to the Western Cape Equality Court in 2017, to determine whether the allocation of police resources in the province unfairly discriminates against black and poor people.<sup>78</sup> In its judgement [handed down on 14 December 2018] the Equality Court found that both the allocation of police human resources as well as the system used by SAPS (governed by the THRR policy) to determine this allocation unfairly discriminates against black and poor people on the basis of race and poverty.<sup>79</sup>

The Equality Court ruled that a separate hearing be set down to address the situation. The parties attempted to mediate a solution and the SAPS in late 2019 submitted An Integrated Resource Strategy (1 April 2019 to 31 March 2024) which purported to propose a remedy.<sup>80</sup> However, the strategy was criticised by the applicants, and the Department of Community Safety as failing to respond to the judgment and for not proposing a real remedy to the unequal distribution. The applicants have now asked that the matter be set down for hearing.

In 2018/2019 the Western Cape SAPS employed 19 424 personnel across 151 police stations.<sup>81</sup> The approved Fixed Establishment for the province was 21 367 personnel meaning that the SAPS was 90.91% capacitated which is below their national target of maintaining a minimum workforce of 98%.<sup>82</sup> While it is encouraging to see that as at the end of October 2019 the total number of personnel in the province increased to 20 382 (an

---

<sup>74</sup> Simelane, B., Brown, L. & Seyisi, S. (2017). *Analyses of Human Resource Allocation for South African Police Service with specific reference to the Western Cape*, p. 7.

<sup>75</sup> Khayelitsha Commission (2014). *Towards a Safer Khayelitsha. Report of the Commission of Inquiry into Allegations of Police Inefficiency and a Breakdown in relations between SAPS and the Community of Khayelitsha*, p. 450.

<sup>76</sup> Department of Community Safety (2016). *Provincial Policing Needs and Priorities (PNP)*

*Report for the Western Cape 2015/16*, pp. 47-48; Simelane, B., Brown, L. & Seyisi, S. (2017). *Analyses of Human Resource Allocation for South African Police Service with specific reference to the Western Cape*, p. 19.

<sup>77</sup> Khayelitsha Commission (2014). *Towards a Safer Khayelitsha. Report of the Commission of Inquiry into Allegations of Police Inefficiency and a Breakdown in relations between SAPS and the Community of Khayelitsha*, p. 315.

<sup>78</sup> Abdool Karim, S. (27 November 2017). *Ground-breaking Police Resources Case in Court at Last*. Available at <https://www.groundup.org.za/article/ground-breaking-police-resources-case-court-last/>

<sup>79</sup> Social Justice Coalition and Others v Minister of Police and Others (Case no. EC03/2016). Equality Court of South Africa, Western Cape Division, Cape Town, p. 50.

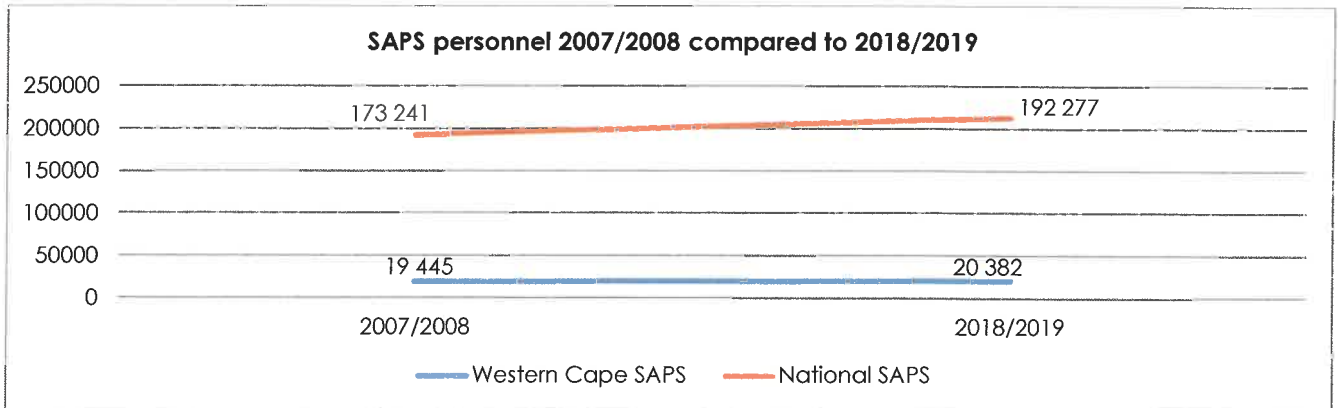
<sup>80</sup> SAPS. (September 2019). *An Integrated Resource Strategy (1 April 2019 to 31 March 2024)*.

<sup>81</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 126.

<sup>82</sup> SAPS (2018). *Annual Performance Plan 2018/2019*. Pretoria: SAPS, p. 34.

increase of 958 personnel, 4.9%),<sup>83</sup> when compared to the number of personnel employed ten years ago (19 445), this only represents a 4.8% increase.<sup>84</sup> Thus, while nationally the number of employed SAPS personnel increased by almost 11% over a ten year period (from 173 241 in 2007/2008 to 192 277 in 2018/2019)<sup>85</sup>, SAPS personnel in the Western Cape province only increased by 4.8% in the same timeframe, which is well below the population increase of 30.1% in the province.<sup>86</sup> (See Figure 4 below for a comparison between the Western Cape SAPS increase compared to the National SAPS increase).

**Figure 4: National and Western Cape SAPS personnel in 2007/2008 compared to 2018/2019.**



Of the 20 382 SAPS personnel currently employed in the Western Cape, 16 826 (82.6%) are employed in terms of the SAPS Act and 3 556 (17.4%) in terms of the Public Servants Act.<sup>87</sup>

According to Statistics South Africa's mid-year population estimates in 2019, there were over 6.8 million people living in the Western Cape.<sup>88</sup> Taken with the October 2019 SAPS personnel employment rate of 16 826, this means that there were 245.8 SAPS personnel per 100 000 people (or one officer per 406.8 people). The global average stands at around 340 officers per 100 000, indicating that the Western Cape is well below the global average,<sup>89</sup> and below the SAPS's national average of 327.14 per 100 000.<sup>90</sup>

### 7.2.3 Reservists

Over roughly the last decade there has been a drastic decline in the number of SAPS reservists, after the SAPS National instruction 3 of 2014 was enacted, which set out strict requirements for the appointment of reservists. In 2008 SAPS reported having 66 394 reservists across the country,<sup>91</sup> but in March 2019 there were only 10 144

<sup>83</sup> SAPS (2019). *Briefing to the Portfolio Committee on Police 30 October 2019*. Powerpoint Presentation, p. 7.

<sup>84</sup> Department of Community Safety (2018). *2017/2018 State of Policing in the Province based on the Policing Needs and Priorities*. p. 88.

<sup>85</sup> SAPS (2008). *Annual Report 2007/2008*. Pretoria: SAPS. p. 231; SAPS (2019). *Annual Report 2018/2019*. Pretoria: SAPS, p. 303.

<sup>86</sup> Statistics South Africa (2008). *Mid-year Population Estimates 2008*. Available at <http://www.statssa.gov.za/publications/P0302/P03022008.pdf>, p. 13; Statistics South Africa (2019). *Mid-year Population Estimates 2019*. Available at <http://www.statssa.gov.za/publications/P0302/P03022019.pdf>, p. 21.

<sup>87</sup> SAPS (2019). *Briefing to the Portfolio Committee on Police 30 October 2019*. Powerpoint Presentation, p. 7.

<sup>88</sup> Statistics South Africa (2019). *Mid-year Population Estimates 2019*. Available at <http://www.statssa.gov.za/publications/P0302/P03022019.pdf>, p. 21.

<sup>89</sup> Business Tech (13 August 2015). *South Africa's Police Force versus the World*. Available at <https://businesstech.co.za/news/general/95069/south-africas-police-force-vs-the-world/>

<sup>90</sup> This ratio was determined by comparing the number of SAPS personnel reported in 2018/2019 (192,277) to the mid-year population estimates of Statistics South Africa in 2019 (over 58 million).

<sup>91</sup> SAPS. (2009). *Annual Report 2008/09*. Pretoria: SAPS, p. 89.

reservists, a decrease of 84.7%.<sup>92</sup> The Western Cape had 5 059 active reservists in 2008. In 2015 this decreased by 66% to 1 700.<sup>93</sup> In October 2016 the Standing Committee on Community Safety held a series of public hearings on police resources. One of their recommendations was for SAPS to revise the Reservist policy to relax the stringent conditions for appointment.<sup>94</sup>

In October 2017, the Western Cape Police Ombudsman was asked to investigate the decline in the number of active reservists in the province. In his report (released in November 2018) the Ombudsman found that from 2015/2016 to 2018/2019 the number of active reservists decreased by 31% from 1 050 to 724.<sup>95</sup> The recorded rate of reservists as at March 2019 was 1 348.<sup>96</sup> However, in June 2019 the rate of active reservists in the province was noted to be 867,<sup>97</sup> indicating that since 2008 the number of active reservists in the Western Cape has decreased by 82.9%. Following the release of the Ombudsman's report, in November 2018 the Western Cape government made R5 million available in its budget to fund the deployment of additional reservists, but this was not taken up by national government.<sup>98</sup>

The Ombudsman's investigation highlights several possible reasons for the decline in reservists including:

- Reservists being dismissed for having criminal records;
- Failure of reservists to perform the mandatory 16-hour voluntary service;
- Voluntary resignations;<sup>99</sup>
- The strict eligibility and training criteria: Applicants need to be 40 years and under and in possession of a Grade 12 senior certificate. Applicants also need to be trained over a two-year period, which can serve as a deterrent, particularly because reservists need to be in employment elsewhere and their employers may not want to release them for training.<sup>100</sup>

In response to the Ombudsman's findings the Minister of Community Safety called for an increase in SAPS reservists in the Western Cape, noting that they have an important role to play in strengthening the SAPS amidst their resource constraints.<sup>101</sup> As noted in the 2017/2018 Policing Needs and Priorities report, recruited reservists should be strategically deployed to crime hotspots, rather than limited to their residential policing area.<sup>102</sup>

---

<sup>92</sup> SAPS (2019) *Annual report 2018/2019*. Pretoria: SAPS, p. 138.

<sup>93</sup> Western Cape Provincial Parliament (27 January 2017). *Announcements, Tablings, and Committee Reports*, p. 9.

<sup>94</sup> Western Cape Provincial Parliament (27 January 2017). *Committee Report No 2. Report on the Standing Committee on Community Safety's stakeholder meeting and public hearings on police resources of 3, 4 and 5 October 2016. Fourth Session, Fifth Parliament*, p. 6.

<sup>95</sup> Western Cape Police Ombudsman (2018). "Concerning Decline in the Number of SAPS Police Reservists in the Western Cape". *External memo to the Standing Committee for Safety and Security, Western Cape Provincial Parliament*, p. 3.

<sup>96</sup> SAPS (2019) *Annual report 2018/2019*. Pretoria: SAPS, p. 138.

<sup>97</sup> Question NW297 to the Minister of Police 14 August 2019.

<sup>98</sup> Africa, T. (21 November 2018). *WC Govt makes R5m Available for SAPS Reservist Deployment*. Available at <https://www.iol.co.za/news/south-africa/western-cape/wc-govt-makes-r5m-available-for-saps-reservist-deployment-18213254>

<sup>99</sup> IOL News (6 November 2019). *MEC Fritz Calls for Increase in Police Reservists in Western Cape*. Available at <https://www.iol.co.za/news/south-africa/western-cape/mec-fritz-calls-for-increase-in-police-reservists-in-western-cape-367702955>

<sup>100</sup> Western Cape Police Ombudsman (2018). "Concerning Decline in the Number of SAPS Police Reservists in the Western Cape". *External memo to the Standing Committee for Safety and Security, Western Cape Provincial Parliament*, p. 6.

<sup>101</sup> IOL News (6 November 2019). *MEC Fritz Calls for Increase in Police Reservists in Western Cape*. Available at <https://www.iol.co.za/news/south-africa/western-cape/mec-fritz-calls-for-increase-in-police-reservists-in-western-cape-367702955>

<sup>102</sup> Department of Community Safety (2018). *2017/2018 State of Policing in the Province based on the Policing Needs and Priorities*, p. 118.

In their 2020 call for reservist applications, the SAPS have changed some of its eligibility criteria: Applicants must be at least 20 but below 50 years of age and being employed is no longer a pre-requisite but rather a preference.<sup>103</sup> Indeed one of the recommendations of the Ombudsman's report was to broaden the scope of recruitment of reservists by giving consideration to unemployed members of society.<sup>104</sup>

#### 7.2.4 Vehicle allocation

From May to November 2018 the Western Cape Department of Community Safety in conjunction with the Civilian Secretariat for Police Services (CSPS) conducted a Police Station Census Project at 150 police stations across the province. The reference period for data collection was 1 July 2017 to 31 December 2017. The aim of the project was to collect accurate, reliable and comprehensive baseline information on SAPS performance in relation to service delivery and implementation of and compliance with regulations.<sup>105</sup> The oversight report emanating from the Census Project included a focus on vehicle allocation. Findings showed that as at March 2018, 82.8% of allocated vehicles (3 955) at the police station level were functional while 21.1% (841) were at SAPS garages for repairs or maintenance. In addition, 23.8% (952) of allocated vehicles were in poor condition, while 32.7% of stations indicated that their vehicles were not suitable for the policing terrain.<sup>106</sup>

According to the SAPS Western Cape Annual report, in 2018/2019 the province received an annual budget of R151 179 000 for the purchasing of new vehicles, and an additional budget of R18 582 397 for purchasing vehicles specifically for the Anti-Gang unit. While it is not clear from the SAPS Western Cape Annual report how many of the vehicles were allocated at a station level, in total 604 vehicles were received, 30 of which are for the Anti-Gang unit. According to the province's asset register, as at March 2019 the province had 6 190 active vehicles. This amounts to a 3.75:1 personnel to vehicles ratio<sup>107</sup>, which means that they did not achieve their target of 3.62:1 personnel to vehicles ratio.<sup>108</sup>

#### 7.2.5 Detectives

As part of the Police Station Census Project mentioned in the previous section, the Western Cape Department of Community Safety assessed the Western Cape SAPS Detective Services. The assessment found that as at March 2018 Detective Services in the Western Cape was allocated 3 060 members. Based on the Resource Allocation Guide there should be 3 644 Detective Service members, which means there is a shortfall of 584 (16%).<sup>109</sup>

According to the SAPS Western Cape Annual Report, during 2018/2019 the province received an allocation of 109 detective posts for 2018/2019, 105 of which were filled (4 posts were withdrawn).<sup>110</sup> The Western Cape Standing Committee on Community Safety, Cultural Affairs and Sport heard on 5 February 2020 that there are 3 182 detectives across the province, of which 2 678 are allocated across 151 detective branches. The

---

<sup>103</sup> The Careers Portal (3 February 2020). *SAPS Reservists Applications Open*. Available at <https://www.careersportal.co.za/company/south-african-police-service/learnerships-2020/traineeships/saps-reservists-applications>

<sup>104</sup> Annual Performance Report for the WCPO 2018/2019 Financial Year, p. 3

<sup>105</sup> Department of Community Safety (2019). *Western Cape Police Oversight Report 2018/2019*, p. 5.

<sup>106</sup> Department of Community Safety (2019). *Western Cape Police Oversight Report 2018/2019*, p. 25.

<sup>107</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, pp. 130-131.

<sup>108</sup> Standing Committee of Police (26 November 2019). *SAPS Western Cape Annual Report 2018/2019*, slide 25.

<sup>109</sup> Department of Community Safety (2019). *Western Cape SAPS Detective Service Assessment Report*, p. 8.

<sup>110</sup> SAPS (2019b). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 126.

remaining 504 detectives fall within specialised units.<sup>111</sup> The total number of 3 182 detectives still presents a shortfall of 462 (12.7%) when compared to the Resource Allocation Guide of 3 644. The shortfall has serious implications for the workload of detectives. As an example, the assessment of detective services in the Western Cape found that at 50% of police stations, detectives had more than 200 cases when they should have 50 to 60 cases.<sup>112</sup> The assessment also found a worryingly low level of training amongst detectives. Of the 2 785 detectives at 150 police stations in the Western Cape (as at March 2018):

- 45.8% of eligible detectives were not trained on the Basic Detective Learning Programme (BDLP);
- 91.7% of eligible detectives were not trained in the Specialised Detective Learning Programme (SDLP);
- 57.4% of eligible detectives were not trained in the Detective Commander Learning Programme (DCLP); and
- 88.2% of eligible detectives were not trained in the Fraud Course for General Detectives (FCGD).<sup>113</sup>

It is encouraging to note that in June 2019 Police Minister Bheki Cele announced that a new Detective Academy is to be established with the aim to strengthen, clean up and bolster the capacity of SAPS and to “fully capacitate investigators with sufficient resources and relevant manpower”.<sup>114</sup> As yet there appears to be no further reports on the establishment of this academy.

### 7.2.6 Police basic training

As part of a national study to assess police training, the Department assessed the Basic Police Development Learning Programme (BPDLP) at the three training academies in the Western Cape.<sup>115</sup> The basic training is intended to comprise of a one-month induction course, followed by eight months at the training academy. Following this, the new constable is allocated to a police station and is under probation for a period of 12 months. There is no longer a provision for in-field training after completion of the course. The Department recommended that:

- Attention needs to be paid to ensuring that the right calibre trainees are accepted to the academy, and more especially, that the right trainees graduate from the system so that they can become capable constables and police;
- The curriculum and structure of the BPDLP be reviewed to focus more on practical training and on skills that a constable requires when immediately appointed, such as statement taking;
- In-field training and supervision should be reintroduced;
- Training academies need to be fully capacitated with properly qualified and trained lecturers. Lecturers should preferably have experience of policing themselves; and

---

<sup>111</sup> Western Cape Community Safety, Cultural Affairs and Sport (WCPSA) (5 February 2020). *Discussion on the 2018/2019 SAPS Annual Report for the Western Cape: Detective Service; Actions/Recommendations*. Available at <https://pmg.org.za/committee-meeting/29672/>

<sup>112</sup> TimesLive (23 July 2019). *Half of Western Cape detectives lack basic training, says shocked MEC*. Available at <https://www.timeslive.co.za/news/south-africa/2019-07-23-half-of-western-cape-detectives-lack-basic-training-says-shocked-mec/>

<sup>113</sup> Chambers, D. (23 July 2019). *Half of Western Cape detectives lack basic training, says shocked MEC*. Available at <https://www.timeslive.co.za/news/south-africa/2019-07-23-half-of-western-cape-detectives-lack-basic-training-says-shocked-mec/>; Department of Community Safety (2019). *Western Cape SAPS Detective Service Assessment Report*, pp. 11-12.

<sup>114</sup> Thamm, M. (27 June 2019). *Cele Makes his Move: Elevates Anti-Gang Unit to National Office*. Available at <https://www.dailymaverick.co.za/article/2019-06-27-cele-makes-his-move-elevates-anti-gang-unit-to-national-office/>

<sup>115</sup> Department of Community Safety. (2020). *The Effectiveness of SAPS' Basic Police Development Learning Programme on a Professional Police*. Cape Town.

- The training colleges should offer both theoretical and practical Public Order Policing foundation training seeing that these constables are likely to be exposed to social protests upon their deployment and will be expected to police such situations.

As part of basic training, or in-service training, it is important that all SAPS members undergo training in collection of DNA reference buccal samples.

Further, it is recommended that all SAPS members (detectives and visible policing units especially) undergo DVA training.

## 7.2.7 Police performance

In this section key issues relating to police performance are highlighted including detection rate, dealing with domestic violence, compliance with the Criminal Law Amendment Act and the Integrated Case Docket Management System.

### 7.2.7.1 Detection rate

According to the Western Cape SAPS Annual report, the annual detection rate target was only met for property-related crimes and contact-related crimes. However, the annual trial ready rate target was met for all categories of crime, and the conviction rate target was met for seven out of ten crime categories (see Table 8 below for a full list of results).

**Table 8. Western Cape SAPS Detective services performance indicators 2018/2019<sup>116</sup>**

	Detection target	Detection rate	Trial ready target	Trial ready rate	Conviction target	Conviction rate
Contact crime	55.09%	53.91%	83.45%	87.5%	85.64%	86.43%
Property-related crime	17.73%	18.57%	84.6%	87.47%	92.38%	92.36%
Contact-related crime	47.82%	49.21%	85%	89%	90.09%	93.27%
All other serious crime	35.81%	34.87%	83%	86.67%	97.46%	96.97%
Trio crimes	20.47%	20.31%	79.98%	81.69%	84.05%	84.64%
Crimes against women	82.59%	81.61%	82.82%	88.27%	87.12%	88.44%
Crimes against children	76.03%	74.01%	82.08%	86.86%	85.55%	82.9%
Serious crimes excluding crimes dependent on police action	38.21%	38.16%	83.30%	87.45%	91.66	91.83%
Crimes dependent on police action for detection	99.85%	99.84%	74.88%	81.44%	98.51%	97.77%
Criminal conduct during protests	44.65%	38.54%	91.76%	92.22%	80.95	86.67%

While it is encouraging to see that the SAPS is meeting its own annual targets in terms of cases being trial ready and was close to meeting its targets in terms of conviction rates, a comparison between the conviction

<sup>116</sup> This data is drawn from the Western Cape SAPS Annual Report pp. 163-165.

rates and the actual number of crimes reported for 2018/2019 paints a different picture. As an example, in 2018/2019 there were 114 031 contact crimes reported and 46 491 convictions, which indicates a 40.8% conviction rate when compared to the number of contact crimes reported. Following this approach, the lowest conviction rates are found for property-related crime (15%) and trio crimes (14%) and the highest is for crimes dependent on police action for detection (almost 80%) (See Table 9 below for a full list of results).<sup>117</sup>

**Table 9. Conviction rate compared to total number of crimes reported in 2018/2019<sup>118</sup>**

	Number of crimes reported	Number of convictions	Percentage of convictions compared to number of reported crimes
Contact crime	114 031	46 491	40.8%
Property-related crime	92 126	13 821	15%
Contact-related crime	29 457	12 033	40.8%
All other serious crime	104 231	30 546	29.3%
Trio crimes	6 732	945	14%
Crimes against women	34 776	22 156	63.7%
Crimes against children	9 473	5 048	53.3%
Crimes dependent on police action for detection	97 223	77 289	79.5%

#### 7.2.7.2 Domestic violence

The Western Cape SAPS has 26 Family Violence, Child Protection and Sexual Offences (FCS) units that focus on sexual offences against children, person-directed crimes (where the family is involved), illegal removal of children under the age of 12 and crime facilitated through the electronic media. In their 2018/2019 annual report, Western Cape SAPS reported that FCS had established positive relationships with key role players including Thuthuzela Centres, Red Cross Children's Hospital, Cape Mental Health, the Departments of Social Development, Justice, and Home Affairs, as well as non-governmental organisations and faith-based organisations. During 2018/2019, 3 062 tracing operations were conducted and 4 400 arrests were made by the units. 728 convictions were secured, which included 42 life sentences, 58 sentences in excess of 20 years, 199 cases between 10 and 19 years, and 429 cases where sentences were between 1 and 9 years. In addition, 356 awareness campaigns were conducted with the aim to educate communities on issues pertaining to family violence and sexual offences.<sup>119</sup>

While these reports are encouraging, one area where SAPS may be lacking (and which has implications not only for victims of domestic violence but victims of all crime) relates to victim support. In March 2020 the Western Cape Police Ombudsman launched an investigation into allegations that the Western Cape SAPS were not providing the required levels of services and support to protect and promote the rights of victims of

<sup>117</sup> Given that the conviction of cases often happens over a long period of time, it is not possible to determine how many of the cases reported in 2018/2019 actually result in convictions. However, the number of crimes reported for the year can be compared against the conviction rate provided by SAPS. In calculating this, the number of convictions per crime category was determined using the percentage data provided in the Western Cape SAPS Annual report (see p. 163-165). This number was then compared to the total number of crimes reported in each category for 2018/2019 (see p. 152 of Western Cape SAPS Annual Report) and a percentage of the number of convictions compared to the total number of crimes reported was calculated.

<sup>118</sup> The reporting rate of serious crimes excluding crimes dependent on police action and criminal conduct during protests were not included in the Western Cape SAPS Annual Report which is why they are not included in this table.

<sup>119</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 162.

crime, as prescribed in the Victim Empowerment Programme of SAPS. The investigation began after the Ombudsman received a complaint from a non-governmental organisation which alleged that victims experience secondary trauma when they approach police stations, often having to wait for long periods of time or being forced to speak to officers in public. Further allegations allude to officials not being adequately trained to deal with victims of crime, and not understanding the national directives on victim empowerment. The closing date for public comment on the matter is 17 April 2020.<sup>120</sup>

Another area where SAPS performance has come under scrutiny relates to compliance with the Domestic Violence Act (DVA) 116 of 1998, which deals with domestic violence in South Africa. Over a six-month period (July to December 2017) the Department of Community Safety – as part of the Police Station Census Project – monitored the levels of compliance of 150 police stations with the DVA. Findings revealed that the Western Cape SAPS remains largely non-compliant with the DVA. The report was shared with the Western Cape Police Ombudsman considering his investigation into allegations of SAPS inability to provide adequate victim support at police stations.<sup>121</sup>

While most stations have the necessary documentation available at their stations (including the DVA Act, Regulations, and forms,<sup>122</sup>) key findings illustrated that at certain stations:

- There is in general a lack of alignment between the DVA register and other DVA records, including the occurrence book and pocket books of members at certain stations;
- Protection orders were not always served within the targeted 48 hours. Copies of final protection orders were not filed correctly in 33 stations (22%) and were not available in 35 stations (23%);<sup>123</sup>
- There is a lack of trained volunteers in victim-friendly rooms at some stations. As an example, Khayelitsha and Atlantis police stations have only one trained volunteer, despite having had 1 105 and 1 272 incidents respectively reported in 2018/2019;
- There is a lack of safe house facilities within the precincts of a number of stations, including Khayelitsha and Mfuleni;
- 67% of visible policing members and 74% of detectives at the top 20 stations had not undergone the five-day DVA training course; and
- In 2018/2019, only 12 DVA courses were provided for the station level personnel of the Western Cape.<sup>124</sup>

The implication of these findings is that domestic violence cases are not being effectively dealt with by the police. This has a ripple effect on the prosecution of these cases. Indeed, of the 159 gender-based violence related cases monitored by the Court Watching Brief Unit and withdrawn at court between April 2018 and September 2019, investigations were incomplete in 86 cases, dockets did not arrive at court in 54 cases,

---

<sup>120</sup> Western Cape Police Ombudsman (8 March 2020). *WC Police Ombudsman to Investigate allegations of SAPS inability to provide adequate victim support at Police Stations*.

<sup>121</sup> Western Cape Government News (11 March 2020). "Minister Fritz Welcomes Ombudsman's Investigation, Shares Domestic Violence Report".

<sup>122</sup> Department of Community Safety (2020). *Provincial Overview Report on the Analysis of 2018/19 Census Data on Domestic Violence for the Western Cape Province*, p. 4.

<sup>123</sup> Department of Community Safety (2020). *Provincial Overview Report on the Analysis of 2018/19 Census Data on Domestic Violence for the Western Cape Province*, p. 5.

<sup>124</sup> IOL News (13 January 2020). *Western Cape SAPS Slammed Over Non-Compliance*. Available at <https://www.iol.co.za/news/south-africa/western-cape/western-cape-saps-slammed-over-non-compliance-with-domestic-violence-act-40541161>



forensic reports were outstanding in 15 cases, the accused was not brought to court within 48-hours of arrest within two cases, and the witness was not at court in another two cases.<sup>125</sup>

Another issue which affects the SAPS's ability to deal with domestic violence cases as they relate to sexual assault (and which affects their ability to deal with sexual offences generally) is a shortage of sexual assault kits. In September 2019 Minister Bheki Cele reported that as at the end of July 2019, 75% of all police stations across the country did not have rape kits, which are used to gather and preserve physical evidence in cases of sexual assault. It appears that the shortage arose when SAPS cancelled its contract with its supplier after allegations of corruption arose between the supplier and SAPS Supply Chain Management at the level of the Office of the National Commissioner. Minister Cele reported that a new supplier was appointed, and in November 2019 all police stations were in possession of rape kits, most of which were taken to FCS units.<sup>126</sup>

### 7.2.7.3 Criminal Law Amendment Act compliance

During July 2019, the Department of Community Safety embarked on a two-phased implementation evaluation of the Criminal Law Amendment Act 37 of 2013 (the DNA Act). The first phase focuses on activities and responsibilities at a station level, the findings of which were released in February 2020 for 23 stations, 91.3% of which are murder and/or gang priority stations in the Western Cape. The evaluation found a notable lack of compliance at these stations with respect to gender sensitivity, privacy, cooperation from Forensic Science Laboratories, record-keeping and inspections, training, and the availability of DNA reference buccal kits:

- Gender sensitivity: 21 stations (91%) reported that buccal samples are not collected by a person of the same gender, despite the fact that the DNA Act recommends this in order to ensure the dignity of the person who the DNA reference sample is being collected from.
- Privacy: Nine stations (39%) did not comply with the privacy prescriptions of the Act; namely, that the buccal samples be taken in a place that is private and out of sight and hearing of other persons.
- Cooperation from Forensic Science Laboratories (FSL): Nine stations (39.1%) were not happy with the services rendered by the FSL in terms of the 30-day turnaround time to submit lab reports. Indeed, there are concerns that the SAPS FSL are unable to process DNA reportedly due to the unavailability of critical reagents.
- Record-keeping and inspections: Only one station kept records of cases withdrawn or struck off the roll, which were in turn escalated to the FSL, and only two stations recorded inspections of the SAPS 13 stores to determine if any samples were handed into the store where crime related exhibits are kept.
- Training: Of the 849 detectives across the 23 stations, 299 (35.2%) were not trained to collect DNA reference buccal samples. In addition, 2 332 (88.4%) of 2 636 Visible Policing Members were not trained either.
- Availability of DNA reference buccal kits: 10 stations (43.5%) did not have any DNA kits available in their store, and three stations (13%) had fewer than five kits available.<sup>127</sup>

Key recommendations arising from these findings include:

---

<sup>125</sup> IOL News (13 January 2020). *Western Cape SAPS Slammed Over Non-Compliance*. Available at <https://www.iol.co.za/news/south-africa/western-cape/western-cape-saps-slammed-over-non-compliance-with-domestic-violence-act-40541161>

<sup>126</sup> Mokone, T. TimesLive (06 September 2019). *76% of SA police stations without rape kits but shortage will be fixed: Cele*. Available at <https://www.timeslive.co.za/politics/2019-09-04-76-of-sa-police-stations-without-rape-kits-but-shortage-will-be-fixed-cele/>; Mokone, T. TimesLive (13 November 2019). *All SA police stations now have rape kits, Bheki Cele tells MPs*. Available at <https://www.timeslive.co.za/politics/2019-11-13-all-sa-police-stations-now-have-rape-kits-bheki-cele-tells-mps/>

<sup>127</sup> Department of Community Safety (2019). *Report on Oversight Inspections Conducted at Selected Police Stations on the Criminal Law (Forensic Procedure) Amendment Act 37 of 2013*, pp. 9-13.

- Improving the procurement process of buccal sample kits and ensure the kits are distributed to the priority stations as a matter of urgency;
- Ensure that stations have the required infrastructure to protect the basic human rights of suspects or persons of interest during the sampling process;
- Ensure that SAPS Management Intervention monitors the regular recording of inspections; and
- Facilitate a training programme for Detective and Visible Policing components.<sup>128</sup>

#### 7.2.7.4 Integrated Case Docket Management System

From July to September 2019 the Department of Community Safety assessed the effectiveness of the Docket Archive Store (DAS) at 11 sampled police stations, which were predominantly murder and gang stations. All 11 stations visited had a functional DAS and adhered to the minimum requirements expected of a DAS. While all stations have a member, who is responsible for DAS, seven stations (63.6%) do not have certified members. In addition, at 10 of the 11 stations (90.9%) the officials appointed for DAS were not vetted before handling sensitive information and at 8 of the 11 stations detectives were not fully trained to use the Integrated Case Docket Management System (ICDMS). Further, there is a 62.9% chance of case dockets being lost at the DAS, compared to a 14.3% possibility of them being lost at court. Lastly, while one of the key requirements of the upgraded ICDMS was to link the system to external stakeholders including the National Prosecuting Authority, the Department of Social Development, the Department of Justice and Constitutional Development and Home Affairs, at none of the 11 assessed stations was this the case.<sup>129</sup>

### 8. KEY SAFETY CONCERNS

In this section key safety concerns in the context of policing are explored, including police murders and attacks, abalone poaching, train arson attacks and the use of firearms.

#### 8.1 Police murders and attacks

The nature of police work and the environments in which they work (which includes areas where there are extremely high rates of violence) is such that the safety of police officials is a concern as they are vulnerable to attack. During 2018/2019 nine police officials were murdered in the Western Cape, eight of whom were off duty. Another police official was murdered outside the province while trying to apprehend an armed criminal. Three of the off-duty police officials were murdered in Khayelitsha, and the other five in Delft, Philippi East, Mfuleni, Gugulethu, and Table View. The on-duty police official was murdered in Khayelitsha whilst performing foot patrol duty as part of crime prevention duties.<sup>130</sup> Across the country, 76 police officials were murdered with the highest number in KwaZulu-Natal (18), followed by Gauteng (17), Eastern Cape (11), and then the Western Cape at 9.<sup>131</sup>

555 police officials were attacked during 2018/2019 in the Western Cape, 481 of whom (86.7%) were on duty. When compared to 2017/2018, this is a reduction of 248 (30.9%). The attacks mostly took place when police members were attending to complaints or during operations. The most common form of attack was assault (228 – 41.1%), followed by being shot at (180 – 32.4%), having objects thrown at them (57 – 10.3%), having a firearm pointed at them (48 – 8.6%), and stabbed (23 – 4.1%). The attacks were spread over 99 stations across

<sup>128</sup> Western Cape Government News (4 February 2020). *Steps Needed to Comply with DNA Act*. Available at <https://www.westerncape.gov.za/news/steps-needed-comply-dna-act>

<sup>129</sup> Department of Community Safety (2020). *Report on Oversight Inspections Conducted at Selected Police Stations on the State of Docket Archive Stores (DAS)*, pp. 7-11.

<sup>130</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, p. 22.

<sup>131</sup> SAPS (2019). *Annual Report 2018/2019*. Pretoria: SAPS, p. 137.

the province, with the top contributing stations being Khayelitsha (63), Bishop Lavis, (25), Elsies River (19), Nyanga (19), Kensington (18), Worcester (17), Mitchell's Plain (16), Steenberg (15), and Kraaifontein (15). Just over a third of attacks on on-duty officials took place over weekends (198 – 35.7%).<sup>132</sup>

## 8.2 Abalone poaching

Abalone poaching in South Africa, especially in the Western Cape, has grown exponentially in the last few years, and has been tied to criminal syndicates and organised crime networks.<sup>133</sup> Estimates show that it is responsible for the loss of R628 million per year, if it were fished as a legal commodity.<sup>134</sup> In response to a request from the Overstrand municipality mayor, in 2019 the Western Cape Police Ombudsman investigated policing in the Overstrand area (inclusive of Hermanus, Gansbaai, Stanford, and Kleinmond) of the Western Cape; specifically, SAPS resources in the area and the impact of insufficient resources on the SAPS's ability to perform their constitutional mandate. Abalone poaching formed a key part of the Ombudsman's investigation.

The Ombudsman's investigation findings (presented to the Standing Committee on Community Safety on 17 October 2019) established that there is a shortage of SAPS human and physical resources in the Overstrand area, with all four stations at below 90% of their granted allocation for human resources and below their granted allocations for vehicles, with Stanford being particularly low at 58%.<sup>135</sup> Findings also showed that SAPS do not have the ability to effectively investigate crime in the Overstrand area. As an example, across the four stations in 2018/2019 arrests were not affected in 58-84% of cases, and 50-70% of reported cases were not detected.<sup>136</sup>

With respect to abalone poaching, communities reported a lack of action by SAPS against abalone poachers and gang leaders, which has implications for the public's trust in police. In addition, no reference is made to the reduction of abalone/marine related crimes in the stations' Annual Operational Plans<sup>137</sup> and abalone-related crimes are not classified as priority crimes by the Provincial or Cluster office, or the Overstrand stations.<sup>138</sup> Further, over R40 million worth of confiscated abalone has been lost due to criminal activity.<sup>139</sup> Some of the key recommendations of the Ombudsman's report include:

- urgently reviewing the human resource and vehicle allocation to Overstrand stations
- immediate implementation of a project proposal to curb abalone poaching
- categorising abalone-related crimes as serious crimes
- projects related to abalone poaching to be initiated and investigated by the Organised Crime Unit of the SAPS

---

<sup>132</sup> SAPS (2019). *Western Cape Annual Report 2018/2019*. Pretoria: SAPS, pp. 22-23.

<sup>133</sup> Department of Community Safety (November 2018). *Safer Western Cape Conference Report*, p. 30.

<sup>134</sup> Tobias, N. (17 October 2019). *Poaching Taken Over by Organised Crime Syndicates: Poor Policing Makes it Worse*. Available at <https://www.dailymaverick.co.za/article/2019-10-17-poaching-taken-over-by-organised-crime-syndicates-poor-policing-makes-it-worse/>

<sup>135</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, p. 7 and p. 10.

<sup>136</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, pp. 28-31.

<sup>137</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, pp. 39-42.

<sup>138</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, p. 51.

<sup>139</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, p. 50.

- the backlog concerning the disposal of confiscated abalone to be addressed.<sup>140</sup>

Specific to the Western Cape Department of Community Safety, the Ombudsman recommended that DoCS:

- Ensure urgent improvement in recruitment of accredited Neighbourhood Watches;
- Review public needs and priorities process to ensure SAPS acts according to the needs identified in the public consultation process; and
- Consider the establishment of community safety forums in conjunction with other provincial government departments.<sup>141</sup> One of the objectives of the Department of Community Safety is to develop Community Safety Forums in the Overstrand, as well as the other municipalities that fall within the Overberg, including Cape Agulhas, Swellendam, and Theewaterskloof.

Since the release of the Ombudsman report there has been some progress in combating abalone poaching in the Overstrand area. The SANDF was deployed to the area from the middle of January to monitor illegal maritime activities, particularly abalone poaching, in conjunction with SAPS and other role players. During the first two weeks of deployment 28 arrests were made, 16 traffic fines to the value of R39 000 were issued, abalone worth R585 000 was confiscated, and diving and electronic/communications equipment worth R124 700 was also confiscated.<sup>142</sup> In addition, 48 suspected poachers – believed to be from Gansbaai – were arrested in the Garden Route and 142kg of abalone was confiscated.<sup>143</sup> While these results are encouraging, it is also important to develop a long-term coherent strategy to deal with abalone poaching that recognises that in coastal communities characterised by poverty, unemployment, and high levels of crime, involvement in illegal marine harvesting and trade provides a source of income. While criminal syndicates involved in abalone poaching must be targeted by law enforcement, alternative economic opportunities also need to be provided in poor coastal communities.<sup>144</sup> Neighbourhood Watch structures in the Overstrand area should be included in the development of this long-term strategy. At present there are 10 accredited Neighbourhood Watches in the area, including three in Gansbaai, two in Bredasdorp, and one in Struisbaai, Hermanus, Villiersdorp, Genadendal, and Napier.

### 8.3 Train arson attacks

Media reports allege that over 140 train carriages have been destroyed in the Western Cape since the start of the spate of sporadic train arson attacks in 2015, with the most recent attacks taking place in January 2020 when – in two separate incidents – a motor coach of a train stationed in Retreat Station was destroyed, and six carriages and one motor coach were destroyed between Century City and Kentemede stations.<sup>145</sup> In November 2019, an arson attack in Cape Town train station destroyed 18 carriages, amounting to an

<sup>140</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, pp. 63-64.

<sup>141</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, p. 66.

<sup>142</sup> Martin, G. (29 January 2020). *SANDF Enforcing Maritime Security, Combating Poaching in the Overstrand*. Available at <https://www.defenceweb.co.za/featured/sandf-enforcing-maritime-security-combating-poaching-in-the-overstrand/>

<sup>143</sup> TimesLive (24 January 2020). *48 Suspected Abalone Poachers Arrested in Garden Route Swoop*. Available at <https://www.timeslive.co.za/news/south-africa/2020-01-24-48-suspected-abalone-poachers-arrested-in-garden-route-swoop/>

<sup>144</sup> Department of Community Safety (November 2018). *Safer Western Cape Conference Report*, p. 30.

<sup>145</sup> IOL News (16 January 2020). *Officials Demand Swift Action after Burning of Train Coaches in Retreat*. Available at <https://www.iol.co.za/news/south-africa/western-cape/officials-demand-swift-action-after-burning-of-train-coaches-in-retreat-40696342>; IOL News (25 January 2020). *PICS AND VIDEOS: Train Set Afloat Near Century City Station*. Available at <https://www.iol.co.za/news/south-africa/western-cape/pics-and-videos-train-set-afloat-near-century-city-station-41356995>

estimated R16 million worth of damage to the carriages and R150 million to the overhead cables.<sup>146</sup> Between 2017 and 2019, arson attacks cost Metrorail more than R360 million<sup>147</sup> and the rail service now has only 31 train sets but needs 88 in order to be able to run an efficient service.<sup>148</sup>

In August 2018 former Western Cape Member of the Provincial Legislature Nceba Hinana laid a complaint with the public protector asking for an investigation into the causes behind the myriad failures of Metrorail in the Western Cape. To date, the public protector's office reports that the investigation is ongoing.<sup>149</sup>

In October 2018, the Rapid Enforcement Unit (REU) (made up of 100 officers) was established under an agreement between the City of Cape Town, PRASA, and the Western Cape Government. Initially, the REU was meant to be deployed for one year, but this was extended in September 2019 to end of June 2020. The City and Western Cape Government would like to extend it for at least another year. While the unit has demonstrated some successes - for example, impounding of copper cable and stolen metal and arrests for charges of assault, possession of drugs and stolen property, malicious damage to property and theft - thus far the unit has not been able to make any progress with respect to the arson attacks. Indeed, the Western Cape Minister of Transport and Public Works Bonginkosi Madikizela has said that the modus operandi of the unit needs to be revisited so that it can be more effective in dealing with arson attacks.<sup>150</sup>

In December 2019 Minister of Community Safety Albert Fritz approached the Western Cape Police Ombudsman to explore the SAPS's failure to investigate who is responsible for the sustained train arson attacks on the Metrorail system.<sup>151</sup> The Ombudsman's investigation is underway, and his office invited public comment on the issue until 4 February 2020.<sup>152</sup>

In the middle of January 2020, the newly appointed administrator of the Passenger Rail Agency of South Africa (Prasa), reported that over the next year the agency will roll out a three-phase plan. Within the first phase, "stability and order", to be completed in the first three months of the year, new security contracts will be entered into and uniforms sourced, lifestyle audits will be conducted on all employees in finance and supply chain management and on the top 300 management employees, and vetting of executives and crucial departments will be concluded. In the second "execution" phase, to be implemented over six months, a cashless ticketing system will be established, bus and rail services will be integrated, a more predictable timetable will be created, modern control rooms will be constructed, and security measures such as fencing at hotspot lines will be implemented. The long-term strategy, to be implemented over the next 12 months

---

<sup>146</sup> Payne, S. (29 November 2019). *Mbalula Speaks Much, Answers Little in Metrorail Fire Aftermath*. Available at <https://www.dailymaverick.co.za/article/2019-11-29-mbalula-speaks-much-answers-little-in-metrorail-fire-aftermath/>

<sup>147</sup> Payne, S. (27 January 2020). *Prasa's Burning Question*. Available at <https://www.dailymaverick.co.za/article/2020-01-27-prasas-burning-question/>

<sup>148</sup> Palm, K. (27 January 2020). "Union Questions Role of Rapid Rail Unit After Latest CT Train Arson Attack". Available at <https://ewn.co.za/2020/01/27/union-questions-role-of-rapid-rail-unit-after-latest-ct-train-arson-attack>

<sup>149</sup> Payne, S. (27 January 2020). *Prasa's Burning Question*. Available at <https://www.dailymaverick.co.za/article/2020-01-27-prasas-burning-question/>

<sup>150</sup> Timeslive (13 February 2020). *Cape Town rail enforcers chalk up 238 arrests in their first year*. Available at <https://www.timeslive.co.za/news/south-africa/2020-02-13-cape-town-rail-enforcers-chalk-up-238-arrests-in-their-first-year/>

<sup>151</sup> Payne, S. (20 January 2020). *Commuters Wait in Hope that 2020 Will Bring Redemption to Beleaguered Rail Network*. Available at <https://www.dailymaverick.co.za/article/2020-01-20-commuters-wait-in-hope-that-2020-will-bring-redemption-to-beleaguered-rail-network/>

<sup>152</sup> Mlamla, S. (4 February 2020). *Police Ombudsman Still Open to Public Comments Over Train Arson Investigation*. Available at <https://www.iol.co.za/capeargus/news/police-ombudsman-still-open-to-public-comments-over-train-arson-investigation-42078776>

includes finalising the security tender, improving cleanliness and availability of toilets and ticket offices, rehabilitating infrastructure, and finalising signaling programmes.<sup>153</sup>

What is also needed is for the SAPS Rapid Rail Police Unit (RRPU), a national unit located under the SAPS Visible Policing to be strengthened in terms of material and human resources and for a memorandum of understanding to be signed between the RRPU and PRASA that includes the establishment of a steering committee to monitor its implementation, as well as the development of Standard Operating Procedures (SOP) and guidelines between the two entities. Other recommendations for the RRPU (emerging from the Policing Needs and Priorities Commuter Safety workshop held in November 2018) include:

- Intensify monitoring of joint deployments between RRPU and PRASA;
- Intensify joint commuter and community engagement;
- Improve communication with commuters to prevent anger and destruction of property;
- Avoid overcrowding, and
- Use of volunteers to care for scholars using the trains.<sup>154</sup>

#### 8.4 Firearms

In 2018 it was reported that approximately 5.4 million South Africans have guns in their possession, but only 3 million are licensed.<sup>155</sup> Crime statistics in the Western Cape indicate that firearm-related murders have increased over the last three years: In 2016/2017, firearms accounted for 36% of murders, in 2017/2018, 42.3%, and in 2018/2019 they accounted for 46% of murders (1841). In addition, firearms were used in 94.7% (888) of gang-related murders in 2018/2019.<sup>156</sup>

In November 2018, the Department of Community Safety made funds available to reward community members for reporting illegal firearms and the report leading to the confiscation of firearms. The initiative was launched to improve local level crime-intelligence, particularly where there are low levels of trust between the community and SAPS. A hotline telephone number was activated on 16 November 2018 which persons can use to anonymously report illegal firearms. To date, 196 calls have been registered and the information forwarded to SAPS. Three informants have been paid the R10 000 reward for providing information that led to SAPS finding illegal firearms.

Western Cape SAPS reported that during 2018/2019 there were 3 422 illegal firearms and ammunition, 1 253 of which were recovered.<sup>157</sup> In addition, a total of 36 firearms were lost or stolen from SAPS during 2018/2019, almost a third of which (11 – 31%) went missing as a result of a robbery. During the first quarter two lost or stolen firearms were recovered, in the second quarter, 17 were recovered and in the third quarter 14 were recovered. No information was provided in terms of firearm recovery in the fourth quarter. This gives a total of 33 firearms recovered against 36 firearms lost or stolen in the same timeframe (although the firearms

---

<sup>153</sup> Postman, Z. (15 January 2020). *PRASA Boss Offers New Turnaround Strategy*. Available at <https://www.groundup.org.za/article/prasa-boss-promises-new-turnaround-strategy/>

<sup>154</sup> Department of Community Safety (2018). *Policing Needs and Priorities 2018/2019. Commuter Safety Workshop Report*, p. 27.

<sup>155</sup> Western Cape Government News (5 August 2019). *We need to be Disruptive in our Approach to Illegal Firearms*. Available at <https://www.westerncape.gov.za/news/we-need-be-disruptive-our-approach-illegal-firearms>

<sup>156</sup> SAPS (2019). *Western Cape 2018/19 Annual Report*, p. 32 and p. 37.

<sup>157</sup> SAPS (2019). *Western Cape 2018/19 Annual Report*, p. 113.

recovered would also have been lost or stolen prior to the 2018/2019 reporting period). These figures are encouraging.<sup>158</sup>

The Western Cape SAPS reported that out of 19 205 SAPS officials in 2018/2019, 2 436 were not able to undergo their annual firearm competency testing in 2018/2019 because of a lack of ammunition.<sup>159</sup> Without completing the competency training, SAPS cannot issue permits to police officials for the issuing of a service pistol, which means they cannot carry out their operational duties.<sup>160</sup> In October 2019, the SAPS reported that their supplier, Denel Pretoria Metal Pressings had resumed delivering ammunition.<sup>161</sup>

In November 2019, Police Minister Bheki Cele declared a firearm amnesty to run from 1 December 2019 to 31 May 2020 in which persons could surrender and apply for amnesty for their illegal or unwanted firearms. They also have the option to apply to relicense the firearm. The declaration notes that all firearms will undergo ballistic testing.<sup>162</sup> While the declaration was signed on 28 August 2019, Parliament only approved it in November 2019. In December 2019, the Minister amended the declaration to contain a list of 46 stations not suitable to receive surrendered firearms because of safety reasons. In the Western Cape these stations included Athlone, Klapmuts, Riversdale, Lingelethu West, and Somerset West.<sup>163</sup> As at 14 January 2020 a total of 2 266 firearms and 31 382 rounds of ammunition had been surrendered at police stations across South Africa, with the Western Cape surrendering 514 firearms.<sup>164</sup>

The firearm lobby group Gun Owners South Africa (GOSA) asserted that the amnesty failed to comply with legally prescribed procedures in that neither the National Assembly nor the National Council of Provinces agreed to the amnesty when it was put before them on 11 September 2019.<sup>165</sup> Another criticism levelled against the amnesty is that it will not reduce crime. Critics note that in past amnesties, no firearms surrendered have been linked by SAPS to crimes. There is also a fear that surrendered firearms will find their way back into criminal syndicates. As an example, in 2016 Colonel Chris Lodewyk Prinsloo was sentenced to 18 years in prison for selling 2400 firearms to gangsters – firearms that were linked to 1 000 murders, and that were meant to be destroyed as a result of the last amnesty in 2010.<sup>166</sup> Gun Free South Africa is supportive of the amnesty, but stress the importance of safeguarding the firearms from the point of hand-in through the chain of storage and transport until the moment of destruction.<sup>167</sup>

---

<sup>158</sup> Department of Community Safety (2019). *SAPS and MPS Reporting Obligations to Assess their Efficiency, Effectiveness and Conduct*, pp. 6-7.

<sup>159</sup> Standing Committee of Police (26 November 2019). *SAPS Western Cape Annual Report 2018/2019*, p. 18.

<sup>160</sup> Cruywagon, V. (28 August 2019). *Ammunition Shortage Leaves Cops at Risk*. Available at <https://www.iol.co.za/capeargus/news/ammunition-shortage-leaves-cops-at-risk-31418203>

<sup>161</sup> Dlamini, Y. (23 October 2019). *Police's Ammunition Crisis Finally Resolved*. Available at <https://www.iol.co.za/news/south-africa/polices-ammunition-crisis-finally-resolved-35734559>

<sup>162</sup> Government Gazette No. 42858, Republic of South Africa (27 November 2019). Available at [https://gosaonline.co.za/webmoduledata/Documents/Publication-%20Firearm%20Amnesty%20-%20Police\(.pdf](https://gosaonline.co.za/webmoduledata/Documents/Publication-%20Firearm%20Amnesty%20-%20Police(.pdf)

<sup>163</sup> Maqhina, M. (14 December 2019). *Bheki Cele Amends Firearm Amnesty*. Available at <https://www.iol.co.za/news/politics/bheki-cele-amends-firearm-amnesty-39234116>

<sup>164</sup> Retief, C. (14 January 2020). *Amnesty Nets Thousands of Unwanted or Illegal Firearms*.

Available at <https://www.dailymaverick.co.za/article/2020-01-14-amnesty-nets-thousands-of-unwanted-or-illegal-firearms/>

<sup>165</sup> Van Staden, M. (23 October 2019). *Gun Lobby: Latest Firearm Amnesty Is Illegal*. Available at <https://rationalstandard.com/gun-lobby-latest-firearm-amnesty-is-illegal/>

<sup>166</sup> Deal, J. (6 February 2020). *Arms and the Man: Bheki Cele's Disarming Rhetoric*. Available at <https://www.dailymaverick.co.za/opinionista/2020-02-06-arms-and-the-man-bheki-celes-disarming-rhetoric/>; Van Staden, M. (23 October 2019). *Gun Lobby: Latest Firearm Amnesty Is Illegal*. Available at <https://rationalstandard.com/gun-lobby-latest-firearm-amnesty-is-illegal/>

<sup>167</sup> Mabuza, E. (28 November 2019). *SA Gun Amnesty Welcomed but Surrendered Weapons Must be Safeguarded*. Available at <https://www.sowetanlive.co.za/news/south-africa/2019-11-28-sa-gun-amnesty-welcomed-but-surrendered-weapons-must-be-safeguarded/>

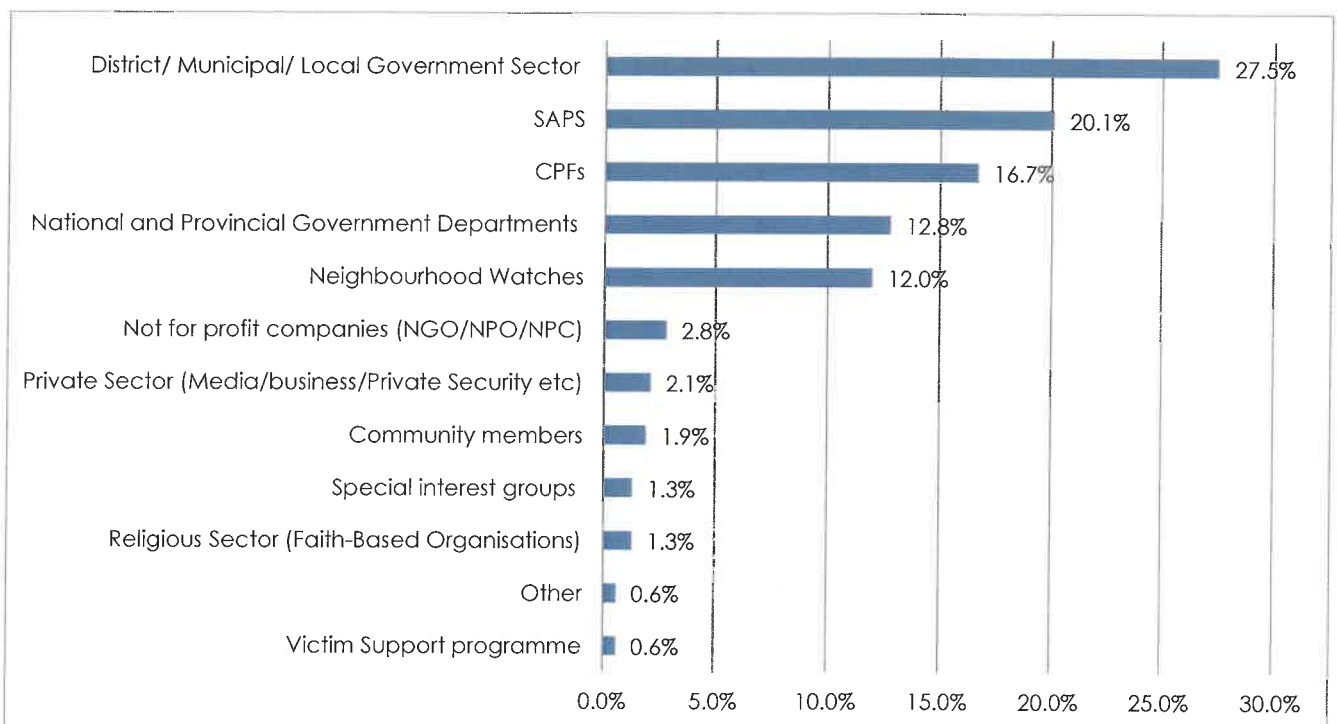
## 9. THE FINDINGS OF THE POLICING NEEDS AND PRIORITIES CONSULTATIONS

### 9.1 The safety confidence scorecard perception survey

The safety confidence scorecard is a perception survey which seeks to measure the perception of safety within different communities, as well as the impact on interventions over a period. It was administered as part of the Department of Community Safety's 2019/20 Policing Needs and Priorities (PNP) process per district municipality. Whilst a total of 841 people attended the PNP sessions, 487 participants completed the questionnaires. The questionnaires were issued to all participants to complete manually. One PNP and safety planning session was held per district municipality for this financial year to establish the rural needs in the Province and in alignment with the Department's allocation of funding to district municipalities to develop district wide safety plans.

It will thus give the reader an understanding of the safety perceptions outside of the Cape Town Metro region.

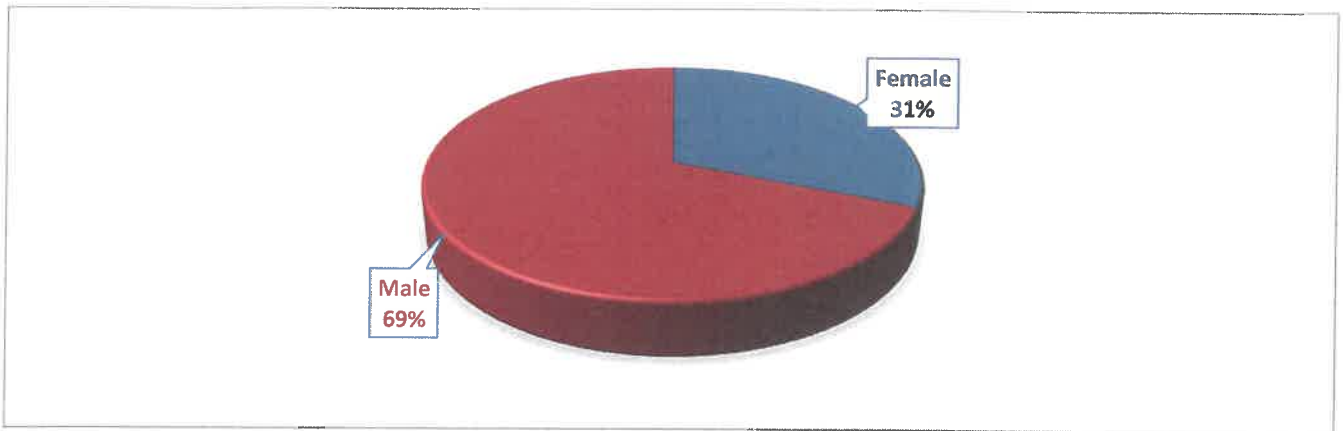
**Figure 5: Participants per stakeholder group (n = 468)**



Most participants at the workshops (27,5%) were from the local government sector. This included mayors, deputy mayors, municipal managers and other senior officials from the district and local municipalities. The next biggest category is the South African Police Service (SAPS) (20,1%) consisting of cluster and station commanders and other officials, followed by CPFs (16,7%), Provincial and National Government Departments (12,8%) and neighbourhood watch (NHW) chairpersons (12,0%). The workshop also invited participants from not for profit companies (2,8%), the private sector (2,1%), community members (1,9%), special interest groups and the religious sector (both at 1,3%), victim support programme and others (both at 0,6%). It is important to note that 3,9% of the respondents skipped the question on which stakeholder group they represent. This is a slightly different make-up to those participants of previous PNP workshops where SAPS and CPF members formed the majority.



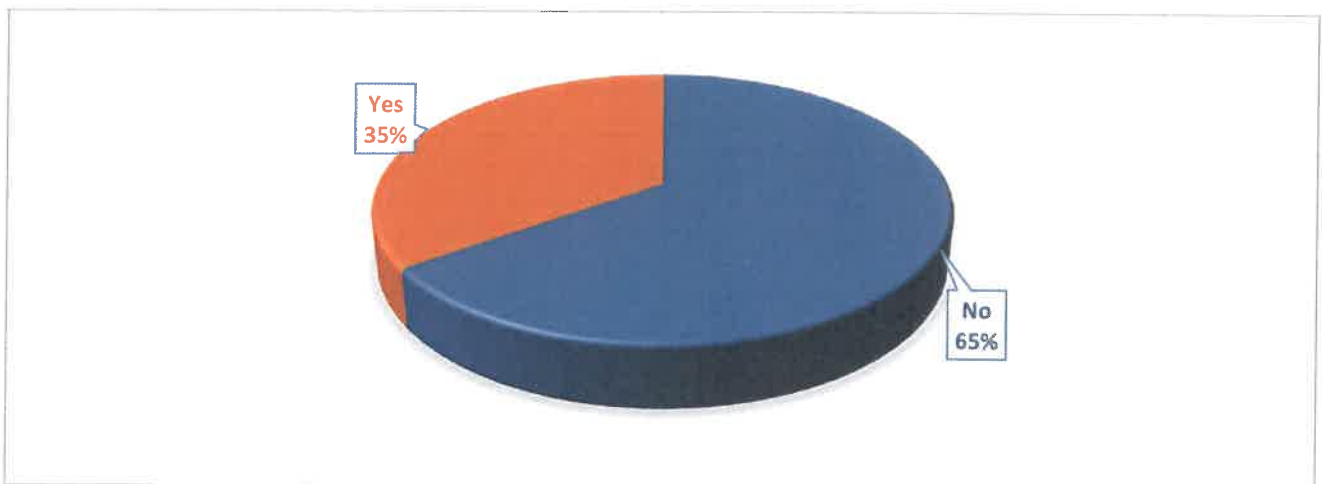
**Figure 6: Gender breakdown**



In terms of gender breakdown, there were more males (69%) than females (31%).

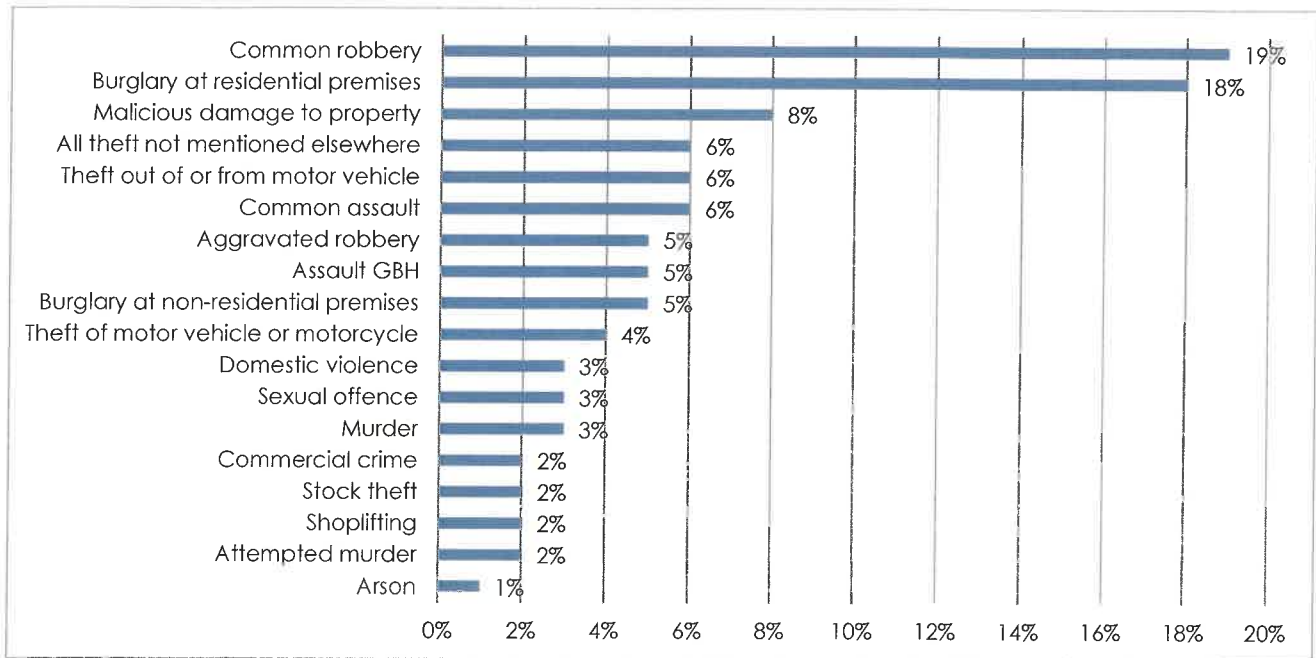
## 9.2 Contact with the Criminal Justice System

**Figure 7: Household crime victimisation – Have you or a member of your household been a victim of crime in the last 12 months? (n = 476)**



The Department asked participants whether they had been a victim of crime in the last 12 months. As illustrated above, approximately one third of respondents (35%) indicated that they or someone in their household had been a victim of crime; 2.2% of the respondents skipped the question.

**Figure 8: Nature of crime (n = 165)**



Of those 165 respondents who had been a victim of crime, the majority reported being victims of common robbery (19%) and burglary at residential premises (18%). It is not clear from the survey what form of common robbery was reported. According to the Victims of Crime Survey 2016/2017, 1.65% of the individuals in the Western Cape were victims of robbery outside their homes.<sup>168</sup> This figure was higher than 0.71% of individuals who had been victims of robbery outside their homes in South Africa as a whole, or in any other province.<sup>169</sup> Similarly, the Victims of Crime Survey 2018/2019 indicated that 1.91% of individuals in the Western Cape experienced robbery.<sup>170</sup> Again, the Western Cape had the highest percentage compared to South Africa (1.13%) as a whole and compared to other provinces.<sup>171</sup>

This shows that robbery in general is still a major safety concern in the Western Cape. 15.6% of the respondents skipped the question.

Eight percent of the respondents reported being a victim of malicious damage to property. Six percent said they have experienced theft and theft out or from a motor vehicle. Common assault was experienced by 6% of respondents and assault GBH by 5%. Interestingly, equal numbers (3%) of respondents said that they had been a victim of domestic violence, sexual violence or someone in their home had been a victim of murder.

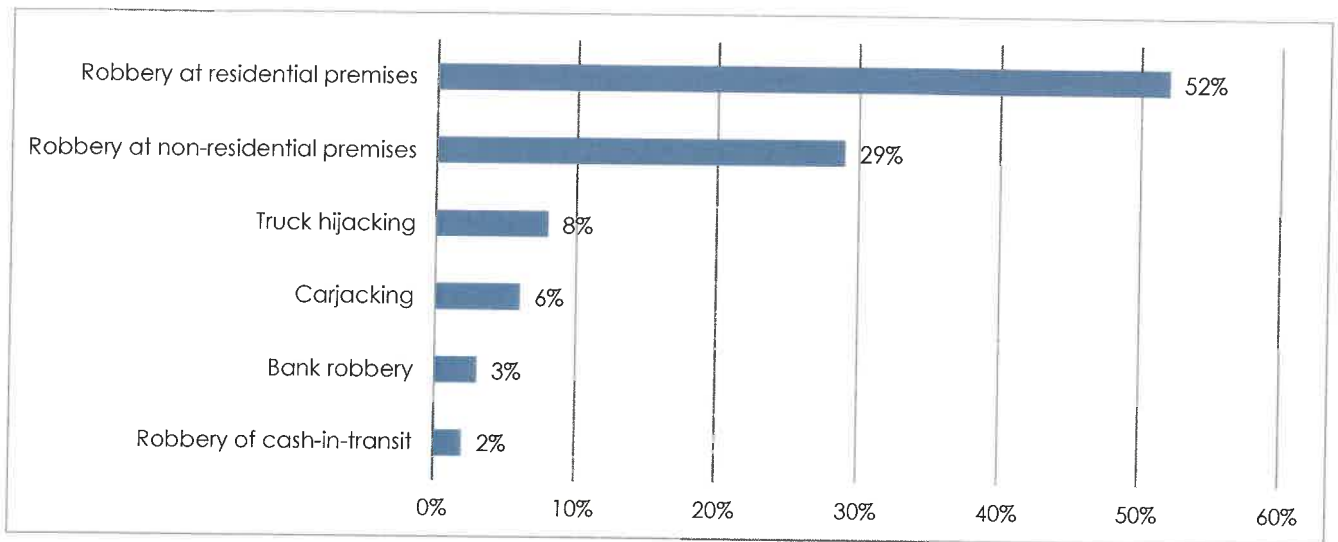
<sup>168</sup> Statistics South Africa. (2017). *Victims of Crime Survey 2016/2017*, p. 37.

<sup>169</sup> Statistics South Africa. (2017). *Victims of Crime Survey 2016/2017*, p. 37.

<sup>170</sup> Statistics South Africa. (2019). *Victims of Crime Survey 2018/2019*, p. 43.

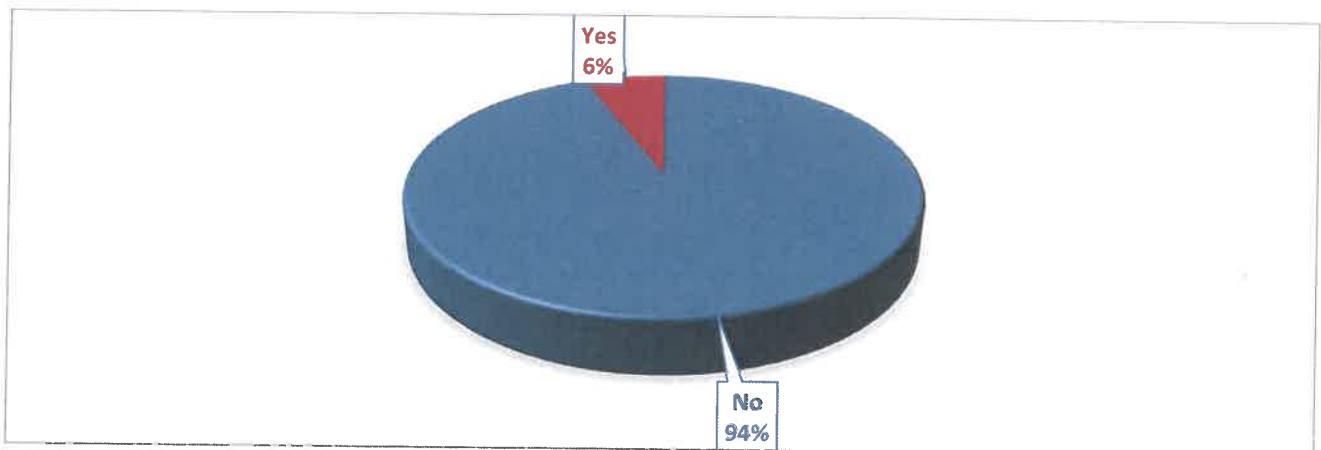
<sup>171</sup> Statistics South Africa. (2019). *Victims of Crime Survey 2018/2019*, p. 43.

**Figure 9: Nature of crime – Sub-categories of aggravated robbery**



Five percent of the respondents who had experienced crime said they had been a victim of aggravated robbery. In terms of the subcategories of aggravated robbery the majority who had experienced this reported being victims of robbery at residential premises (52%), robbery at non-residential premises (29%), truck hijacking (8%), carjacking (6%), bank robbery (3%) and robbery of cash-in-transit (2%).

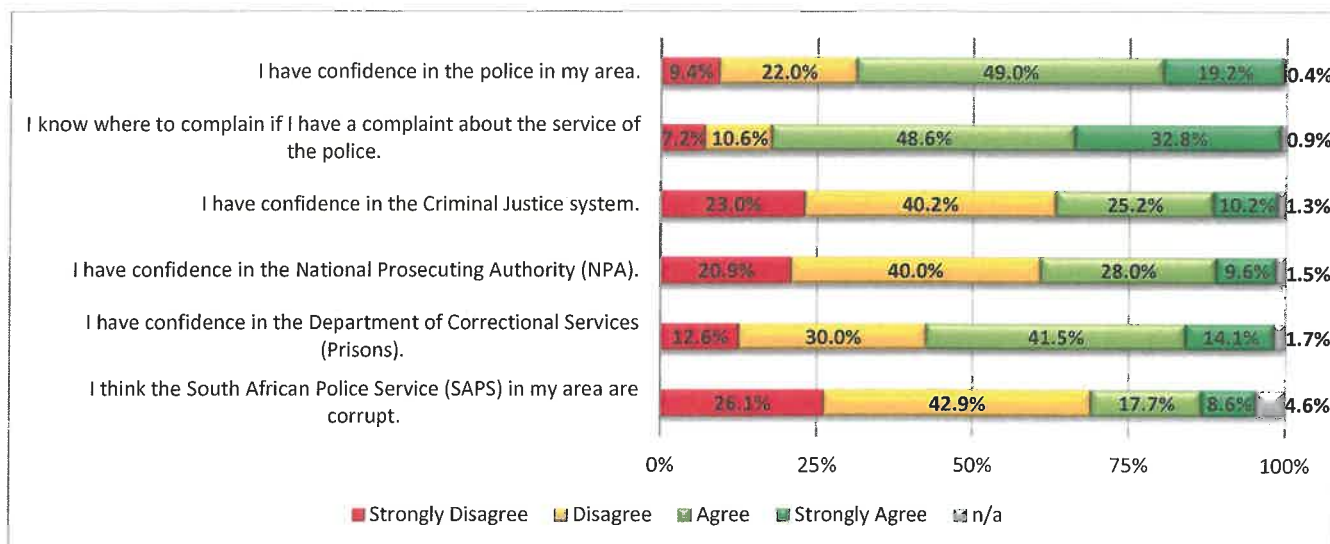
**Figure 10: Have you or a member of your household been charged with crime detected because of police action? (n = 466)**



Six percent of the respondents indicated that they or a household member had been charged with crime because of police action, while 94% had not.

### 9.3 Professional policing

**Figure 11: Perceptions of confidence (n= 459)**



One of the ways to measure professional policing is through perception surveys. The survey administered in 2019 was compared with the results from the 2019 PNP report, where the scorecard had been completed by participants in 2017. In the current survey, 68.2% of respondents said they had confidence in the police in their area. 81.4% indicated that they know where to complain if they had a complaint about the service of the police, and most respondents (69%) felt that the police were not corrupt. However, 26.3% agreed that police in their area are corrupt. The Victims of Crime Survey 2016/2017 indicated that only 49.3% of the households in the Western Cape were satisfied with the police.<sup>172</sup> This figure was higher than the national percentage (38.4%) and the Western Cape was the second leading province after Northern Cape (52.6%) in terms of people who were satisfied with the police.<sup>173</sup>

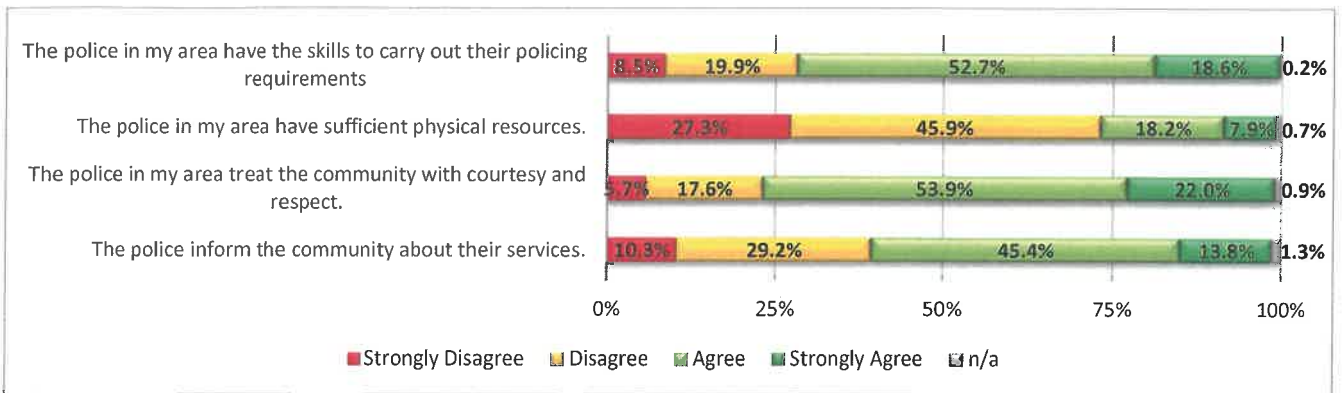
Just more than half (55.6%) of participants said they had confidence in the Department of Correctional Services, whilst only 37.6% showed confidence in the National Prosecuting Authority and 35.4% in the overall Criminal Justice System. This is lower than the 40% figure given in the 2017 PNP.<sup>174</sup> The results indicate that participants have a higher level of confidence in the police than in other departments in the Criminal Justice System.

<sup>172</sup> Statistics South Africa. (2017). *Victims of Crime Survey 2016/2017*, p. 18.

<sup>173</sup> Statistics South Africa. (2017). *Victims of Crime Survey 2016/2017*, p. 18.

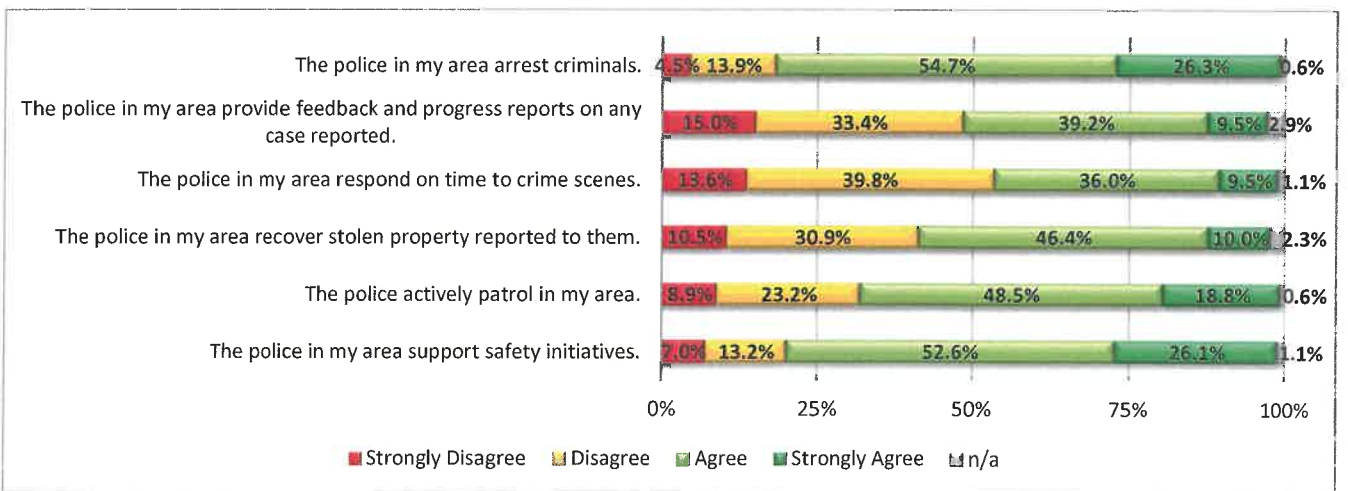
<sup>174</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 58. This was the report for 2019, though the Safety Scorecard was administered in 2017.

**Figure 12: SAPS interaction with communities (n= 457)**



When exploring police interaction with communities, 71.3% agreed that the police have the skills to carry out their policing functions. Only 26.1% of the respondents thought that the police had sufficient physical resources. This figure is significantly lower than that of the 2017 PNP where 40% felt that the police had sufficient physical resources.<sup>175</sup> Most of the respondents (75.9%) felt that the police in their area treated the community with courtesy and respect and 59.2% of the respondents thought that the police do inform the community about their services.

**Figure 13: Police service delivery and performance of functions (n= 456)**



The majority (78.7%) of the respondents agreed that the police supported safety initiatives and 67.3% thought that the police actively patrolled in their areas. More than half of the respondents (56.4%) agreed that the police recovered stolen property. This is significantly higher than 41.5% of respondents in the Victims of Crime Survey who said they were satisfied with the police in the Western Cape because the police recover stolen property.<sup>176</sup>

<sup>175</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 59.

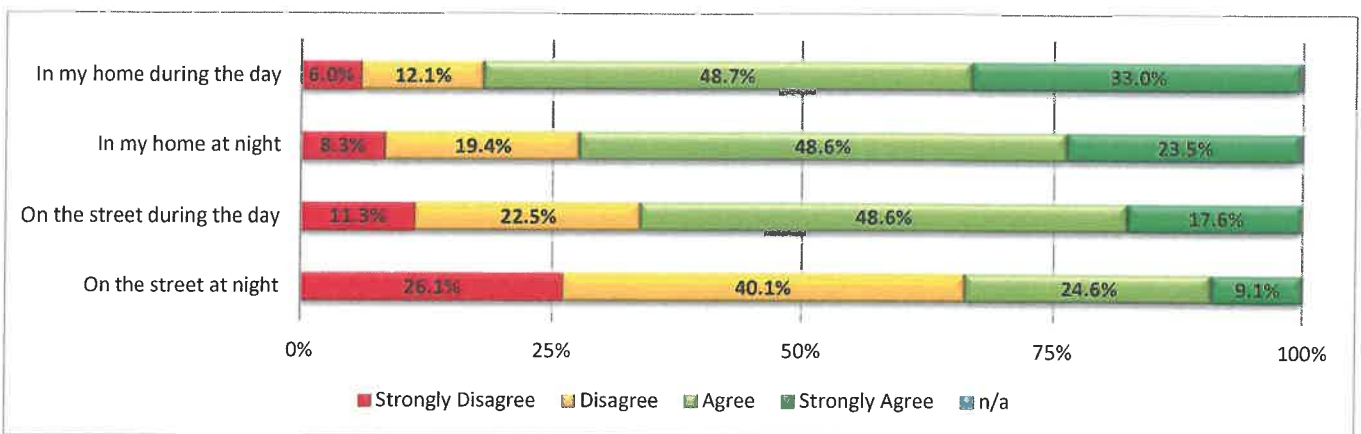
<sup>176</sup> Statistics South Africa. (2016). *Victims of Crime Survey 2015/2016*, p. 44.

Just less than half (45.5%) of respondents indicated that the police arrived at crime scenes timeously. This is higher than the 35% figure of the 2017 PNP consultations.<sup>177</sup> It is also important to note that the Victims of Crime Survey 2015/2016 indicated that 71.7% of households in the Western Cape were satisfied with the police because they come to the scene of the crime.<sup>178</sup>

Just less than half (48.7%) of respondents agreed that police provided feedback on cases reported in their areas. This is higher than the 42% figure of the previous year.<sup>179</sup> Most (81%) respondents agreed that the police in their area arrest criminals. This is higher than the 67% figure of the previous PNP.<sup>180</sup> Satisfaction levels with arresting criminals is significantly higher than in 2015/16 when the Victims of Crime Survey 2015/2016 indicated that 61.5% of households in the Western Cape were satisfied with the police because they arrest criminals.<sup>181</sup>

#### 9.4 Perceptions of safety in public spaces and at home

**Figure 14: Safety at home and in public (n= 469)**



The majority of respondents (66.2%) do not feel safe on the street at night, whereas 66.2% felt safe during the day. This is an improvement to the previous PNP figures where 83% of respondents felt unsafe on the street at night, with 39% feeling safe on the street during the day.<sup>182</sup> The majority (72.1%) of respondents felt safe in their homes at night, with 81.7% feeling safe during the day. This might reflect the difference in opinion of the population. Whereas previous PNP reports captured responses for the whole of the Western Cape, this survey focused only on the District Municipalities, with the sample coming from rural and semi-rural areas.

<sup>177</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 59.

<sup>178</sup> Statistics South Africa. (2016). *Victims of Crime Survey 2015/2016*, p. 44.

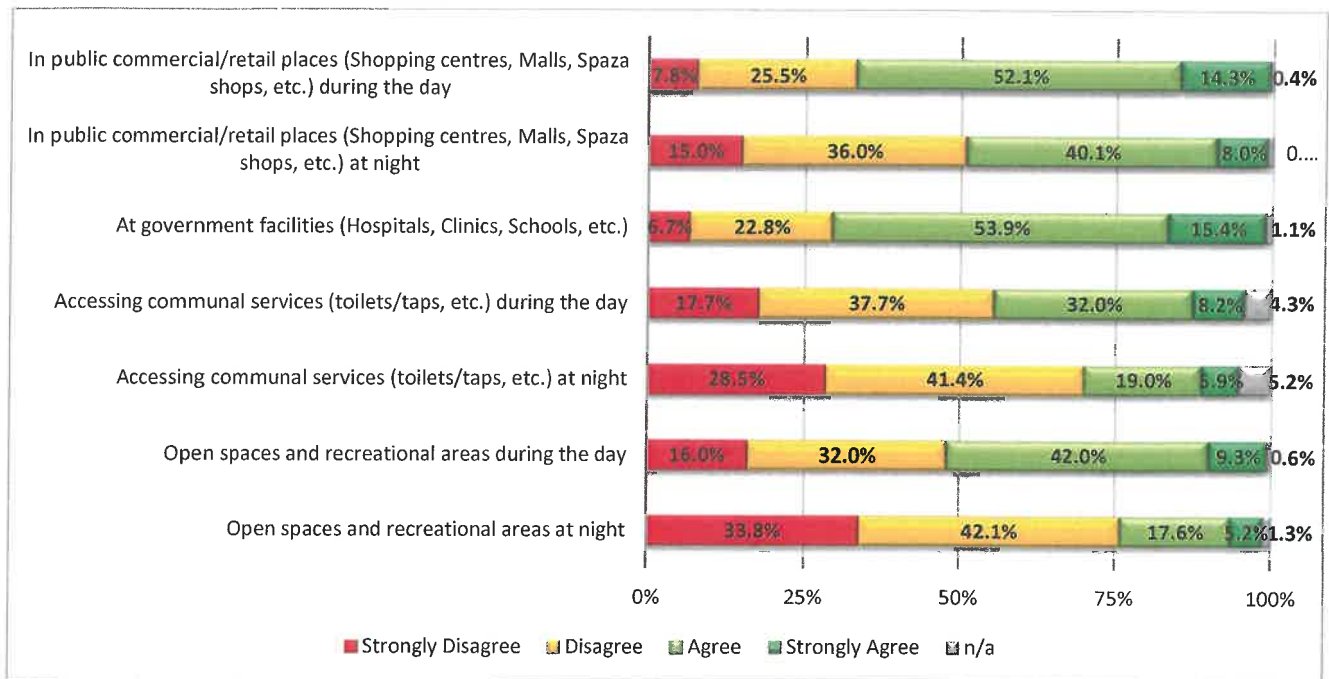
<sup>179</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 59.

<sup>180</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 59.

<sup>181</sup> Statistics South Africa. (2016). *Victims of Crime Survey 2015/2016*, p. 44.

<sup>182</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 60.

**Figure 15: Perceptions of safety in community spaces and public commercial buildings (n= 461)**

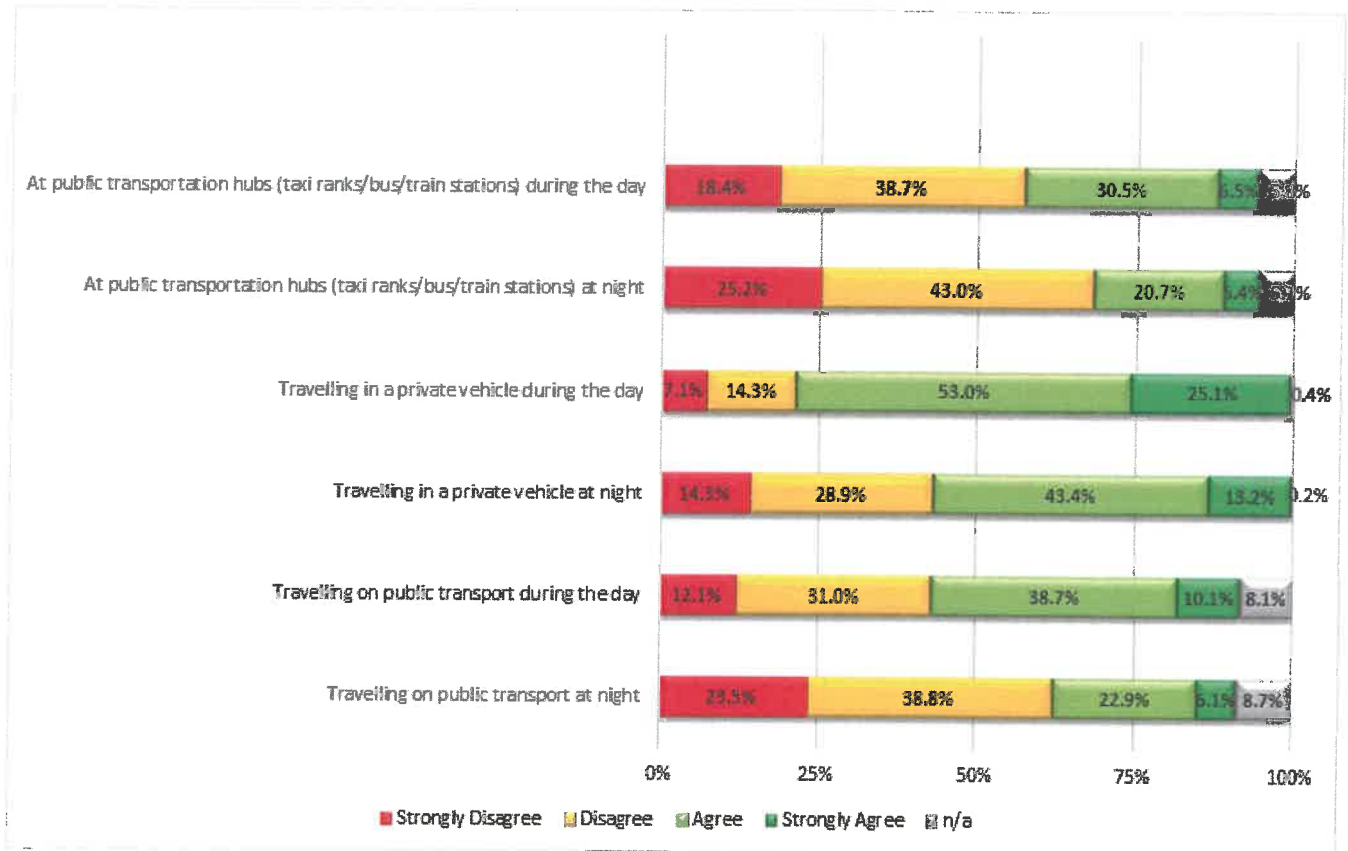


Only one in five respondents (22.8%) felt safe in open spaces and recreational areas at night, while approximately half (51.3%) felt safe during the day. The Victims of Crime Survey 2015/2016 indicated that 48.4% of households in the Western Cape avoided going to open spaces and parks because of fear of crime.<sup>183</sup> Only 24.9% felt safe accessing communal services at night and 40.2% during the day. The majority (69.3%) of the respondents felt safe at government facilities. This is higher than the 51% figure of the previous year.<sup>184</sup> Only 48.1% of the respondents felt safe in public commercial or retail places at night, whereas 66.4% felt safe during the day.

<sup>183</sup> Statistics South Africa. (2016). *Victims of Crime Survey 2015/2016*, p. 14.

<sup>184</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 61.

**Figure 16: Perception of safety around public and private transport (n= 460)**



Most respondents (62.3 %) feel unsafe using public transport at night, while 43.1 % felt unsafe travelling on public transport during the day. This is an improvement to the findings of the 2017 PNP where 82% of the respondents felt unsafe travelling on public transport at night, while 56% felt unsafe during the day.<sup>185</sup> Only 26.1% of respondents felt safe at public transportation hubs at night, with 37% feeling safe during the day. This is different to the findings of the 2017 PNP where 15% felt safe at public transportation hubs at night, while 30% felt safe during the day.<sup>186</sup> Fewer (56.6%) respondents felt safe travelling in a private vehicle at night compared to the day (78.1%). This is an improvement to the findings of the 2017 PNP where only 29% felt safe travelling in a private vehicle at night and 52% felt safe during the day.<sup>187</sup>

<sup>185</sup>Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 62.

<sup>186</sup>Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 62.

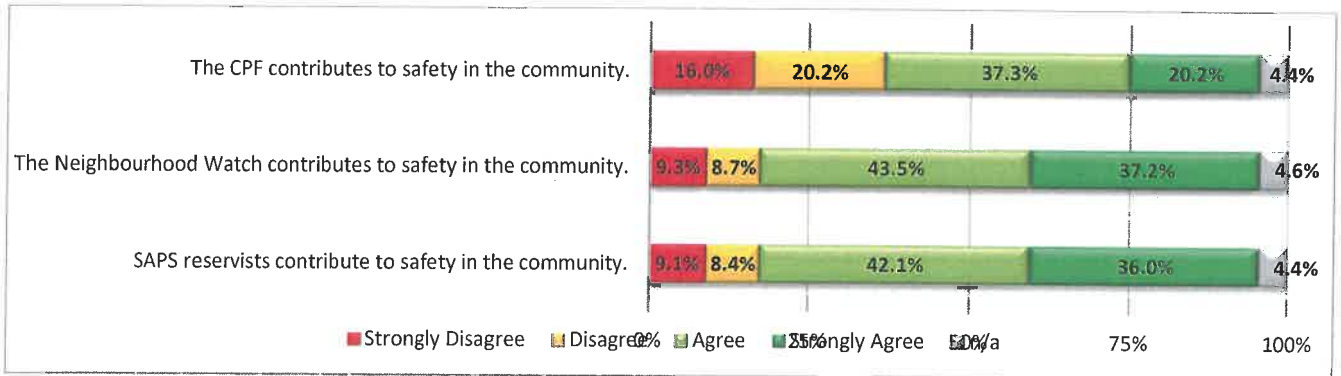
<sup>187</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 62.



## 9.5 Partnerships

This section discusses how participants view the role and contribution of partnerships between the SAPS and civil society. These include CPFs, Neighbourhood Watches and SAPS Reservists. In terms of its 'Whole of Society' approach, DoCS views partnerships as being central to community safety. As such the third pillar of its CSIP programme is to establish viable safety partnerships within communities.

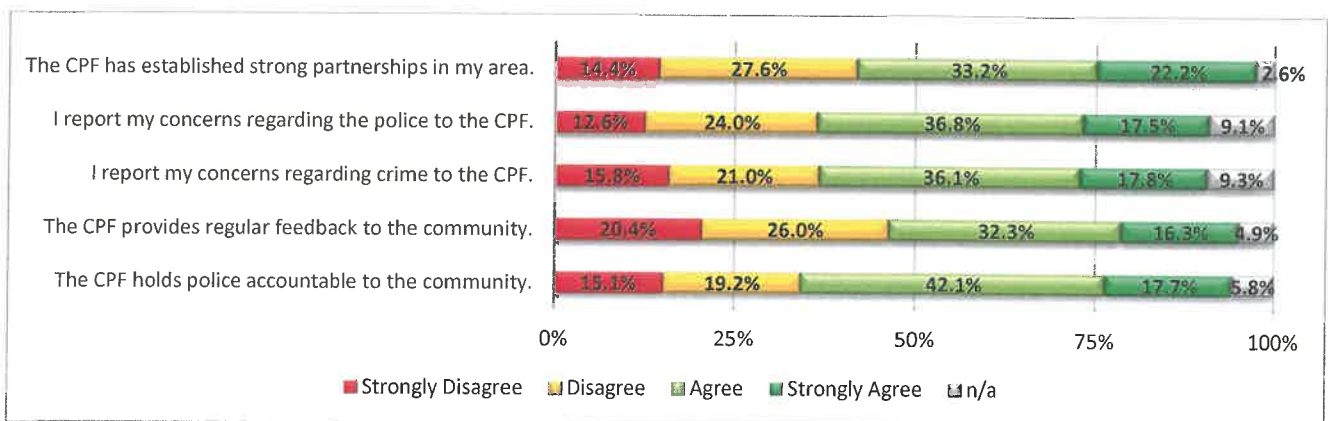
**Figure 17: Partnerships contributing to safety (n= 467)**



1. NHWs 80.7% (74% in 2019)
2. SAPS reservists 78.1% (57% in 2019)
3. CPFs 57.5% (64% in 2019)

More participants felt that NHWs (80.7%) contribute to safety in the community than the CPF (57.5%). This shows an increasing trust and reliance on the NHWs in the community. Interestingly, 78.1% of respondents said that SAPS reservists contributed to safety. As discussed in section 7 of this report, there are declining numbers of reservists in the SAPS, but people still have a high degree of faith in their contribution towards safety. The rankings of the previous year remained very similar to those of 2019/20.

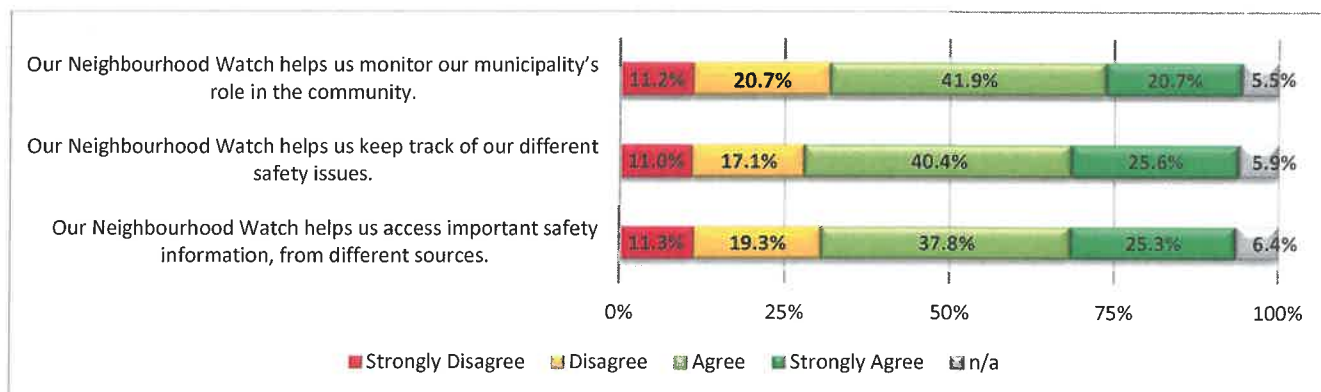
**Figure 18: Holding the police accountable through the CPF (n= 444)**



Most of the respondents (59.8%) agreed that the CPF holds the police accountable to the community. Only 48.6% indicated that the CPF provides regular feedback. This is an area for improvement as 48% indicated

that CPF provides feedback in the previous PNP.<sup>188</sup> A little more than half of respondents (53.9%) indicated that they reported their concerns regarding crime to the CPF, with 54.3% reporting their concerns about the police to the CPF. Just more than half of respondents (55.4%) agreed that the CPFs have established strong partnerships in their area. This is lower than the 57% figure of the previous year.<sup>189</sup>

**Figure 19: Neighbourhood Watch as a monitoring mechanism (n= 472)**



Most of the respondents (62.6%) agreed that the neighbourhood watch assisted them in monitoring the municipality's role in their areas. This is lower than the 66% figure of the previous year.<sup>190</sup> Most of the respondents (66%) thought that the neighbourhood watch helped them to keep track of various safety issues and 63.1% agreed that their neighbourhood watch helped them to access important safety information from different sources.

### 9.6 Thematic analysis of the qualitative data

The PNP questionnaire contained a set of six open ended questions where respondents were asked to indicate the key drivers of crime in their area; their safety concerns, the key policing needs to the province and the municipality; to identify what the police should prioritise and to identify which ward or area is most in need of intervention. 495 people completed the open-ended sections of the questionnaire. The data gathered from the respondents was coded after which emerging themes were drawn from it and analysed according to the prevalent trends in the districts. Table 10 is a summary of their responses.

<sup>188</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 63.

<sup>189</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 63.

<sup>190</sup> Department of Community Safety. (2019). *Western Cape Policing Needs and Priorities (PNP) 2019 Report*, Western Cape Government, p. 64.

**Table 10: Key drivers of crime in your area: top ten themes**

Themes	Frequency responses	of	Number of districts
Drug abuse	181		5
Unemployment	180		5
Alcohol abuse	83		5
Poverty	59		5
Gangsterism	28		3
School dropouts	23		3
Inadequate policing of liquor and drug outlets	12		3
Ineffective Criminal Justice System	9		4
Lack of law enforcement	5		2
Land invasions and influx of people from other areas	4		1

Drug abuse, alcohol abuse, unemployment and poverty were the top four most identified drivers of crime in all five district municipalities (Table 10). These are clearly seen as the socio-economic causes of crime. Related to these, three of the districts identified gangsterism and school dropouts as key issues. Respondents said that young people were inclined to join gangs to achieve a sense of belonging. The districts said that gangsterism was responsible for criminal activities and have subsequently suggested implementation of more youth development programmes.

Related to the drug and alcohol abuse, was the concern of three districts about the inadequate policing of liquor and drug outlets. Four districts said there was an ineffective Criminal Justice System, and two identified a lack of law enforcement.

Land invasions was only identified as a problem in one district. Land evasion stems from an influx of people from outside their areas, including foreign nationals. Respondents said that the influx of people provides a fertile ground for criminal activities.

**Table 11: Biggest safety concern for your municipal area: top ten themes**

Themes	Frequency	Number of districts
Drug abuse	85	5
Contact crimes	77	5
Property crimes (housebreakings, robbery, burglary)	62	5
Poor lighting	23	4
Alcohol abuse	22	5
Gangsterism	22	5
Violence against women and children	19	5
Illegal alcohol outlets and drug outlets	19	4
Theft	14	3
Insufficient police/law enforcement personnel	9	2

When asked to identify their safety concerns, the respondents mentioned drug abuse as the biggest safety concern. They reported that drugs are effortlessly accessible, they destroy young people and lead to criminal activities and other social ills. Young people are addicted and are being wrongly used by drug dealers to pursue their agendas. Alcohol abuse had also become a concern. One respondent said that "the abuse of drugs and alcohol amongst youth resulted in break-ins, assaults and rapes".

The respondents said that inadequate policing of drugs and liquor outlets had rendered these outlets a great concern. According to them there are too many taverns and illegal shebeens, illegal liquor outlets are consistently mushrooming in squatter camps, drug lords come to their areas and hire houses to use them for their drug activities and drug smuggling has increased.

Contact crimes and property crimes were listed as the next most important safety concerns. Contact crimes included robberies, murder, armed robberies, assault GBH, and sexual offences, while property offences listed includes house break-ins, school break-ins and robberies and business break-ins and robberies. These were of concern in their municipalities. Theft especially out of vehicles was also a safety concern.

Gangsterism was also one of the top 10 concerns. The respondents said that many young people were getting involved in gang-related activities in quest for a sense of belonging. Gangsters possessed firearms which they used to perform gang-related crime.

Violence against women and children was also reported as a safety concern. Rape of girls and women, child abuse and neglect, domestic violence and crimes against children at school and on the streets were highlighted as common crimes perpetrated against women and children.

Four of the districts identified a lack of street lighting as a safety concern.

**Table 12: Key policing needs for the province and what the police should prioritise: top ten themes**

Key Policing needs and priorities for the Province		
Themes	Frequency	Number of Districts
More police members	151	5
More police resources	88	5
More police visibility	83	5
More community involvement	44	5
Fight drug abuse	39	5
Improve police intelligence	33	5
Improve training and supervision of police	25	5
Fight gangsterism	18	4
Reduce alcohol abuse	17	5
Policing liquor and drug outlets	14	3

30.5% of the respondents said that the government needed to provide more police members. 17.7% would like SAPS to prioritise the deployment of adequate resources including police vehicles, police budget and facilities. 16.7% of the respondents said SAPS members should be more visible in the community especially in dangerous areas, such as crime-ridden and gang-infested areas.

All five district municipalities said that SAPS must stimulate more community involvement to enable communities to play a significant role in the conception and implementation of crime prevention strategies. This should be done through community imbizos, community awareness campaigns, and community-based information sessions as suggested by the respondents.

Respondents wanted the SAPS to focus on fighting gangsterism, citing that gang activities are illegal by nature but also lead to several other serious criminal activities. The respondents requested that SAPS should also prioritise the fight against the scourge of drug abuse and reduction of the prevailing alcohol abuse.

60% of the District Municipalities wants the SAPS to exert more pressure on drug lords and traffickers by raiding them and confiscating the drugs and arrest both the dealers and the end users. SAPS must also fastidiously monitor alcohol sales and use. Unlicensed outlets must be raided and licensed ones must be forced to comply with the corresponding norms and standards.

All five district municipalities stated that the SAPS must improve training and supervision of police officers.

**Other aspects that needed prioritisation included the following:**

- Strengthening of collaboration between the SAPS and Neighbourhood structures and Community Forums. The respondents advised that the NHW must be more involved with and should assist the SAPS during police patrols and other law enforcement joint operations;
- Provision of specialised units. Participants would like the SAPS to institute or enhance specialised units including drug units, dog units, public order police (POP) and border police and improve police intelligence; and
- Overberg and West Coast Municipalities reported there was a need to focus on policing of abalone poaching while Cape Winelands respondents reported that farm murders were a policing priority in their district.

**Table 13: Key policing needs for your municipal area: top ten themes**

Themes	Frequency	No. of Districts
More police members	127	5
More police resources	101	5
More police visibility	97	5
More police stations	25	4
Policing liquor and drug outlets	21	4
Increased community involvement	18	5
Crime prevention	17	4
Use of technology (e.g. CCTV) to fight crime	15	4
Fight drug abuse	13	4
Capacitate Neighbourhood Watches and/or CPFs	12	3

The policing needs identified at municipal level were similar to the needs identified for the province. All districts supported the call for more police resources, more police visibility and increased community involvement were the crucial policing needs in their respective districts. Participants agreed that more police members were needed to reduce crime levels in their districts.

Police resources mentioned included police vehicles, police uniforms, community service centre (CSC) space, horses and bicycles with police vehicles.

Eighty percent of the districts agreed that there was a need to maximise the use of technology. They believed that installation and enhanced use of CCTV cameras at public places like community centres, schools and streets as well as proper use of Licence Plate Recognition (LPR) technologies would help deter criminal activities. A respondent from Cape Winelands District Municipality stated that the needs included "Better

lights, and security cameras that are monitored 24 hours". Another respondent from Overberg municipality said they needed "LPR cameras and data for SAPS members to use LPR system."

The districts also would like SAPS to fight and reduce the scourge of drug abuse as well as gangsterism. SAPS officials must also be subjected to better training and supervision. The respondents mentioned that the districts need officers that are well-trained, have knowledge of policing laws and can respond fast to counteract criminals and deter criminal activities.

Some respondents in four of the Districts thought the pressing need was prevention of violence against women and children.

**Table 14: Suggested interventions for the ward: Top ten themes**

Themes	Frequency	No. of Districts
More police visibility	81	4
Capacitate neighbourhood watches and/or Community Policing Forums	39	4
Policing liquor and drug outlets	31	3
Increased community involvement	28	4
Environmental design improvements	22	4
Youth development programmes	21	4
More police resources	17	2
Use of technology (e.g. CCTV)	16	4
More collaboration with CPFs and NHWs and other partners	13	3
Address drug abuse	10	3

The respondents provided a comprehensive list of suggestions for interventions in their wards, from which the Department tabled the top 10 (Table 14). More police visibility gained prominence followed by the need to capacitate NHW and Community Policing Forums. Respondents suggested that police should be more visible; intensify their patrols, conduct stop and searches and visit safety kiosks where these were deployed by the government.

The respondents suggested that the government should increase the capacity of the NHWs. They said that more NHW structures should be established at ward level and should be provided with the requisite skills and equipment. They said that NHWs should patrol together with law enforcement agencies. One respondent suggested that NHW training should be the equivalent of that offered to the police. The inference is that training on that level makes them more effective and help them gain more recognition within their local communities. Furthermore, respondents from Central Karoo District Municipality suggested that Farm Watches should also be established and strengthened to support other crime prevention structures.

Effective policing of liquor and drug outlets was also strongly suggested. These include both licensed and unlicensed liquor outlets. The drug outlets include the need for interventions against drug houses, drug lords and drug traffickers.

The respondents suggested that the SAPS should strengthen community relations by involving the community more in the decisions about and implementation of crime prevention strategies and feedback about developments and progress. They suggested that SAPS should hold community imbizos, information sessions, and crime awareness campaigns. One of the respondents suggested that police officers "must show that they are on the side of the community and not the criminals."

The respondents further suggested that the government should address and improve the environmental landscape, including the provision of street lighting, effective public transport system, housing and other related amenities. Youth development programmes must also be implemented to divert young people away from criminal activities and to provide them with appropriate skills to improve their socio-economic conditions.



## **10. RECOMMENDATIONS**

### **10.1 Strengthening SAPS resources**

#### **10.1.1 SAPS human resources**

Allocation of SAPS human resources to police stations suggests that most of them are under-resourced. This impacts police visibility, responsiveness, and the ability to attend to complaints and investigate cases. All districts supported the call for more police resources and police visibility in order to reduce crime levels in their districts. In strengthening SAPS human resources, the following recommendations are made:

- New officials should be appointed to fill vacancies which exist in the SAPS, and these new officials need to be continuously trained;
- Flowing from the Khayelitsha Commission of Inquiry and the Equality Court case,<sup>191</sup> it is recommended that SAPS urgently design a new human resource allocation system that allows for the equitable allocation of resources to areas which need it most, and that will give provincial police commissioners more autonomy to allocate resources;
- The high levels of SAPS absenteeism should be investigated and the root causes of absenteeism addressed;
- SAPS currently report on fully-fledged operational SAPS members in their employ, including those who have been disciplined and given a Section 102 sanction which does not allow them to carry a firearm, and impacts their ability to act as fully-fledged SAPS members. It is recommended that SAPS reports on numbers of officials with this sanction when it reports on its human resource strength;
- The establishment of any new police stations should ideally not involve moving police officials from existing stations to new stations, but rather should focus on the recruitment of additional SAPS officials; and
- SAPS staff in an administrative capacity should be replaced with administrative staff where possible to free up SAPS members for operational duties.

#### **10.1.2 SAPS physical resources**

Respondents in the Districts raised concerns of a shortage in police resources, including equipment, police uniforms, vehicles, horses, bicycles, community service centre (CSC) space, and - in some cases - demands for new police stations. In addition, repairs to vehicles and equipment take a long time leaving the police without these much-needed resources. The following are recommended:

- SAPS vehicles are key to SAPS service delivery and it is recommended that SAPS achieve their target of 3.62:1 personnel to vehicles ratio without delay as a shortage in vehicles impacts badly on service delivery; and
- The Standing Committee should investigate the delays in repairing vehicles. SAPS need to consider the viability of allowing station commanders to appoint local mechanics who can repair vehicles in a shorter turnaround time.

#### **10.1.3 SAPS reservists**

---

<sup>191</sup> *Social Justice Coalition and Others v Minister of Police and Others* (Case no. EC03/2016). Equality Court of South Africa, Western Cape Division, Cape Town.

Reservists can and do play an important role in supplementing the limited capacity of SAPS. With the amendment to the guidelines on reservist recruitment, it is possible that more people will make the selection criteria. It is recommended that SAPS implement a more assertive recruitment campaign. In addition, SAPS should consider the offer by the Department of Community Safety to support the deployment of reservists to priority areas. As noted in the 2017/2018 Policing Needs and Priorities report, recruited reservists should be strategically deployed to crime hotspots, rather than limited to their own residential policing area.

#### **10.1.4 SAPS specialised units**

There were calls from the Districts for the SAPS to reinstitute specialised units, including drug units, gang units, dog units, and specialised units to deal with tourism.

#### **10.1.5 SAPS detectives**

There is between a 12% and 16% shortfall in detectives at police stations. In addition, few have completed the required detective training. It is encouraging to note that in June 2019 Police Minister Bheki Cele announced that a new Detective Academy is to be established with the aim to strengthen, clean up and bolster the capacity of SAPS and to "fully capacitate investigators with sufficient resources and relevant manpower".<sup>192</sup> Although there have been no further reports of its establishment, such an academy would be crucial to increasing the number of detectives and to enhancing the quality of training. More detectives are critical to investigate the high number of serious crimes.

#### **10.1.6 SAPS basic and advanced training**

As part of a national study to assess police training, the Department assessed the Basic Police Development Learning Programme (BPDLP) at the three training academies in the Western Cape.<sup>193</sup> The Department recommended that:

- Attention needs to be paid to ensuring that the right calibre trainees are accepted to the academy, and more specifically that the right trainees graduate from the system so that they can become capable constables and police;
- The curriculum and structure of the BPDLP be reviewed to focus more on practical training and on skills that a constable requires when immediately appointed, such as statement taking; and
- In-field training and supervision should be reintroduced.

As part of basic training, or in-service training, it is important that all SAPS members undergo training in collection of DNA reference buccal samples.

Further, it is recommended that all SAPS members (detectives and visible policing units especially) undergo DVA training.

#### **10.1.7 Addressing language barriers between SAPS and the community**

It is recommended that SAPS language barriers be addressed with a language policy of having the official languages spoken in a given area on each shift (Afrikaans, isiXhosa and English) in order for

---

<sup>192</sup> Thamm, M. (27 June 2019). *Cele Makes his Move: Elevates Anti-Gang Unit to National Office*. Available at <https://www.dailymaverick.co.za/article/2019-06-27-cele-makes-his-move-elevates-anti-gang-unit-to-national-office/>

<sup>193</sup> Department of Community Safety. (2020). *The Effectiveness of SAPS' Basic Police Development Learning Programme on a Professional Police*. Cape Town.

communities to state their case in their mother tongue to ensure that detail is not lost when statements are taken. It is recommended that the SAPS should ensure there is always a member of the SAPS family, child and sexual offences unit (FCS) on duty who is able to speak the local languages.

### **10.1.8 Use of technology**

There is a clear need to take advantage of the emergence of new technologies to detect and manage crime. This includes the installation and enhanced use of CCTV cameras at public places like community centres, schools and streets as well as proper use of Licence Plate Recognition (LPR) technologies. There is also a need to centralise radio communication and control rooms in districts and municipalities that coordinates information between different law enforcement, SAPS and disaster management agencies.

Further exploration is required around the use of drones and computer-assisted statement taking.

## **10.2 Supporting and working with SAPS**

### **10.2.1 Implementation of the Western Cape Safety Plan**

The Western Cape Safety Plan, adopted in September 2019, sets out a comprehensive implementation plan involving all Provincial Departments, local government and the SAPS and criminal justice role players. This needs to be implemented and monitored through the Western Cape Safety Cabinet which must also ensure there is full cooperation across the stakeholders. This requires the building of trust and sharing of information, collaboration on operations and accountability.

#### **10.2.1 Role of law enforcement officials**

The PNP consultations in the districts revealed that there is insufficient involvement of other law enforcement officials in the community and thus a lack of support to SAPS. Law enforcement officials typically work only during weekdays and are not available to assist SAPS in enforcing by-laws over weekends and after hours. It is recommended that Local Government amend their policy on working hours for law enforcement officers to also work over weekends when most crimes usually take place.

The role of law enforcement officers supporting the Western Cape Safety Plan in the City of Cape Town needs to be further explored so that they can fulfil the role of visible policing support to SAPS as well as contributing to neighbourhood safety and strengthening partnerships with stakeholders in the community.

#### **10.2.2 Strengthening neighbourhood watches**

There was widespread support for neighbourhood watches and community patrollers in the districts. They provide increased visibility and can be an important resource to the SAPS and law enforcement. DoCS and the municipalities need to continue to play a role in equipping, training and providing financial and other support to neighbourhood watches.

#### **10.2.3 Rural safety**

The Rural Safety Plan needs to be implemented with the full cooperation of the SAPS, Department of Agriculture and other relevant stakeholders. Integrated operations between SAPS and all other law enforcement agencies including NHWs and farm watches are critical elements to consider for success in increasing safety in rural areas.

#### **10.2.4 Community safety forums**

Each district municipality is in the process of establishing their Community Safety Forum. It is important that the most senior SAPS officials participate in the forums, and that senior officials from the other departments also participate. The CSF is an ideal mechanism to roll out and monitor the implantation of the District Safety Plans.

### **10.2.5 Focused policing interventions**

Crime statistics demonstrate that serious violent crime is concentrated in a few precincts within the Cape Metropole and is likely to be concentrated within specific areas of each precinct. Continual crime pattern and crime threat analysis is needed in these areas to understand the drivers of crime and to inform the policing and other violence prevention initiatives undertaken. Deployment of police resources must be driven by accurate, up-to-date crime data at a point level. As noted in the 2017/2018 PNP report, SAPS head office requires that station-based officials be deployed in accordance with crime patterns, but it is not clear whether patrol officials follow these instructions. The data-driven and evidence-based approach of the Western Cape Safety Plan calls for collaboration between the SAPS, province, the City of Cape Town and other key role players. This is an approach also proposed by the Provincial response to the National Anti-Gang Strategy.<sup>194</sup> All other law enforcement agencies should follow a similar approach.

There is limited interaction between law enforcement agencies and human settlement developers and municipalities in the province. Better interaction is needed between the police and municipalities to understand and use crime statistics and crime pattern analysis to understand safety and crime hotspots. This can be used to inform the upgrading of informal settlement areas.

### **10.2.6 Release of quarterly crime statistics**

Access to relevant and up to date information is crucial to the Province, government and non-government role players to make effective policy and operation decisions. This is not possible while crime statistics are only released annually, and six months after the end of the financial year. Section 19(1)(a)(vi) of the Community Safety Act, No. 3 of 2013, requires the Provincial Commissioner to report to the Provincial Minister on a quarterly basis on 'statistical information regarding the number and nature of crimes reported to the police', and thus far the SAPS have not complied with this provision.

Crime statistics must be released on a quarterly basis in line with Section 19 of the Community Safety Act, 2013. However, more regular crime statistics should be made available to assist with the implementation of the Western Cape Safety Plan.

## **10.3 Managing complaints against SAPS and other law enforcement agencies**

The Department compiles quarterly reports to assess and monitor the police and other law enforcement agencies (LEA) in the Western Cape's ability to receive and deal with complaints against its members.

Previously the Department also received quarterly statistics of all service delivery complaints that were received at all the police stations in the Province. These statistics enabled the Department to do a proper analysis and to determine trends and patterns with the aim to improve service delivery. However, this ability was severely constrained by the fact that the SAPS management are not willing to provide the Department with a breakdown of complaints received via their own channels for complaints. Hence the

---

<sup>194</sup> Western Cape Government Community Safety (2019). *Strategic Roadmap towards Implementation of the National Anti-Gang Strategy in the Western Cape. Provincial Response to the National Anti-Gang Strategy*, p. 31.

oversight report cannot be considered as a true reflection of the total number of complaints about service delivery.<sup>195</sup>

It is recommended that the National Minister ensure the necessary policy changes to facilitate proper monitoring in provinces.

The Promote Professional Policing Campaign was initiated as a way of gauging and getting complaints against members of policing agencies and the South African Police Service. This initiative has its objective to prevent a build-up of frustration amongst communities about poor service delivery by the police. The Department has, in partnership with the Institute for Security Studies, developed a system commonly referred to as the Report a Cop/Reward a Cop campaign. This system allows for reports about police conduct to be submitted to the Department via SMS short code 35395, social media (twitter: @ report a cop) including the 24/7 phone line (021 – 483 4332). The posters are displayed and brochures distributed at all police stations across the Western Province encouraging individuals and communities to contact the Department of Community Safety with regard to their service delivery complaints/compliments.

It is recommended that it becomes compulsory for Station Commanders to ensure the posters are displayed in the Community Service Centre so that they are visible to the members of the public.<sup>196</sup>

## **10.4 Addressing key safety concerns**

### **10.4.1 Dealing with substance abuse and drug dealing**

The prevalence and abuse of drugs remains a huge concern despite the relaxing of the law regarding cannabis for personal use. The trade in other substances is probably more of a concern, particularly considering its linkages to gangs and corruption of the police and law enforcement.

The SAPS provincial officers need to give clear directives on how drugs should be policed by the SAPS. There needs to be a greater intelligence-focused approach which targets drug dealers rather than users. SAPS should reinstate specialised drug units in the Province and optimally incorporate them into targeted operations. K9 units should also be involved in specialised operations. In addition, law enforcement and traffic units need to develop a greater focus on drug dealing.

Beyond law enforcement, a multi-pronged approach is needed to ensure there is proper public education and awareness and that substance abusers are given adequate support and treatment.

### **10.4.2 Managing domestic violence**

Domestic violence is a pressing concern for most policing precincts. A multi-disciplinary and multi-agency approach is required to tackle this problem.

This report illustrated that there is not full compliance by SAPS with the Domestic Violence Act, and that there is a lack of trained volunteers at victim friendly rooms at many police stations. There is a need for continuous training of police on the Domestic Violence Act, but they also need support and oversight to ensure they fulfil their functions effectively. DSD needs to implement a continuous training programme for victim empowerment volunteers and to provide ongoing supervision and support to them. DSD also needs to ensure there are enough safe houses to victims of domestic violence.

---

<sup>195</sup> WC Government, Dept of Community Safety, Policing Complaints 1<sup>st</sup> quarterly report, p.1.

<sup>196</sup> WC Government, Dept of Community Safety, Policing Complaints 1<sup>st</sup> quarterly report, p.5.

This report also reflected on the lack of compliance at the police stations that were visited with respect to gender sensitivity, privacy, cooperation from Forensic Science Laboratories, record-keeping and inspections, training, and the availability of DNA reference buccal kits. SAPS need to improve the procurement process of buccal sample kits and ensure the kits are distributed to the priority stations as a matter of urgency. A training programme for Detective and Visible Policing components is also needed.<sup>197</sup>

#### **10.4.3 School safety**

The districts reported a problem with burglaries at schools during holidays, especially rural schools which are not adequately fenced. The School Safety Risk Assessment needs to be rolled out to all schools so that they can determine their needs, develop a safety plan and put measures in place to ensure the safety of the learners, teachers and the school property.

The WCED should consider rolling out the School Resource Officer project to other high-risk schools. School safety forums should be established in every school.

The WCED, in partnership with the DoCS, and local government should continue to support walking busses to ensure learners get to school safely. Anti-bullying programmes are equally important to ensure safety at schools.

#### **10.4.4 Commuter safety**

It is recommended that the SAPS Rapid Rail Police Unit (RRPU), a national unit located under the SAPS Visible Policing, be strengthened in terms of material and human resources, and a memorandum of understanding be signed between the RRPU and PRASA that includes the establishment of a steering committee to monitor its implementation, as well as the development of Standard Operating Procedures and guidelines between the two entities. Other recommendations for the RRPU (emerging from the Policing Needs and Priorities Commuter Safety workshop held in November 2018) include:

- Intensify monitoring of joint deployments between RRPU and PRASA;
- Intensify joint commuter and community engagement;
- Improve communication with commuters to prevent anger and destruction of property;
- Avoid overcrowding, and
- Use of volunteers to care for scholars using the trains.<sup>198</sup>

#### **10.4.5 Poaching**

Poaching (marine/abalone) is a serious problem in the Western Cape which results in the decimation of marine life and is linked to gangs and corruption. Abalone poaching, specifically, should be categorised as a serious crime, and policing planning and resources need to be allocated to it accordingly. Overberg and West Coast Districts are two priority areas where specialised anti-poaching units are urgently called for. Policing projects related to abalone poaching need to be initiated and investigated by the Organised Crime Unit of SAPS and the backlog in the disposal of abalone needs to be addressed.

<sup>199</sup>

---

<sup>197</sup> Western Cape Government News (4 February 2020). "Steps Needed to Comply with DNA Act". Available online at <https://www.westerncape.gov.za/news/steps-needed-comply-dna-act>

<sup>198</sup> Western Cape Government Community Safety (2018). *Policing Needs and Priorities 2018/2019. Commuter Safety Workshop Report*, p. 27.

<sup>199</sup> Western Cape Police Ombudsman (17 October 2019). *Overstrand Investigation: Standing Committee on Safety and Security*, pp. 63-64

It is recommended that a long-term coherent strategy be developed to deal with abalone poaching which recognises that in coastal communities characterised by poverty, unemployment, and high levels of crime, involvement in illegal marine harvesting and trade provides a source of income. While criminal syndicates involved in abalone poaching must be targeted by law enforcement, alternative economic opportunities also need to be provided in poor coastal communities. Greater collaboration is required between the SAPS, law enforcement, neighbourhood watches and other safety stakeholders.

#### **10.4.6 Policing of illegal firearms and ammunition**

Gun-related violence is increasing in the Western Cape and is now responsible for most murders. SAPS is commended for the 4th firearm amnesty programme to remove firearms from communities that was announced in December 2019 and will culminate in May 2020.<sup>200</sup> But SAPS needs to report more regularly on the implementation of the Amnesty and the number of firearms handed in. It is important that firearms which are handed in, are properly monitored by the police throughout the chain. SAPS must manage and report on all firearms and ammunition which are lost or stolen from exhibits, stores or from members of SAPS themselves. Confiscated firearms need to be destroyed on a more regular basis.

---

<sup>200</sup> Sowetan Live (28 November 2019). "SA Gun Amnesty Welcomed but Surrendered Weapons Must be Safeguarded". Available online at <https://www.sowetanlive.co.za/news/south-africa/2019-11-28-sa-gun-amnesty-welcomed-but-surrendered-weapons-must-be-safeguarded/>

## 11. ANNEXURES

### 11.1 Schedule of PNP consultations

No.	District	Date
1	Cape Winelands	29 July 2019
2	Central Karoo	22 August 2019
3	Overberg	8 - 9 October 2019
4	Garden Route	15 - 16 October 2019
5	West Coast	12 - 13 November 2019



## 11.2 Safety confidence scorecard – district municipalities



The survey was customised for each district but is combined below.

### A. INTRODUCTION

The Provincial Department of Community Safety adopted the Community Safety Improvement Partnership (CSIP) as its approach to contribute towards Strategic Goal 3 "Increasing wellness, safety and tackle social ills". The CSIP has three elements, namely: *promoting professional policing; promoting safety at all public buildings and spaces; and establishing safety partnerships*. These elements were adopted as the strategic priorities for increasing safety. The outcome indicator for Strategic Goal 3 is the percentage of people in communities reporting that they feel safe (perception/confidence).

The safety confidence score card perception survey is an attempt to refine the outcome indicator to measure the perception of safety within different communities, and the impact on interventions over a period. The key indicators focus on the elements of the CSIP.

The safety confidence scorecard perception survey will be administered as part of the Department of Community Safety's 2019/20 Policing Needs and Priorities (PNP) process per district municipality. It will be administered to respondents attending the PNP and safety plan development sessions.

### B. DEMOGRAPHIC DATA

Please indicate which stakeholder group you represent: **Please tick ONE relevant box.**

1 = SAPS		2 = Community Policing Forum	
3 = Neighbourhood Watch		4 = Special interest group (City Improvement District/Rate Payer's association)	
5 = Community member		6 = Parastatals i.e. Metrorail	
7 = Not for profit company (NGO / NPO / NPC)		8 = Religious Sector (Faith-Based Organisation)	
9 = Victim Support programme		10 = District/ <b>Municipal/ Local Government Sector</b> (Mayors, speakers, Municipal managers, Councillors, CSF, IDP Rep, Law Enforcement, Traffic, and Ward Committee)	

11 = Private sector (Media/business/private security etc)		12 = <b>National and Provincial Government Departments</b> (NPA, Provincial Traffic, Ombudsman, Provincial Parliament, IPID, SASSA, Social Development, Correctional Services, Justice)	
13 = Other (specify please)			

**Please indicate the municipality you represent: (Cape Winelands)**

1 = Breede Valley		2 = Cape Winelands	
3 = Drakenstein		4 = Langeberg	
5 = Stellenbosch		6 = Witzenberg	

**Please indicate the police precinct in which you reside: (Central Karoo)**

1 = Beaufort West		4 = Murraysburg	
2 = Laingsburg		5 = Prince Albert	
3 = Leeu-Gamka			

**Please indicate the police precinct in which you reside: (Central Karoo)**

1 = Beaufort West		4 = Murraysburg	
2 = Laingsburg		5 = Prince Albert	
3 = Leeu-Gamka			

**Please indicate the municipality you represent: Overberg**

1 = Cape Agulhas		2 = Overberg District Municipality	
3 = Overstrand		4 = Theewaterskloof	

**Please indicate the police precinct in which you reside: Overberg**

1 = Bredasdorp		2 = Caledon	
3 = Gansbaai		4 = Genadendal	
5 = Grabouw		6 = Hermanus	
7 = Kleinmond		8 = Napier	
9 = Riviersonderend		10 = Stanford	

11 = Struisbaai		12 = Villiersdorp	
-----------------	--	-------------------	--

**Please indicate the municipality you represent: (Garden Route)**

1 = Bitou		2 = Garden Route District Municipality	
3 = George		4 = Hessequa	
5 = Kannaland		6 = Knysna	
7 = Mossel Bay		8 = Oudtshoorn	

**Please indicate the police precinct in which you reside: (Garden Route)**

1 = Albertinia		2 = Barrydale	
3 = Calitzdorp		4 = Conville	
5 = Da Gamaskop		6 = De Rust	
7 = Dysseldorp		8 = George	
9 = Groot Brakrivier		10 = Heidelberg (C)	
11 = Knysna		12 = Kwanokuthula	
13 = Kwanonqaba		14 = Ladismith	
15 = Mossel Bay		16 = Oudtshoorn	
17 = Pacaltsdorp		18 = Plettenberg Bay	
19 = Riversdale		20 = Still Bay	
21 = Suurbraak		22 = Thembaletu	
23 = Uniondale			

**Please indicate your gender:**

1 = Male		2 = Female	
----------	--	------------	--

**C: KEY INDICATORS**

**Have you or a member of your household been a victim of crime in the last 12 months?**

1 = Yes		2 = No	
---------	--	--------	--

If yes, please indicate which kind of crime/s you have been a victim of by ticking the relevant box/es below:

<b>1 = Contact crime</b>			
If you ticked 1 above, please indicate the category by ticking the relevant box/es below:			
1 = Assault GBH		2 = Sexual offence	
3 = Common assault		4 = Aggravated robbery *	
5 = Domestic violence		6 = Murder	
7 = Attempted murder		8 = Common robbery	
<b>* Subcategories of aggravated robbery</b>			
* If you ticked 4 above, please indicate the category by ticking the relevant box/es below:			
9 = Carjacking		10 = Truck hijacking	
11 = Robbery of cash-in-transit		12 = Bank robbery	
13 = Robbery at residential premises		14 = Robbery at non-residential premises (Business robbery)	
<b>2 = Contact-related crime</b>			
If you ticked 2 above, please indicate the category by ticking the relevant box/es below:			
15 = Arson		16 = Malicious damage to property	
<b>3 = Property-related crime</b>			
If you ticked 3 above, please indicate the category by ticking the relevant box/es below:			
17 = Burglary at residential premises		18 = Burglary at non-residential premises	
19 = Theft of motor vehicle and motorcycle		20 = Theft out of or from motor vehicle	
21 = Stock-theft			
<b>4 = Other serious crimes</b>			
If you ticked 4 above, please indicate the category by ticking the relevant box/es below:			
22 = All theft not mentioned elsewhere		23 = Commercial crime	
24 = Shoplifting			

**Have you or a member of your household been charged with crime detected because of police action?**

1 = Yes		2 = No	
---------	--	--------	--

If yes, please indicate the category by ticking the relevant box/es below:

1 = Drug-related crime		2 = Illegal possession of firearms and ammunition	
3 = Driving under the influence of drugs or alcohol		4 = Sexual offences detected because of police action	

## SCALE

To record the answers, we will use a **4-point scale**: Four (**4**) means you **strongly agree**, one (**1**) means you **strongly disagree**. There is no right or wrong answer; the purpose of the exercise will be to assess your views and experience in terms of safety in the community. If you have no experience or do not know the answer, please choose **0**.

### 1. PROFESSIONAL POLICING

This part will focus on the character, attitude, excellence, competency and conduct of the police.

To what extent do you agree or disagree with the following statements?					
	Strongly Disagree	Disagree	Agree	Strongly Agree	Not Applicable
1. The police in my area have the skills to carry out their policing requirements.	1	2	3	4	0
2. The police in my area have sufficient physical resources.	1	2	3	4	0
3. The police in my area treat the community with courtesy and respect.	1	2	3	4	0
4. The police in my area arrest criminals.	1	2	3	4	0
5. The police in my area provide feedback and progress reports on any case reported.	1	2	3	4	0
6. The police in my area respond on time to crime scenes.	1	2	3	4	0
7. The police in my area recover stolen property reported to them.	1	2	3	4	0
8. I have confidence in the police in my area.	1	2	3	4	0
9. The police inform the community about their services.	1	2	3	4	0
10. The police actively patrol in my area.	1	2	3	4	0
11. I know where to complain if I have a complaint about the service of the police.	1	2	3	4	0
12. The police in my area support safety initiatives.	1	2	3	4	0
13. I have confidence in the Criminal Justice system.	1	2	3	4	0
14. I have confidence in the National Prosecuting Authority (NPA).	1	2	3	4	0

<b>To what extent do you agree or disagree with the following statements?</b>					
15. I have confidence in the Department of Correctional Services (Prisons).	1	2	3	4	0
16. I think the South African Police Service (SAPS) in my area are corrupt.	1	2	3	4	0

## 2. PUBLIC SPACES

This part will focus on the perception of safety of members of the public when they enter public spaces and buildings.

<b>I feel safe at the following places in my area:</b>					
	<b>Strongly Disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Not Applicable</b>
17. In my home during the day	1	2	3	4	0
18. In my home at night	1	2	3	4	0
19. On the street during the day	1	2	3	4	0
20. On the street at night	1	2	3	4	0
21. In public commercial/retail places (Shopping centres, Malls, Spaza shops, etc.) during the day	1	2	3	4	0
22. In public commercial/retail places (Shopping centres, Malls, Spaza shops, etc.) at night	1	2	3	4	0
23. In government facilities (Hospitals, Clinics, Schools, etc.)	1	2	3	4	0
24. In public transportation hubs (taxi ranks/bus/train stations) during the day	1	2	3	4	0
25. In public transportation hubs (taxi ranks/bus/train stations) at night	1	2	3	4	0
26. Travelling in a private vehicle during the day	1	2	3	4	0
27. Travelling in a private vehicle at night	1	2	3	4	0
28. Travelling on public transport during the day	1	2	3	4	0
29. Travelling on public transport at night	1	2	3	4	0
30. Accessing communal services (toilets/taps, etc.) during the day	1	2	3	4	0
31. Accessing communal services (toilets/taps, etc.) at night	1	2	3	4	0
32. Open spaces and recreational areas during the day	1	2	3	4	0

<b>I feel safe at the following places in my area:</b>					
33.Open spaces and recreational areas at night	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>

### 3. ESTABLISH SAFETY PARTNERSHIPS

This part will focus on the knowledge of the public of existing partnerships and willingness to participate and support these partnerships.

#### 3.1 Community Policing Forum (CPF)

<b>Community Policing Forum (CPF)</b>					
	<b>Strongly Disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Not Applicable</b>
34.The CPF has established strong partnerships in my area.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
35.I report my concerns regarding the police to the CPF.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
36.I report my concerns regarding crime to the CPF.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
37.The CPF provides regular feedback to the community.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
38.The CPF holds police accountable to the community.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
39.The CPF contributes to safety in the community.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>

#### 3.2 Neighbourhood Watch (NHW)

<b>Neighbourhood Watch (NHW)</b>					
	<b>Strongly Disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Not Applicable</b>
40.The Neighbourhood Watch contributes to safety in the community.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
41.Our Neighbourhood Watch helps us monitor our municipality's role in the community.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
42.Our Neighbourhood Watch helps us keep track of our different safety issues.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>
43.Our Neighbourhood Watch helps us access important safety information, from different sources.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0</b>

### 3.4 Reservist Programme of SAPS

Reservist Programme of SAPS					
	Strongly Disagree	Disagree	Agree	Strongly Agree	Not Applicable
44.SAPS reservists contribute to safety in the community.	1	2	3	4	0

45. Which ward/or area are most in need of interventions?

---

46. What are key policing needs in your municipal area?

---

47. What are key policing needs in the Province?

---

48. What should the police prioritise to address and prevent crime?

---

49. What is your biggest safety concern for your municipal area?

---

50. What are the two key drivers of crime in your area?

---

**Thank you for your participation**



## **12. ACKNOWLEDGEMENTS**

The Department of Community Safety thanks all the participants for their valuable contribution towards successful safety summits in all the five districts. Special thanks to the SALGA, district and local municipality representatives for helping with the structure, content and facilitation for the workshops. Thank you to the South African Police Service for ongoing service to the community and for engagement in this process.