

**AN ANALYSIS OF THE ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND  
THE LOCAL GOVERNMENT IN CRIME PREVENTION**

by

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at the

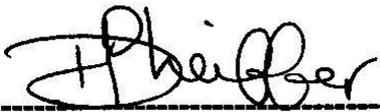
**UNIVERSITY OF SOUTH AFRICA**

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**NOVEMBER 2013**

## DECLARATION

I declare that the title **AN ANALYSIS OF THE ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND THE LOCAL GOVERNMENT IN CRIME PREVENTION** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.



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**DEBRA CLAIRE PHEIFFER**

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## **DEDICATION**

This thesis is dedicated to my dear mother Clara van der Ross who passed away before she could witness this achievement after always encouraging me to complete my doctorate. I know she is smiling down on me from heaven because I kept my promise. I love you dearly and this milestone in my life is because of you and for you.

## **ABSTRACT**

Crime is unwanted in any society because it brings about fear, anger and hatred. As people living in a world of constant change, we tend to strive for innovation which this research endeavours. The South African Police Service (SAPS) and all relevant role-players become partners in the fight against not only crime, but also community problems that threaten the well-being of inhabitants. Local Government is attempting to develop communities in municipal areas and SAPS primary function is to reduce crime. If crime is one of the main obstacles in improving the quality of life, then surely government authorities must take responsibility for local safety, and who better than these two key organisations taking the lead.

This study investigates the roles of SAPS and Local Government in crime prevention in the Cape Winelands District Municipality; also whether their co-operation brings about fruitful results and what interventions are actively in place. It further explores whether their integrated approach has an impact on the safety and security of local communities. Lastly, it determines whether their collaboration is effective or not; and what additional improvements can be implemented, seeking new insights for future reference. Three hundred (300) questionnaires were distributed to senior management members of the SAPS and Local Government, as well as other relative stakeholders who contribute to increasing safety. Crime reduction influences all spheres of society, for example our economy, businesses, tourism etc.

Reducing crime and building safer communities must be a priority for all South Africans. To achieve this, crime prevention programmes should be initiated at community level, since crime prevention involves responding to a few priority problems, using multi-agency approaches. Government legislation and policies urge both organisations to take the lead in implementing crime prevention projects which this study discovered. This analysis is not to re-invent the wheel but to find effective ways in strengthening partnership which leads to new knowledge in the field of crime prevention at local level. One of the basic needs of any community is the need for safety and security and this study aims to assist and contribute to increase safety using an integrated approach.

## OPSOMMING

Enige samelewing het 'n afkeur aan misdaad omdat dit angs, haat en negatiewe emosies aanwakker. Omdat die mensdom gedurig verandering in die gesig staar, poog hierdie navorsing om nuwe idees. Die Suid Afrikaanse Polisie Diens (SAPD) en ander rolspelers is vennote in die bekamping van misdaad, asook probleme wat die welstand van elke gemeenskap bedreig. Plaaslike owerhede beywer hulle om gemeenskappe te vestig terwyl misdaadbekamping die SAPD se primêre doel is.

Hierdie studie ondersoek die rolle van die SAPD en plaaslike owerhede in die bekamping van misdaad binne die grense van die Wynland Distrikte Munisipaliteit. Ook ondersoek hierdie studie of daar vrugbare uitslae en aktiewe maatreëls in plek is om misdaad hok te slaan. Verder ondersoek die studie of gesamentlike aksies enige impak op die gemeenskap se veiligheid en sekuriteit het. Ten laaste bepaal hierdie studie of die samewerking vrugte afwerp of nie; en watter nuwe metodes aangewend kan word ter verbetering in die lig van toekomstige vraagstukke rondom misdaad.

Tydens hierdie studie is 300 vraelyste versprei onder senior lede van die SAPD en plaaslike regering sowel as ander gemeenskap rolspelers. Misdaadbekamping speel 'n belangrike rol in enige gemeenskap aangesien dit 'n impak het op die ekonomie, handel, toerisme, ens. Dus is die verlaging van die misdaad syfer en die bou van veilige gemeenskappe elke Suid-Afrikaner se plig. Om hierdie doel te bereik, verg samewerking tussen elke vennoot, aangesien misdaadbekamping elke persoon, organisasie en regerings departement se prioriteit behoort te wees.

Wetgewing moedig alle rolspelers aan en in hierdie geval, SAPD en plaaslike owerhede, om die voortou te neem tydens die implementering van projekte ter bekamping van misdaad. Hierdie studie se mikpunt is om effektiewe maniere te vind om die vennootskap in misdaadbekamping op plaaslike vlak te versterk. Die uiteindelijke doel is om 'n positiewe bydrae te maak in die basiese behoeftes van elke gemeenskap; om veiligheid en sekuriteit deur 'n standpunt van vennootskap te ondersoek en te implementeer; en sodoende 'n *omgee kultuur* in dié Distrik te verseker.

## **KEY CONCEPTS**

- Increasing safety in Municipal areas
- Crime Prevention systems
- Policing Needs and Priorities
- Local Government safety policy
- Partnerships in crime reduction
- Building safer communities
- Community participation and representation
- Crime combatting systems
- Government safety functions and accountability
- Community safety reinvented
- Training in Crime Prevention
- Local crime awareness systems
- Proactive approaches

## **ABBREVIATIONS**

**APP:** Annual Performance Plan

**BVM:** Breede Valley Municipality

**CPF:** Community Police Forum

**CJS:** Criminal Justice System

**CPTED:** Crime Prevention through Environmental Design

**CPO:** Crime Prevention Officer

**CSCP:** Community Safety and Crime Prevention

**CSFs:** Community Safety Forums

**CWD:** Cape Winelands District

**CWDM:** Cape Winelands District Municipality

**DOCS:** Department of Community Safety

**IDP:** Integrated Development Plan

**LAC:** Local Area Commands

**LDAC:** Local Drug Action Committee

**LG:** Local Government

**NCPC:** National Crime Prevention Council

**NCPS:** National Crime Prevention Strategy  
**NDP:** National Development Plan  
**NDMP:** National Drug Master Plan  
**NGO:** Non-government organisation  
**NSW:** New South Wales  
**NW:** Neighbourhood Watch  
**NZ:** New Zealand  
**PFMA:** Public Finance Management Act  
**RDP:** Regional Development Plan  
**SAPS:** South African Police Service  
**SANAB:** South African Narcotics Bureau  
**SCM:** Supply Chain Management  
**SDIP:** Service Delivery Improvement Plan  
**TI:** Transparency International  
**UMAC:** Unrest Monitoring Action Committee  
**UN:** United Nation  
**UNISA:** University of South Africa  
**USA:** United States of America  
**WCP:** Western Cape Province  
**WCG:** Western Cape Government

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## **CHAPTER 1: GENERAL ORIENTATION**

### **1.1 INTRODUCTION**

One of the basic needs of any community is the need for safety and security. This is not possible unless integrated proactive actions occur with the cooperation of all role-players in any community. The prevention of crime has been one of South Africa's top priorities since 1996 when the National Crime Prevention Strategy (NCPS) of 1996 was launched. This strategy is based on a fundamentally new approach by government which is both a multi-agency and multi-party initiative. In particular, it requires the development of wider responsibility for crime prevention and a shift in emphasis from reactive 'crime control' which deploys most resources towards responding after crimes have already been committed, towards proactive 'crime prevention' which is aimed at preventing crime from occurring.

While government has a clear responsibility in setting up a legal framework for crime prevention and in providing adequate financial resources and a political lead, it is nonetheless at the local level where the crime problem is most acutely felt and perceived and where a sense of insecurity is felt on a daily basis. The problem of rising crime levels has become something of a 'political football', meaning – a problem that politicians from different parties argue about and try to use in order to get an advantage for themselves. The tendency of political parties to use the issue as a vote catcher has resulted in the generation of single-factor causes and solutions to crime and violence. Local Government was identified in various policies as the best partner able to carry out prevention programmes (White Paper on Local Government, 1998:6).

Elected representatives can make the safety needs of their community known because they are closer to the people than the South African Police Service (SAPS). Since crime occurs at local level and community members are usually first on any crime scene, it is necessary for police and other law enforcement agencies' to have a close trustful relationship with the public in order to initiate actions and engage with community organisations to prevent crime. Crime is at the top of the list of challenges with which the Western Cape Provincial Government aims to deal.

The report by Department of Community Safety regarding the Western Cape policing needs and priorities states that one of the major crime instigators in this province is substance abuse. Drugs and alcohol abuse is a problem that is rapidly growing and getting worse (WCP Policing Report, 2012:12). The reduction of crime (through preventing and controlling crime) is the SAPS's primary function and ensuring public safety is one of the primary responsibilities of Local Government. High crime rates slow down the economic development of any community and inhibit citizens from enjoying freedom of movement and safety.

The WCP Policing Report (2012) further states that crime should be addressed in a multifaceted approach and partnership is the core ingredient for effective and sufficient crime prevention strategies. Cooperation in crime prevention is important to enhance the process of *growing, sharing, delivering and innovating together* as neighbours which are the motto of the Cape Winelands District Municipality Integrated Development Plan (CWDM IDP, 2011/2012) of which covers Drakenstein, Stellenbosch and Breede Valley municipalities.

The sense of ownership or territoriality should be common practice of every citizen, by acknowledging that everybody is in the same lifeboat and local communities creates an awareness of cohesiveness. Arrington (2007:162) implies that "territoriality or territory reinforcement asserts that we, like animals, are territorial creatures. The ownership of the territory or property needs only be perceived". We therefore need to persist in taking back our community and accept personal responsibility in the fight against crime. The need for safety and security concerns every person, in any community and in any organisation.

Crime prevention policies guarantee perpetual consultation, implementation and evaluation between relevant role-players in finding new methods to reduce crime. According to Palmiotto (2011:155), criminal activities occur in specific places and are often related to the conditions experienced in local settings. Historically shaped poverty and under development provide key contextual factors in understanding increasing crime levels.

Although poverty does not directly lead to higher crime levels, together with a range of other socio political and cultural factors, it contributes to conditions for an increase in crime and the growth of criminal syndicates and gangs.

To keep crimes under control, police need the cooperation of citizens who live in the places where crimes occur. Local communities are the central institution for crime prevention, the stage on which all other institutions perform. Families, schools, labour markets, retail establishments, police and corrections must all confront the consequences of community life. The sustained healthy welfare status of local communities is one of the responsibilities of Local Government and who better than the SAPS and Local Government working together can ensure community safety. Crime prevention cannot be tackled by government alone, or by one sector of government alone. It requires an integrated, multi-agency approach where all relevant departments view crime prevention as a shared responsibility and collective priority.

The South African legislation with reference to the Local Government Municipal System Act 32 of 2000 (South Africa, 2000) states that municipal planning in co-operative government should ensure that planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution of the Republic of South Africa Act 108 of 1996 (South Africa, 1996).

One of the processes followed during drafting the Integrated Development Plan (IDP) is that the organs of state, including traditional authorities and other role-players should be identified and consulted on the drafting of the integrated development plan. The White Paper on Local Government (1998) directs municipalities to promote integrated spatial and socio-economic development that is socially just and equitable. The White Paper on Safety and Security (1998) indicates that the SAPS are responsible for the effective provision of safety. This means that policing in a democracy requires professional law enforcement which does not infringe upon human rights. It also requires a concerted effort by government, in partnership with civil society, to prevent crime before it occurs.

The police duties and responsibilities are drafted in the drafting of the Strategic Plan for the SAPS (South African Police Service, 2005) which incorporates government's policy directives, integrating them into day to day policing activities. In addition, the 2005-2010 plan states that "the SAPS are fully aware of the challenges it faces and is steadily making progress towards meeting these challenges. The strategic direction remains focused on organised crime, serious and violent crime, crimes against women and children and improving basic service-delivery, as these priorities reflects the needs of the community".

The 'Cape Times' media and web reports of 14 March 2013 regarding the cooperation between the Western Cape Government and the SAPS are distressful. The existing partnership between the National Minister of Police, Nathi Mthethwa of the African National Congress (ANC) and Western Cape Government Premier, Helen Zille of the Democratic Alliance (DA) is sadly debatable. The premier appointed a commission of inquiry into Khayelitsha policing, where 13 people lost their lives as a result of mob justice, actions alleged to be the result of the inefficiencies in the SAPS and the breakdown of relations between the police and the local community. The National Minister of the SAPS announced that the investigation should be postponed and requested a meeting with Helen Zille to discuss the issue (Koyana, 2013:3).

This single incident draws various political comments and public views, amongst others, government corruption which is very unhealthy for our country's harmony and prosperity. In this study, the researcher has found that various policies and strategies clearly states that all government agencies should work closely together to prevent crime. Crime itself is extremely varied in nature, methods, offenders, targets and consequences. Crime reduction is any activity to decrease the frequency and/ or seriousness of criminal and related events. Mostly this is delivered by crime prevention, by intervening in the causes of crime and disorder events to reduce the risk of their occurrence and the potential seriousness of their consequences.

According to Tilley (2005:204), prevention or reduction of crime are done in two broad contexts, namely enforcement of judicial prevention acts (through the criminal justice system) and civil prevention acts through changes in everyday life, community safety in terms of the quality of life. Crime cannot be prevented without community involvement.

Any crime prevention strategy requires integration with other aspects of local development, including local economic development. Crime prevention is traditionally seen as the sole responsibility of the police. However, there are limits to policing. Many violent crimes are committed in a home, which makes policing very difficult. Such prevention requires social approaches which deal with the causes of crime and involve the cooperation of other stakeholders.

The NCPS (1996) was aimed to improve law enforcement and attend to the social and developmental causes of crime. It advocated a role not only for the police but also for other departments and for civil society. According to Plant and Scott (2009:33), there is substantial evidence that the most effective crime prevention interventions which cut across agencies and institutions are found at Local Government level, such as community organisations, police, families, social services and schools.

This study outlines the partnership between the South African Police Service (SAPS) and Local Government in crime prevention, as well as challenges that have an impact on the prevention of crime, the implementation, effectiveness, sustainability and applicability of approaches in Drakenstein, Stellenbosch and Breede Valley municipalities in the Cape Winelands District Municipality.

## **1.2 RATIONALE OF RESEARCH**

It is crucial for the SAPS and Local Government to combine forces when addressing public safety. Since the establishment of the NCPS (1996) which enables government to address crime in a coordinated and focused manner it draws on the resources of all government agencies, as well as civil society. When these two key agencies merge by having the same crime prevention objectives and reach their common goal, then surely local communities would benefit and live their lives without fear of crime knowing that the government does protect and serve. But, if they work in opposition or secluded then the local community would certainly suffer and quality service-delivery to the public hindered.

Crime is defined as an action or omission that constitutes an offense that may be prosecuted by the state and is punishable by law. "Crime" is also an unjust, senseless or disgraceful act or condition (*Collins Concise dictionary, 2004:297*). Criminals prey on anyone or anything, with no discrimination, their only ambition is to score. Any person can become a victim of crime, anytime and anywhere. Local communities fear criminal activities the most after they have experienced, heard or read about it in the media. Fear of crime can be managed through a diverse range of approaches adopted by police, Local Government and communities.

Doran and Burgess (2012:61) states that "while traditional policing models have failed to acknowledge fear of crimes, many models now see fear of crime as fundamental to proactive policing and crime prevention". All people have a desire to live life without fear and therefore expect of authorities to ensure their safety. Preventative actions focus on stopping events from happening or someone from doing something, consequently the core of crime prevention is dealing with the cause of crime. Crimes are influenced by various factors, like family, social and economic risk factors that give rise to persistent involvement in crime.

Cape Winelands District Municipality (CWDM), one of the Western Cape Province's finest regions, was the first municipality in South Africa to establish a dedicated department in January 2009 to focus on the empowerment of its most vulnerable residents by launching an active Programme of Rural and Social Development. Through this, the District Municipality demonstrated its commitment to give expression to Section 153 of the Constitution to "...give priority to the basic needs of its communities and promote its social and economic development" (CWDM IDP 2011-2012:12). Drakenstein, Stellenbosch and Breede Valley municipal precincts form part of this dynamic district.

Social problems, social issues and social conditions prevalent in municipal areas are experienced to varying degrees at local and community level. The general phenomenon of crime is recognised as a social product that must be addressed through strategy that is fully integrated within the larger social structure of a municipal locality, comprised by professionals and civilians.

In the twenty-first (21<sup>st</sup>) century a new environment emerges for democratic states, heralding not just the escalation of mass terrorism, but of a range of other unknown and often unknowable threats (Crank, Kadleck and Das, 2011:86). Criminal activities are evident and will be familiar for some time.

The local sphere is the space where the day-to-day lives of people are lived, where there is the direct interface between the personal, the household, the family, the neighbourhood and the community. It is here where the social and economic and political processes take place and where there is the greatest potential for action and interaction between government and the different role-players who can pool their resources, knowledge, experience and understanding of local conditions to meet the needs of the community. This is why the SAPS and Local Government are identified in this research as the key partners (authorities) to prevent crime in the region.

The reason for doing this research was to analyse the extent of the partnership between the SAPS and Local Government in the prevention of crime in Drakenstein, Stellenbosch and Breede Valley municipal areas, in Cape Winelands District Municipality. As a former police officer in the SAPS appointed as Station Commander at Cloetesville police station in Stellenbosch, the researcher constantly struggled to get certain Local Government representatives on crime prevention strategic meetings. It was the motivation behind doing this research due to personal experience where internal conflicts between council members eventually hindered fruitful cooperation.

On one occasion two council members from different wards and political affiliations were present on a Community Police Forum (CPF) meeting. While discussing crime issues, a quarrel started between the two council members concerning political statuses and personal views. The meeting eventually had to be adjourned and neither of the two councillors were ever seen at the CPF meetings again or any other representative of Local Government, even after several invitations to the Stellenbosch Municipal Manager.

Criminal activities are rampant in our communities and should be dealt with by everyone especially local authorities. Local communities rely on government to ensure their safety and security.

One problem is that the police cannot be kept solely accountable for every crime committed, finding perpetrators, or assuring justice and keeping customary criminal offenders out of the community. One of the SAPS's functions is to arrest, investigate and bring a suspect before court (Criminal Justice System) where offenders are prosecuted and handed over to the Correctional Service when found guilty.

This may be seen as a multi-agency approach where different government departments work together to prevent repeated offences. Therefore, the police and justice department depend heavily on every citizen's cooperation to assist them to successfully prosecute offenders. To accomplish this, it is necessary for the police and the local community to have a strong and trusting relationship. This study embarks on preventative measures to reduce crime in Drakenstein, Stellenbosch and Breede Valley municipal areas. In a world where change is the only constant, it is said that it's not survival of the fittest but it's the survival of the reinvented.

Organised crime is on the increase therefore crime prevention strategies need alteration. Implemented projects are evaluated and initiatives revisited, focusing on effective contributions instead of repeated launching of new crime prevention strategies. According to Tilley and Farell (2012:240), crime prevention is a broad term that carries many different meanings. It is claimed as a principal goal or objective by every criminal justice system. Law makers, schools, social agencies, medical services and community groups see their activities as fundamental to the prevention of crime. Understanding the field of prevention and levels of action is critical to building effective crime prevention programmes.

The researcher investigated the pros and cons of crime prevention initiatives, explored challenges and considers best practices of cooperation between the SAPS and Local Government in Drakenstein, Stellenbosch and Breede Valley municipal areas. A partnership between the SAPS and local municipalities will have a positive influence on security related issues, for example, improved crime control in local areas. Doran and Burgess (2012:222) states that "Local Government also has a legislative role in responding to crime and community safety concerns". Active communication between these two organisations will enhance community safety. The SAPS need the cooperation of Local Government as partner in their attempt to reduce crime which is only possible through crime prevention approaches.

### **1.3 RESEARCH OBJECTIVES**

The purpose of this study is to investigate and discuss the existence of partnership between the SAPS and Local Government in the prevention of crime in Drakenstein, Stellenbosch and Breede Valley municipalities. The research aims to investigate the existence of a partnership gap as mentioned above (if still present) and to arrive at recommendations that could improve the quality of life and to enhance public safety.

The objectives of this study are:

- To investigate whether cooperation between the SAPS and Local Government brings about fruitful results, and what active interventions are in place to enhance community safety;
- To explore if the SAPS and Local Government's integrated approach to address crime reduction has an impact on the safety and security of all inhabitants;
- To determine whether crime prevention initiatives between the SAPS and Local Government is effective and sufficient; what additional crime prevention improvements can be implemented, by seeking best practices for future references and to make a contribution in the field of crime prevention; and
- To develop a Partnership Model that can enhance crime prevention at local level.

The intention of this study is not to re-invent the wheel, but to find improved and effective ways to strengthen partnership between the SAPS and Local Government when preventing crime. This research may lead to new knowledge regarding crime prevention techniques, focussed on problem-solving and project development in addressing the causes of priority crimes in Drakenstein, Stellenbosch and Breede Valley municipal areas.

## **1.4 HYPOTHESES**

A hypothesis is a statement or proposition that can be tested by reference to the empirical study (Welman, Kruger and Mitchell, 2005:26). Therefore, the researcher aims to formulate the hypotheses in order to direct the investigation, because it might lead to a possible explanation for the alleged lack of cooperation between the SAPS and Local Government concerning crime combatting; and used as a basis for reasoning or for further study. It is easier and more cost effective to regularly improve on something than to re-invent or re-create it.

The following hypotheses were formulated:

Hypothesis one: There is a lack of cooperation between the SAPS and the CWDM Local Government concerning crime prevention to enhance community safety.

Hypothesis two: There is a lack of partnership between the SAPS and the CWDM Local Government to reduce crime.

Hypothesis three: Crime Prevention initiatives in Drakenstein, Stellenbosch and Breede Valley municipal areas are ineffective and insufficient.

## **1.5 RESEARCH DEMARCATION**

This study was limited to three municipal areas in the Cape Winelands District Municipality in the Western Cape to ensure accurate end-results.

### **1.5.1 Time frame**

This research is focused on government strategic time frames from 2007 to 2011 because these time frames reinforces the advances that have been made during the first 10 years of democracy and establishes a solid foundation for a more safe and secure second decade of democracy. The reason for choosing this time frame is that Local Government IDP's focus on the Medium Term Revenue Expenditure for a five year period (CWDM IDP, 2011:3) and the government national elections occur every five years. The parliament is elected for a term of five years, unless it is dissolved early. SAPS Strategic Plan is directed to strategise and operationalise planning within the SAPS during the period 2005 to 2010.

According to the SAPS Strategic Plan (South African Police Service, 2005-2010:14), this is the first five-year plan to be developed by the SAPS in accordance with the revised Treasury Regulations, and has been developed in such a way that it establishes continuity with the previous Strategic Plan (2004 to 2007). The Strategic Plan has been compiled in tandem with the Department's Medium Term Expenditure Framework, as reflected in the Departmental Budget Vote, thereby ensuring a clear link between strategic funding and strategic planning. Treasury regulations require that the Strategic Plan be tabled before Parliament seven days prior to the discussion on the Budget Vote by Parliament.

### **1.5.2 Geographical demarcation**

This study focuses on Drakenstein, Stellenbosch and Breede Valley municipal areas in the Cape Winelands District Municipality, Western Cape. These three municipalities, which includes the SAPS policing areas known as Paarl, Stellenbosch and Worcester Clusters, form part of the Cape Winelands District Municipality, a vast Boland region who are well-known for their tourist attractions which draw tourists from both the inland and from abroad. The reason for this delimitation is because of the immense region and also to ensure more accurate end-results.

The scope of this research is to interact with the SAPS and Local Government managers as well as other important role players, clarify their representative views on the prevention of crime and their diverse duties concerning safety and security. This might be an opportunity to expose any inhibiting factors that may handicap partnership and the fact-finding mission may after all improve further cooperation between the SAPS and Local Government in their mission to improve inhabitants' quality of life by eliminating fear of crime which is prevalent in neighbourhoods.

### **1.5.3 Numerical demarcation**

This research was limited to those members of the SAPS and Local Government who are in managerial positions in the three stated municipal areas. Approximately 208 participants participated which include various vital role-players of both organisations.

They are, from Local Government, the Executive Mayors, Municipal Managers, Community Safety Directors, Ward Councillors and Ward Committee members with Safety portfolio. And from SAPS, the Station Commanders, SAPS Head Crime Prevention officers, Community Police Forum Chairperson's, Neighbourhood Watch coordinators and members were included.

The researcher is satisfied with the proxy of the research group because all the participants are directly involve with community safety. Participants were selected by means of non-probability sampling (as mentioned in 2.3 – Research techniques). *Non-probability sampling* is done without randomisation; it is the non-random selection of a sample of producers and products based on expert knowledge or judgement (Pheiffer, 2009:22). The participants of each municipal area are active in or have knowledge about the responsibilities of the SAPS and Local Government in crime prevention.

## **1.6 PROBLEMS ENCOUNTERED DURING RESEARCH**

The vastness of the Boland area was a hindering factor because the researcher personally travelled from town-to-town to distribute questionnaires and elaborate on the research, since some Local Government participants refused to complete the English questionnaire and requested Afrikaans translation. It was very time-consuming. Several SAPS Commanders and Local Government managers were seldom available for scheduled appointments. The researcher had to endlessly re-schedule meetings, some managers plainly refused to give their cooperation and a few were very reluctant by bluntly stating that they did not have time to assist or some felt that the investigation was irrelevant. Certain police stations do not have a crime prevention component or designated members who perform crime prevention duties.

Some SAPS and Local Government executives were unwilling to allow researcher to scrutinise certain crime prevention feedback reports, CPF and council meeting minutes, the reason given was confidentiality. Certain municipal districts had no officially appointed Municipal Managers, due to new political party elections and/or political disputes.

Thus, they were only acting directors, who had other official responsibilities and therefore performed different designated duties. Some Neighbourhood Watch (NW), CPF and Safety portfolio members were illiterate, uneducated, and a few untrained. Certain community leaders do not understand their duties and could not answer certain questions or respond to any suggestions relating to the prevention of crime in their various areas.

## **1.7 ORGANISATION OF THE THESIS**

This study will follow the following sequence:

Chapter 1: General orientation – this section gives a comprehensive view of the research in accordance with its direction. It adjusts the study according to circumstances which led the investigation on the partnership between the SAPS and Local Government in crime prevention in the Cape Winelands District Municipality.

Chapter 2: Research methodology – the overview of the past five years of the SAPS and Local Government's partnership in ensuring safety is portrayed including the processes used to determine the research objectives.

Chapter 3: Crime prevention issues – it views the theoretical framework of the research which discusses the controversy on participation between the SAPS and Local Government; and highlights the policies that reveal the consequences of partnership in crime prevention.

Chapter 4: The role of the SAPS and Local Government in crime prevention – this section discusses the functions of SAPS and Local Government authorities in crime prevention focussing on their productivity and executions to ensure community safety.

Chapter 5: International comparison – views the roles of the police and Local Government in crime prevention focussing on Botswana, Australia, England, United States of America, New Zealand and Canada.

Chapter 6: Policing priority and crime prevention in the Cape Winelands District Municipality – covers an overall discussion on priority crime prevention interventions focussed on partnerships in ensuring effective problem-solving policing and enhancing community safety.

Chapter 7: Findings – it includes the discussion on discoveries of cooperation between the SAPS and Local Government in crime prevention which concentrates on their partnership in crime reduction; seeking improvements and best practices.

Chapter 8: Conclusion and recommendations – this section comprises of discoveries made in crime prevention regarding partnership between the SAPS and Local Government; as well as new challenges of cooperation and the way forward in enhancing safety in the Cape Winelands District Municipality.

## **1.8 DEFINITION OF CONCEPTS**

### **1.8.1 Crime prevention**

Nel and others (2000:5) (as quoted by Sherman, Farrington, Welsh and MacKenzie, 2006:5) states that crime prevention involves responding to a few priority problems, using targeted multi-agency programmes. These programmes aim to address the cause of and opportunities for particular crime problems. Crime prevention is defined not by its intentions, but by its consequences. These consequences can be assessed in at least two ways – by the number of criminal events and by the number of criminal offenders. Crime is caused by a range of factors and it is therefore impossible for any- one agency (such as SAPS) to make a major difference on its own.

### **1.8.2 Local Government**

Local Government refers to a sphere of government established in terms of section 151(1) of the Constitution of the Republic of South Africa Act 108 of 1996 (South Africa, 1996). According to Craythorne (2006:7), the local sphere of government consists of municipalities, which must be established for the whole Republic of South Africa. Elected community members are elected by the people for the people in various domains.

These elected politicians have a commitment and prescribed duty to fulfil community expectations as directed by policies and legislation. Local Government executives have the most power, authority and ability to establish public safety in communities.

### **1.8.3 Policing**

Steven and Yach (as cited by Pheiffer, 2009:19) state that “policing is the approach to community safety in which a network of service providers, organic, community-based, state and voluntary sectors, interact in such a way that the safety and security of communities becomes the primary focus”. The needs of the community must be taken into account, to enable the rendering of a professional, client-centred service that is sufficient and effective. Policing is thus an integrated and multi-agency approach in sharing responsibility and a collective priority to illuminate fear of crime.

### **1.8.4 Crime combatting**

Crime combatting entails any lawful activity aimed at reducing crime, whether it refers to measures aimed at the prevention of crime, or whether it is an activity associated with proactive or reactive policing (Burger, 2007:10). To make a success of any crime prevention strategy involves community participation, by shifting the safety debate beyond the size of the police service and encourage the public to join hands in the fight against crime. Crime reduction is a collective approach by inhabitants which include a variety of crime prevention measures.

### **1.8.5 Safety and security**

Safety and security of communities means the protection and securing of residents and their property, prevention of anything that may threaten them, investigation of crimes and community participation in efforts to address causes of crime (White Paper on Safety and Security, 1998:7). It is a crime free environment where every citizen feels safe. The safety of one’s person and security of one’s property are widely viewed as basic human necessity and are essential to the community’s overall quality of life. According to Craythorne (2006:324), safety and security includes the proper practice of disaster management, control over building safety, and dealing effectively with public nuisances.

Collaborated crime prevention strategies and effective execution could contribute to a safer and more caring neighbourhood.

### **1.8.6 Law and order**

Law and order is defined as advocating and following the established social order and the statutes written to enforce such law (*Collins Concise Dictionary*, 2004:837). This research reveals that community leaders and organisations expect both Local Government and the SAPS to maintain law and order in neighbourhoods. Local Government is in the best position to deal with crime by passing law and order policies. Since politicians (public servants) who often have strong views on law and order policy, can persuade a government to change its course.

### **1.8.7 Partnership**

Partnership is a way of using the resources and skill in a community in such a way that all partners benefit and crime is reduced (South Africa, 2000:27). According to Prenzler (2012:149), partnerships between the public and private sectors – including police and private security – are promoted as providing a synergetic effect in crime prevention. Local Government and the SAPS should strive to create an atmosphere in which potential community partners are willing and able to cooperate with the aim of improving safety and security. Ensuring public safety is the responsibility of both entities.

### **1.8.8 Community Safety**

According to Tilley (2005:758), community safety is a broad approach to the achievement of safety and security, generally in local authority areas. It involves focusing on a broad range of crimes and incivilities, both to reduce actual levels of crime and anti-social behaviour, and anxieties about crime impairing citizens' quality of life. It may extend also to non-crime-related hazards such as road accidents, accidents in the home and fires. Simply put, community safety is about individuals and groups in our communities being able to go about their lawful business untroubled and in relative safety. The definition helps us to understand the role that local authorities undertake in creating safer communities and how legislation can support or indeed hinder this.

### **1.8.9 Integrated Development Plan (IDP)**

According to Craythorne (2006:145), integrated development plan means a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties. An IDP is a super plan for an area which gives an overall framework for development. It aims to correlate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area.

### **1.8.10 Partnership policing**

Partnership policing is a cooperative effort to facilitate a process of problem-solving which determines through consultation the community's needs and policing priorities (Pheiffer, 2009:29). Partnership policing is when active collaboration is established; which brings about joining capabilities of the SAPS, Local Government and other government institutions, the community, non-government organisations and businesses to address policing needs and is a community-based partnership.

## **CHAPTER 2: RESEARCH METHODOLOGY**

### **2.1 INTRODUCTION**

In this study the researcher followed a quantitative approach. According to Rule and John (2011:60), quantitative research is to seek statements of objective fact, prediction and generalisation. Such an approach includes surveys using structured questionnaires, which was used in this study to determine generalisable trends. The researcher used this approach to try understanding the facts from an outsider's perspective. The purpose of quantitative research is to evaluate objective data consisting of numbers while qualitative research deals with subjective data that are produced by human beings.

Qualitative data are presented in language instead of numbers (Welman et al., 2005:8). The researcher chose to apply the quantitative approach as a result of dealing with numbers, a process of analysis was used that is based on complex structured methods to confirm or disprove the research hypotheses (as mentioned in paragraph 1.4).

### **2.2 RESEARCH DESIGN**

According to Welman et al. (2005:52), a research design is the plan according to which we obtain research participants and collect information from them. The research design is used to investigate the research hypotheses and the results should shed light on the tenability of the hypotheses and give an indication whether to accept or reject the hypotheses. A quantitative approach sets out a general theory (a hypothesis) and then tests the theory in practice (Rule & John, 2011:96). The scope of this study was to interact with the SAPS and Local Government as well as other important role-players, to clarify their representative views on the prevention of crime and their diverse duties concerning safety and security.

A quantitative data collection methods and techniques are generally used by researchers that subscribe to an objectivist view of reality and positivist epistemology (Kuada, 2012:115).

This study is both an empirical and theoretical assessment to get closer to understanding the partnership between the SAPS and Local Government concerning crime prevention. According to Kuada (2012:103), if you seek to test specific hypotheses or find numerical answers to specific elements in your research questions, you may use quantitative data collection.

The researcher found that using the quantitative research design will be suitable to deal with critical issues and ideas from community members regarding the partnership between the SAPS and Local Government in the prevention of crime in Drakenstein, Stellenbosch and Breede Valley municipal areas. According to Welman et al. (2005:6), *quantitative* is the approach to research in the social sciences that is more formalised as well as controlled, with a range that is more exactly defined and which, in terms of the methods used, is relatively close to the physical sciences. Quantitative research methodology is dealing with data that is principally numerical (such as questionnaires and statistics, etc.).

A survey based investigation was carried out to establish participants' opinions, desires and attitudes regarding the prevention of crime in their various municipal areas. The researcher used a non-experimental research design. In the non-experimental, hypothesis-testing there is no planned intervention and no random assignment of research participants to groups. In this type of research design, the relationships that occur between two or more variables are examined. Variables such as age, gender, socio-economic status, and so on (Welman et al., 2005:93).

A longitudinal design was used. According to Remler and Van Ryzin (2011:224), a longitudinal design involves a combination of in-person or self-administered questionnaires. In this design a sample is drawn that is more or less representative of the relevant population and involves examining the same group at different time intervals. The researcher made use of questionnaires and non-structured interviews to answer the research questions (Hypotheses).

### **2.2.1 Advantages of a quantitative approach**

A model of evaluative accountability provided to clients, welfare organisations and financial supporters, i.e. all who are nowadays termed “stakeholders”. In this study the researcher focused on the SAPS and Local Government. If utilisation of this approach were to become standard practice in every stakeholder setting, stakeholders would start thinking more scientifically about problem areas in their clients’ lives; about which interventions are appropriate and how to evaluate solutions.

De Vos (as quoted by Pheiffer, 2009:7) comments that “We change ourselves in the process of helping our clients to change and, in the process of changing ourselves, we change our profession – staffing it with people who not only want to help but know how to help”. It is a direct form of research and results are immediately available.

### **2.2.2 Disadvantages of a quantitative approach**

The implementation of this approach can be very time-consuming. De Vos (as quoted by Pheiffer, 2009:8) states that “follow-up studies of cases where the intervention was terminated will have to be done more often in future in order to establish whether the specific intervention strategy which was utilised retained its effectiveness”.

## **2.3 RESEARCH TECHNIQUES**

Two research techniques were applied namely data collection by means of questionnaires and non-structured interviews; as well as statistics to gain detailed information regarding reported crimes.

### **2.3.1 Questionnaires and non-structured interviews**

The researcher chose the close-ended questionnaire because the results of the investigation can become available fairly quickly. In order to use the computer in the analysis of data the questionnaire had to be compiled in a certain manner, e.g. item numbers which could be used in a data set had to be incorporated in the questionnaire. Specific questions were asked so that sufficient information could be gathered. According to Kuada (2012:107), different techniques can be used in the quantitative data collection process. The main ones include surveys and interviews, which was used by the researcher as the data analysis method.

The purpose of the questionnaire was to investigate, monitor as well as to evaluate the SAPS and Local Government's initiatives and efforts relating to crime prevention activities in the various Municipal areas. According to Welman et al. (2005:175), a questionnaire is a set question on a form which is completed by the respondent in respect of a research project. The question can be open (e.g. "any comments?") or *closed* with an option to respond (e.g. "yes" or "no"). Closed questions offer the respondents the opportunity of selecting (according to instruction) one or more response choices from a number provided to them.

### **2.3.2 Use of non-structured interviews**

Non-structured interviews were conducted with 9 senior members of Local Government from the three various Municipalities and with 1 senior member of the SAPS from the Boland precinct. The purpose of the interviews was to establish whether they felt that their organisation had a role to play in the prevention of crime and whether they had any suggestions on improving service-delivery. The researcher took notes and applied them to the research hypotheses.

### **2.3.3 Statistics**

Statistics were scrutinised to get an idea of what crimes were reported over the past 5 years and what preventative measures are in place to reduce priority crimes. One weakness of relying on stats to determine community safety is that it is inconsistent and its increase or decrease cannot be linked to a specific reason. For example, it may be that there is no partnership between the community and the police.

That is why crimes are not reported and this is reflected as a reduction of crime in statistics. Or those community members may feel a sense of trust in the police, which is why they report crimes, like rape cases.

The increase or decrease of crime may have a positive or negative connotation on community safety. Stevens and Yach (as quoted by Pheiffer, 2009:59) state that “crime profoundly affects the quality of people’s lives. It is ultimately linked with the strength and cohesion of the community and socio-economic conditions”. Negative dialogues, experiences and daily media expressions about the SAPS and politicians’ contributions with regard to quality performance are overwhelming. The problem to be studied in the envisaged research is to investigate in order to understand Local Government and SAPS’s alleged poor cooperation concerning crime prevention initiatives. Lack of preventative measures leads to the increase of crime, which affects people’s right to live without fear.

Solutions to tackle poor service-delivery must be analysed periodically. Therefore the current working relationship between the SAPS and Local Government was reviewed, the outcome of their integrated partnership evaluated and finding resolutions to improve future collective efforts were suggested.

This study examined the research hypotheses by doing the following:

- Analyse the current working relationship between the SAPS and Local Government when addressing the prevention of crime in Drakenstein, Stellenbosch and Breede Valley municipal precincts;
- Evaluate the outcome of integrated partnership, where participation strategies reflect the dynamics of communities if any; and
- Ascertained breakthroughs; as well as formulated best practices, because it is easier to improve on something than to create it.

## **2.4 RESEARCH METHODS**

This study is an empirical and theoretical research. According to Rule and John (2011:96), methods of data collection and data analysis are practical ways of first getting appropriate data and then making sense of it. Research methods are underpinned by methodological theory.

## **2.4.1 Research instruments**

In this study the researcher utilised two methods: literature study and survey methods to analyse the task and consequences of the SAPS and Local Government when addressing crime prevention.

### **2.4.1.1 Literature study**

Literature study was done to confirm existing facts regarding the role of the SAPS and Local Government as partners against crime, to reveal unknown sources regarding crime prevention, as well as contributing new detail to the field of community safety in Drakenstein, Stellenbosch and Breede Valley municipal areas. The researcher made use of both primary and secondary sources.

#### **(a) Primary sources**

The following primary sources were utilised:

- Drakenstein, Stellenbosch and Breede Valley Municipalities Integrated Development Plans (IDPs 2007-2011), focusing on the aim and objectives of these municipalities. All written materials of the SAPS and Local Government which relate to community safety were scrutinised for outcome purposes.
- Various other documents such as the Republic of South Africa Interim Constitution (Act no. 200 of 1993); the Municipal Systems Act (Act no 32 of 2000); Overview of the Department Community Safety, 1998; the South African Police Service Act (Act no 68 of 1995); the South Africa White Paper on Safety and Security, 1998; the White Paper on Transforming Public Service Delivery, 1997; the White Paper on Local Government, 1998; the Intergovernmental Relations Act, 2005; the Civilian Secretariat for the Police Act, 2011; Community Safety Forums Policy, 2012; the Public Finance Management Act, 1999; the Witness Protection Act, 1998; the National Drug Master Plan, 2006 and the National and Provincial Crime Prevention Strategies, 1996, etc.

- Statistics of Western Cape Province over the past five years to determine an increase or decrease in crime in the Cape Winelands District Municipality. The researcher perused crime statistics on priority crimes in Drakenstein, Stellenbosch and Breede Valley municipal precincts to establish whether preventative actions influenced reported crimes and whether crime reduction occurred.
- Some Community Police Forum (CPF) minutes from the various towns in Drakenstein, Stellenbosch and Breede Valley Municipalities were scrutinised to establish what priority crimes were identified and what steps were put in place to prevent crime.
- Municipal Council meeting memorandums were observed to affirm whether crime prevention strategies are given attention to, in order to improve the lives of citizens' in local communities and ensure public safety.

(b) Secondary sources

The following secondary sources were consulted:

- Various textbooks on community safety, crime prevention, community development, research methodology, crime and criminology, community policing and community customs, etc.
- Local newspapers such as – *The Bolander* (covering news in Stellenbosch and Drakenstein municipal areas) , Paarl Post, Worcester Gazette (covering news in Breede Valley municipal area), Drakenstein Gazette and Eikestad News (covering news in Stellenbosch municipal area). These newspapers were scanned to detect the community's viewpoints on crime combating and to identify their expectations, etc.
- Pamphlets and bulletins were probed to realise what crime prevention awareness information is available from the SAPS and Local Government concentrating on crime reduction.

#### Advantages of literature study –

- Methods used laid a theoretical foundation to the empirical (practical) research;
- The researcher was able to formulate concepts like Local Government, policing, partnership and community policing, etc. ; and
- The research provided scientific acceptability of the study and proposed arguments or reasons (theoretical and empirical) to support or disprove a specific hypothesis or finding.

#### Disadvantages of literature study –

Literature study is time-consuming and there are budgetary constraints on utilising literature study to the full. Various libraries in different metro poles were visited to find textbooks relating to the research.

#### **2.4.1.2 Survey method**

Surveys were done by means of closed-ended *questionnaires* and *interviews* (non-directive approach), to establish objectivity and integrity in this study. The researcher used this approach to give the interviewee the opportunity to talk freely about events, behaviour and beliefs regarding crime prevention. A non-directive interaction provides greater opportunity for the participants' views to emerge, rather than having the researcher's framing of the issues imposed on them (Welman et al., 2005:166). Participants were determined by means of their effective and sufficient contributions towards safety and security. All the participants are known as local community leaders responsible for ensuring community safety. They are people in senior positions who have authority in decision-making and solution-findings.

Three hundred (300) questionnaires were printed and distributed; one hundred and fifty (150) questionnaires each to both the SAPS and Local Government, but only two hundred and eight (208) were received. The responses received were one hundred and six (106) from the SAPS and one hundred and two (102) from Local Government.

These contributors were all vital role-players from Local Government – they were the Executive Mayors, Municipal Managers, Community Safety Directors, Traffic Service Commanders, Fire Service Commanders, Ward Councillors and Ward Committee members with Safety portfolios. In the SAPS it was Police Station Commanders, Cluster Commanders, Head Crime Prevention officers, CPF Chairpersons and Neighbourhood Watch coordinators and members.

The researcher did a presentation about the study rationale at scheduled Local Government council meetings as well as the SAPS crime meetings in the Drakenstein, Stellenbosch and Breede Valley municipal areas, where all role-players were present. This was done prior to the distribution of the questionnaires. The reason was to ensure that all participants understood the purpose of this study, their accountability and cooperation as well as guaranteeing their participation by meeting them personally. The survey was compiled to establish the state of cooperation between the SAPS and Local Government with the spotlight on crime prevention; to evaluate the consequences of integrated partnership; and to determine breakthroughs and formulate best practices.

The survey consisted of 17 questions of which 14 are closed questions and respondents could select (according to the instructions) a choice from a number provided. Three (3) questions are short answer questions because comments are often the most important part of the evaluation process and answers could be disclosed with as much detail as possible. In short, the survey was composed to verify whether the SAPS and Local Government meet the community's need for *safety and security* in Drakenstein, Stellenbosch and Breede Valley municipal jurisdictions. All crime prevention initiatives, projects, training, evaluation and feedback reports were viewed to prove purposeful growth or fruitless efforts, if any.

The researcher intended to:

- Analyse the state of cooperation between the SAPS and Local Government by means of a survey questionnaire. Questions 2, 3, 5 and 11 of the survey ask the respondents' opinions on the current partnership between the SAPS and Local Government regarding combating of crime in the area;

- Evaluate the consequences of integrated partnership and whether it has an impact on crime reduction. Questions 1, 4, 7 and 10 of the questionnaire ask the participants whether their organisation plays a role in crime prevention, whether working together brings about active partnership and how they rate the effectiveness of preventative programmes in their areas;
- Ascertain breakthroughs and formulate best practices from Local Government and the SAPS. Questions 6, 9, 12 and 13 ask contributors what their current crime prevention projects are, if political influences play a role in the safety and security of communities and what suggestions they have to improve service-delivery;
- To ascertain the sample size and profile of key role-players. Questions 14, 15 and 16 ask respondents which organisation they represent, their age and gender; and
- Formulate hypotheses in order to direct the research. “A hypothesis is regarded as an idea that is suggested as a possible explanation for something, used as a basis for reasoning or for further investigation” (Welman et al., 2005:12).

This was done to answer the research questions which are – if the cooperation between the SAPS and Local Government concerning crime prevention enhances community safety; that partnership between the SAPS and Local Government reduces crime; and whether crime prevention initiatives in Drakenstein, Stellenbosch and Breede Valley municipal areas are effective and efficient.

The researcher conducted unstructured interviews (non-directive) with senior members of the SAPS and Local Government who are responsible for supervising, monitoring and implementing strategies. Some participants were interviewed without an interview schedule, only notes were taken. Personal discussions took place with senior members regarding their role in crime prevention to prove the research hypotheses. Their varied responses could not have been acquired by using only closed-ended questions and many shortcomings and futuristic initiatives came to light.

#### Advantages of survey method –

- Closed-ended questions are advantageous when a substantial amount of information exists and the response options are relatively well known;
- One-on-one interviews with vital role-players were good, because the purpose of the visit could be explained in detail to the respondents. The participants' answers could be compared with their body language, to see if they understood the questions; and
- De Vos (as cited by Pheiffer, 2009:14) states that other advantages of closed questions are that respondents understand the meaning of the question better, questions can be answered within the same framework, and responses can consequently be better compared with one another.

#### Disadvantages of survey method –

- The length of the questionnaire is very important. It cannot be too long for the respondents to complete or too short because it has to cover all the objectives (hypotheses) of the research, which is investigating and discussing the role of the SAPS and Local Government as partners against crime. A very long or too short questionnaire will influence the effectiveness of the survey outcome; and
- By using only closed questions, important information can be missed because closed questions can never completely provide for the variety of response options which may exist on any particular subject (Pheiffer, 2009:15).

The researcher used scientific methods to expand the knowledge on crime prevention and whether the SAPS and Local Government are partners in public safety in Drakenstein, Stellenbosch and Breede Valley municipal areas. According to Welman et al. (2005:9), both reliability and validity are central issues in all scientific measurement; they aim at valid and reliable results. Both concern how concrete measures, or indicators, are developed for constructs. In this study the Equivalence Reliability and Criterion Validity was used to analyse the data and to determine the validity and reliability of the collected data. *Equivalence (Parallel-forms) Reliability* applies when the researcher uses multiple indicators e.g. several items in the questionnaire all measure the same construct (Welman et al., 2005:146).

All the indicators in the questionnaire relate to the concept of crime prevention. If several different indicators measure the same construct, then a reliable measure gives the same result with all indicators. This study used closed-ended and short answer questions. According to Welman et al. (2005:144), *Criterion Validity* agrees with an external source and is concurrent agreeing with pre-existing measure and predictive agrees with future behaviour e.g. statistics from 2007 to 2011 are a pre-existing measure and futuristic initiatives predicting future actions.

The investigation of stats from 2007 to 2011 was viewed to determine pre-existing measures and futuristic initiatives predicting forthcoming actions, in short, to analyse statistics in order to plan intelligent driven pro-active mechanisms to reduce crime in above mentioned municipal areas. This scientific inquiry is intended to be as objective as possible and to reduce biased interpretations of results. The adaption of these methods is to acquire new knowledge or correcting and integrating previous knowledge.

Policies, strategies and questionnaires (feedback from participants) were measured and compared with current working practices in order to answer the research hypotheses. Some Neighbourhood Watch and safety portfolio members were uninformed regarding national policies and legislation. This might have an impact on the reliability and validity of the research outcome. Informed and educated people have the ability to influence others and to bring about change that affects the entire community.

## **2.5 POPULATION**

Drakenstein, Stellenbosch and Breede Valley municipal areas as part of the Cape Winelands District Municipality are well-known for their tourist attractions which draw tourists from both inland and aboard. Winelands mountain ranges are the most memorable aspects of the region. Together with a number of important rivers they form the spines of the rich valleys that provide much of the wealth of the Cape Winelands economy. These three municipalities with the total population of approximately 351039 (in 2009 census) face a number of significant threats. People want to feel safe wherever they go, because it is one of the basic needs of any person and neighbourhood.

High crime levels deter investments and erode social capital. It is important that planning should take cognisance of the importance of security and justice in building liveable communities. This research was limited to those senior members and vital partners from the SAPS and Local Government who have knowledge of and are involved in the prevention of crime. According to Remler and Van Ryzin (2011:141), every study has a population of interest – the population the study aims to investigate.

The group of participants in this study were all community leaders who have the most power, authority, and ability to ensure local community safety. They are, from Local Government – the Executive Mayors, Municipal Managers, Community Safety Directors, Ward Councillors and Ward Committee members with Safety portfolio. And from the SAPS – the Station Commanders, SAPS Head Crime Prevention officers, Community Police Forum Chairperson's, Neighbourhood Watch coordinators and members.

Approximately 059 % (208) of the key role-players responsible for crime prevention in Drakenstein, Stellenbosch and Breede Valley municipal areas participated in this study. The researcher is satisfied with the proxy of the research group because the sampling is representative by means of male and female respondents and of people who have knowledge of and are involved in the prevention of crime. They are also people in top positions who have decision-making powers and others from ground level where the reality of crime is evident. Their inputs are of value in gathering reliable information relating to the research hypotheses.

### **2.5.1 Sampling size**

This analysis is restricted to Drakenstein, Stellenbosch and Breede Valley municipal locality due to the massive urban and rural environment of the Cape Winelands District Municipality. This research was easily accomplished considering the cost of petrol because the office of Provincial Government is about 75 kilometres from where researcher resides. Stellenbosch Municipality which is the furthest place from where researcher lives is about 30 kilometres. The other towns are nearer. Identified participants are considered to be practically available in view of the fact that they are public servants and community stakeholders.

These participants are believed to be reliable taking their status into consideration. They are recognised as capable people, who play an immense role in community safety, by the people for the people.

Accidental sample was used. De Vos (as quoted by Pheiffer, 2009:22) states that accidental samples is a convenient or available sample and add that the respondents are usually those nearest and most easily available. Scheduled Local Government and certain CPF meetings were visited by researcher and members were willing to participate in the non-structured interview. The crime situation and consequences of present day suggestions on crime prevention were strongly addressed by community members.

It was also evident that various community problems do not have a police solution, such as lack of educational opportunities that can lead to viable employment, lack of recreational opportunities, lack of parental involvement and supervision, as well as illicit drug use. Local Government and the SAPS key role-players have a massive responsibility in addressing the roots of crime.

## **2.6 ANALYSIS**

The researcher used numeric data (numbers and statistics) to analyse and interpret the data. Aimed at finding meaning and obtaining answers to test the research hypotheses, data was broken down into constituent parts in order to achieve research aims and objectives. The data analysis methods used in this study was surveys (questionnaires) and interviews. Close-ended questions are easy to answer and can be answered quickly. It is easier to code and analyse closed questions (Kuada, 2012:109).

## **2.7 UTILISATION OF THE QUESTIONNAIRE**

By using the closed-end questionnaire the results of the investigation became available fairly quickly when using a computer. The “Multi-Point Rating” sample survey where respondents had the choice of rating scales and where the rating labels were specified made the analysing process straightforward and effortless.

In order to use the computer in the analysis of data the questionnaire had to be compiled in a certain manner, e.g. item numbers which could be used in a data set had to be incorporated in the questionnaire.

Specific questions concerning the role of the SAPS and Local Government as partners in crime prevention are asked to ensure sufficient information gathering. The intention was to determine their cooperation with significant partners and whether attempted projects have reached their goals. The ten participants who were consulted via unstructured interviews were senior members.

### **2.7.1 Profile of senior key role-players**

Participant 1: An executive director of the Community and Development Department of Cape Winelands District Municipality, female, 46 years of age with a Doctors degree.

Participant 2: A director of the Public Safety Department of Stellenbosch Municipality, male, 50 years of age.

Participant 3: A director of the Protective Services Department of Drakenstein Municipality, male, 51 years of age.

Participant 4: A director of the Safety and Security Department of Breede Valley Municipality, male, 54 years of age with a Doctors degree.

Participant 5: A director of the Rural and Development Department of Cape Winelands District Municipality, male, 51 years of age.

Participant 6: A Fire Chief of Breede Valley Municipality, male, 43 years of age.

Participant 7: A director of Sport Development and Safety of Breede Valley Municipality, male, 47 years of age.

Participant 8: A director of Disaster Management of Cape Winelands District Municipality, male, 45 years of age.

Participant 9: An executive mayor of Breede Valley Municipality, male, 54 years of age.

Participant 10: A director of the SAPS in command of Boland (includes Drakenstein, Stellenbosch and Breede Valley Municipalities) precinct for 16 years, male, 50 years of age.

Questionnaires were prepared in English and every participant (as mentioned in 2.3.1) was personally informed and some were interviewed. All the questions were explained to the participants before distribution and completion of the forms. An independent variable was applied for example gender.

**Table 2.1- Respondents as per gender:**

<b>GENDER</b>	<b>NUMBER</b>	<b>PERCENTAGE</b>
Male	146	70%
Female	59	28%

The reason why the majority of respondents are male may be ascribed to the fact that women are mostly housewives. A few respondents did not complete this question. See question 16 on attached Annexure A. The researcher concedes that this imbalance of numbers might have an impact on the representivity of this study. A control variable is measured by the question – “Do you concur that political influences can play a huge role when addressing crime prevention strategies in your district”? with responses of 1 (strongly agree), 2 (agree), 3 (disagree), 4 (strongly disagree) and 5 (unable to rate). See question 9 on attached Annexure A.

The majority of Local Government participants rated ‘strongly agree’ with 24.5 per cent and 2.4 per cent was ‘disagree’; and the mass of the SAPS respondents rated ‘agree’ with 25.5 per cent and 4.3 per cent was ‘disagree’. Dependant variable was defined as answers to the question – “were there any integrated projects that addressed the prevention of crime between Local Government and the SAPS over the past 5 years”? with answers of 1=Yes and 2=No (see question 7: Annexure A).

Also, 4.6 per cent of Local Government respondents believe that there were integrated projects between the SAPS and Local Government over the past 5 years (rated 'yes'); with 13 per cent stating that no projects took place (rated 'no'). The majority of the SAPS participants rated 'yes' with 34.6 per cent and 13 per cent was 'no'. A few respondents did not answer this question. Fox (as cited by McShane & Williams, 2008:122) states that "the level of measurement is nominal, but can be treated as ordinal (ranks) or interval because of the yes dichotomy".

### **2.7.2 Use of statistics**

The researcher attained crime statistics to compare if priority crimes in Drakenstein, Stellenbosch and Breede Valley municipal areas showed a decrease as targeted by government in the SAPS Annual Performance Plan (South African Police Service, 2010-2011:9). This approach served as support in determining the current working relationship between the SAPS and Local Government when addressing crime. According to Welman et al. (2005:231), statistical technique merely serve as aids in assisting the researcher to come to a justifiable decision on the question of whether or not the data obtained support the hypothesis originally formulated.

Crime statistics were obtained from the South African Police Service Crime Research and Statistics website as well as Cape Winelands District Regional Development Profile on priority crimes (CWD RDP 2011:2). Only crimes reported to the police can be addressed by the police and relevant role-players. The statistics that were scrutinised were from 2007 to 2011. Selected crimes that were reported to the police were murder; sexual crimes (including rape and attempted rape); burglary (including residential and non-residential premises); drug-related crimes and driving under the influence of alcohol or drugs. The researcher chose these crimes because they were the SAPS policing priority crimes, which occurred daily in the region of the Cape Winelands District Municipality.

The respondents' views about the reduction of crime in their area had to be determined. What measures they put in place to combat crime and whether the statistics showed any distinction. This was verified by means of question 11 of the survey (Questionnaire- Annexure A).

If crime rates do go down it could suggest that government is proceeding in the right direction of ensuring community safety. The current crime news is discouraging which urge government to put pro-active crime prevention measures in place. When there's a decline in a specific crime, for example murder or culpable homicide, then the mayor or police commissioner will ask 'What did we try last year?' followed by the statement 'It worked'.

If integrated crime prevention policies are in place on Local Government level and sector policing (problem-orientated policing) is effective, it may have a positive effect on the national, provincial and district crime statistic reports. Although policing and political priorities differ from district to district, crime statistics remain a common concern to all. If political parties agree and work together to create a safe environment for all communities, they could endorse better criminal justice punishments and secure police accountability. Crime statistics was used by the researcher to determine priority crimes and to analyse if partnership between the SAPS and Local Government reduces crime and ensure community safety.

According to Zimring (2007:25), crime control in America has not traditionally been a major arena of left-versus- right political conflict in most nations, the contrast in policy preferences on crime between left and right is usually clear. Severity of punishment and support for strict law enforcement have been the consistent preference of the right wing of the political spectrum in developed nations, while the left usually puts more emphasis on the structural and social conditions associated with crime as proper targets for government. It is normal for people to disagree on certain issues, but it's a fact that high crime rates paint a bad picture of the environment and hinder a sustainable economy.

When crime constantly increases in any municipal area, investors will not put money into industries which may again increase the unemployment rate that is currently one of government's top priorities. In its government publication on the internet dated 30 August 2012, the Crime Research and Statistics document on crime statistics certainly influences public safety, potential businesses and tourist attractions which contribute to a municipal district's budgetary. If real estate agencies (local and abroad) see that crime statistics are high they will not recommend properties or market the neighbourhood, which restrain civil development.

To effectively reduce crime, it is necessary to transform and re-organise government and facilitate real community participation. According to Zimring (2007:1), the rate of reported crimes in the United States of America dropped each year after 1991 for nine years in a row, the longest decline ever recorded. By the start of the twenty-first century, most serious crime rates, had dropped by more than 35%. The crime decline was the only public benefit of the 1990s whereby the poor and disadvantaged received more direct benefit than those with wealth. Because violent crime is a tax of which the poor pay much, general crime declines also benefit the poor, as likely victims, most intensely.

The researcher wishes to make a statistically valid conclusion to prove the importance of the SAPS and Local Governments role as partners in crime prevention to improve community safety, by exploring crime statistics. The rights and freedoms which the constitution entrenches are threatened every time a citizen becomes a victim of crime. That is why these two key government departments should regard the reduction and prevention of crime as precedence.

## **2.8 ETHICAL CONSIDERATIONS**

The researcher abided by the general guidelines as stipulated by the UNISA Policy on Research Ethics dated 21 September 2007. The researcher knows and understands the contents of the Research Ethics Policy and will not commit plagiarism, piracy, falsification or the fabrication of results at any stage of the research. The findings of the research were reported accurately and truthfully.

The researcher also undertook to make this policy an integral part of the planning and methodology of my research; and to preserve and promote the autonomy, quality, legitimacy and credibility of research.

Permission was granted by the SAPS Provincial Commissioner to do this research. This was compulsory because statistics were involved and management of the SAPS and Local Government can also use the outcome of this study to assess their organisational vision and mission. The SAPS policing precincts in Drakenstein, Stellenbosch and Breede Valley municipal areas are called Paarl, Stellenbosch and Worcester Clusters (Attached marked Annexure B: Consent to conduct study).

The following guidelines were part of the cover letter on all questionnaires–

- To obtain approval for the research;
- State clearly what institution the research represents;
- Explain what the research is about, the benefit of the research and who the beneficiaries are;
- Reassure participants that they will be protected from physical and psychological harm;
- Get their informed consent and tell them what researcher wishes to do and ask permission to proceed (in writing);
- Clarify any risks, if any;
- Explain that they may opt out at any stage;
- Debrief them if researcher has to employ deception to avoid bias;
- Ask them for suggestions to improve the research procedures;
- Assure them of researcher's respect for their confidentiality;
- Thank them for their participation; and
- Offer them a summary of the research results (Attached annexure marked A: Questionnaire).

Above was explained to all respondents in full and everyone who was interviewed gave his/her permission to be interviewed. The rights of vulnerable groups were also considered; and children, mentally handicapped individuals, elderly people and psychiatric patients were not interviewed. The times when interviews occurred were taken into consideration, for example, no one was interviewed at mealtimes, or late at night and not for long periods of time. The purpose of the research was communicated as fully as possible to all individuals and groups likely to be affected. The researcher considered adequately the existing literature on the partnership between the SAPS and Local Government in crime prevention in Drakenstein, Stellenbosch and Breede Valley municipal areas before undertaking the research.

This study is intended to assist Local Government as well as the SAPS and not to portray the two organisations in any negative light. The study depicts positive best practices and contributions to the prevention of crime in these three municipal precincts.

One of the basic needs of any community is the need for safety and security and the researcher would like to assist and contribute to the reduction of crime in any way possible. Crime can only be addressed if community members are aware of threats; and all efforts should be made public in an appropriate manner and form. The researcher plans to make all participants aware of the information this research undertakes, including the results as well as the implications of the completed study. Informed people are proactive people.

The researcher is committed to this study and undertakes to promote an outcome that will benefit all South Africans. This study values human dignity, equality, social justice and fairness. As an ex- police officer the researcher still maintains that people have the right to live without fear and that key role-players such as the SAPS and Local Government should create prosperity for all and continuously try to give new hope to communities. The dignity, privacy and confidentiality of participants are protected and respected. This research does not expose participants to any procedures or risks not directly attached to its objectives.

Although the aim of the study is to investigate and pursue new knowledge it is not regarded as the supreme goal at the expense of participants' rights. Participants gave their participation freely and no one was forced to cooperate. If people were pressurised directly or indirectly it would have an effect on their opinions, desires and attitudes concerning crime combating which may lead to false judgement and surely influence the outcome of this research. All participants were treated as unique human beings within the context of their community systems and researcher respected what was sacred and secret by tradition.

All government organisations have their own diplomacy and it was taken into consideration. Every respondent had a sole task to perform with his/her own significant input which had dominant results. All the contributors were selected fairly and they are persons who play a key role in the prevention of crime in their neighbourhoods. Justice, fairness and objectivity were considered when individuals were hand-picked. Only those with alleged first-hand insight about community safety and security participated.

The researcher did not abuse her position or knowledge for personal power or gain. The conduct of this study is honest, fair, transparent and completed with integrity and accountability. All possible risks are assessed and adequate precautions are taken to minimise and mitigate any danger, for example when community members disclose police corruption the incident will be dwelt with anonymously. This study does not consist of any exploitation of participants, communities, organisations or vulnerable persons. The SAPS, Local Government and community members will all benefit from the findings of this study.

## **2.9 CONCLUSION**

The research methodology considers and explains the logic behind the research methods and techniques. This study adopted the quantitative method by utilizing questionnaires and conducting non-structured interviews with some key managers from Drakenstein, Stellenbosch and Breede Valley municipal areas. This was done to determine whether there is a partnership between the SAPS and Local Government in crime prevention in the Cape Winelands District Municipality; to identify any problems and to find the best way to solve safety concerns. Senior managers from both organisations as well as key community members who play a role in public safety were consulted; and various literature sources were scrutinized to analyse their collaboration regarding crime prevention.

Crime statistics were also obtained to investigate the research hypotheses by measuring variables. The researcher also explored the partnership between Local Government and the police in crime prevention in Botswana, Australia, England, United States of America, New Zealand and Canada through literature study. This was done as comparison, to draw a conclusion with a reasonable degree of certainty regarding the essence of collaborative interactions between these two key government entities. The aim of the research methods is achieved by providing practical guidelines and examples to make an effective contribution in the field of crime prevention; and to develop a partnership designed to reinforce the consequences of crime.

## **CHAPTER 3: CRIME PREVENTION ISSUES**

### **3.1 INTRODUCTION**

According to Tilley and Farell (2012:240), crime prevention is a broad term that carries many different meanings. Law makers, schools, social agencies, medical services and community groups see their activities as fundamental to the prevention of crime. When people feel unsafe they tend to put measures in place to safeguard themselves, for example after a burglary they install alarm systems or burglar bars. Businesses and homeowners spend large sums and engage in many different activities intended to effect crime prevention. The community and tax payers' expect quality service-delivery from government.

This study reveals that the SAPS and Local Government cannot conduct crime prevention strategies without active mutual deliberation and cooperation. The question is, if government's framework for crime combating is in place, why is crime still on the increase? This section explores the various policies, legislations and working documents and suggestions which are crime prevention related to determine if the SAPS and Local Government's combined approach relates to these systems; and whether their integrated strategies have an impact on public safety in Drakenstein, Stellenbosch and Breede Valley municipal areas.

### **3.2 CONTROVERSY ON PARTICIPATION**

Participation means to take part, from generating ideas to planning, implementing and evaluating. An effective partnership between the SAPS and Local Government enhances a sense of responsibility, commitment, awareness and accountability. This research shows that the rights and freedom which our country's Constitution entrenches are threatened every time a citizen becomes a victim of crime. According to Albrecht and Das (2011:16), the essential anticrime objective of any crime prevention strategy should be to prevent people from becoming either criminal offenders or victims of crime.

The general aim should be to promote the 'appearance of crime attitude' in the daily activity and way of thinking of state organisations, local authorities, civilian organisations, businesses and private individuals. This general objective recognises the significance of a 'way of thinking' on the part of both individuals and organisations, and thus understands public safety as a shared responsibility between all stakeholders. Effective crime prevention strategies need to involve partnerships between government bodies and structures of civil society to address certain factors contributing to crime (The White Paper on Safety and Security, 1998:22). Government is the central coordinating structure responsible for managing crime and violence in our country.

The saying 'much hands less work' could be part true when strategising crime prevention programmes where community members from all professions collaborate in discussions to combat current threats in their municipal precincts. Local police officers require inputs from community members, to whom they are accountable, when analysing crime. The police should integrate their policing strategies with Local Government because local municipalities are daily in operation with various agencies and institutes of the community of which the police form part of. The Municipal System Act 32 of 2000 (South Africa, 2000:22) states that municipalities have a range of powers and functions which compel them to participate with various role-players of society such as community organisations, families, social services, police and schools.

Local Government are prompted by the White Paper on Local Government (1998) to enter into partnerships with community-based organisations and non-government organisations, especially where these agencies have expertise that is traditionally lacking within Local Government, such as crime prevention. This document spurs for the identified need of crime prevention programmes to be implemented. The police are not an entity on its own; its mandate is subject to the Constitution.

According to the SAPS Annual Performance Plan (South African Police Service, 2013: ii), community participation in the prevention of crime is confirmed by the Minister of Police as he stated "the police are, and always must be subject to the will of the people they serve. It should therefore not be the opposite where people have to beg and plead the police to serve them".

### **3.3 POLICY FRAMEWORK**

Legislation governs crime prevention guidelines and groundwork. Various policy documents advocates partnership between the SAPS and Local Government in crime prevention.

#### **3.3.1 The National Crime Prevention Strategy (NCPS) of 1996**

According to Rauch (2002:13), prevention efforts need to be focused on victims and potential victims, and not merely on perpetrators, as is the case with traditional systems of criminal justice. Crime prevention efforts need to take cognisance of the fear of crime, as well as of actual crime patterns. The NCPS (1996) was based on the key assumption that integrated programmes involving a range of government departments and other role-players would improve interdepartmental coordination. The contextualisation of crime prevention within government's key economic policy made links between crime and economic development which had not been seen before in government policy.

For the first time, crime prevention was recognised as a key government priority. The NCPS began to introduce a new paradigm for dealing with crime in South Africa. Some of the key concepts introduced were:

- Government cannot deal with crime on its own. The institutions of government, on all three tiers (national, provincial and local) must work together and with civil society to reduce crime;
- Law enforcement and criminal justice responses alone are inadequate for addressing crime;
- The criminal justice system cannot operate effectively unless there is better cooperation between the departments that constitute the system, and integration of their activities; and
- Crimes are different, and must be 'dis-aggregated' if effective prevention strategies are to be designed and implemented.

The NCPS which was launched in May 1996 was developed by an inter-departmental strategy team in direct response to concerns expressed by the South African government about the high levels of crime in the country.

This document clearly states that its primary objective is to reduce crime levels in South Africa. The strategic report was prepared by an Inter-departmental Strategy Team comprising of the Departments of Correctional Services, Defence, Intelligence, Justice, Safety and Security and Welfare. The approach describes that the implementation cannot be tackled by government alone, or by one sector of government alone.

The fear of crime can be managed through a diverse range of approaches adopted by police, governments and communities. According to Doran and Burgess (2012:61), traditional policing models have failed to acknowledge fear of crime; many models now see fear of crime as fundamental to proactive policing and crime prevention. Nevertheless, with regard to fear of crime, these models are limited by poor knowledge, their generalised responses or their lack of community involvement. Community involvement can help reduce the fear of crime experienced by inhabitants if citizens are regularly informed about priority crimes; and if crime prevention programmes are effective, efficient and sustainable.

In the crime prevention strategic framework of the NCPS, pillar two focuses on the reduction of crime through environmental design. The high incidence of many forms of crime is due to an environment which provides ample opportunities for crime, and where risks of detection, or prosecution are low. This pillar concentrates on the development of security-based design of residential area buildings and shopping centres. Ultimately the objective of this pillar is to ensure that safety and crime prevention considerations are applied in the development of all new structures and systems, and in the re-design and upgrading of old areas. This research unveils the need for crime prevention initiatives regarding environmental designs where the SAPS and Local Government integrate techniques to ensure public safety.

### **3.3.2 The White Paper on Safety and Security of 1998**

The White Paper on Safety and Security of September 1998 (South Africa. Department of Safety and Security, 1998) outlines government's crime prevention framework very clearly. The onus of crime prevention through effective criminal justice lies with all levels of government; all government departments, particularly those engaged in the National Crime Prevention Strategy and the SAPS.

Social crime prevention onus belongs to all levels of government; including government departments such as Education, Housing, Welfare and Health; Municipalities; organisations of civil society; citizens and residents of South Africa.

This document states that implementation of national frameworks must take place at local level because crime varies from locality to locality and requires different solutions in different places to reduce it. This White Paper on Safety and Security (1998) attempted to deepen government's policy approach to crime prevention in South Africa. According to Rauch (2002:18), this White Paper provides a wide new definition of crime prevention.

It states that all activities which reduce deter or prevent the occurrence of specific crimes firstly, by altering the environment in which they occur; secondly by changing the conditions which are thought to cause them, and thirdly by providing a strong deterrent in the form of an effective criminal justice system. It was an attempt to encapsulate both criminal justice and crime prevention within government's crime reduction agenda. The White Paper also introduced new approaches such as 'developmental' crime prevention aimed at young people and families; 'situational crime prevention' and 'community crime prevention', to be targeted at specific geographic areas.

It advocated targeted, multi-agency crime prevention strategies focusing on offenders and victims, and the environment in which they live, as well as on the root causes of particular crime types. The key conceptual guidance provided in the White Paper was that policing (law enforcement) and crime prevention should be integrated and "inter-locking". This aimed to address the historical gulf between the endeavours of the NCPS and those of the SAPS. Also, the White Paper went further than the original NCPS to define the roles of national, provincial and local government in respect of crime prevention; and placed significant emphasis on a new partnership role for municipalities in crime reduction.

In the State of Nation Address of the President of South Africa on 9<sup>th</sup> February 2007 he stated clearly: "...Responding to the imperative to move forward as quickly as possible to build the South Africa defined by a common dream, our government committed itself, working with all South Africans to implement detailed programmes intended to ensure a safe and secure environment for all". The Integrated Development Plans (IDPs) is one of such programme. In terms of section 23(1) of the Municipal System Act (2000), all municipalities are required to prepare IDP's in consultation with communities and stakeholders. This operational document consists of Local Government's strategies to improve services and also to evaluate their performance in order to reach their objectives.

### **3.3.3 The Public Finance Management Act (PFMA) 1 of 1999**

The Public Finance Management Act (PFMA) no.1 of 1999 regulates management in the national and provincial governments; to ensure that all revenue, expenditure, assets and liabilities of these governments are managed efficiently and effectively; to provide for the responsibilities of persons entrusted with financial management in those governments; and to provide for matters connected therewith. This document defines fruitless and wasteful expenditure as means of expenses which were made in vain and would have been avoided had reasonable care been exercised. Financial misconduct of government budget may lead to criminal proceedings with penalties or imprisonment (PFMA, 1999:66).

The participation between Local Government and the SAPS to address crime in Drakenstein, Stellenbosch and Breede Valley municipal areas should have an impact on the safety and security of all residents. If not, then these attempts to combat crime are inefficient and will be regarded as fruitless expenses on government annual budgets. Throughout Local Government Municipal Finance Management Act 56 of 2003 reference is made of the Public Finance Management Act (1999). In terms of section 2 of the Municipal Finance Management Act, its objective is to secure sound and sustainable management of the financial affairs of municipalities.

According to Craythorne (2006:248), one of the aims of this Act is to establish norms and standards for budgetary and financial planning processes and the coordination of those processes with the processes of other spheres of government organisations. This Act makes provision for Local Government to financially integrate with SAPS regarding crime prevention by means of supply chain management. Ganeshan and Harrison (as quoted by Chopra, 2009:3) define supply chain management as “the networks of companies that work together and coordinate their actions”.

### **3.3.4 Integrated Development Plans (IDPs)**

Local municipalities in South Africa have to use ‘integrated development planning’ as a method to plan future development in their areas. An Integrated Development Plan (IDP) is a super plan for an area that gives an overall framework for development. It aims to coordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions and problems and resources available for development. The plan should look at economic and social development for the area as a whole. It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected.

All municipalities have to produce an IDP. The municipality is responsible for the coordination of the IDP and must draw in other stakeholders in the area who can impact on and/or benefit from development in the area. The White Paper on Local Government (1998:24) proclaims that one of the most important methods for achieving greater coordination and integration is integrated development planning. This White Paper further declares that the IDP provides powerful tools for Local Government to facilitate integrated and coordinated programmes in ensuring improved quality of life for its citizens. Once the IDP is drawn up all municipal planning and projects should happen in terms of the IDP. The annual council budget should be based on the IDP.

Other government departments working in the area should take the IDP into account when making their own plans. The IDP is reviewed every year and necessary changes can be made.

The IDP is based on community needs and priorities. Communities have the chance to participate in identifying their most important needs. Many government services are delivered by provincial and national government departments at local level – for example: police stations, clinics and schools. Municipalities must take into account the programmes and policies of these departments.

The departments should participate in the IDP process so that they can be guided how to use their resources to address local needs. According to Craythorne (2006:146), the Constitution implies that a municipality must practice integrated development planning that requires a municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community. Integrated development planning is a process by which municipalities prepare five-year strategic plans that are reviewed annually in discussion with all role-players.

The aim is to achieve service-delivery and develop goals in municipal areas in an effective and sustainable way. National and provincial sector departments, development agencies, private-sector bodies, non-governmental organisations (NGO's) and communities all have a key role to play in the preparation and implementation of municipal IDP's. The three Municipality's IDP documents of 2007 to 2011 were analysed to manifest their functions as key role-players in ensuring a safe and secure environment. This document is available on the internet and in their municipal libraries for anyone to peruse.

#### **3.3.4.1      *Drakenstein Municipality***

The Drakenstein IDP 2010-2011 (South Africa. Department of Local Government, 2010) affirms that community safety is one of the municipality's priorities and community needs are targeted. This document lists various interactions with the SAPS to address crime which acts as performance indicators.

Their cooperation includes:

- Decrease the incidents of major crimes;
- Decrease incidents of social crime;

- Decrease incidents affecting traffic safety;
- Ensure readiness to deal with emergencies and disasters;
- Ensure emergency calls are attended to within predetermined call out times and in terms of standard operating procedures; and
- Respond to emergencies within prescribed time frames.

It further states that giving effect to the requirements of the White Paper on Local Government 1998 and Municipal System Act 2000, their main challenge remains to address poverty and develop *a prosperous and self-sufficient society*, which enjoys a *high standard of living*. A society cannot prosper if crime is on the increase and communities don't have the freedom to interact with one another. The IDP further includes under community safety there programme activities for 2010/ 2011 which was:

- To combat crime and social crime prevention;
- Law Enforcement;
- Traffic and Road Safety;
- Fire and emergency services; and
- Communication & Education for community safety.

Their targets were as follows:

- Establish and launch a Local Drug Action Committee;
- Establish joint operations as part of SAPS sector policing initiative;
- Commission and install cameras for speed and red light violations;
- Regular roadblocks;
- Construct sidewalks;
- Implement traffic calming measures;
- Activities to improve traffic and pedestrian safety;
- Improve street/ open space lighting;
- Scholar safety projects;
- Revisit and update Disaster Management Plan;
- Provide fire fighting training through accredited training centre;
- Do regular school visits;

- Facilitate and provide support to Neighbourhood Watches and peace committees; and
- Create a safe environment for all communities.

Local Government and the SAPS do have integrated activities to combat crime in Drakenstein municipal and policing areas as specified in their operational plans. Various Ward Development Plans identified the concern of drugs, youth involvement in gangs, unemployment and housing problems. These are some factors that may generate criminal activities in the community. Thus, the question remains – do people feel safe and what more can be done by Local Government to prevent crime and ensure community safety.

### **3.3.4.2 Stellenbosch Municipality**

Stellenbosch IDP 2007-2011 (South Africa. Department of Local Government, 2007) request all residents to get involve and make a difference. It encourages community members to give their input enabling council to address the issues facing the municipal area and to work towards creating a better life for everyone. Participation in 2008 was facilitated through the hosting of public meetings, hearings, workshops, mayoral breakfast sessions, sector engagements and ward consultations. Ward Committees were given the list of issues to select and rank their most important priorities.

Public safety and law enforcement were rated second highest matter of importance; Housing and land for housing was first and Unemployment/ job creation as third matter of greatest importance. The IDP further states their community safety vision was – an efficient and effective community safety directorate with highly disciplined, well-motivated, highly trained and educated staff, thereby contributing towards a safer environment for all citizens and visitors to the greater Stellenbosch where the respect for law and order is upheld. They would realise their vision by means of development of an integrated community safety plan; as well as expansion and consolidation of existing crime prevention partnerships.

Stellenbosch Municipality recognises the importance of accelerating development and the implementation of IDP projects through the establishment of partnership with the local business community, community based organisations, non-governmental organisations, all other government spheres, especially the Cape Winelands District Municipality and neighbouring municipalities, and specifically the University of Stellenbosch. This document acknowledged the Stellenbosch Municipality's shortcomings as:

- Shortage of personnel – a number of senior posts have been vacated due to resignations of senior staff. This has resulted in a vast loss of expertise and experience. Competent staff was appointed in some of the positions, but still lack experience regarding the greater Stellenbosch.
- Insufficient funding in both the capital and operating budget also seriously hampers service-delivery. Funding for day-to-day operations is insufficient considering the ageing infrastructure and the backlog of the maintenance and replacement programmes built up over the years. Capital funding provision has not kept pace with the rapid expansion of Stellenbosch in particular, and the bulk infrastructure cannot cope with these increasing demands.
- The landfill site has almost reached its licensed capacity and will in the very new future need to be replaced with a financially viable alternative.

Some of Stellenbosch Municipality's critical issues and challenges are:

- Partnership with the community regards to all social development issues;
- Engage big business and other stakeholders to satisfy their social responsibility towards the community;
- A 24 hour traffic law enforcement service seven days per week;
- Two or more satellite fire stations;
- Additional vehicles for law enforcement staff;
- Specialised vehicles for fire services;
- Impoundment facilities for law enforcement staff; and
- Increased Disaster Management awareness.

Stellenbosch's key initiatives and targets for improved community safety were to:

- To cement and extend existing crime prevention partnership with the SAPS, Department of Justice, Stellenbosch business and the community;
- Daily enforcement of by-laws and complaint response;
- Training of staff on prosecutions in terms of by-laws;
- Interact with court to ensure successful prosecutions;
- Road safety education by visiting each primary school at least twice a year to raise awareness and educate learners on road safety;
- Traffic management through traffic law enforcement actions 7 days a week; and
- Fire prevention by carrying out inspections on all high volume public occupancy premises with the focus on entertainment facilities.

Stellenbosch Municipality's 5 year target was:

- A thorough clear relevant Disaster Management Plan;
- Active participation in all CPF's in the municipal area;
- Conclude co-operative agreements with role-players to ensure understanding of roles and responsibilities of functionaries and Stellenbosch business;
- Properly resourced structures; and
- Safe accessible premises for staff and public.

Stellenbosch Municipality's 10 – 20 year target plan was:

- A Disaster Management Plan that clearly identifies risks and reaction thereto;
- More active citizenry throughout the area in respect of crime prevention initiatives and programs; and
- Creation of safer communities with reduced incidents of crime.

The majority of ward priorities applicable to community safety was that of public safety and law enforcement. One of the municipality's external challenges was an improved website that is regularly updated with procedures and policies for easier distribution and access to the public. Stellenbosch management and staff desire more positive engagements on the part of all stakeholders.

### **3.3.4.3 Breede Valley Municipality**

In Breede Valley IDP 2007-2011(South Africa. Department of Local Government, 2007) the Mayor declares that the IDP and budget will be used to better the life of the poor, the jobless and the previously disadvantaged. In doing so, the council will not jeopardise the sustainability of the municipality. He further emphasise the importance of the IDP by stating that it will guide them into effective planning and implementation in such a way as to make the municipality a unified and prosperous community as their vision statement implies, which is 'Together we strive for a unified, prosperous community where *people are the centre of development*'.

This document also states that the council will achieve their vision to enhance cooperation between all relevant stakeholders through community participation processes. People shall be put at the centre by constructively taking part in the decision-making processes mentioned in the IDP. The IDP document does not specifically mention any community safety targets or crime prevention, but does note as part of their service-delivery targets, to significantly reduce the number of serious and priority crimes and cases awaiting trial. The Ward Development Plans however mentioned no safety actions which meant they had no problem with crime, which was not true. It could only mean that combatting crime was not one of their focussed priorities at the time.

This IDP (2007-2011:9) states that the council will achieve its vision to:

- Establishment a good and transparent Local Government;
- Provide equal, sustainable and affordable services to all;
- Enhance cooperation between all relevant stakeholders through community participation processes;
- Established and improve social and economic development for all; and
- Enhance sustainable environmental development.

The key initiatives and targets also do not reflect any crime combatting or community safety activities (BVM IDP 2007-2011:50). But, this document does mention the Cape Winelands District Municipality Growth and Development Strategy of which they form part, and addresses community safety where the following can be underlined as preventative measures:

- To improve police services and reduce serious and priority crimes; and
- To improve road safety and reduce causes of road accidents (BVM IDP, 2007-2011: 15).

The Breede Valley IDP for 2011-2014 (South Africa. Department of Local Government, 2011) however discusses and focuses intensively on safety and security. One of the main objectives according to this document was to improve the safety and security of all citizens and communities. Various crime prevention programmes have been and are carried out to combat crime in the precinct, with current prosperous results. Irrespectively, the number of crimes within selected categories that were reported to the police stations located in Breede Valley over the period 2006/2007 and 2007/2008 shows murder cases increased by 21.9 %, drug-related crimes increased by 13.8 % while reported rape cases declined with 40.2% (BVM IDP 2011-2014:13).

### **3.3.5 The South African Police Service Strategic Plans**

In terms of section 11(2) of the South African Police Service Act (1995), it requires the National Police Commissioner to develop a one-year plan, setting out the priorities and objectives of policing for the following financial year. The mandate of the SAPS is derived from Chapter 11, Section 205 of the Constitution of the Republic of South Africa Act 108 of 1996. The Strategic Plan provides a clear framework for the SAPS personnel members to focus their efforts on and also provides the community with information on the direction policing will follow during an estimated period. The vision of the SAPS is to create a safe and secure environment for all the people in South Africa.

Their mission is to prevent and combat anything that may threaten the safety and security of any community; to investigate all crimes that threaten the safety and security of any community; to ensure that offenders are brought to justice; and to participate in efforts to address the root causes of crime. The fundamental role that the department is required to fulfil is clearly defined by above-mentioned police objectives. These policing challenges constitute the core objectives of the department, and inform the strategic and operational activities of the organisation.

The Strategic Plan assists the SAPS members to achieve the organisation's ambitions, to strengthen the foundation for community orientated policing, and to improve accessibility and accountability. Every plan accentuates SAPS vision, mission, values and code of ethics. This study zoomed in on the SAPS Strategic Plan of 2005-2010 (South African Police Service, 2005) and 2010-2014 (South African Police Service, 2010) and the SAPS Annual Performance Plan of 2010-2011 (South African Police Service, 2010), to ascertain policing needs and priorities and clarify the role of the SAPS in the prevention of crime. Albrecht and Das (2011:22) note that "local policing strategies should be a conceptual framework that clearly identifies the goal of policing and provides a road map to get there".

The aim of the research was to explore if the integrated approach on addressing crime has an impact on the safety and security of all inhabitants. There have been continuous strong debates on the increase of crimes in neighbourhoods and the success of government in addressing crime. The SAPS Strategic Plan was helpful to determine police priorities and consider integrated partnership where sharing strategies mirror the dynamics of communities.

#### **3.3.5.1      *SAPS Strategic Plan 2005-2010***

The SAPS Strategic plan of 2005-2010 (South African Police Service, 2005) was the first five-year plan to be developed by the police in accordance with the revised Treasury Regulations, and it has been developed in such a way that it establishes continuity with the previous Strategic Plan, 2004-2007. This document states that the crime prevention component of the police is responsible for joint interventions and initiatives between the police and the community to ensure the visible reduction of crime.

The unit is also in charge of implementing a service-delivery improvement programme; enhancing reservist services; combatting and managing vehicle accidents; managing and administering firearm licencing; addressing the socio-economic factors at the root of crime; enhancing victim empowerment; providing victim-friendly services and violence prevention; raising awareness amongst young people of crime and violence to prevent them from becoming victims or offenders. This component also develops local crime prevention programmes; manages the implementation of the Domestic Violence Act and coordinate services for the reduction of rape and crimes against women and children, and optimises rural crime prevention.

Operational Response Services are part of this component and consist of the Crime Combating Unit which maintains public order through the management of crowds; and the Intervention Units which ensure the stabilisation of medium risk and volatile crime situations (South African Police Service, 2005-2010:11).

#### **3.3.5.2      *SAPS Strategic Plan 2010-2014***

The SAPS Strategic Plan (South African Police Service, 2010-2014:12) identified the operational strategic priorities of the police as follows:

- Crime prevention which includes the reduction of crime, improving police response, crime perception management, effectiveness and integration of border management, policing incidents of a public disorder or security nature, and combatting corruption;
- Investigation of crime;
- Support to the investigation of crime; and
- Crime Intelligence.

It also reveals that the strategic directions remain focussed on organised crime; serious and violent crime; crimes against women and children and on improving basic service-delivery; as these priorities reflect the needs of the community. The need to reinforce the progress made in establishing community-based policing is emphasised by the prioritising of the continued implementation of sector policing, and focussing of policing resources.

The SAPS functions as an integral part of the Justice Crime Prevention and Security (JCPS) Cluster, and the priorities of this Cluster must therefore be taken into consideration (South African Police Service, 2010-2014:4).

The implementation strategies that have been developed in support of the strategic priorities and which are described in detail in the operational plan are a crucial element of the strategic direction that has been mapped out. Therefore, should this working document frequently be analysed, researched focused on community policing requirements, monitored, implemented and evaluated. The analysis of crime indicates that all of the prioritized, serious crimes are not equally influenced and cannot be reduced to the same extent by conventional policing as practiced by the SAPS.

This is why the 7-10% contact crime reduction target implemented by Government during 2004/2005, for implementation over the ten year period from 2004/2005 to 2013/2014, was never intended to be solely a SAPS or even overall policing reduction target. The 7-10% contact crime reduction target stated that each category of contact crime should be reduced by 7-10% per annum over the ten-year period from 2004/2005 to 2013/2014. The intention was that this national target towards normalisation of crime should be a South African effort involving the CJS, including the SAPS, all other relevant government departments, non-governmental organisations and the citizens themselves (South African Police Service, 2010-2014:6).

This plan highlights the importance of constructive community involvement in the activities of the SAPS and Government as a whole in combatting crime. The expectation that the police eradicate crime in the country without such active involvement is unrealistic. According to Tilley (2005:760), crime reduction is crime prevention, but without the connotations on prevention of crime. Any of a variety of measures may be included with the purpose of reducing crime, put in place by any of a variety of agencies. Crime is prevalent globally and all communities have endless new challenges when addressing crime because we are living in a generation of uncertainty, where unrighteousness dominates thus making zero crime impossible.

Therefore, the unfortunate reality is that lawlessness will remain in society which should press every citizen to comprehend the importance of crime prevention strategies and their cooperation to reduce crime. The slogan of the police 'together squeezing crime to zero' expressed on the cover page of the SAPS Strategic Plan 2010-2014 (South African Police Service, 2010) is impractical and could never exist, not in this world where sin (crime) is prominent. Manser (2004:929) states that the synonym for sin is crime. The SAPS's challenge however, is to develop a sustained and systemic response, and to build a sustainable partnership between the police and the community that could make crime reduction possible.

### **3.3.5.3      *SAPS Annual Performance Plan 2010-2011***

The SAPS Annual Performance Plan of 2010-2011 (South African Police Service, 2010) has been developed in accordance with SAPS Act, 1995 (Act No. 68 of 1995) and is an extension of the SAPS Strategic Plan for 2010-2014. The purpose of the SAPS Strategic Plan 2010-2014 is to direct strategic and operational planning within the Department for a four-year period (electoral period), while the Annual Performance Plan, as sample from the SAPS Strategic Plan 2010-2014 (South African Police Service, 2010) provides a clear indication of the strategic priorities within the context of the prevailing financial year, the measurable objectives and targets associated with the priorities, and guidelines for the implementation of the one-year focus (South African Police Service, 2010-2011:1).

The SAPS Annual Performance Plan of 2010-2011(South African Police Service, 2010) is considered as the blueprint that will guide policing and is linked to the strategic direction determined by the Department for 2010-2014. The strategic plan provides a clear indication of the police commitment to achieve its objectives. All divisions, provinces, clusters and stations must compile performance plans (operational plans) which are aligned to and support this plan. These performance plans also serve as performance agreements or Performance Enhancement Process (PEP) plans for relevant personnel (South African Police Service, 2010-2011:17).

In order to achieve their objectives the SAPS compels its members to deliver a professional service to all citizens and to act with disciplined and dignified integrity which bound police members to accountability.

The performance plan highlights the code of ethics and underpins the way in which every member of the organisation should behave, irrespective of whether they are on duty or not. This code has the specific purpose of providing a standard of police behaviour that does not allow any leniency for poor service-delivery or corrupt activities by members and must therefore be applied by all members in their daily tasks.

The SAPS Code of conduct reads as follows:

I commit myself to creating a safe and secure environment for all people in South Africa by –

- Participating in endeavours aimed at addressing the cause of crime;
- Preventing all acts which may threaten the safety or security of any community;
- Investigating criminal conduct which endangers the safety or security of any community; and
- Bringing the perpetrators to justice.

In carrying out this commitment, I shall at all times –

- Uphold the Constitutions and the law;
- Take into account the needs of the community;
- Recognise the needs of the South African Police Service as my employer; and
- Cooperate with all interested parties in the community and the Government at every level.

In order to achieve a safe and secure environment for all the people of South Africa, I undertake to –

- Act with integrity in rendering an effective service of a high standard which is accessible to everybody, and continuously strive towards improving this service;
- Utilize all available resources responsibly, efficiently and cost-effectively to optimise their use;
- Develop my own skills and contribute towards the development of those of my colleagues to ensure equal opportunities for all;

- Contribute to the reconstruction and development of, and reconciliation in our country;
- Uphold and protect the fundamental rights of every person;
- Act in a manner that is impartial, courteous, honest, respectful, transparent and accountable;
- Exercise the powers conferred upon me in a responsible and controlled manner; and
- Work towards preventing any form of corruption and to bring the perpetrators thereof to justice (South African Police Service, 2010-2011: 1).

The strategic plan incorporates government's policy directives, integrating them into day-to-day policing activities. It directs strategic and operational planning within the police during a certain time period. In other words, this document directs and guides all the SAPS members to remain focused on set priorities that reflect the needs of communities. The implementation strategies that have been developed in support of the strategic priorities are crucial elements of the strategic direction that has been mapped out. In short, it clearly identifies the goal of policing and provides a road map to get there. The effective operationalising of identified strategies must be pursued with intension.

All crime prevention activities should discourage the occurrence of all crimes through the provision of a proactive and responsive policing service that will prevent the priority crimes rate from increasing. According to Crawford (2009:241), development cannot be achieved if issues of crime and security are not taken into account alongside economic, employment, housing sector or justice improvements. In looking at crime prevention strategies, and the future directions they might take, it is helpful to consider both the positive and the less positive changes that have taken place in government over the past four years.

One less positive example is the change of leadership or management in the SAPS and Local Government. Where originators or partners of crime prevention programmes do not follow through with project implementation or evaluation or experience the objective outcomes due to promotions, resignations, dismissal or any other reason.

Any undertaking would be effective and efficient when leaders actively participate in and complete set targets, which will be an advantage to the organisation when assessing strategies because of first-hand experience. The importance of developing strategic, planned approaches, based on good analysis of policing priorities, especially at the local level where the impacts of crime are primarily experienced, cannot be emphasised enough.

### **3.3.6 The Community Police Forum (CPF)**

In terms of section 19(1) of the South African Police Service Act (1995), a Provincial Commissioner shall be responsible for establishing community police forums at police stations in the province. These structures were implemented by government in 1998 to assist the SAPS in formulating local policing priorities and crime prevention initiatives. The White Paper on Safety and Security (1998) clearly states that Local Government should work in conjunction with CPF's by:

- Jointly setting crime prevention priorities and agreeing upon strategies to ensure their implementation;
- Assisting with the development of targeted social crime prevention programmes;
- Identifying flashpoints, crime patterns and community anti-crime priorities and communicating to the SAPS and participating in problem-solving;
- Mobilising and organising community-based campaigns and activities and the resources required to sustain them; and
- Facilitate regular attendance by local elected representatives at CPF meetings.

Community policing forms the bedrock of effective law enforcement and crime prevention. It has been demonstrated in South Africa and internationally, problem-orientated partnership strategies for policing produce results in terms of crime reduction. Strategies to combat crime should be revisited, corrected and implemented yearly. Endless improvement on crime prevention strategies is vital because organised crime syndicates continuously find new ways to commit crime.

Drugs and other unlawful substances are re-invented daily since criminals only focus on making money, while our communities, parents, youth and the elderly are suffering and reported crimes increasing.

According to Pelsier and Louw (2002:103), the Department of Community Safety in the Western Cape Province launched Community Safety Forums (CSFs) in 1998 to coordinate the crime prevention activities of all government and non-government organisations involved in crime prevention in an area. Community Police Forums within an area covered by CSFs will be members of CSFs, and so will the SAPS police stations in that area. Since CPFs are represented, the community also has a say in the prevention of crime. Other members of CSFs include relevant local, provincial and national government departments, and NGOs operating in the field of crime prevention.

In this study the researcher has found that Worcester area is listed on the Department of Community Safety records of CSFs in the Western Cape Province. Worcester area forms part of the Breede Valley municipal areas but its CSFs is not in operation. The role of the Community Police Forum (CPF) is to confine to the precinct of one police station area, to play a key role in the determination of and participation in crime prevention programmes. Given that democratically elected Local Government has now been established, it is appropriate that the functions of CPFs be supplemented by duly elected representatives for local communities. This is particularly important in the formulation of local policing priorities and crime prevention activities.

One of the positive developments in the creation of CPFs has been the innovative and supportive partnership with organisations of civil society and the SAPS. This partnership approach should now be enhanced in cooperation with Local Government. In particular, it is clear that the relationship between Local Government and CPFs should be strengthened to ensure more effective crime prevention interactions at local level (White Paper on Safety and Security, 1998:36). Community Safety members who are under the control of Local Government and the Neighbourhood Watch which associates under the leadership of the SAPS have an important role to play in deterring crime. They can work together in their sectors to organise residents to watch out for each other and form civilian patrols.

They can even work together and clean up the neighbourhood, thereby sending the message that residents care about their community and will not tolerate crime and disorder. Finally, by organising neighbourhood activities, they so increase solidarity and residents' familiarity with and concern for each other. The role of Local Government and the SAPS in these efforts is to encourage neighbourhood organising, provide information and guidance related to crime and crime prevention, and assist in channelling outside resources to the neighbourhood and networking with other municipal areas and agencies. One important concept that has practical value for any community is intelligence-led policing. Information received from residents regarding criminal activities will make neighbourhoods safer, reduce crime and thus secure proper conviction rates.

### **3.3.7 The Community Safety Forums (CSFs)**

Section 41(1) of the 1996 Constitution stipulates that all spheres of government and all organs of state within each sphere must preserve the peace, secure the well-being of the people of the Republic; cooperate with one another in mutual trust and good faith by, inter alia, assisting and supporting one another and coordinating their actions and legislation with one another. The Community Safety Forums Policy, which was approved by the National Minister of Police in November 2012, states that Community Safety Forums (CSFs) emanated from the requirements outlined in the National Crime Prevention Strategy (NCPS) of 1996, and the 1998 White Paper on Safety and Security.

The Constitutional and legislative framework of the CSFs that guides the policy framework of integrated crime prevention initiatives includes the following:

- The Constitution of the Republic of South Africa 1996;
- The South African Police Service Act (on CPFs) 1995;
- The Intergovernmental Relations Framework Act, 2005 (Act No.13 of 2005);
- The Municipal Systems Act 32 of 2000; and
- The Municipal Structures Act 117 of 1998 (Community Safety Forums Policy, 2012:6).

The CSFs solely serve as a coordinating structure for collaboration; and integrated planning and implementation at Local Government level. The establishment of the CSFs is intended to promote the development of a community where citizens live in a safe environment and have access to high quality service at local level, through integrated and coordinated multi-agency collaboration among organs of state and various communities.

According to the White Paper on Safety and Security (1998), effective crime prevention strategies need to involve partnership between government bodies and structures of civil society to address certain factors contributing to crime. Such interventions involve communities taking responsibility for crime prevention in their own neighbourhoods. This mediation involves localised programs which mobilise a range of interest groups to address crime prevention on a town basis. This White Paper has as its objectives – to outline strategic priorities to deal with crime; the role and responsibilities of various role-players in the safety and security sphere; and the role of Department of Safety and Security within the constitutional framework.

In terms of section 26(1) of the Intergovernmental Relations Act (2005), the role of a district intergovernmental forum is to serve as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on matters of mutual interest, including coherent planning and development; and the coordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the municipalities in the district. The Act also provides for the establishment of a National Intergovernmental Forum in order to promote and facilitate intergovernmental relations. Its role is to raise matters of national interest within the functional area with provincial governments and, where appropriate, organised Local Government and to hear their views on those matters.

It is also to discuss performance in the provision of services in order to detect failures and to initiate preventative or corrective action. Crime prevention is proactive policing and is accomplished via extensive active participation of the community. In this study, the researcher has found that crime prevention is a process of addressing crime and problems with community involvement, and is not a police-only proposition.

Crime reduction strategies can only be effective when multi-agencies merge their crime prevention programmes and coordination occurs at local level. Social crime prevention is one of the functions of the SAPS's crime prevention component. According to Albrecht and Das (2011:4), social crime prevention maintains the fundamental presupposition that public safety cannot be achieved through methods of traditional law enforcement. While social crime prevention does utilize the criminal justice system, it also relies heavily on a wide range of other institutional actors to play equal, if not more important roles.

It is thus obvious that crime prevention tactics require the cooperation of community-stakeholders to ensure sufficiency and effectiveness. Plus, crime prevention strategies should be output-driven which compel coordination. In practice, many countries as discussed in Chapter 5, adopted the community-based approach to crime prevention and recognise the crucial importance of partnership when preventing crime. Local Governments are best positioned to be the vehicle for crime prevention collaboration because local agencies and institutions, including the local police are found at municipal level.

The Community Safety Forums (CSFs) model can be utilised at Local Government for accelerating the culture of partnership between multi-agencies to effectively prevent crime in municipal areas. According to Pelsier and Louw (2002:103), the objectives of the CSFs are to correlate directly with government policy guiding the delivery of safety and security, especially the provisions that advocate 'integrated' and 'coordinated multi-agency' approaches. The function of CSFs is to coordinate the crime prevention activities of all government and non-government organisations (NGOs) that are involved in crime prevention in an area, which may cover several police station areas.

This is so that unnecessary duplication can be avoided, and so that all organisations involved can talk to each other and be informed about what each one is doing to prevent crime. CSFs are meant to develop complete safety plans for their areas and to ensure that they are implemented. The scope of the Community Safety Forums Policy relates to the following:

- Coordination within government and with other relevant agencies, community, civil society and relevant stakeholders.

- Stimulate the identification and development of crime prevention measures and long-term strategies for tackling the causes of crime and lack of safety.
- Ensuring that community safety is a high priority for relevant departments, organisations and community structures.
- Providing information, training and opportunities to share and develop good practice on crime prevention and safety (Community Safety Forums Policy, 2012:12).

### Trial and Error

According to Pelser and Louw (2002:105), the results of a field research conducted in April 2001 on evaluating Community Safety Forums consisted of:

- A review of the CSFs project that was launched in 1998.
- Interviews with two representatives of the CSFs Provincial Steering Committee'
- Interviews with five UMAC (Unrest Monitoring Action Committee) CSFs practitioners.
- Interviews with 33 CSFs practitioners at four of the eight CSFs pilot sites, selected on the basis of their geographic location and progress in the CSFs project. These sites were: George, Robertson, Khayalitsha and Tygerberg.

Feedbacks on the implementation of the CSFs project were – A few respondents were uncertain about the CSF's impact, saying that it was too soon to tell. Several believed the CSFs had little or no impact. They explained that the forums had resulted in too many meetings without concrete results, the formulation of plans which were 'too idealistic', or that participation in the CSFs had not resulted in new activities or projects. Those who were critical of the CSFs believed that the forums' purpose was to initiate new projects in addition to, or supportive of, existing activity.

These respondents were not aware that the CSFs aimed, at least initially, to facilitate project development rather than start new projects. Further responses addressed the assumptions of the CSFs project. Participation in the CSFs is intended to result in concrete activity, in the form of multi-agency programmes to reduce crime.

An important assumption of the CSFs methodology is therefore that:

- Regular meetings to share information will lead to a better understanding of the roles and responsibilities of the various role-players.
- This will lead to a better understanding of the interdependence of these roles and responsibilities.
- This will, in turn, lead to greater cooperation in the delivery of services.
- Ultimately, all these activities will lead to the active initiation of multi-agency crime reduction initiatives.

This assumption is similar to that underpinning much of the government policy directing integrated governance and multi-agency responses to particular issues. However, underlying these approaches is a clear decision-making process. Pelsler and Louw (2002:108) further state that the problem for the CSFs approach was that the link between information sharing and understanding the roles of various stakeholders on the one hand, and actual decision-making on the other, was not clear. This is hardly surprising, given that decision-making powers in government departments may be scattered over various points in the three spheres of government (national, provincial and local).

Decisions are made at a level inaccessible to participants in the CSFs structures (on national and provincial level). Their research show that the individual or organisation that coordinates multi-agency projects should be in a position to direct particular activities at a particular time. No one in the CSFs structures nor the UMAC facilitators has the mandate or authority to coordinate multi-agency activity, particularly that of government departments. Nor do CSFs have the authority to ensure that the various stakeholders account for their activities. As such, the CSFs structures can arguably only function as forums for information sharing.

It could lead to CSFs participants becoming discouraged and that participation could be inconsistent. The CSFs process could lead to decision-making that result in inter-agency activity if the following steps were adopted:

- Facilitation of an initial networking phase aimed primarily at identifying current activities, priorities and concerns of relevant stakeholders.

- Problem identification and planning to address particular issues aimed at developing priorities and formulating a draft plan of action to address these priorities.
- Focused lobbying of appropriate stakeholders aimed at clarifying roles and responsibilities, ensuring support and acquiring meaningful input to the development of actionable interventions.
- A short process to finalise the approved interventions in a business plan that specifies deliverables, time frames, budgets and responsibilities.
- Implementation of a dedicated system of reporting to the political and administrative heads of department at provincial level.

If the public and criminals become aware that service providers (police, social services, health, education, justice and Local Government) regularly sit around the table with NGO's and communities to discuss crime combatting, they would soon come to a realisation that citizens are intentional about community safety. Community Safety Forums could improve partnership in reducing crime through active cooperation. Functional CSFs could ensure the following:

- To share information on crime, safety and security issues in a particular municipality;
- To develop a common vision around social crime prevention and around fighting crime and violent community conflicts effectively;
- To identify gaps in service provision and obstacles in the criminal justice system and devise ways of addressing these at a local level;
- To coordinate an interdisciplinary approach to crime prevention and crisis management, such as recent labour strikes and xenophobia incidents; and
- To facilitate increased cooperation and interaction of the criminal justice system.

This study indicates that there is no magic formula that applies across all situations to stem the opportunities and incentives for crime, because what works in one situation may not work or may not be feasible or appropriate in another. However, it is important to continue with strategies for controlling situations that generate crime. Together the SAPS and Local Government could enhance public safety, since partnership-approach is a key ingredient of effective crime prevention initiatives.

Due to the rationale that crime prevention does not focus on intentions, but on the consequences of crime; multi-agency partnership should be essential to lessen the fear of crime.

Integrated strategies targeted at the roots of priority crimes should contribute to decreasing criminal activities in neighbourhoods. More positive results could be expected if combined crime prevention techniques include practical mechanisms that increase the effort involved in an offence; increase the risk involved in offending; reduce the rewards associated with an offence; reduce the influence of factors that provoke people to offend; and remove the excuses for an offence. Development is about the management of change and any strategy is not an end in itself, therefore much could be mastered through other districts or countries' (as discussed in Chapter 5) crime prevention trial-and-error processes.

When multi-agencies cooperate, appropriate people are empowered to intervene, to discourage and prevent violence in Drakenstein, Stellenbosch and Breede Valley municipal areas. This research validates that the CSFs could be the best platform for coordination, integration and monitoring the implementation of multi-sectoral crime prevention initiatives, safety programmes and projects in the local sphere. None of these three municipal areas possesses a joint crime prevention system as yet.

### **3.3.8 The National Drug Master Plan 2006-2011 (NDMP)**

All three municipal precincts recognised that drugs and liquor abuse are a huge problem in the areas. It will be wise for government and non-government organisations to work in partnership when dealing with substances abuse. The National Drug Master Plan (NDMP) enables cooperation between government departments and stakeholders in the field of drug prevention. The NDMP was drafted in accordance with the stipulations of the Prevention and Treatment of Drug Dependency Act (No. 20 of 1992). It reflects South Africa's responses to the substance abuse problem as set out by United Nation (UN) Conventions and other international bodies.

The revised National Drug Master Plan 2006-2011 has been designed to serve as the basis for holistic and cost-effective strategies to reduce the supply and consumption of drugs and limit the harm they cause. This plan reaches across social, racial, cultural, language, religious and gender boundaries and affects everyone directly or indirectly. Even tobacco use has been shown to exacerbate poverty and reduce productivity and, together with alcohol, is also recognised as a gateway to the use of other drugs (NDMP, 2006:4).

### **3.3.8.1      *Local Government***

The National Drug Master Plan (2006:37) states that Local Government should drive a Local Drug Action Committee (LDAC) in terms of establishment and functioning. The LDAC is closest to the people as members are part of Local Government.

The composition of a LDAC is made up of bodies/people from all sectors involved in substance abuse and related problems in a municipality such as justice, police, probation and correctional services, and schools, health, social development and community structure officials. The Local Government official responsible for the LDAC liaises with the provincial coordinator of the Department of Social Development, and the LDAC co-opts additional members with special skills, commitment or expertise when required. Representation of local and rural traditional authorities is encouraged.

The LDACs include members of local municipalities within their geographical boundaries. LDACs also elect a chairperson and other office bearers. Resources required for the LDAC infrastructure are minimal as the existing resources of the representative departments can be accessed. Meetings can be conducted after hours, if necessary, in unused court buildings, Department of Social Development boardrooms and other free venues in municipal areas, etc. The work of LDACs is driven inter-sectoral by the coordinators of substance abuse action at provincial departments of social development and linked to the work of provincial substance abuse forums.

The function of the LDAC is for local authorities to develop and maintain integrated drug policies in collaboration with all stakeholders in order to prevent drug-related crime and ensure quality of life for residents at the community level.

The LDACs ensure that local action is taken in terms of the NDMP in each community. Each LDAC is charged with the following functions.

- Drawing up its own action plan to tackle the drug problem in its area of jurisdiction in collaboration with provincial departments;
- Ensuring that its drug control action plan fits into the local integrated development plan (IDP);
- Ensuring that its action plan is in line with the priorities and objectives of the NDMP and the strategies of government departments;
- Implementing its action plan, (mini-drug master plan – MDMP);
- Reporting regularly to its secretariat on its actions, progress and problems, and on drug-related events in its area;
- Providing any information the Central Drug Authority (CDA) may require from time-to-time through the provincial substance abuse forums; and
- Providing, through the provincial substance abuse forums, annual reports to the CDA (NDMP, 2006:38).

The Department of Local Government is identified as a vital role-player to implement the local drug action committees and municipal substance abuse plans that are key interventions that Local Governments can drive. These plans provide a direct linkage between grass-roots communities (including local police stations, community organisations and other role-players) and help coordinate the distribution of resources. Municipalities can also offer services such as outpatient treatment facilities at municipal clinics, policing support through metro police services, enforce liquor trading hours and zoning, and execute roadblocks with testing of drivers' alcohol levels.

The municipalities could set a monitoring mechanism to compare liquor licenses granted with the SAPS and municipal statistics on liquor outlets in order to detect and monitor margin of illegal outlets, and monitor the effectiveness of enforcement efforts. The police and law enforcement are identified in the NDMP as the entities to close down major drug trafficking organisations, drug retail points and drug production sites. The scourge of substance abuse continues to ravage our communities, families and, particularly, our youth. And, it goes hand in hand with poverty, crime, reduced productivity, unemployment and dysfunctional family life.

Partnership between all relevant role-players should address the problem of substance abuse by the implementation of LDAC in Drakenstein, Stellenbosch and Breede Valley municipal areas.

### **3.3.8.2      *The South African Police Service***

The SAPS budget includes five key departmental programmes, namely Administration, Visible Policing, Detective Services, Crime Intelligence, and Protection and Security Services (South African Police Service, 2012-2013:5). All five programmes include drug demand and supply reduction strategies. The following services cut across the programme structure and impact on the functions in the different programmes:

- Employee Assistance Services provide proactive and reactive social work assistance to members and their families;
- Crime Prevention ensures visible crime deterrence through proactive and response policing on drug crimes thus supporting supply reduction programmes;
- Crime Intelligence conducts intelligence operations on criminal groups involved in drugs and gathers, collates and analyses related intelligence information;
- Crime Intelligence provides intelligence on precursor chemical movements nationally and internationally;
- Crime Intelligence provides for international cooperation between the SAPS and foreign law enforcement agencies in addressing drug trafficking;
- Protection and Security Services provide policing and security at ports of entry and railways, thereby minimising drug trafficking into and out of the country; it is responsible for arrests and seizures at ports of entry; and
- Detective Services investigate and gather evidence on serious and organised crime and deal with transnational and domestic narcotics trafficking through intelligence-driven operations.

The operations are project operations, for example, undercover operations, controlled deliveries, entrapment, surveillance, interception and monitoring; where disruptive operations are for example, search and seizure at ports of entry, nightclubs and drug outlets (NDMP, 2006: 33).

### 3.3.9 The Survey Questionnaires

The data collection by means of the survey questionnaires of this study disclosed that some respondents were of the opinion that the SAPS and Local Government do not play a role in the prevention of crime in Drakenstein, Stellenbosch and Breede Valley municipal areas. The researcher determined the participant's opinion of the role of the SAPS and Local Government as partners in crime prevention (see Questionnaire – Annexure A).

**Table 3.1: Role of organisations in crime prevention per percentage**

<b>STATEMENT</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
1. Our organisation plays a role in in the prevention of crime.	54.8	32.2	4.8	1.4	0.5
<i>Local Government respondents</i>	<i>22.1</i>	<i>25</i>	<i>1.9</i>	<i>0.10</i>	<i>0</i>
<i>SAPS respondents</i>	<i>32.7</i>	<i>7.2</i>	<i>2.9</i>	<i>0.5</i>	<i>0.5</i>

Legend to table 3.1

- 1 – Strongly agree
- 2 – Agree
- 3 – Disagree
- 4 – Strongly Disagree
- 5 – Unable to rate

It must be acknowledged by all those participating in the partnership to upgrade community safety that preventing crime is as important as tackling its consequences. The participation between the SAPS and Local Government in the prevention of crime to enhance community safety was investigated (see Questionnaire – Annexure A).

**Table 3.2: Cooperation concerning crime prevention per percentage**

<b>STATEMENT</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
2. An integrated approach between SAPS and Local Government has an impact on the safety and security of your community.	50	41.3	4.3	1.9	0.10
9. Do you concur that political influences can play a huge role when addressing crime prevention strategies in your district?	41.3	46.1	6.7	5.8	1.4

Legend to table 3.2

- 1 – Strongly agree
- 2 – Agree
- 3 – Disagree
- 4 – Strongly Disagree
- 5 – Unable to rate

All role-players involved in creating a safer environment must be determined to do everything possible to prevent crime and promote partnership between the police, Local Government, the community and the private and voluntary sectors. The partnership between the SAPS and Local Government to reduce crime were ascertained (see Questionnaire – Annexure A).

**Table 3.3: Partnership between the South African Police Service and Local Government in crime prevention per percentage**

<b>STATEMENT</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
3. A representative of Local Government is regularly present at CPF monthly meetings to improve safety and security in your area.	29.8	30.8	22.1	9.1	6.7
4. In your opinion, is there currently an active partnership between Local Government and the police regarding the combating of crime in your district?	16.8	51.4	21.2	6.7	3.8
6. All relevant role-players are present when our organisation addresses crime prevention issues in our district.	20.7	29.3	35.1	7.2	6.3

Legend to table 3.3

- 1 – Strongly agree
- 2 – Agree
- 3 – Disagree
- 4 – Strongly Disagree
- 5 – Unable to rate

Every crime preventative initiative should be effective and sufficient to ensure productive end results, proper utilization of resources and sufficient government financial expenditure. This research established respondents' views on integrated crime prevention programmes and whether it was effective or sufficient. Some community leaders' indicated that no integrated crime prevention projects were addressed over the past five years.

**Table 3.4: The effectiveness and efficiency of crime prevention projects per percentage**

<b>STATEMENT</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
8. The outcome of integrated projects was in line with your organisation's strategic plan to combat crime in your district.	19.2	42.8	4.3	0.5	8.7
10. How do you rate the effectiveness of crime prevention projects in your district?	28.8	41.3	14.4	7.2	2.4

Legend to table 3.4

- 1 – Strongly agree / Good
- 2 – Agree / Average
- 3 – Disagree / Poor
- 4 – Strongly Disagree / Very poor
- 5 – Unable to rate

**3.4 THE STATE OF COOPERATION BETWEEN PARTNERS**

Cooperation between the SAPS and Local Government is governed by Section 41(1) of the 1996 Constitution which stipulates the principles of co-operative government and intergovernmental relations; read with the Intergovernmental Relations Framework Act (2005). The Constitution (1996) declares that all spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and good faith by fostering friendly relations; assisting and supporting one another; informing one another of, and consulting one another on, matters of common interest; coordinating their actions and legislation with one another; adhering to agreed procedures; and avoiding legal proceedings against one another.

In terms of section 4 of the Intergovernmental Relations Framework Act (2005), the object of this Act is to provide within the principle of co-operative government set out in section 41(1) of the 1996 Constitution a framework for national government, provincial governments and local governments; and all organs of state within those governments, to facilitate coordination in the implementation of policy and legislation, including:

- Coherent government;
- The effective provision of services;
- The monitoring of implementation of policy and legislation; and
- The realisation of national priorities.

Crime is a serious social problem and the debate of crime will remain a key issue for government over the next decade. Social problems should be taken seriously. Crime-evoked suffering is a social fact of living today, albeit fed and nurtured by often lurid media coverage. In discussing crime and crime prevention, the danger is to focus on policing as the only solution. It is necessary to move from a narrow law-enforcement approach to crime and safety, to identifying and resolving the root causes of crime. To achieve this, mobilisation needs to take place between state and non-state capacities at all levels, which requires an integrated approach, with active citizen involvement and co-responsibility.

Thus, the main objective of alliance between Local Government and the SAPS should be to determine, through consultation, community needs and policing priorities, whereby parties involved can benefit by reaching their crime preventative goals as set out in their IDP document and Strategic Plan. The partnership between these two government entities should consist of facilitating cooperation between local law enforcements and the communities they serve in order to cultivate a common vision of crime prevention, both specifically indigenous and globally informed. Local Government electives and the SAPS officials reside in communities where the need for safety is essential.

This desire for harmlessness is impossible unless integrated pro-active actions occur with the cooperation of all role- players in any community. According to Hughes (2007:73), community engagement, never mind leadership, in local crime and safety strategies remains at best rhetorical in nature and is certainly a trend that continues to be restricted largely to the level of formal consultation in most community safety and crime prevention work. The combatting of crime cannot be successful unless it involves the cooperation of all formal and informal structures, all residents, and a heightened awareness, among individuals, of the danger of crime and how they may be involved.

Local Government can meet the need of community safety because it is closest to the people and elected representatives can make the needs of their community known by regular collaboration. Because crime takes place at local level, it is necessary for Local Government to initiate actions and engage with the SAPS. The prevention of crime is the primary function of the SAPS therefore they are described as conservators of the peace. Thus, the phenomenon of mutual trust between these two vital partners should be sustained. "Crime prevention entails any action designed to reduce the actual level of crime and / or the perceived fear of crime" (Palmiotto, 2011:153).

There are many views on who is responsible for crime prevention. According to Sutton, Cherney and White (2008:13), many claim that the police bear sole responsibility; others that community bears this responsibility; and some say it is the individual that bears sole responsibility of avoiding becoming a victim of crime. Local Government and the SAPS have numerous on-going crime prevention activities in place as compelled by their Operational Strategic Priorities and IDP documents. Proposed outcomes can only be achieved if participants understand the reason for taking action or have an increased comprehension of the cause of crime and the best ways to tackle the problem.

Without fundamental knowledge about why the problem occurs and, based upon that, how it can be tackled, most of our efforts to prevent crime will continue to fail and the money spent by government will be largely wasted. The known saying "*Achievement without fulfilment is failure*" is true.

Relevant role-players working together to combat crime including residents should also understand that crime prevention programmes only reduce crime and that it will not put an end to crime. Realistically we are living in a success-driven, money-making world filled with wickedness, greed and jealousy, so the need for policing will never disappear.

This study shows that monthly meetings where Local Government and the SAPS managers collaborate to address crime in their various precincts do take place. On many occasions it is subordinates who attend these gatherings, thus creating hindrance in decision-making on financial and operational matters. These members cannot commit themselves to functional logistical needs when crime combating strategies and targets are discussed. This leads to fruitless use of manpower, time and money because other effective and efficient duties could have been rendered to improve service-delivery. Managers are expected to perform unrealistic tasks with minimum resources.

The SAPS Cluster and Station Commanders are responsible for keeping members under their command motivated and focused on daily priorities to decrease crime and stamp out corruption along with duties specified in the SAPS Act (1995). Municipal Managers' and Mayors' duties require the enabling of municipalities to move progressively towards the social and economic improvement of local communities, as well as many other functions as stipulated in the Municipal System Act (2000). In truth, it is the responsibility of every person to have the capacity to motivate themselves and take charge of their own lives since life is all about making the right choices; preferences that inspire, encourage and uplift an individual and their abilities to strive for a better life. In fact, the more one serves, the greater one is.

The aim of cooperation is to work together harmoniously or efficiently. It implies that all partners involved should have the same end-results in mind. Therefore, it's all about enjoyment or satisfaction. The question though is do people do what they like or like what they do? According to Erasmus, Loedolff, Mda and Nel (2006:2), people with higher levels of education tend to be more professional, receive fewer citizen complaints, possess more tolerance for diversity, possess better oral and written communication skills, and seem better suited for community-orientated strategies than their uneducated counterparts.

Quality service-delivery starts with people understanding their functions and finding pleasure when end-results are met. Therefore, one of the criteria's of a community worker should be the ability to positively influence others in the attempt to enrich their lives by changing their way of thinking. Local Government and the SAPS members are seen as community workers because their daily functions entail participation with citizens. They need to be a 'people-person', someone who enjoys rendering a service to others. Many politicians and the SAPS managers may take the problem of crime seriously, but this research proves, by means of the questionnaires, that some generally do not take crime prevention seriously.

Certain council members do not know what crime prevention is, others considered it as a police priority, and many could not specify any crime prevention suggestions to improve service-delivery in their municipal areas. Some SAPS Station Commanders did not know what their organisation's current projects were which addresses safety in their policing areas. Crime is commonly identified as an important problem that we have to do something about. But, it cannot be decreased without crime prevention initiatives – actions which address the origin of crime. All role-players, including the community should be motivated to give their cooperation to reduce crime.

Armstrong (2012:181) states that motivation is the force that energises, directs and sustains behaviour. It means to be the motive of something or someone; or to be the cause (or to stimulate) a person to act. Simply put, motivation is something that drives you into action. Taking action with set results is what the prevention of crime is all about. Although new measures are proposed and implemented all the time, often rushed and poorly coordinated with other measures or departments because of crisis management, it is often with a weak knowledge-base and no prior verifiable outcomes.

In other words, doing, rather than knowing, appears to be the motto guiding the crime prevention activities of some politicians and practitioners (SAPS and others). Preventing crime is not an easy task, but it needs to be taken seriously to be successful. To make a difference, strategies for crime prevention and action plans need to be understood by all partners, as well as evidence-based, to target key short-term processes.

All the strategies have to be supported by an organisational and funding structure that allows crime prevention to be long-term in its goals, sustained and monitored in its activities; and continuously evaluated and modified in response to new knowledge.

The main commission for cooperation between Local Government and the SAPS should be to adapt a general theory of crime causation to the particularities of their three different local communities, because factors causing various problems differ among localities in their presence and strength. Collaboration requires more than a vision statement, list of priorities or a policy ordering cooperation between Local Government and the SAPS. Those who are truly serious about the increasing crime rates must create the desire to change and create an environment where it is to the benefit of all people involved. Those committed must understand that such change will take time because community needs vary constantly and substitution of management in the SAPS and Local Government takes place frequently.

Change is an on-going educational process due to the continual community influx in municipal areas which contributes to unfamiliarity of specific safety requirements by those living and working in neighbourhoods. All relevant partners in crime should ceaselessly strive to better relationships and inaugurate learning from each other and the past by growing and not re-inventing the wheel on crime. Rather, improving by constantly changing and finding new ways to combat crime.

### **3.5 CONSEQUENCES OF PARTNERSHIP**

“Ensuring the safety of communities is one of the primary responsibilities of Local Government” (Fisher, 2007:1). The SAPS’s mission is to prevent and combat anything that may threaten the safety and security of any community (South African Police Service, 2010-2014:1). Community safety is a priority of both Local Government and SAPS, thus working as partners should improve the quality of life in neighbourhoods. Consequently, government regards the prevention of crime as national priority. Provincial governments worked together to implement the National Crime Prevention Strategy (NCPS) of 1996 to provide effective policing and civil society was mobilised to participate in assisting to address crime.

The NCPS has the following objectives:

- The establishment of a comprehensive policy framework which will enable government to address crime in a coordinated and focused manner which draws on the resources of all government agencies, as well as civil society;
- The promotion of a shared understanding and common vision of how we, as a nation, are going to tackle crime. This vision should also inform and stimulate initiatives at provincial and local level;
- The development of a set of national programmes which serve to kick start and focus the efforts of various government departments in delivering quality service aimed at solving the problems leading to high crime levels;
- The maximisation of civil society's participation in mobilising and sustaining crime prevention initiatives, and the
- Creation of a dedicated and integrated crime prevention capacity which can conduct on-going research and evaluation of departmental and public campaigns as well as facilitating effective crime prevention programmes at provincial and local level.

In its strategy to address crime, the NCPS (1996) consisted of four 'pillars' each one with a particular arena of attack against the factors which create or facilitate criminal activity. They are the criminal justice system; community values and education; environmental design and transnational crime. One of these pillars focused on Public Values and Education, with the intention of tackling the attitudes towards crime. This programme proposed a comprehensive Public Education Programme, to focus, inter alia, on the creation of strong community values and low tolerance for criminal behaviour. It was suggested that the Department of Safety and Security should lead this programme.

According to Rauch (2002:12), the NCPS is a broad national programme which in practice never materialised, although many key messages (crime awareness, community mobilisation into local crime reduction initiatives, etc.) were contained in subsequent publicity campaigns by the various provincial governments. The failure to carry out the public values and education programmes may have been a result of the absence of dedicated and sustainable funds for the NCPS activities. However, many projects were implemented by various government departments.

These have ranged from 'Know your rights' to 'Hands off our children' to extensive public education work by government and Non-Government Organisation (NGO's) on issues related to sexual violence, often related to the broader campaign around HIV/AIDS. Local Government has a particular responsibility to initiate crime prevention programmes which undercut some of the social causes of crime and which would not ordinarily fall within the ambit of the SAPS. Personal safety is a human right. It is a necessary condition for human development, improved quality of life and enhanced productivity. When communities do not feel safe and live in fear, the country's economic development and the people's well-being are affected, hindering their ability to achieve their potential.

For people living in South Africa to feel safe, they need this downward trend to be accelerated in all categories of crime. Civil society organisations, community policing forums and criminologists must assist the police to determine the cause of the prevalence of crime, and police must use crime combating strategies that produce results. Safety and security are directly related to socio-economic development and equality. A safe and secure country encourages economic growth and transformation by providing an environment conducive to employment creation, improved education and health outcomes, and strengthened social cohesion (NDP, 2011:349).

According to Palmiotto (2011:327), police practitioners in the latter part of the twentieth century, realised that the professional policing approach was not working and that the public needed to play a larger role in solving and preventing crime. The new strategy became known as 'community policing'. Communities should play an important role in making decisions about the policing they want for their neighbourhood and the problems that have priority. The police should however strive to create an atmosphere in which potential community partners are willing and able to cooperate with the aim of increasing safety.

When Local Government and the SAPS work in partnership they will be able to combine and dedicate their resources and capacity to specific goals to ensure the elimination of crime and the consequences thereof. They will do more in crime prevention and will take control of not only crime and disorder but also other problems affecting the community, for example illegal housing or squatting which may later result in xenophobia incidents, etc.

Government should understand that making municipal environment safer is a complex process and requires inputs from a wide range of agencies working in partnership. Many of the challenges of crime lie in far more fundamental social fabric issues confronting our society. Partnership with various state departments at all levels will bring about reconstruction of communities. Surely, when addressing the rising crime rates, the roots of events that are causing crime need to be changed through intervention, such as poor housing and the high unemployment rate in communities, etc. Another vital event is town planning, where Local Government and the SAPS should share ideas regarding the prevention of crime where new infrastructures or developments are proposed.

One of the four pillars of the NCPS (1996) is environmental design and transnational crime. Reducing crime through environmental design derives from the high incidence of many forms of crime which are due to an environment which provides many opportunities for criminal activities. This crime prevention strategy concentrates on the development of security-based design of residential areas, buildings and shopping centres. Its objective is to ensure that safety and crime prevention considerations are applied in the development of all new structures and systems, and in the re-design and upgrading of old areas. The municipal building departments (in Local Government) could take the lead to ensure proper execution of this crime prevention initiative.

According to Arrington (2007:162), having an understanding of the desired use of a design, the law enforcement crime prevention practitioner is at an advantage when applying crime prevention through environmental design (CPTED) by reading the environment through the criminal's eyes. Police officers and investigators can apply their experience to this important method, whereas others may gain knowledge through academic study and research. Most law enforcement officers already think like a criminal. After considering the site, some crime prevention practitioners recommend using the three D's of CPTED. They are:

- Designation – what is the intended use of the area? What behaviour is allowed;

- Definition – are there physical limitations to the area or site? Are borders between the area and public spaces defined? Is it clear which activities are allowed and where?
- Design – does the physical environment safely and efficiently support the intended use?

CPTED is a process in which one principal complements the other with the ultimate result of reducing the incidence and fear of crime. Therefore, Local Government could consult with the SAPS when town planning takes place to ensure proactive crime prevention techniques which reduce opportunities for crime. Community involvement is unfolding in the preventative sector of crime in Drakenstein, Stellenbosch and Breede Valley municipal areas. This is due to partnership between Local Government and the SAPS when dealing with community safety as mentioned in the IDPs and SAPS Strategic Plans, but needs improvement.

According to Scaramella, Cox and McCamey (2011:170), the media plays a very important role in shaping the public's attitudes and images of government and their relations with the community. For most people not directly involved in crime events, the images and impressions of the participants in police and/or political encounters, of the issues involved are shaped by the media. Since press, radio, and television to some degree select the events, the people, and the issues to be covered; and because these are the principal sources of information about what is happening in a community or nationally, the media is recognised as a very powerful force.

A partnership between all crime fighters including the media will result in an improved information gathering database regarding crime hints received from residents which will surely affect the crime conviction rates. The media reaches large numbers of people on a regular, frequent, and continuing basis, and no government department can alone maintain a favourable image without their support. Active partnership guarantees effective communication between partners involved in ensuring safety. Community needs have to be identified and then police priorities are determined.

It is vitally important that there should be proper and frequent communication between all role-players, because everyone needs to participate in addressing identified problems. Information is power, and if local people are kept in the dark, either deliberately or through incompetent communication, there is no possibility of a useful and effective partnership. Since successful communication (and consequently participation) can only take place between two informed or aware parties, everything possible must be done to keep the two-way process of communicating active. Healthy relationships amongst partners result in common trust and enhanced cooperation.

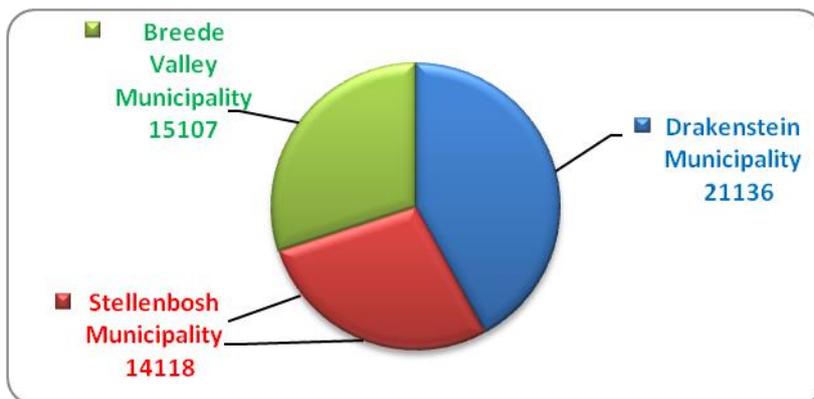
The end-product of active partnership in the prevention of crime is fruitful outcomes. Set targets according to strategic plans will be met and a safe environment for all communities created. Success to achieve anything in life is a journey, not a destination. Thus, consultation mechanisms within communities are the most popular means of acknowledging partnership. According to Hughes (2007:38), consultation is the honest and open debate in a spirit of mutual trust between the police and individuals representing the community involved, with the aim of exchanging relevant information and to establish by means of mutual participation, co-responsibility for common interests in the community concerned.

This study reveals that through crime prevention programmes neighbourhood associations and individuals can play a successful part in ensuring their own security and safety. These programs involve the citizens in problem-solving and the initiation of police-community partnership. According to Palmiotto (2011:158), crime prevention programmes can give citizens a greater sense of empowerment with respect to their own safety. Local Government in general and the local police in particular, can more effectively meet public safety challenges when they have a functional integrated community safety plan in every municipal precinct. Cooperation between the SAPS and Local Government to prevent crime involves responding to priority crimes by using multi-agency programmes to address the consequences of crime in different neighbourhoods.

Crime profoundly affects the quality of people’s lives. Only crimes reported to the SAPS can be addressed by the police. In this study, the researcher found that murder cases (including attempted murder); all sexual crimes (including rape and attempted rape); driving under the influence of alcohol or drugs; burglary (including residential and non-residential premises); and drug-related crimes were mostly reported to the police and identified as policing priorities by both the SAPS and Local Government. The total number of crimes reported in Drakenstein, Stellenbosch and Breede Valley municipal areas for the time frame 2007 to 2011 were 50362 as indicated below (*Western Cape Provincial Statistics...*, 2013).

**Table 3.5: Reported Crime Statistics Pie Chart from 2007 to 2011**

Districts	Total Crimes	Percentage	Pie Degrees
<b>Drakenstein Municipal area</b>	21136	41.97%	151.09°
<b>Stellenbosch Municipal area</b>	14118	28.03%	100.91°
<b>Breede Valley Municipal area</b>	15107	30%	108°
<b>Totals</b>	50362	100%	360°



Cognisance is taken that crime reduction or increase cannot be used to evaluate the success of active partnership between Local Government and the SAPS, but working in partnership could reduce crime. Even when crime has been reduced, crime prevention programmes should continue if crime is not to take an upward turn in the future and to diminish the fear of crime.

Decreasing the fear of crime is useful not for only preventing crimes, but also for increasing the confidence level of the public in the SAPS and Local Government.

### **3.6 CONCLUSION**

It is patent that the SAPS recognise crime prevention as one of its functions. This research found that the police are active in various crime prevention programmes which contribute to public awareness and police outreach for community cooperation in crime combat. Police emphasis however, is more to function defensively against crime and not so much on the roots of crime by limiting crime opportunities. It would appear that law enforcement strategies take precedence over crime prevention strategies because many police stations do not have enough manpower for crime prevention functions.

According to Palmiotto (2011:9), traditional policing was known as the crime fighting role. Since the founding of the modern police system in London by Sir Robert Peel, where the British police considered crime prevention as one of their primary responsibilities, New York City supported the crime prevention system and so did various other countries. To this day, as discussed in Chapter 5, crime prevention is associated with community policing where the police in cooperation with the community develop strategies to control crime.

## **CHAPTER 4: THE ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND LOCAL GOVERNMENT IN CRIME PREVENTION**

### **4.1 INTRODUCTION**

“Authority is defined as to have the power and right to control, judge or prohibit the actions of others; or to be in charge” (Aikins & Murray, 2005:8). Simply said, it means that a person is responsible for you and that the person is guiding, teaching, protecting, or placing fair limits on you. Our communities will feel unsafe without authority (police and law enforcement officers) combatting crime, controlling traffic and enforcing the law. Authority is based on respect, not fear, and is a two-way street. The roles of the SAPS and Local Government as partners in crime prevention, as previously noted, are specified in the Constitution of RSA (1996); SAPS Act (1995); Municipal System Act (2000); National Crime Prevention Strategy (1996); White Paper on Safety and Security (1998) and the White Paper on Local Government (1998).

Community safety is a desire of every citizen and should be top priority for every law enforcement authority when planning organisational strategies focused on current community needs. Quality service-delivery is one of governments’ highest priorities as confirmed in SAPS Strategic Plan of 2010-2014 (South African Police Service, 2010) and Integrated Development Plans of 2007-2011(South Africa. Department of Local Government, 2007). The functions of the SAPS and Local Government in the prevention of crime must be understood by every public servant and be familiar to the community they serve.

### **4.2 THE ROLE OF THE SAPS IN CRIME PREVENTION**

Section 205(3) of the 1996 Constitution outlines that the mandate of the South African Police Service is to prevent, combat and investigate crime; to maintain public order; to protect and secure the inhabitants of the Republic and their property; and to uphold and enforce the law. Proactive policing refers to all those police activities which either prevent a crime from actually taking place (interventions), or which act as a deterrent to crime.

The direction provided by the White Paper on Safety and Security (1998) and the SAPS Strategic Plan of 2010-2014 (South African Police Service, 2010) in its strategic framework, clearly affirm the role of the police in relation to crime prevention, in particular social crime prevention.

Burger (2007:111) states that in order for police to be really effective in the prevention of crime, intervention is necessary before a crime is even planned. In terms of section 13(1) of the South African Police Service Act (1995), members are subject to the Constitution and with due regard to the fundamental rights of every person. A member may exercise such powers and shall perform such duties and functions as are by law conferred on or assigned to a police official. The White Paper on Safety and Security 1998, Section IV also specifies the role of the SAPS.

Thus, the Constitution of South Africa 1996, Chapter 11 section 205 stipulates the Police service role as follows:

- The national police service must be structured to function in the national, provincial and, where appropriate, local spheres of government;
- National legislation must establish the powers and functions of the police service and must enable the police service to discharge its responsibilities effectively, taking into account the requirements of the provinces; and
- The objectives of the police are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and uphold and enforce the law.

This study reveals that the prevention of crime is the core function of the police in various countries as discussed in Chapter 5. A career in policing is primarily about one thing: working with people to ensure public safety through crime prevention and law enforcement. Police work requires that a police officer be able to build relationships in the community, showing sensitivity to and concern for the needs of people from all races, cultures and backgrounds. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public (Burger, 2007:29).

Community participation requires partnership policing, where the police ensure that the community is poised and willing to assist them in any fashion to fight crime. Crime prevention with the cooperation of local community members, stakeholders and inter-government departments could enhance community safety and should remain top of the list for the SAPS. The role of the police is to uphold and enforce the law. This is impossible without police competency, community involvement and quality service-delivery. Service delivery lies at the heart of the White Paper on Safety and Security (1998) with the challenge of enhancing the transformation of the police so that they are able to function effectively within the new democracy; and enhance social crime prevention activities to reduce the occurrence of crime.

The SAPS Strategic Plan of 2010/2014 (South African Police Service, 2010-2014:1) which directs the police in achieving its objectives, confirms the need for a professional police service. The standard of police professionalism is summarised in the ethics of the SAPS as to:

- To protect everyone's right and to be impartial, respectful, open and accountable to the community;
- To use the powers given to them in a responsible way;
- To ensure the effective, efficient and economic use of resources;
- To develop the skills of all members through equal opportunity; and
- To cooperate with all communities, all spheres of Government and other relevant role-players.

The levels of service-delivery at station level are closely aligned with the levels of professionalism of personnel when they come into contact with those individuals and organisations that access or contribute to the services provided by the SAPS. The more focused implementation of the Batho Pele programme, the rigorous application of risk management, combating corruption involving SAPS personnel members, and the continued development of the skills of personnel members, will contribute to the continuous improvement in professionalism levels (South African Police Service, 2010-2014: 9). It is important for the police to be in partnership with the community when addressing crime; it will strengthen police-community relations and enable the police to evaluate their service-delivery role.

Service-delivery is not an action of self-centeredness, it is other- people centred. One of the Western Cape Police Service Delivery Improvement Plan values is to evaluate their services continuously and make every effort to improve on it (South African Police Service, 2011:3). The Batho Pele principles as compiled in The White Paper on Transforming Public Service (1997:6) and as discussed below, are a commitment of the SAPS, their offices, street addresses and various contact numbers for all complaints relating poor service-delivery are freely available to members of the public.

The SAPS pledge the following to their clients:

- Professional service by all personnel within the Province;
- Impartial and respectful treatment;
- To treat all in an open, accountable and responsible manner;
- To serve with honesty and integrity, without asking favours in return;
- To provide services within reasonable time;
- To provide full, accurate and up-to-date information;
- To speedily deal with complaints against the SAPS using the complaints mechanism in place;
- Clear signals to our offices; and
- SAPS members will wear name badges for easy identification.

Tilley (2005:405) argues that there is a growing body of evidence that the police can play a central role in crime and disorder control, through actions whereby the police seek to convince or compel others to take actions, which in turn will control particular crime problems. The researcher agrees with this statement because the most crucial factor of any successful strategy is partnership. Every SAPS Annual Performance Plan (APP) highlights the importance of community involvement in ensuring safety. The success of crime reduction can only be realised by means of joint partnership. This collective comprises of different spheres within a crime prevention ecosystem that each contributes significantly to a safe society.

The Police Strategic Plan, also known as the Annual Performance Plan outlines police priorities and targets. If community collaboration is vital for the SAPS in reaching their set objectives, then surely good police-community relations is imperative. The SAPS cannot fight crime as a single entity and should therefore be conscious of their important role in ensuring community satisfaction when performing their daily duties. Since effective visible policing entails vigorous law enforcement, it relies on the support of the local community. Without a mutual bond between the community and the police to combat crime, criminal activities will surely escalate and citizens live in fear of crime, which will certainly clutter the image of the police.

Weatherburn (2004:107) states that “one of the most important policing strategies is community policing. Community policing is not so much a strategy as a philosophy of policing”. One of the roles of the police is to prevent and combat crime. The decrease of crime is part of the SAPS main focus as indicated in the police APPs. It should be expected that crime prevention is a police priority when scrutinizing reported crime statistics and considering the many case dockets police detectives have to investigate. According to Burger (2007:49), the substantial increases in police patrols in areas of concentrated crime could greatly reduce the crime rate, in the short run. Therefore it would be essential for local police stations to obtain a specialised unit which focuses primarily on the prevention of crime.

The role of the crime prevention unit is to interact with the local community to enable crime reduction and should then have a more hands-on function. Their duties would typically include conducting problem analyses, planning a strategic approach to addressing problems cooperatively with members of the community, conducting door-to-door surveys or interviews to address service-delivery and corruption, carrying out high-visibility enforcement actions such as illegal drug and alcohol raids, and being a contact resource to the community when criminal activities occur in neighbourhoods.

The crime prevention officers' functions cannot be performed by a police officer who attends to daily public complaints because realistically they would not have time for above-mentioned tasks during their official duty hours. Every SAPS strategic plan or Annual Performance Plan reveals the essence of community-orientated policing in reaching police targets.

According to Tilley (2005:758), every measure should be considered aimed at preventing crime, focusing on a broad range of crimes and incivilities, both to reduce actual levels of crime and anti-social behaviour, and anxieties about crime impairing citizens' quality of life. It should thus be sensible for the SAPS managers to put greater emphasis on crime prevention as their principal function.

The crime prevention functions are part of the visible policing division of the police. Its purpose is to enable the police station to institute and preserve safety and security, and to give effect to the objects of policing, as contained in section 205(3) of the 1996 Constitution. This branch comprises of the following components:

- Crime Prevention;
- Police Emergency Services;
- Firearm, Liquor and second Hand Goods Control; and
- Railway Policing.

The SAPS crime prevention section provides strategic and policy direction for basic crime prevention and visible policing services rendered at the police station, including community service centres and operational policing duties. The Community Service Centres at police stations are the centre of activity in the SAPS. A police official can work at one of the following places at a police station:

- The Community Service Centre;
- Partnership Policing;
- The Crime Prevention Unit;
- The Dog and Mounted Unit;
- The Central Firearm Control Register;
- Emergency Response Services; and
- Social Crime Prevention.

At Partnership Policing, a police official works closely with the community by means of the Community Police Forum (CPF) and other partners. The member's duties are as follows:

- Forming and maintaining partnerships between the SAPS and the community;

- Promoting communication between the community and the SAPS by, for example, holding meetings with members of the community;
- Making sure the needs of the community are met by, for example, launching projects such as Victim Assistance Programmes that ensure that victims of crime are assisted in reporting crimes and appearing as witnesses in court. At police stations victims of violent crime are counselled in special rooms known as trauma centres;
- Working with the community to ensure problems are solved jointly; and
- Preventing crime by means of a proactive approach.

At Crime Prevention Units, members are responsible for:

- Giving law-abiding members of the community peace of mind by making sure that there is a visible police presence in the community;
- Increasing police visibility by means of patrol methods and techniques in areas where crime poses a high risk;
- Promoting a good relationship between the police and the community;
- Giving crime prevention tips to members of the public; and
- Participating in programmes aimed at preventing crime.

A sector commander (SC) and other police officials work at the Crime Prevention Unit of a police station. They work in partnership with the local community to deal with crime issues in that community. They manage policing sectors to achieve the goals of sector policing and are responsible for:

- Compiling and maintaining a profile of a sector;
- Forming a Sector Crime Forum (SCF);
- Identifying the causes of crime in his or her sector;
- Identifying the need for crime prevention operations / projects, and developing and coordinating those projects; and
- Attending his or her sector's SCF meetings and Community Police Forum meetings.

Social crime prevention officials study factors that contribute to crime and violence. They implement programmes to deal with violence against women and children such as rape, domestic violence and child abuse (South African Police Service, 2010-2011:2). In this study, the researcher found that the sector commander, also known as the crime prevention officer, is primarily responsible for the effective functioning of community policing. According to Burger (2007:133), sector policing means policing that focuses on small manageable sectors of the police station area. It is a tool to implement community policing.

The purpose of sector policing is to perform targeted visible police patrols; ensure a rapid response to complaints; address crime generators; investigate reported cases; and provide a localised policing service to the community in accordance with their respective needs. Sector commanders' role involves the following duties:

- To mobilise and organise the community in the sector to take action against local crime together with the police;
- To act as liaison between the community of the sector and the local police station; and
- To act as a crime prevention officer, which involves being responsible for all plans and projects to address crime in the sector.

The police have various other functions besides preventing crime. The SAPS Strategic Plan Revised Version of 2010-2014 (South African Police Service, 2010-2014:3) states that the Minister of Police is responsible for policy determination, direction and overall execution of the laws that fall within the mandate for which he or she is constitutionally accountable. The South African Police Service is responsible for the administration and enforcement of the following pieces of legislation which have been taken into consideration during the determining of the strategic priorities and objectives for the SAPS, they are:

- The South African Police Service Act, 1995 (Act No. 68 of 1995), as amended by the South African Police Service Amendment Act, 2008 (Act No. 57 of 2008).
- Protection of Constitutional Democracy against Terrorist and Related Activities Act, 2004 (Act No. 33 of 2004).
- Firearms Control Amendment Act, 2006 (Act No. 28 of 2006).

- Explosives Act, 1956 (Act No. 26 of 1956).
- Tear-gas Act, 1964 (Act No. 16 of 1964).
- Dangerous Weapons Act, 1968 (Act No. 71 of 1968).
- Control of Access to Public Premises and Vehicles Act, 1985 (Act No. 53 of 1985).
- National Key Points Act, 1980 (Act No. 102 of 1980).
- Intimidation Act, 1982 (Act No. 72 of 1982).
- Second-hand Goods Act, 1955 (Act No. 23 of 1955).
- Private Security-Industry Regulation Act, 2001 (Act No. 56 of 2001).
- Independent Police Investigative Directorate Act, 2011 (Act No. 1 of 2011)
- Civilian Secretariat for Police Service Act, 2011 (Act No. 2 of 2011).

This study shows that the SAPS have many other responsibilities, statutes and directives to abide and enforce besides the crime prevention. The police also derive its powers and functions from the following legislation, which enables the activities undertaken in pursuance of its mandate in terms of Section 205 of the Constitution.

They are:

- The South African Police Service Act, 1995 (Act No. 68 of 1995), as amended by the South African Police Service Amendment Act, (Act No. 57 of 2008);
- Criminal Procedure Act, 1977 (Act No. 51 of 1977);
- Regulation of Interception of Communications and Provision of Communication Related Information Act, 2002 (Act No. 70 of 2002);
- National Strategic Intelligence Act, 1994 (Act No. 39 of 1994);
- Domestic Violence Act, 1998 (Act No. 116 of 1998);
- Prevention and Combating of Corrupt Activities Act, 2004 (Act No. 12 of 2004);
- Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005);
- Sexual Offences Act, 2007 (Act No. 32 of 2007);
- Child Justice Act, 2008 (Act No. 75 of 2008); and
- Firearms Control Amendment Act, 2006 (Act No. 28 of 2006).

This research indicates that because of SAPS various other mandates they cannot achieve its crime prevention objectives without community partnership. Without such support, they will be uninformed of most crimes, are likely to receive inadequate resources, will not be able to collect information needed to solve cases and apprehend offenders, and will be unsuccessful in recruiting quality employees. Community relations are the cornerstone of good policing. According to Scaramella et al. (2011:290), the burden of trying to improve police-community relations often rests with the police. Police-community relations comprise both human and public relations.

The concept of human relations refers to everything the police do, for, and with other people. Things such as showing respect for one another, being sensitive to the problems of others, tolerating divergent points of view, and showing respect for human dignity. Public relations include all of the activities in which police engage while attempting to develop or maintain a favourable public image. This study shows that crime prevention functions are performed by officers from the visible policing component and not detective services. Community participation is important for crime investigation and reduction through crime prevention.

Public information is crucial for effective investigation of reported crime, apprehending and charging known criminals. If community members lose confidence in the police, either they fear reprisal from criminals or find that the police they deal with are indifferent, corrupt or racist, they will become reluctant to provide police with the information they need to identify and apprehend offenders. Once this happens, the risk of apprehension for crime falls and the number of crimes that occur will inevitably rise. This is precisely what makes the development of criminal gangs willing to engage in intimidation and extortion such as a significant threat to public safety.

Criminal investigation plays an important role in helping to prevent crime. According to Weatherburn (2004:108), police involved in criminal investigations often rely on forensic evidence (e.g. fingerprints) to identify suspected offenders, however most crimes are not 'solved' on the basis of such forensic evidence, but on the basis of information provided to police by people within the community.

### **4.3 THE ROLE OF LOCAL GOVERNMENT IN CRIME PREVENTION**

The Municipal System Act (2000), Chapter 3 (Municipal functions and powers) and Chapter 4 (Community Participation) summon Local Government to exercise its legislative or executive authority by developing and adopting policies, plans, strategies and programmes, including setting targets for delivery and to promote a safe and healthy environment. The Act states that municipal councils (councillors) have the duty to encourage the involvement of local community in municipal affairs. This Act also challenges local municipalities to establish appropriate mechanisms, processes and procedures to enable local communities to participate in municipal affairs. It also recommends Local Government to provide for consultative sessions with locally recognised community organisations and report-back to the local community.

The White Paper on Local Government (1998), Section C (Cooperative Government) also confirms the role of Local Government in crime prevention by strategising and implementing social crime prevention measures to promote healthy, prosperous and well informed communities in which criminal activity has little opportunity to increase. There are real incentives for municipal authorities to ensure a safe locality. The revenues are increased through, among other factors, the provision of a safe environment, and actively encouraging investments by businesses, domestic and abroad. Community development and improvement is the undertaking of any municipality.

This entity's service-delivery function comprises different political parties, various community organisations, families, police, social services and schools. According to Palmiotto (2011:156), many of the success or failure of community institutions is affected by the community context in which they operate. Governments' ability to prevent serious violent crime may depend heavily on its ability to help reshape community life, at least in the most troubled communities. This research shows that throughout the world, in many countries, citizens in areas plagued by crime and violence are uniting to work with Local Government.

A framework for using community-local government partnerships to reduce crime now exists based on the experiences of public officials in America, Europe and Australia. Crime and crime prevention are central to the planning and functions of all municipal departments' line-functions. Crime prevention and safety issues should be placed on agendas of, among others, the planning, transport, parks and recreation departments at relatively limited cost to Local Government. Thus, parks and recreation departments should ensure that municipal property under their control is administered in such a way as to ensure the maximum benefits for crime prevention. For example, the positioning or lighting of parks and sports fields to ensure greater safety for citizens must be considered as a key feature of ordinary departmental functions.

Local authorities are best able to conduct policies and approaches dealing comprehensively with crime prevention which promotes alternatives to imprisonment, community policing, civic education, research and communication as well as coordinating the crime prevention programmes of different partners. Civilians see municipal departments as the most approachable and best informed about potential or actual crisis situations. Councillors can play an effective conciliatory and mediatory role and thus attempt to prevent tension from deteriorating to the point that it becomes necessary to involve the police and the courts. This study has indicated that some residents trust their area ward representatives more than the SAPS members because councillors were elected by the community for the community.

The White Paper on Safety and Security (1998), Section V (Institutional Reform at Provincial and Local level) validate that Local Government has an important role to play in planning crime prevention initiatives and coordinating a range of local agents in ensuring implementation. This requires greater cooperation between elected Local Government and the police service in the determination of local objectives and priorities. At local level, this White Paper advocated a much greater role for Local Government in the delivery of crime prevention initiatives.

For municipalities, the White Paper detailed the following functions:

- The internal prevention of crime within the structures of, and on the property of, the municipality;
- Working with local police in setting joint priorities and identifying possible areas for Local Government intervention;
- Aligning internal resources and objectives within a crime prevention framework;
- Ensuring development projects take account of crime prevention principles;
- The coordination of crime prevention initiatives operating within the municipal area to avoid duplication;
- The effective enforcement of by-laws to ensure safer and cleaner environments less conducive to crime;
- Effective traffic law enforcement to ensure well-managed and regulated environments less conducive to criminal activity;
- Assisting victims of crime through the provision of information around what services are available or where capacity exists providing limited victim support services; and
- Initiating targeted crime prevention programmes aimed at specific problems and groups at risk.

This White Paper further specifies the role of Local Government as to operate traffic and security departments, which carry out crime prevention functions; they retain the same powers as that of peace officers (traffic officers). Public fear of crime has led many Local Governments to begin to consider ways in which the visible policing resources of the SAPS can be supplemented. In many cases municipalities have empowered their traffic and security departments to fight crime by providing visible patrols. Several Local Governments have also established municipal police services or municipal policing structures. The scene is set to improve the opportunities for Local Government to engage more significantly in community safety programmes. The establishment of Metro and Municipal police agencies can be seen as an indication of the willingness of the Local Government to prevent crime.

Local Government authorities of Drakenstein, Stellenbosch and Breede Valley municipal precinct can also play a key role indirectly, through influencing the objectives of a range of district policies, for which they are responsible, in order to ensure that they cover the issue of public safety. These include:

- Urban planning, including public transport, street lighting and safety measures at road junctions;
- The provision of public facilities, schools, playgrounds, stadiums, swimming pools, socio-educational centres;
- Family welfare and assistance policy, designed to help parents shoulder their responsibilities better;
- Maintenance, supervisory and security staff in public institutions and agencies;
- Adult literacy as well as out-of-school social and educational services; and
- Establishment of a municipal police service.

The role of Local Government in making their communities safer is gaining increasing importance in South Africa. While certainly not new, renewed efforts are being placed by national and provincial government in building the capacity of Local Government structures, in identifying key safety concerns, and putting in place measures to address them. While undeniably facing huge challenges in terms of capacity, Local Government is also best placed to identify and respond to changing crime priorities within their jurisdiction, and to coordinate and mobilise a range of role-players in developmental crime prevention strategies.

There is substantial evidence that the most effective crime prevention interventions cut across the agencies and institutions found at Local Government level, such as community organisations, families, police, social services, and schools. Local Government should use its Constitutional mandate creatively and innovatively (National Development Plan, 2011:404). In this study, the researcher has found that potential crime prevention functions of different departments within municipalities have not been recognised or clearly defined. Crime and crime prevention should be seen as central to the planning and functioning of all municipal departments' line-functions.

This study proves that the issue of political support for crime prevention is potentially a two-edged sword. On the one hand, a great deal of political leadership is required in order to ensure that crime prevention is prioritised. Some SAPS respondents believe where political support is missing, crime prevention initiatives are often undercut. On the other hand, politicians, under a great deal of public pressure, are tempted to raise expectations about what local level crime prevention can achieve in the short-term. Programmes with too many objectives, which are poorly funded at the same time, are likely to become overloaded, achieving little actual prevention.

If no cooperation between the SAPS and Local Government exists in ensuring community safety, crime prevention programmes could have fruitless results and increase public fear of crime which are common in areas. According to the National Development Plan Vision (2030) (South Africa. Office of the Presidency, 2011:404), should local municipalities work closely with all state and non-state bodies to establish their safety needs and develop strategies to fulfil them. They should develop safety audits or barometers with communities to inform their responses.

At local level, communities should feel empowered to take part in making their environment safer and more secure. For example, communities should be consulted on housing and business developments in their neighbourhood and their inputs on the spatial planning of the physical environment, safety designs and layout of these projects should be solicited. These measures for community involvement in safety from a crime prevention point of view should be regulated by municipalities at a local level. This research further shows that Local Governments in various countries, as discussed in Chapter 5, have taken sole responsibility for the prevention of crime.

Crime is a socio-economic problem which cannot be tackled only by certain agencies, or just the police. Unlike South Africa, police agencies in some countries have different jurisdictions and resorts under the local authority of that area. There crime control is the responsibility of city mayors who have the power, authority, and ability to reduce crime. Some municipalities are nonetheless making crime prevention through social development a priority. Modern governments have realised that they cannot control crime without the help from citizens, and it seems likely that they will increasingly promote routine precautions (Barlow & Decker, 2010:111).

#### **4.4 GENERAL DISCUSSIONS ON THE ROLES OF THE SAPS AND LOCAL GOVERNMENT IN CRIME PREVENTION**

The South African Government's approach to crime prevention is contained in two primary policy documents: the 1996 National Crime Prevention Strategy (NCPS) and the 1998 White Paper on Safety and Security. However, according to Rauch (2002:9), is it the operational plans of the South African Police Service (SAPS) and the availability of funds from the national treasury which have had the most impact on the development of government crime prevention programmes. The NCPS (1996) requires commitment, clarity of vision and leadership from within all national government institutions, provincial and Local Government, and participation by civil society.

The roles of government authorities are endlessly being gazed at by watchdogs such as the media, the public, political counterparts, etc. This study shows that the community of Cape Winelands District Municipality yearns for improved safety, and their perceptions on government effectiveness regarding crime prevention differ. Many people feel unsafe due to personal experiences, since "Public perceptions of police effectiveness can be defined as people's insight or knowledge about whether the police achieve their goal or play their role appropriately" (Albrecht & Das, 2011:571).

The White Paper on Transforming Service Delivery (1997) specifies that in order to ensure that service-delivery is constantly improved, national and provincial departments will be required to outline their specific short, medium and long-term goals for service provision. They will also be required to provide annual and five yearly targets for the delivery of specific services, and will be required to report to their respective national and provincial legislatures on their achievements. The SAPS use its Annual Performance Plan as evaluation and monitoring tool in establishing the outcome of crime reduction strategies, whereas Local Government utilizes the Integrated Development Plan in ensuring growth and development in communities.

The failure to establish local crime prevention initiatives in response to the needs of diverse local communities across the municipal district will have serious consequences in the long-term success of government strategic plans. Government authorities are generally expected to exercise their duties with a high degree of professionalism based on the eight principles of Batho Pele (meaning 'People First'). On the 1<sup>st</sup> of October 1997, the public service embarked on a Batho Pele campaign aimed at improving service-delivery to the public which is as follows:

- **Consultation** – Regular consultation about the quality of service provided;
- **Service Standards** – Setting service standards specifying the quality of services to be expected;
- **Access** – Increasing access to services especially to those who were historically disadvantaged;
- **Courtesy** – Ensuring higher levels of courtesy by adhering to set standards for the treatment of customers;
- **Information** – Providing more and better information about services so that customers have relevant information;
- **Openness & Transparency** – Increasing openness and transparency about how services are delivered;
- **Redress** – Remedying failures and mistakes so that problems are resolved or dealt with positively; and
- **Value for money** – Giving the best possible values for money so that customers feel that their tax is used effectively and efficiently (White Paper on Transforming Public Service, 1997:6).

The public demand these Batho Pele values from government officials and wish to keep every member of government accountable. These principles are advertised in Local Government and SAPS buildings, but do adherents seriously acknowledge it and walk the talk?

A municipal Council has to fulfil its mandate on service-delivery in a fair and transparent manner (CWDM IDP, 2011:3). The SAPS Western Cape Service Delivery Charter states minimum standards for the level and quality of services they provide. This includes Community Service and Crime Prevention; SAPS members should do the following:

- Answer 90% of telephone calls within 3 rings;
- Attend to clients within reasonable time;
- Attend to complaints according to performance target;
- Reduce serious crime by 7%; and
- Reduce contact crime by 7% (SAPS SDIP, 2011:7).

The Western Cape Government Community Safety Annual Performance Plan stipulates that government should initiate a programme of action focused on strengthening non-violence in civil society groups (DOCS APP, 2012-2013:13). Policies, programmes and initiatives at various levels in society should be strengthened in such a way as to better promote social cohesion and inclusion, to motivate poorer and marginalised constituencies to feel that they have a greater stake in society. Government should launch initiatives in violence-prone communities aimed at mobilising local-level capacities, such as those located in community police forums, towards strengthening family and community life. It should strengthen the provision of these types of support to high-risk families.

Preferably the provision of such support should be financed out of supplementary funds provided to the relevant government departments on a sustained basis rather than undermining existing initiatives. The SAPS and Local Government are two key organisations of the Western Cape Provincial Government to take the leading role of carrying out above-mentioned suggestions and empower appropriate community members to intervene, discourage and prevent crime. This study confirms the disastrous impact of alcohol abuse and drug usage in Drakenstein, Stellenbosch and Breede Valley municipal areas.

Power, Wilmot and Davidson (2011:150) state that “crime, drugs and anti-social behaviour, are much bigger problems in disadvantaged urban neighbourhoods than in more average places, and have multiple negative effects on family life”.

Local Government is in the best position to take the lead in improving community safety by putting appropriate crime prevention guidelines in place. The Secretary of Safety and Security is a public servant directed by the Minister to function as Head of Department and Accounting Officer for the Department of Safety and Security. He/or she has a vital role to play in the prevention of crime at local level.

The Department of Community Safety is responsible for the following functions:

- Policy, strategy and budgeting: Strategic and indicative planning, research and the formulation of departmental policy proposals. Allocation of the budget for safety and security which includes separate budgets for crime prevention and for policing;
- Audit: Monitoring the effectiveness and efficiency of policies regarding the Department's budget;
- Contracts: The negotiation, development, implementation and performance agreements which direct the SAPS and the NCPS Centre;
- Communication: Provision and implementation of a communication strategy aimed at informing and mobilizing external role-players, stakeholders and partners regarding the delivery of safety and security; and
- Departmental issues: To account to the Minister and Parliament on departmental issues and activities (Department of Community Safety Annual Report, 2012:7).

This study brings to light that many other international countries recognise crime prevention as a community-based approach where government designates crime control and disorder to independent agencies, associations or councils. These crime prevention councils' strategic plans incorporate justice-related organisations, other prevention practitioners, the business community, professionals and organisations that work directly with citizens. It is evident that crime prevention associations seize opportunities to address the challenges incumbent on all spheres of government, primary centre of excellence for crime prevention. Crime prevention represents proactive methods which focus on the future, because anticipating crime risk and the impact is vital to prevention and saves both money and lives.

One of citizens' expectations from government is to ensure public safety. According to Hughes, McLaughlin and Muncie (2002:246), New Zealand government developed a crime prevention initiative in 1989 with the establishment of an Officials' Committee on Crime Prevention. This committee laid the foundation for the construction of a model of crime prevention, which identified five objectives for a crime prevention initiative. These included:

- The recognition that crime and its prevention concern the whole community and are not therefore the sole responsibility of the agencies of social control and law enforcement;
- The initiative would provide a forum at the local level to identify crime problems affecting the community and to coordinate the resources and expertise of Local Government, government departments, Lwi authorities (example traditionally based Maori tribal grouping), private organisations and, where appropriate, relevant cultural authorities to address the problem;
- To facilitate and promote local initiatives focusing on crime, its prevention, and the context in which it occurs;
- To promote the development of effective crime prevention initiatives suited to New Zealand, in particular taking account of the status of the Maori people as Tangata Whenua; and
- To promote and support worthwhile crime prevention projects.

#### **4.5 PRODUCTIVITY AND EXECUTION OF GROUNDWORK**

While central government has a clear responsibility in setting up a legal framework for crime prevention and providing adequate financial resources and political lead as stated in the NCPS (1996), it is nonetheless at local level where the problem is most acutely felt and perceived and where a sense of insecurity is felt on a daily basis. Citizens are confronted with challenges, problems and even conflicts, such as housing issues, unemployment, disasters, crime increase etc. The Minister of Local Government confirms that municipalities are the most important role-players in delivering services to communities because they obtain first-hand information about community needs and plan accordingly through integrated development planning.

Local Governments' strategy, which focuses on the five key performance areas, is as follow:

- Municipal transformation and institutional development;
- Basic services and infrastructure;
- Financial viability and financial management;
- Local economic development (LED); and
- Good governance and community participation (LG APP, 2011-2012:1).

Various crime prevention programmes are implemented by Local Government and the SAPS, some with excellent results. The Cape Winelands District Municipality established its Disaster Management Centre in 2003 and has offices in all major towns in the district. This centre was set up as a result of the Government's commitment to provide a comprehensive safety service to the population, where various on-going awareness crusades are initiated. The Disaster Management Act, 57 of 2002 states that 'Disaster' means a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threatens to cause:

- Death, injury or disease;
- Damage to property, infrastructure or the environment; or
- Disruption of the life of the community; and
- Is of a magnitude that exceeds the ability of those affected by the disaster to cope with its effects using only their own resources.

Set-Targets affirmed in the IDP and Strategic Plans were executed by Local Government and the SAPS to enrich community safety. These objectives brought about various crime awareness prospectuses and short-term successes. Monitoring does take place by managers to ensure implementation, but how many of these projects have been really evaluated or reassessed to determine whether it is promising to merit further replication; or to terminate programmes and save government funds from duplicating fruitless exertions? Recruitment and training are two very important aspects in the execution of groundwork. To render quality services role-players should stay informed about new crime trends and modernised preventative actions.

Training should include everyone in the department, sworn in, non-sworn in and civilians, in the philosophy, practice, and principles of crime prevention. According to Scaramella et al. (2011:77), “none of the subjects dealt with in training programmes are static. Each one is constantly changing, what we knew yesterday may turn out to be myth tomorrow”. The crime combating specialists from the SAPS can give the community information on techniques and strategies to reduce and prevent crime. In this study, the researcher found that crime prevention and community policing are closely related which makes it very important for police officers to be educated in crime prevention.

The SAPS should consider expanding its recruitment to reach college students in non-traditional fields, such as education and social work, to educate them about how community policing, also known as crime prevention, might provide an appealing alternative. Job satisfaction must be discussed and service orientation explained in recruiting literature to ensure community compassion. Government productivity is screened by citizens, to ensure that their actions contribute to a positive difference in the community as the yardstick of success regarding safety and security. Across the world, the police are often conveyed, at least by the media, in a negative fashion. News reports routinely highlight police abuses, rather than note the positive actions of law enforcement as well.

However, the police are clearly needed in every society. “Thomas Hobbes said – No social order could be kept if the police were not there” (Albrecht and Das, 2011:189). It is said that many police officers are badly trained and paid. This should change since it is the public’s right to promote and to encourage the hiring of the best trained people to render a quality service. If citizens are trying to improve the moral strength of the SAPS and if the goal is to get the best men and women for the institution, then governments have to prioritise specialised training and revise remuneration. Nobody can expect high integrity, dedication and commitment, and properly trained and educated police professionals without paying a proper salary.

Competent personnel need to survive, both financially and also in their highly risky environment. The Australian police have made considerable strides in recent years in professionalising their approach to crime prevention and control, thanks in no small measure to the rapidly growing number of police managers who have completed some form of tertiary training (Weatherburn, 2004:216).

Drakenstein, Stellenbosch and Breede Valley municipalities have community members who assist Ward Councillors to address crime in their neighbourhoods. These community workers are known as Safety Portfolio members and they participate ad hoc. They receive regular training and a fixed amount twice a year as their remuneration. Training these individuals also comes down to community building. Community building strengthens a community and income could be generated and jobs created, and crime and antisocial behaviour could be eradicated. The more trained community members the better their life styles. This initiative addresses unemployment and keeps community members knowledgeable, creative and effective. Thus, a happy employee is a motivated and productive employee.

#### **4.6 PARTICIPATION OF ROLE-PLAYERS IN CRIME PREVENTION**

Local Government and SAPS officials need to manage community expectations by recognising that crime prevention programmes cannot guarantee a crime-free community. Participation by role-players does not mean involvement in action only. It means total participation, from generating ideas to planning, implementing and evaluating. All those who are serious about crime should be involved throughout. Their participation enhances a sense of responsibility, commitment, awareness and accountability. The idea that crime prevention belongs to any one government agency should be renounced.

This study brings to light an urgent need for the acceptance of a change in thinking about crime reduction. A capacity for crime prevention should be fostered in all government agencies, community organisations, social services, families and schools; in order to exert an influence on crime (Palmiotto, 2011:153). Because crime is caused by a range of factors, it will be impossible for any one agency to make a major difference on its own (South Africa, 2000:5).

The way forward for the SAPS and Local Government should be to strengthen partnership and engage with other disciplines, as well as businesses, to encourage inhabitants to take responsibility for reducing crime and to demonstrate that there are economic and social incentives in doing so.

According to Weatherburn (2004:170), education and welfare are in a good position to influence offending by school students. Public transport utilities can remove the opportunities and incentives for involvement in crime on public transport. Liquor licencing authorities can reduce or remove the incentives for alcohol-related crime. If we want to maximise the scope of crime prevention, we have to be prepared to exploit all potential sources of government leverage over crime. Active involvement by all role-players furthermore instils a sense of pride and freedom to contribute to making their neighbourhoods safe. Many areas have Neighbourhood Watches and Safety Portfolio members and if they collaborate and combine their strategies then communities will indeed benefit.

The Department of Community Safety and Local Government make funds available to address crime and these entities are willing to assist with training and community improvement as drafted in the White Paper on Safety and Security (1998). Every citizen is a partner in the fight against crime since criminals choose any person, any time, any place, how and why they want. This simply implies that anyone can become a victim of crime. These collaborative partners differ from law enforcement agencies, to individuals and organisations they serve, or anyone with a stake in the community, no persons excluded.

To ensure active contributions, government should involve and integrate all relevant role-players so that the needs of communities and interest groups are identified, acknowledged and addressed. Local Government and the SAPS are bound by legislations, acts and strategic plans to promote safe living conditions in communities through proactive prevention, mitigation, identification and management of crime as well as environmental disasters. This study reveals that the police throughout developed nations are held responsible for addressing a very wide range of social problems that affect safety.

Dealing with the whole of these problems and with each particular problem is, in and of itself, complex, both in understanding the social conditions that give rise to them and in meeting the requirements for responding to them. According to Tilley (2005:385), problems become police responsibilities when other formal and informal social mechanisms for controlling them have failed. Historically, this has left the police in a reactive posture, their role defined largely by the default of others in adequately addressing problems. There is a need for shifting and sharing police responsibility to address public safety. The SAPS could take the initiative in redistributing responsibility for addressing public safety problems because it is to them that the consequences of societal failures to address problems so often fall.

Cooperation in crime prevention between the police, community experts, members and organisations including all government departments could contribute to sustaining a safe environment. Since many community problems do not have police solutions, such as lack of recreational opportunities, lack of education opportunities that can lead to viable employment, lack of parental involvement and supervision, and illicit drug use etc. How can the SAPS and Local Government best manage community expectations and help residents understand the limitations in combating crime? The police do not have the resources or skills to deal with the roots of crimes. They are not equipped to solve the causes and problems of poverty or unemployment.

They are not psychologists or counsellors (although expected to be jack of all trades) who can uncover the reasons for spousal or child abuse. They are not educators who can give community members hope for a productive life. Social issues are best handled by agencies set up to address those problems in communities, with the input from the citizens they serve. According to Hughes et al. (2002:91), "local authorities should act as the strategic body to coordinate all statutory agencies and ensure that they work in partnership... in inhibiting crime, fear and insecurity and in building confidence".

This study shows that the improvement of service-delivery to all communities is a national priority and is included in performance plans at all levels of government. Various crime reduction initiatives were introduced in the three municipal areas with goals of tackling crime itself and at the same time making neighbourhoods feel safer.

As a result of these initiatives participants' views of crime and its prevention have changed. Many people talk openly about their fear of crime and their personal experiences of it, so they are keen to say what they think of government initiatives to tackle crime. CPF monthly meetings have a set agenda point where crime is discussed and community suggestions and information noted.

Crime reduction through prevention ensures that an integrated approach contributes to the development of future policies and strategies and that its processes become institutionalised in all government departments. Local Government can play a greater role in crime prevention, by establishing a municipal police service, or assist police by establishing its own safety unit (security squad) charged with the function of crime prevention to provide visible policing in high-density areas or according to police crime pattern analyses.

The employment of more law enforcement officers could be another action towards effective policing and by so doing, address the current high unemployment rate in the district. They can contribute to crime reduction by aligning resources and objectives within a crime prevention framework, because crime and crime prevention is increasingly seen as central to the planning of all municipal departments. Local Government could even participate through initiating targeted crime prevention programmes. Such crime prevention projects can either be financially supported by themselves or through business, donor or national government funding.

#### **4.7 THE ENFORCEMENT OF CRIME PREVENTION POLICIES**

This study confirms that various legislations and policies regarding crime prevention partnership are in place in all three spheres of government – national, provincial and local. All police stations in the three municipal areas have crime prevention strategies which are in line with the SAPS Strategic Plan of 2010-2104 (South African Police Service, 2010). The NCPS (1996) as discussed in Chapter 3, paragraph 3.3.1, provides a basis for the development of crime prevention initiatives at provincial and local levels, as well as through civil society initiatives.

The White Paper on Local Government (1998), The White Paper on Safety and Security (1998) as well as the National Drug Master Plan (2006) reveal the importance of Local Governments' involvement in crime prevention; by creating approaches in which municipalities can develop their own strategies for meeting local needs and promoting the social and economic development of communities. This research determined that the three municipal areas do not possess local crime prevention policies or guidelines which could affect their partnership in enhancing public safety. Crawford (2009:67) affirms that "community safety as a policy approach sits at the intersection of attempts by the state to deliver welfare and security, and policing and control in local communities".

Developing and implementing local crime prevention policies will ensure that ward councillors respond to the needs of their constituents. In many cases, a city or town government constitutes the lowest level where planning can take the needs of local communities and their particular crime problems into account, thus providing a potentially effective link between locally elected officials, municipal departments and the national police service. As a consequence, different priorities and strategies and different approaches are needed in different areas to prevent crime. The failure to establish local crime prevention initiatives in response to the needs of diverse local communities across the country will have serious consequences in the long-term for the success of the NCPS (1996).

Crime varies from locality to locality and requires different solutions to reduce it. While National Government can provide frameworks for encouraging and supporting crime prevention, implementation by its nature must take place at local level. Representatives of Local Government are often in the best position to determine what crime prevention priorities should be in any area. Essential to the long-term success of local crime prevention, is the development of a culture of innovation and experimentation. The debate on crime prevention in developing countries cannot be separated from that on municipal governance and management. The safety of the community has been an identified priority of the Cape Winelands District Municipality for many years, with numerous successes through various crime prevention programmes.

This study learned that councillors are frequently confronted by community members to address crime and policing in Drakenstein, Stellenbosch and Breede Valley municipal areas. Some respondents mentioned past experiences where certain political nominees made promises to address crime issues, but did not deliver when appointed as councillors. This raises a challenge, because the inhabitants are keeping politicians responsible and accountable for their pre-election promises to address crime. A municipal crime prevention guideline could be a starting-point to effectively enhance community safety and not just political talk to win votes.

This research shows that the well-coined formless nature of crime prevention has become its greatest strength in a political sense. Unlike the policies on health, housing and employment, crime prevention could offer a unique example of 'window dressing', of government seeming to be doing something about the issues of the public concern but simply providing an exercise in development with isolated examples of crime reduction and enhanced community safety. Public safety is one of Local Government's responsibilities, but none of the three municipal areas has an integrated safety plan formulated on Community Safety Forums (CSFs).

When the SAPS and Local Government join their crime prevention actions, such approaches could be more effective and sufficient. "Community crime prevention policy remains an innocuous, low-risk and low-priority policy, yet important for demonstrating the strategic achievements of a neo-liberal enterprise" (Hughes et al., 2002:256). This research reveals that preventing crime demands a process of analysis to determine the cause of specific types of criminal actions, as well as the coordination of the resources and skills of a range of role-players to develop and implement appropriate interventions.

The key to local crime prevention guidelines is the recognition that crime varies from locality to locality. These are factors which the SAPS and Local Government need to consider when strategising integrated crime prevention policies with the cooperation of all other community stakeholders. According to Tilley (2005:29), crime policies and preventative policies are as much about politics, economics and culture, and the normative and ideological, as about rational debates about techniques that work according to evidence-based evaluation.

Any crime prevention strategy is useless without intelligence-driven information. This study confesses that SAPS require citizens' cooperation in this regard to enhance community safety and cannot police effectively without their interventions. Weatherburn (2004:157) comments on identifying criminal opportunities and incentives, stating that the police may be in a good position to gather strategic intelligence about crime but various criminologists have made an art form out of it, since community suggestions is of the essence.

This research shows that school teachers, youth workers, drug treatment providers, hotel employees, taxi drivers, real estate agents, casino staff, citizens and (especially) offenders all come across information about opportunities and incentives for crime that is potentially valuable in preventing it. When the SAPS and Local Government combine their crime prevention programmes it will surely bring about more fruitful results. According to Palmiotto (2011:159), setting up a crime prevention program involves three main tasks, which includes the following:

- Designing the organisation;
- Defining the crime problems and priorities; and
- Developing crime prevention program objectives.

This study indicates that all citizens should be more responsible about preventing crime. In the real world, we know that offenders will not stop committing crime and crime prevention actions will only cause criminals to go elsewhere or other people will commit it. According to Moss and Stephens (2006:184), one of the more heartening things that have happened recently with regard to responsibility for crime was that the Department of Trade and Industry (USA) included a Crime Reduction Panel amongst those in its Foresight Panel which met to explore the changes in science and technology which might facilitate crime reduction. This report foresaw a number of trends, including:

- New technology allowing individuals to commit crimes previously beyond their means;
- Crime exploitation of the electronic world;
- Location awareness and chipped valuables having the potential to shrink the universe of stealable things; and

- People will increasingly become the target of offenders thwarted in their pursuit of goods.

Because of such issues, crime prevention strategies should take into account how the future of crime could be shaped. The country's legislation cannot keep up with these trends, so we must initiate other systems to prevent and reduce crime. An integrated crime prevention guideline between the SAPS and Local Government which identifies current community safety expectations could be effective in seeking best practices for the future. The phenomenon of crime prevention systems coordinated by Local Government has been a common practice in various countries for many years. According to Bowling and Sheptycki (2012:96), the police and the government are implicitly conceived of as unitary and monolithic.

One answer to the dilemmas posed by the fragmentation of policing field is the idea of 'policing commissions' that could hold all providers of policing, rather than just 'the police', to account. This idea has yet to be put into practice in South Africa. This research proves that in some countries, as discussed in Chapter 5, it is widely understood that, in order to govern policing and security institutions and to safeguard the public interest, states should regulate, audit, facilitate and control action across the wider field of policing and not just with respect to blue uniformed police. Local Government has a multi-agency approach when delivering community services. They are in the best position to analyse and systematise crime prevention programmes as well as keeping all participants accountable.

The vision of any municipality is to achieve its goal of having an improved quality of life for its citizens, which is impossible if inhabitants live in fear of crime. Criminal activities will not lessen without the participation of all inhabitants in any neighbourhood. Crime prevention planning without good information on crime is difficult, if not impossible. The NCPS (1996) confirms that crime reduction is an integrated, multi-agency approach where all relevant departments view crime prevention as a shared responsibility and collective priority. Tilley (2005:765) mentions the importance of plural policing in the attempt to ensure community safety. It involves the extended family of policing agencies going beyond sworn officers also to include police specials, neighbourhood wardens, police-community support officers, security personnel, etc.

Local Government could improve the capacity for criminal opportunity and incentive control by means of a crime prevention policy which includes internal and external role-players' participation. Weatherburn (2004:171) suggests that the process of analysing and responding to crime should be made more rigorous and systematic. In practice this means:

- Clearly identify the crime problem that needs to be addressed;
- Systematically identifying the opportunities and incentives that underpin the problem;
- Reviewing the evidence on how those incentives and opportunities may be reduced;
- Determining which group or organisations would be helpful in reducing them;
- Working with those groups and organisations to develop a prevention strategy;
- Making sure that the key elements of that strategy have been fully implemented; and
- Evaluating the solution.

According to Moss and Stephens (2006:38), Local Governments must have a set of shared priorities at the outset, in order for them to achieve any vision. The statutory responsibility of Local Government to work in partnership with other government departments and a range of agencies was made explicit in the NCPS (1996) and various other policies as discussed in paragraph 3.3. These documents state that responsible authorities should formulate and implement strategies for the reduction of crime. In this study, the researcher found that a collaborated crime prevention strategy and enforcement could not only strengthen partnership between local authorities and community stakeholders, but also advantageously contribute to effective and sufficient policing.

#### **4.8 THE CRIME PREVENTION UNIT**

The prevention of crime is, or should be the ultimate goal in policing. Most countries, as discussed in Chapter 5, identify crime prevention as goal in their state code as a principal duty of law enforcement. Crime prevention is even the primary goal of community policing.

Arrington (2007:33) proclaims that community policing and crime prevention are similar in goals and in objectives, but one accomplishes the goal via extensive 'active' participation of the community and the other can accomplish some prevention with limited participation of the community. The SAPS strategic plans identify crime prevention programs as a mechanism of crime reduction. The police appeal regularly for community cooperation in their goal to police effectively and efficiently.

Community participation is therefore necessary to ensure public safety which is a SAPS and Local Government priority. In accomplishing this challenge, the police should be in a good standing relation with the public. Higher police visibility with one-on-one community interaction could initiate better cooperation from the public. Obtaining community involvement may require a great deal of effort, which implies more police officers at local level specifically tasked to prevent crime. According to Palmiotto (2011:156), most citizens can muster enough energy for a short-term but long-term involvement is needed to keep crime under control. If crimes decrease, crime prevention participation by citizens needs to be continued so that crime will not take an upward turn.

The integration of crime prevention and community-policing programmes can only strengthen the security and safety of neighbourhoods and the community as a whole. Crime prevention, like detective services, should be a component on its own because of its variant functions. Tilley (2005:3) states that crime prevention can be seen to be both disarmingly simple and bewilderingly complex. The disarmingly simple side relates to the prosaic, obvious, everyday, common-sense measures that are routinely and widely taken to minimise threats of victimisation. Such measures include avoiding seemingly threatening people and places, watching out for danger, trying to protect property from predators and keeping an eye open for those dear to us.

The bewilderingly complex side relates to the definition and prioritisation of 'crime' for preventative attention, including the following:

- The prediction of future crime problems;
- The choice between differing means of control;
- The language used to discuss and describe prevention;

- The process involved in the implementation of preventive measures;
- The ethics and aesthetics of different preventative activities;
- The politics of agency and organisation competency;
- Responsibility and involvement;
- The measurement of crime patterns and of the intended and unintended consequences of preventative interventions;
- Estimating the costs and benefits of using resources for crime prevention as against other issues; and
- Estimating the costs and benefits of different methods of crime prevention.

In the SAPS Annual Performance Plan of 2010-2011 (South African Police Service, 2010-2011:5) the prevention of crime is a visible policing function which enables police stations to institute and preserve safety and security. One of the objectives of this component is to discourage all crimes by providing a proactive and responsive policing service that will reduce the levels of priority crimes. The visible policing component function provides basic crime prevention and visible policing duties rendered at police stations, including community service centres. This study reveals that fewer personnel are deployed for crime prevention as most officers perform reactive duties.

As noted above, the prevention of crime entails proactive multiple functions which require a healthy police-community alliance. Tilley (2005:758) explains that community policing is a decentralized form of policing with a particular focus on a local neighbourhood, where local priority issues are identified and addressed, often through problem-solving involving residents and businesses. The SAPS Annual Performance Plan of 2010-2011 (South African Police Service, 2010-2011:2) further confirms the crime prevention priorities as – to measurably increasing the visibility of police personnel members through police actions; the mobilisation of the community in the fight against crime and building a positive image of the SAPS.

A crime prevention unit could be helpful to enhance community policing in areas and simultaneously ensure that the SAPS reaches its crime prevention objectives. Such a component can ensure the effectiveness of sector policing in municipal areas.

Functional sector policing could also improve police-community relations and illuminate alleged police corruption, since crime prevention officers become well-known and trusted in neighbourhoods. Members of a crime prevention component perform their duties according to a crime pattern analysis which is provided by the crime intelligence component. According to Tilley (2005:759), crime pattern analysis is the examination of patterns of crime events by time, place, victim, target and perpetrator characteristics. This is generally undertaken with a view to inform decisions about preventative priorities or preventive interventions. Such information is taken into consideration when compiling and strategising crime prevention operations and programmes.

The crime prevention unit duty roster is frequently adjusted accordingly. There are five basic arguments for linking crime prevention and community policing, which include:

- Crime prevention and community policing have a common purpose making the public safer and making communities healthier;
- Crime prevention offers information and skills that are essential to community policing;
- Crime prevention and community policing have great potential for enriching each other;
- Crime prevention responsibilities may be repositioned within the department as it moves to community policing, but successful departments have found a need for a clear focus of responsibility for crime prevention and a driving necessity for the capacity to apply and teach crime prevention knowledge and skills; and
- Thoughtful, planned action that carefully nurtures a core of crime prevention expertise while making skills and knowledge available to all officers, especially those working at the street level, can substantially benefit the transition to community policing as well as its practice (Palmiotto, 2011:158).

The cooperation between members of a crime prevention unit, police reservists, Neighbourhood Watch, safety portfolio and law enforcement officers when concentrating on priority crimes could make a tremendous impact on not only crime reduction, but also improve visible policing during peak hours or time frames determined by a crime pattern analysis. Such interventions, if conducted on a regular basis, will surely enhance community safety in Drakenstein, Stellenbosch and Breede Valley municipal areas.

#### **4.9 PARTNERSHIPS AND CRIME PREVENTION**

In this study, the researcher has found that effective crime prevention is impossible without partnership. A partnership approach has the potential to exert a significant influence on crime prevention methods. According to Tilley (2005:739), government policy, particularly in the form of legislative mandate and funding is one of the things that Hudson (1987) identifies as being capable of pushing inter-organisational relations from independence to interdependence, the latter being the condition that is most conducive to interagency partnership working. Partnerships are fundamentally about networked relations between organisations. Trust is a necessary condition for partnership working. This research reveals a need for improving partnership in crime prevention since government policies on partnership in ensuring public safety are in place.

In practice, most crime prevention efforts are being channelled back through the police, in the form of intelligence-led policing, with partnership being more of a one-way street. There is however the danger of partnership becoming largely symbolic, when governments' desire to resolve its sovereignty predicament continues and undermines the prospects for genuine partnership working to prevent crime. Crime prevention interventions with the participation of the public can foster social networks and also encourage collective efficacy. When local police and law enforcement officers join forces, they not only improve visible policing in neighbourhoods but could simultaneously exchange information on crime prevention techniques and solve specific problems which generate crime, like illegal drug and alcohol premises.

The statement of problem-solving is essential to any proactive policing strategy because it attacks the underlying causes of crime, rather than just its effects. Responding to a few priority problems using targeted multi-agency methods, could be a strategy of correcting conditions rather than the visible results of the condition. According to Weatherburn (2004:156), problem-oriented policing can stematically identify criminal opportunities and incentives. It is policing which attempts to identify and address the underlying situational factors or conditions that cause crime, rather than simply reacting to individual offences as they occur. This study indicates that the SAPS are taking a proactive role in problem-solving, but crime prevention can only be effective with the cooperation of the communities they serve.

The researcher found that in every problem-solving effort some form of inter-organisational relationship is required to solve the problem. No one agency can own the problem which requires partnership in crime prevention. According to Tilley (2005:5), the disposition to commit crimes and more generally to behave in an anti-social manner is deemed problematic and open to a variety of interventions relating to the educational, social, economic, cultural, developmental, genetic or nutritional conditions fostering criminality, or at any rate comprising 'risk factors' associated with criminality. Cooperation between Local Government and the SAPS could have a positive and sustainable impact on specific public safety problems.

Since, problem-oriented policing comprises of a comprehensive approach to public safety that takes into account the variety and complexity of public safety issues. Tilley (2005:137) defines cooperation as "two entities conduct (*sic*) their traditional respective activities, whilst agreeing to support each other and to ensure that their programmes do not overlap, conflict or cross jurisdictional or professional boundaries". It is important for the SAPS and Local Government to coordinate their safety strategies when enhancing public safety in municipal areas. Together they can better share ideas and improve on strategies to combat crime; especially during crime prevention through environmental design (CPTED) strategies where both organisations exchange information to reduce crime opportunities, since crime and its prevention is essentially a social and moral issue.

Crime prevention methods can be classified in a variety of ways. It differentiates between 'policing and criminal justice mechanisms'; 'social intervention mechanisms'; 'individual treatment mechanisms'; and 'situational mechanisms' in the prevention of crime.

#### **4.10 CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)**

While economic growth and development are crucial in addressing the factors which lead to crime, poorly managed development can itself contribute to increased crime rates. The reducing of crime through environmental design has been identified by government as a national priority program as noted in the National Crime Prevention Strategy (1996). One of this national strategy's objectives was to establish a comprehensive policy framework which enables government to address crime in a coordinated and focused manner which draws on the resources of all government agencies, as well as civil society.

According to Tilley (2005:759), crime prevention through environmental design (CPTED) is an approach to crime prevention and crime reduction that focuses on the design of the physical environment. It is a crime prevention philosophy based on proper design and effective use of the built environment. The use of CPTED is intended to reduce crime and fear of crime by reducing criminal opportunity and fostering positive social interaction among legitimate users of space. CPTED has become a worldwide movement. It relates to a wide range of physical environments, including buildings, car parks, housing estates, etc. Crime prevention and, particularly, social crime prevention, not only targets the causes of crime, but in the longer term, does so in the most cost-effective way.

It addresses those factors that contribute to the occurrence of crime, and requires a focus on broad and overlapping target groups or areas such as environment based strategies aimed at altering the social, economic and other related factors which contribute to the occurrence of crime. Francis Bacon once said, 'He that will not apply new remedies must expect new evils' (Arrington, 2007:160). This study shows that the key role-players in CPTED are Local Government and the SAPS.

Local Governments are responsible for the design and use of public spaces; they have a key role to implement CPTED. In most cases it is anticipated that the local authority will initiate, lead and facilitate the partnership with the police and other groups. Other roles include:

- Identifying community outcomes;
- Initiating major works in public areas;
- Managing public places and assets; and
- Fulfilling responsibilities under the Municipal System Act (2000) and The White Paper on Local Government (1998).

The SAPS play a key role by:

- Sharing their knowledge of criminal behaviour, types and location of crimes;
- Providing intelligence on hot-spot areas (such as identifying trends in criminal activity); and
- Helping with crime prevention techniques.

There are various other partners to consider when strategising techniques to prevent crime. Local community organisations such as:

- Business and shopping centre owners and managers – often crime hot-spots are in retail, business or entertainment areas. Businesses in these areas can play a role in helping to better understand why crime is occurring and how it could be prevented. Some solutions may need businesses to play a more active role in crime prevention, particularly if this involves improving the design of publicly accessible places on privately-owned land;
- Neighbourhood Watch groups and residents' associations – these groups can help with better understanding what is happening in the local neighbourhood from the perspective of residents; identifying neighbourhood crime hot-spots and areas that trigger a fear of crime; identifying options for improvement; or CPTED safety audits;
- Urban designers, planners, architects and landscape architects in the private sector – They can contribute specialist knowledge to help achieve CPTED, both in new development and redevelopment projects; and

- Other organisations – such as the Centre for Justice and Crime Prevention (CJCP) in Cape town; the housing department; local hospitality agencies; car park building owners; private developers; transport providers, schools etc.

The White Paper on Safety and Security (1998:33) also acknowledges the need for CPTED. It states that effective crime prevention strategies would need to involve partnerships between government bodies and structures of civil society to address certain factors contributing to crime. Internationally, it has been demonstrated that the criteria for successful crime prevention through targeted partnerships include:

- Political commitment to build safer communities through partnerships;
- Involvement of social services such as housing, health, recreation and sport, urban planning and Local Government, and the justice system;
- Adequate community crime prevention planning;
- Professional coordination; and
- National support for local action (The White Paper on Safety and Security, 1998:22).

According to Arrington (2007:160), CPTED was phrased by criminologist C. Ray Jeffrey in 1971. Jeffrey had conducted a series of interviews with inmates to learn why they had chosen certain locations for their crimes and what made those locations attractive. Since this early beginning, the body of work has grown immensely, but the basic understanding of CPTED has remained essentially the same. He explained that the proper use and effective design of the built environment can lead to a reduction in the incidence and fear of crime, and an improvement in the quality of life. A key aspect of such a crime prevention system is that the SAPS and Local Government have different roles in this partnership, but work towards the same objective which is to reduce actual levels of crime and anti-social behaviour.

Development cannot be achieved if issues of crime and security are not taken into account alongside economic, employment, housing sector and justice improvements. According to Crawford (2009:240), the following series of basic principles and standards for crime prevention and its implementation were established, they are as follows:

- Government leadership;

- Socio-economic development and inclusion, cooperation and partnerships;
- Sustainability, and accountability;
- Knowledge base;
- Human rights / rule of law / culture of lawfulness;
- Interdependency; and
- Differentiation.

According to Zimring (2007:63), claims are frequently made that improvement in economic conditions reduce crime, sometimes even independent of fluctuations in unemployment. Ayse Imrohorglu and his associates generated a model of the United States from 1980 to 1996 that counts the improving economy as the second leading cause of a decline in property crime. The crime prevention through environmental design strategy involves the SAPS and Local Government with all its various clients. Local Government, the level of government which is closest to the citizenry, is uniquely placed to actively participate in social crime prevention initiatives and to redirect the provision of services to facilitate crime prevention.

Many issues of day-to-day governance and crime prevention are inherent to the functions of Local Government such as housing development, parks and sport facilities etc. One example is the housing backlog issue which has been one of governments' priorities for the past few years and thousands of houses have been built since 1997 to improve the environment and have made a real difference to the lives of many. The housing development project is one of many municipalities' initiatives in addressing community needs.

It is very important for the SAPS to be part of Local Governments' planning strategies for new developments because environmental growth requires modified policing strategies and crime prevention policies, with additional law enforcement officers. More houses or buildings represent more families and inhabitants, with more social challenges which could encourage criminal activities. The need for improved infrastructures equals the necessity for safety and security. As the need for better housing is a reality, so is the demand for safety. Crime prevention involves the physical design of buildings along with citizen involvement and the effective use of police and law enforcement officers.

According to Palmiotto (2011:171), the CPTED model suggests that the physical environment be orchestrated to prevent potential offenders from committing crimes, as well as to improve the quality of life. It involves creating a physical environment in which people can be free from the fear of crime and in which individuals prone to criminal activity can be checked in this inclination by physical barriers. The CPTED model draws on not only architecture but also sociology, psychology, and law enforcement. Crime prevention methods used to control access to an area can include gates, guards, locks etc. This will contribute to risk factors for criminals, by making it difficult for perpetrators to enter and commit crimes. Crime prevention through environmental design strategy is all about reducing opportunities for crime.

#### **4.11 CONCLUSION**

Local Government and the SAPS are implementing strategies to combat crime in all three municipal precincts according to legislation and their operational plans. They fulfil their numerous responsibilities entrusted to them by legislation in the form of powers and functions. This research shows that it could be helpful if the SAPS and Local Government amalgamate their crime prevention strategies since they share a common objective which is to ensure public safety. Various efforts and training to manage safety programmes and budgets should be implemented at local levels.

All relevant role-players should participate in financial planning from the start and throughout the different stages of crime prevention projects. The sustainability of current crime prevention activities needs constant evaluation and monitoring to enrich successful outcome based approaches. Dale Carnegie once noted 'Most of the important things in the world have been accomplished by people who have kept on trying when there seemed to be no hope at all'. Development is all about the management of change, any approach is not an end in itself. Therefore, it is vital that any strategic plan must be dynamic to cater for the changing needs and circumstances over time.

Communities are complex, the needs of groups vary and these disparities should be taken into account when employing community activation strategies. It is essential that different processes and mechanisms are utilised in mobilising stakeholders to participate in decision-making procedures that affect the development of communities. Many more crime prevention efforts should be made in trying to lessen dispositions to commit crime. The implementation of a variety of integrated crime prevention approaches could lead to a broader improved or different way of looking at crime problems and what that has already meant, or might in the future come to mean, for effective prevention.

Government's goal of ensuring a safe and healthy environment for all citizens would only realise with 'preventive partnership' where multi-agencies, including Local Government and the SAPS merge strategies to combat crime. Safety begins with prevention. This study shows that crime control no longer can be regarded as the sole responsibility of police and justice and that many other government departments and stakeholders have an important role to play in ensuring a safe and secure society. The SAPS rely too often on tactics that are heavily dependent on personnel rather than tactics that engage and require other organisations, agencies and institutions in communities to reduce crime.

Crime prevention offers opportunities for a humane and more cost-effective approach to the problems of crime and any best-fit preventative policy or guideline can be found only after extensive trial and error. Nothing and no one is perfect and we learn daily from our mistakes. Therefore, we should never stop trying to reduce crime and the fear of crime in neighbourhoods, otherwise crime will remain the hum in the machine of emotional, social and economic life. Crime prevention is multiple. The issue of crime will remain a key objective for government over the next decade and there are no easy solutions.

The national guidelines and crime prevention solutions are likely to be more effective if the SAPS and Local Government work in partnership with local communities, businesses and service organisations. While the nature and scale of partnerships to promote safety from crime will vary according to local circumstances, the key partners in CPTED are local authorities and the police.

However, the need to ensure that the national vision for crime prevention becomes a reality on the ground where citizens experience victimisation and fear is critical. Local Government has to be a key partner in this regard since they are in the best position to work directly with community groups and citizens to establish and maintain effective local programs.

## **CHAPTER 5: INTERNATIONAL COMPARISON**

### **5.1 INTRODUCTION**

It is a reality that safety and security is one of our human basic needs. Everyone has the desire to belong and to enjoy life. Ever since sin entered the world in the beginning of creation, the fall of man (The International Bible Society, 2003:3), human kind became wicked with criminal intentions. Therefore, according to the Bible which is known as the most published book in the world, all criminal activities or schemes began more than 2000 years ago and will be evident until the second coming of Jesus Christ, this day is unknown. We are living in an era of uncertainty; where crime is a global epidemic and every country has endless new challenges when addressing crime.

The NCPS (1996:21) sketches the role of SAPS and Local Government as an integrated, multi-agency approach to view crime prevention as a shared responsibility and collective priority. It is therefore essential for police and law enforcement officers' deployment at local level, where they can be closer to the community and better detect criminal activities. A healthy police-community relation is the key element to solve and prevent crime. According to SAPS strategic overview for the Annual Performance Plan (South African Police Service, 2012-2013:1), their situational analysis represents a move towards comprehensive development planning which is seen as a vital tool in ensuring the proper allocation of resources to address current and emerging policing challenges and issues.

As a result, focus was placed on policing development needs and issues. This implies that the SAPS realise their responsibility in directing policing strategies to address the needs of the public which they serve. The role of Local Government in crime prevention is confirmed by the Integrated Development Plans of every municipal area which derives from the Municipal System Act (2000), which compels municipalities to interact with all spheres of government in promoting a safe and healthy society.

This chapter confers why local authorities should improve their role in crime prevention at local level focussing on countries such as Botswana, Australia, England, United States of America (USA) and New Zealand; where various authors wrote about the significance of local authority and police partnership when combating crime in neighbourhoods. All communities rely on the government to enforce the law and solve problems related to public welfare. In this study, the researcher has found that some community leaders of Drakenstein, Stellenbosch and Breede Valley municipal areas see the police as having the sole responsibility for maintaining order in the neighbourhoods and keeping them safe, but they believe that the police are just not doing a very good job.

In situations where the police are unable to solve community problems through enforcement or to effectively keep the neighbourhood safe, community members become dissatisfied and frustrated. This may result in complaints against the police which negatively influence cooperation to combat crime. It is therefore vital for Local Government to be the intercessor between police and community in restoring police-community relations and ensuring partnership between all stakeholders in building safer communities. The NCPS (1996:23) also specify that Local Government should coordinate and promote interagency crime prevention initiatives within local boundaries.

Every country has frustrations and concerns about crime because there are international criminals and transnational policing is necessary. Countries interact with each other to combat organised crimes; to determine policing priorities and oversight; as well as strategising joined actions to ensure global peace. The prevention of crime is a collective action and not a one-time intervention. It is very important to continuously apply, adapt, innovate and re-invent crime prevention initiatives to improve effectiveness.

## **5.2 THE ROLE OF POLICE IN CRIME PREVENTION**

According to Newburn (2005:130), the police have been assigned the task of crime prevention, crime detection and the apprehension of criminals. The prevention of crime prevention is the ultimate goal of the police.

### **5.2.1 Botswana**

The principal components of the criminal justice system in Botswana are the police service, the courts and prison services. According to Nsereko (2011:24), the state is more positioned to protect citizens from criminals than individual victims themselves, such as crimes that injure the collective interests of the community as a whole. These crimes include drug trafficking, crimes against morality, crimes against public order, public safety, public health and the whole range of regulatory offences. Preventing and detecting crime entails the proactive and responsive activities that are related to the police's overarching function of law enforcement in Botswana.

Prevention includes those police activities that aim at eliminating the causes of crime or reducing its incidence. They incorporate educating members of the public on how to avoid becoming victims of crime and what to do when they are victims and generally working with the public on crime prevention strategies in the community. It also includes the patrol of streets and the policing of communities in general (Nsereko, 2011:28). Without the cooperation of the people in any country, such a government would be paralysed. In South Africa, levels of substance abuse continue to rise with the age of first experimentation with drugs dropping to ten years. However, South Africa is not alone in its campaign against drugs.

The rapid globalisation of the drug trade over the past decade has meant that no country is immune to the threat. The drug trade transcends national borders, and South Africa continues to serve as a transit route for the drug trade and has also become a major consumer of drugs (NDMP, 2006:6). One of the most alarming trends that place Africa and Africans on the radar of policy makers, law enforcement, and researchers alike is the number of new fronts on which the illicit drug trade is growing. Its geographic expansion beyond the relatively confined region of West Africa is now endangering East and Southern Africa.

The arrival of new drugs to the region – heroin and ATS (commonly referred to as synthetic drugs) – has been accompanied by the discovery of local manufacturing facilities to process them. The growing level of involvement by Africans raises concerns that a new generation of African drug trafficking organisations is rising in the ranks.

Due to the large initiatives by Mexico's President Calderon – and along European coastal waters, cocaine traffickers have been deterred from moving their product directly to U.S or European markets via sea-going vessels. Rather, they have redirected their attention to West Africa, whose weak law enforcement institutions offer little resistance to drug trafficking.

This low-risk environment is also a low-cost one, where the cost of bribing local officials and authorities is relatively cheap due to extreme poverty, unemployment, and perpetual salary arrears, rendering almost everyone vulnerable to corruption. Africa is, by all accounts, the cheapest path of least resistance. Rising addiction rates are indeed alarming, but it is the corrosive effect that narcotic-corruption has on government officials that raises the most concern (Bybee, 2012:69). This view of Africa should inspire the South African Police Service to streamline their crime prevention strategies by integrating mechanisms with Local Government, because illegal drug trading weakens the economic growth that is necessary for community development and stability.

A corrupt-free police service whose priority is the prevention of crime to ensure community safety is of the essence in any government. The mission of the Botswana Police Service is to provide a professional policing service, in partnership with the community. Their mission statement is as follows:

- Providing a professional policing service – this is pronouncement that appreciates that the organisation is in the business of policing in all its aspects. It also acknowledges the manner in which the organisation will evolve as it provides policing. A professional policing service pledges a service characterised by a high level of skill, competence, speed and attention to any emerging policing challenges.
- In partnership with the community – emphasises the fact that community participation is essential to the prevention and detection of crime. We want to forge meaningful partnership with the community (*Vision, Mission...*, 2011).

One of Botswana police values is integrity which states that in the process of providing services, police officers will desist from a normative inclination to abuse the rights and privileges of their occupation.

It is expected of them to display ethical behaviour that appreciates the need for confidentiality, respect for human rights and not succumb to corrupt practices. In its report dated 29 October, the Office of the President states that Botswana was cited as being the least corrupt country in Africa, as well as among the least corrupt countries in the world (Botswana. Office of the President, 2010).

This was released by the Transparency International (TI), in its annual Corruption Perception Index (CPI) in Berlin. Botswana was ranked 33 out of 178 countries included in the 2010 survey, up five places from the previous year, while maintaining an overall score of 5.8. Botswana's standing thus placed it in the top 20% of all surveyed nations, above over half of the countries in Europe. Huguette Labelle (Chair of TI) stated that these results signal that significantly greater efforts must go into strengthening governance across the globe. With the livelihoods of so many at stake, governments' commitments to anti-corruption, transparency and accountability must speak through their actions. Mr Labelle further states that good governance is an essential part of the solution to the global policy challenges governments face today.

To fully address corruption challenges, governments need to integrate anti-corruption measures in all spheres, from the responses to the financial crisis and climate change to commitments by the international community to eradicate poverty. For this reason TI advocates stricter implementation of the UN Convention against corruption, the only global initiative that provides a framework for putting an end to corruption. This study reveals that corruption can damage any organisation because dishonesty ruins relationships, causes decline in pride and professionalism. To allow corruption to continue is unacceptable because too many poor and vulnerable people continue to suffer its consequences. We need to see more enforcement of existing rules and laws to combat corruption.

One of the SAPS strategic priorities is to build a positive image of the police (South African Police Service, 2011-2012:3). Any crime prevention strategy and exertion requires community participation through inputs, suggestions, reinforcement and expertise. Community members will never give their cooperation if the police are corrupt.

By accumulating more law enforcement officers at local level to prevent crime, the community's trust in authority might improve and corruption will be reported more frequently and without fear.

### **5.2.2 Australia**

The Australian police face new challenges in the twenty-first century. Like other Western nations, Australia's new crime problems include preventing terrorism both domestically and in neighbouring countries; controlling the arrival of people displaced by violence, poverty and climate change; peace-keeping in failing states; and responding to new economic and technological crimes. Police are also increasingly involved in addressing social problems such as responding to entrenched disadvantage in indigenous communities, people with mental illnesses, and a perceived growth in anti-social behaviour. These new challenges have arisen against the background of on-going 'old' crime problems of drugs, property crimes, and violence (Crank et al., 2011:86).

More active police officers on the street to prevent crime at local level may lessen the fear of crime and ensure community safety. By 'active' meaning, not only patrolling neighbourhoods but by direct police actions in the form of visible police presence; stopping and talking to community members or questioning suspects; arresting or warning violators; building prosecutable cases against offenders etc. One positive aspect of enforcement activities such as arrests is that the individual causing or contributing to a problem is out of commission while jailed. According to Weatherburn (2004:88), proactive enforcement activity reduced crime in certain cities, for example increases in the arrest rate for robbery reduced the number of robberies over a certain period of time in Oklahoma.

The police daily face challenges in mobilising their resources in such a way as to ensure that police surveillance and enforcement capacity peaks at the time and the locations when crime rates peak. Many important crimes, such as robbery and assault, for example, are far more prevalent late at night and in the early hours of the morning than they are during the day. It is thus vital for the police to engage with the community in order to be successful in controlling crime and maintaining order.

Weatherburn (2004:218) also states that the limited ability to evaluate their own crime control performance robs police (and the community) of genuine insight into how to prevent crime. It also robs senior police of an opportunity to rigorously evaluate the performance of their local commanders.

There are several ways of solving this problem. One is to ensure that police with operational command responsibility receive basic training in research design. Another method is to create a unit which specialises in the evaluation of police crime control operations and tactics and which can work in partnership with local authorities. Police should also make much more use of outside experts in evaluating police strategies and tactics. All these methods can and should be integrated into the overall system of police performance appraisal. The object should be to progressively build a library of what works in preventing and controlling crime. This library can be used, both as a resource for police commanders facing similar crime problems in the future, and as a source of guidance in the development of police training and education programs.

Weisburd and Braga (as quoted by Crank et al., 2011:95) record that by the start of the twenty-first century, a great deal of experimentation and innovation in police work was occurring. They identified four interrelated categories of innovation, including technological (e.g., DNA analysis, computerised crime mapping and analysis, and electronic surveillance), programmatic (using existing operational resources in new ways, e.g., in drug education programs in schools), administrative (organisational changes to focus on the conduct or assessment of operations, e.g., new performance indicators), strategic innovation (fundamental shifts in direction, e.g., pluralisation of policing, 'broken windows' policing). Since 9/11, this fertile field of innovation began to change.

A new era in policing is emerging primarily because the pressures for change have themselves been altered. Crime rates are decreasing and the new policing imperatives are concentrated on security. Crime prevention activities could influence crime reduction. Police functions are centred on crime control, but if new emphasis is placed on crime prevention, it could contribute to improving community safety.

A functional crime prevention component, with specialised trained officers deployed according to a crime pattern analysis, could ensure continual public involvement in crime prevention activities.

When police officers are closely involved with local community organisations and families, their partnership could promote community participation in decision-making and community consultation regarding priority crimes in neighbourhoods. Then crime prevention strategies would expand and include an enhanced focus on problem-solving, with performance indicated by problem solution, reduction of fear of crime, and quality of life. Priority crimes vary constantly which lead to frequent reconstruction of proactive mechanisms with the cooperation of all key role-players to secure a safe environment for every inhabitant. It is evident for every preventative action to be fresh and in-line with new developments to ensure efficiency.

Politicians and journalists often blame crime on inadequate law enforcement and lenient sentencing. The police have an important role to play in preventing crime in at least two respects. First, there is clear evidence that individuals are less likely to offend when there is a credible threat of apprehension for offending. Secondly, police play a crucial role in limiting the opportunities and incentive for involvement in crime (Weatherburn, 2004:71). Crime prevention officers could, for example, convey information to reduce exaggerated fear; to generate public awareness; to obtain conformity with laws that are not known or understood; to show the community how they contribute to problems and ways to avoid doing so; to educate the public about the limits of police authority and to build support for new approaches.

According to Fraser and Moore (2011:190), since the late 1990s Australia's 'zero tolerance' policies have usually been examined in relation to the use of illicit drugs rather than the more complex issues associated with their supply. The evils of drug trafficking appear beyond question, and called for more intensive law enforcement activity and harsher criminal punishments aimed at those who 'prey on children' or 'peddle death' which frequently appear in the Australian media. Some Australian states recognised these problems and decriminalised minor 'personal-scale' offences or adopted infringement penalty schemes to regulate the possession and use of illegal substances.

Others offer various therapeutic treatment options administered independently of the criminal justice system. These initiatives recognise that illicit drug users are often not deterred by criminal punishment. According to Weatherburn (2004:103), there are few more hotly debated or more resource-intensive aspects of the police work than drug law enforcement. If you ask police involved in drug law enforcement to state their objective they will tell you that it is to disrupt illegal drug markets. From the taxpayer's perspective, this is only useful if it results in an improvement in public order or public amenity, suppresses illegal drug use and trafficking or reduces drug-related crime (including organised crime). The counterfactual is – it is unknown how large a drug problem would be without drug law enforcement.

Conventional economic theory holds that reducing the supply of a drug should increase its cost, thereby reducing demand. The SAPS should consider reinstating the narcotic bureau unit because illegal drug trafficking is an immense community concern. It is also possible to reduce crime and public facility problems associated with areas where drug trafficking has become an epidemic through the use of police crackdowns. This unit could suppress illegal drug use and trafficking, through discouraging sellers and discouraging buyers (seller-focused and supply-side).

The New South Wales (NSW) Police force is Australia's oldest and largest police organisation. This police force established crime prevention officers (CPO's) to work with the community to reduce local crime. They play an important role in coordinating government, non-government and community agencies at the local level to develop strategies and solution to tackle the social and economic causes of criminal behaviour. The function of the CPOs is to the assist local area police commanders to develop and implement operational policing programs; and work with other police liaison officers.

CPO duties include:

- Conducting safety audits;
- Implementing prevention projects;
- Coordinating volunteers to assist police;
- Liaising with local schools and councils;
- Establish Community Safety Precinct Committees;
- Informing the public about personal and property security;

- Identify short, medium and long-term crime prevention priorities for the Local Area Commands (LAC) in consultation with members of the Crime Management Unit;
- Initiate, develop, coordinate and evaluate targeted crime prevention strategies and programs to address LAC crime reduction priorities;
- Participate in Local Government crime prevention planning activities;
- Coordinate NSW Police crime prevention planning initiatives with those of other government, welfare, business and community sectors at the local level;
- Undertake safety and security audits for individuals, community groups and local organisations to prevent crime from occurring and to reduce the risk of repeat victimisation;
- Apply the principles of Crime Prevention Through Environmental Design (CPTED) to existing and proposed developments to reduce crime opportunity [NB: Under the Environmental Planning and Assessment Act (section 7c), Local Government and police must jointly assess the design of agreed developments];
- Coordinate activities with, and provide support to, community safety committees and groups implementing NSW Police programs;
- Promote awareness and understanding of community safety and crime prevention issues within the community;
- Deliver targeted crime prevention education campaigns and messages to community groups;
- Participate in community development and support community-based crime prevention programs; and
- Support victims of crime by conducting security and safety assessments and suggest treatments to reduce repeat victimisation.

All 80 local area police commands have a CPO working closely with the community. Communities are encouraged to work with their CPO to help establish safer neighbourhoods (*Community issues...*, 2012).

This study reveals that only certain police stations in Drakenstein, Stellenbosch and Breede Valley municipal areas have crime prevention units or officers. At most police stations above mentioned CPO functions are performed ad-hoc by visible police officers, which explains the current misunderstanding that policing and crime prevention is a SAPS function. Many community leaders and even some police personnel assume that policing is just police and law enforcement officials' responsibility, including security agencies.

### **5.2.3 England**

Homel (as quoted by Crawford, 2009:234) describes crime prevention as 'a swan swimming in the surf', going up and down time and again, yet always re-emerging. Crime prevention has travelled a long distance, from the days of the lowly Home Office crime prevention training centre in England, which up to the early 1970's provided basic training for police officers, to the crime prevention workshop that took place at the 11<sup>th</sup> United Nation (UN) Congress on Crime Prevention and Criminal Justice, held in Bangkok in April 2005. The latter demonstrated how far the notion of prevention as an intervention has moved away from a narrow policing function to a much broader inter-sectoral approach, as well as expanding to countries and cities in all regions of the world.

The prevention of crime covers a vast spectrum of policing approaches. These functions' emphasis is on helping people to keep themselves, their families and their communities safe from crime. Regular training in crime prevention is crucial because of the very nature with which crime changes over the years. The techniques for addressing crime have changed, now more than ever, with Internet-based predators and cybernetics which contribute heavily to the increase of criminal activities. The key to achieving policing objectives requires the development and maintenance of high-quality staff focused on outcome based results. To sustain and nurture such staff, the SAPS management should supply to all employees competent leadership and plentiful training as well as mentoring opportunities to ensure community safety.

If police officers are trained and recognised as specialists in the field of crime prevention, community members will experience quality service-delivery which could boost SAPS image regarding professionalism.

The component of police-community relations consists of those efforts on behalf of the police to develop, maintain, and present a favourable image (Scaramella et al., 2011:302). When the public witness police competency and accountability they will not hesitate to cooperate in crime prevention because criminal activities affect everyone irrespective of age, race, gender or location.

The police throughout developed nations are held responsible for addressing a very wide range of social problems that affect public safety. According to Tilley (2005:387), the past 30 years research has shed much light on the effect of various police practices on crime and disorder problems. While the research evidence is far from conclusive with respect to many – indeed, most – police practices, some reasonable reliable conclusions are beginning to emerge. Where the police seek to control problems through the direct exercise of their authority or through their visible presence, the police can have a positive impact on problems to the extent their actions are highly focused on particularly problematic locations and/or persons.

Where SAPS actions are unfocused, not prioritising proactive interventions, their effectiveness is rather limited. Therefore the police should become more focused in their direct actions, to be more intentional in rendering a quality service to the public. According to Bowling and Sheptycki (2012:91), the field-operator is the workhorse in policing. This is where politics hits the pavement and policing meets the public. A range of functions may be undertaken by officers in this role. Shepherding crowds of people away from a scene of danger, perhaps during a life-threatening human stampede at a global ‘mega-event’, is an example of the indispensability and centrality of this role in policing.

The field-operator’s duties (in addition to and apart from law enforcement) involve securing the life and well-being of a community, institution or territory. Skilful field-operators are able to solve problems rather than simply react to them. They manage both immediate issues of public safety and aim to avert future ills. Field-operators have been major players in multi-agency policing, neighbourhood policing and community policing experiments in many jurisdictions. One of SAPS crime prevention component functions is social crime prevention which focuses on problem-orientated policing and reflects the same functions of above-mentioned field-operator.

Crime prevention implies proactive interventions and should be focused on problem-orientated policing. Tilley (2005:766) describes problem-oriented policing as policing/partnership. It is policing that is concerned with identifying police-relevant public and community concerns and working out effective ways of dealing with them. The SAPS regards community participation in fighting crime as a given (South African Police Service, 2010-2014:8). If this is expected then surely the indispensable role of crime prevention officers is recognised and should be enforced at every police station. A healthy police-community relation is essential for the SAPS to achieve its objectives as verified in their Annual Performance Plan. Community relations are the cornerstone of good policing.

#### **5.2.4 The United States of America (USA)**

The crime decline of the 1990s produced not one but two discrete theories of changes in policing as a major influence on crime rates. The first explanation of policing as crime prevention emphasized a quantitative approach – increase the number of police in American cities, and the crime rate will decrease. The second theory focused on new and more effective tactics for deploying police resources (Zimring, 2007:76). Crime prevention initiatives should reduce fear of crime which is evident in local communities. The presence of police on streets could deter potential criminals and reassure citizens of their safety.

When police focus on social crime prevention activities, where local communities participate, and police visibility is more prevalent in neighbourhoods because of sector policing, it could contribute to the improvement of a safer environment and polish citizens' attitudes towards the police. According to Arrington (2007:1), specialised crime prevention or community policing units designed to put a positive spin on negative interactions with police grew out the civil rights and war protests of the 1960s. All crime prevention programmes point to Sir Robert Peel's principles of policing as the basis for their program.

Crime prevention practitioners also refer to Peel for their origins and doctrine, which are as follows:

- The basic mission for whom police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and legal punishments.
- The ability of the police to perform their duties is dependent upon public approval of police existence, actions, and behaviour and the ability of the police to secure and maintain public respect.
- The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
- The degree of the cooperation of the public that can be secured diminishes proportionately the necessity for the use of physical force and the compulsion in achieving police objectives.
- The police seek and preserve public favour, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, in complete independency of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of society without regard to their race or social standing, by ready exercise of courtesy and friendly good humour, and by ready offering of individual sacrifice in protecting and preserving life.
- The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force that is necessary on any particular occasion for achieving a police objective.
- The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police are only members of the public who are paid to give full-time attention to duties that are incumbent on every citizen in the intent of community welfare.
- The police should always direct their actions toward their functions and never appear to the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.

- The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.

The functions of the SAPS are extremely diverse, as is the manner in which the functions are performed. Police are expected to police public manners and morals, prevent crime through community participation, apprehend criminals, recover stolen property, bring an end to domestic disputes and accomplish many other tasks. All these functions require public cooperation and can only realize if the police maintain a good relationship with the community. The reduction of crime can be accomplished if the SAPS are adamant in directing their policing strategies towards a community-based approach where further public involvement is encouraged. According to Palmiotto (2011:333), decentralised policing provides the police with an opportunity to work out of decentralised location closer to the neighbourhoods they police.

The police are closer to the neighbourhood problems and concerns and are in a better position for problem-solving and decision-making. When officers are directly involved in the neighbourhood they are in a position to be more in tune to the problems, cares, and concerns of the neighbourhood and are in an excellent position to solve problems and implement solutions. Members of a functional crime prevention component are closer to the community because of the role they play in social society. These officers' primary focus is on the welfare of the community by interacting with various community role-players to address crime through crime prevention programmes.

Frequent cooperation with the public to fight crime in neighbourhoods could improve police-community relations and positively contribute to crime reduction. Many police services in United States of America believe in community policing, solving community problems with the assistance of members of the community. Neighbourhoods have community police centres which rely heavily on trained volunteers. Most of the volunteers assist at centres in their neighbourhoods. They answer questions about the police service and crime statistics for their area. They may also run crime prevention programs depending on a community's needs. Individuals are selected on the basis of their ability to perform assignment requirements.

According to Ashcroft, Daniels and Hart (2004:3), this is a common practice to ensure community safety by means of different crime prevention approaches, for example – establishing a special unit, neighbourhood centres, or other community policing initiatives. Community policing is handled as special assignments, not part of regular patrol. Departmental priority remains rapid response to citizen requests. The Western Cape Province, which includes the Cape Winelands District Municipality, is identified as the region with the highest drug-related crime statistics (WCP Policing Report, 2012:9). This fact indicates that one of SAPS's objectives is to combat drug-related crimes which require community partnership when compiling methods to lessen criminal activities.

Crime prevention guidelines need to be implemented at local level which guides law enforcement officers in proactive efforts. This research indicates that the community-police relation is currently lacking and police officers need to get more involved with the community. The general feeling is that communication must be open and trust must be earned amongst the role-players in neighbourhoods to improve community-police relations. The SAPS have an obligation to restore police-community relation at local level. A flourishing partnership between the police and the public will enhance community trust and improve police efficiency to reduce crime.

Arrington (2007:36) states that crime prevention is accomplished by various approaches. The officer or practitioner choosing the approach must look at the objective being striven for. Crime prevention approaches typically fall under one of three primary categories, namely:

- Educational – Educating the public on prevention techniques that they may undertake to protect themselves, their families and neighbours, and their property. The crime prevention officers are the contact persons for any requests for presentations about crime and crime prevention. The role of education is one that should be undertaken by those most qualified to educate on the particular subject, facilitated by the crime prevention unit.

- Physical environment – Crime prevention officers address crime by offering security assessments and recommendations to residents and businesses based on sound, proven techniques. In several states the role of the crime prevention officer is recognised as being so skilled that a certification process for these officers to become a ‘Certified Crime Prevention Specialist’ has been developed.
- Community involvement – Whether passive or active, community involvement is always desired and must be encouraged by crime prevention units.

The functions of crime prevention officers are broad and their cooperation with the local public is imperative. Together they accomplish numerous positive results and enhance community safety in neighbourhoods. Because inhabitants are consulted and their contributions valued, crime prevention officers are trusted by the community which could bring about better cooperation from the public. Arrington (2007:33) announces that crime prevention is proactive policing. Both reactive and proactive policing are necessary, but by effectively using proactive policing, the need for reactive policing is reduced. It is cost effective to spend money on preventing a crime rather than reacting to it.

Reactive policing costs untold dollars in investigative hours, lab tests, and court preparation and presentation, not to mention the cost of incarceration. Therefore, it stands to reason that the best course of action, from both a safety and fiscal standpoint, is prevention. Who better to understand the legal system (crime prevention and the criminal laws) than someone who has made his or her living by using it – the law enforcement officer? The use of criminal and other laws by law enforcement officers in problem-solving and crime prevention is ‘learning from trial and error’. Crime prevention is the anticipation, recognition, and appraisal of crime risk and the initiation of some action to remove or reduce it.

Countless crime prevention activities, with the cooperation of the community, could contribute to a crime free neighbourhood. If citizens, including law enforcement officers, collectively formulate methods to reduce the opportunity to commit crime, such interaction could only lead to effective and efficient policing.

When proactive policing increases, crime could decrease and contribute to the effective investigation of reported crime. The SAPS detective services would have fewer case dockets to investigate and more time to focus on detection and getting case dockets ready for court. Investigating offices would also be available to attend more specialised training courses which will increase professionalism.

Crime prevention initiatives address short and long-term goals. Short-term could be the reduction of crime; and long-term – police professionalism which will result in community respect and confidence. The WCP Policing Report (2012:24) states that the Western Cape is known for its gang related and drug-related crimes. The Provincial Police Commissioner also argued that there is documented evidence that the main contributions to the province' serious and violent crimes are drugs and alcohol. He urged operational plans to respond according to the inherent challenges. To combat such crimes which originate from socio-economic challenges, policing approaches are heavily dependent on intelligence-driven operations and efficient law enforcement actions.

This research proves that heavy police presence displaces criminal activities to another location. To combat gang and drug-related crime, the SAPS deployment needs to increase at local level and crime prevention should be the primary function. Specialised gang or drug units could be another option. In Arrington (2007:174), American law enforcement officers had a problem with street crimes in a specific location. Narcotics officers knew that understanding the needs and desires of the criminal is essential in addressing the problem.

Drug dealers are interested in easy escape (melting into the community) and adequate drive-up traffic. This resulted in officers 'camping' out on the street as well as several changes including improved street lighting and a change in vehicle traffic patterns that, in essence, prevented quick in-and-out traffic. Within 30 days the street drug traffic was gone from this area. Street crime can also be addressed using crime prevention through environmental design (CPTED) by using surveillance and access control.

Some techniques to consider are street closure, conversion to a one-way street (a study should reveal which way is the most advantageous), parking restrictions, traffic calming, lighting and surveillance enhancements or deterrents, and conversion of illegitimately used space to a legitimate use. Law enforcement officers have a responsibility to reduce the fear of crime which is present in many neighbourhoods. The needs of the community are not static and this dictates different policing approaches. Because of the constant change in policing priorities the SAPS are obligated to satisfy the requirements of the community they serve. These needs will only be known to the police if crime prevention officers are engaged in programs involving active participation by the community, like the Neighbourhood Watch who assist SAPS to address crime and the fear of crime.

This study shows that the community will only feel safe if criminals are removed from the neighbourhood, therefore the police should, with the cooperation of the public, try various techniques to focus on efforts in reducing the opportunity for criminal activities, for example illuminating illegal drug and alcohol premises with the cooperation of specialised units such as the narcotic and gang squad. The model of community crime prevention exists as a holistic approach for dealing with chronic, long-term public safety problems.

Travis (as quoted by Albrecht & Das, 2011:6) writes about crime prevention verses community policing and states the following:

- The police will solve problems, not just respond to calls of service;
- The police will develop constructive new partnership with the community, not serve as occupying forces;
- The police will be more effective at reducing and preventing crime;
- The morale of the police will improve as they see the fruits of their labour. Police organisations will become more decentralized, hierarchical structures will be flattened, and specialists imprisoned in out-dated chains of command will be replaced by generalists more responsive to a changing world;
- Police will help organised communities so they can help themselves;
- Public trust in the police will increase as stereotypes dissolve and understanding is enhanced; and

- A desirable end state for crime prevention must be described. Most importantly, this end state must be one that can be used as a guide for selecting policing tactics and situations, and to evaluate the effectiveness of existing strategies.

It should remain the endeavour of the SAPS to stay current with the trends that are emerging from the criminal world, while being ever vigilant in educating the public about existing prevention techniques. Arrington (2007:177) also points out that crime prevention practitioners and community police officers are innovative creatures, and once new trends are recognised, studied, and understood, they develop prevention programs or problem-solving techniques to address them. The crime prevention component is a vital asset to any police station because they focus on proactive strategies to prevent future crime from occurring.

The crime prevention unit is responsible to develop and strengthen crime prevention techniques that create a vibrant public and business partnership. It identifies and delivers best practices and lessons learned to help strengthen these partnerships. Crime prevention officers collaborate closely with local partners and stakeholders to integrate and synchronise crime prevention campaigns, initiatives and programmes. This section in the SAPS is ideal to strengthen police-community relations because of their direct involvement in the neighbourhood.

Officers who are part of the community are more likely to be aware of problems in the community, be observant to crimes in the community, and be apt to initiate actions to prevent or solve crimes in a community of which they feel part of (Arrington, 2007:166). The great American crime decline of the 1990s produced changes in policing as a major influence on crime rates. The expansion of police manpower was an important part of the 1990s by most measures, and some observers gave credit to larger numbers of police in explaining the crime decline.

The major political milestone in this story was President Clinton's focus in the federal crime legislation of 1994 on a legislative initiative to fund 100,000 new police at the municipal level (Zimring, 2007:76). Here it was clear that size does matter and with more police officers at local level, with new and more effective strategies to fight crime, fewer crimes may be reported.

Community members do feel safer when police are constantly visible and involved in community projects, even without a crime decrease. Crime prevention officers are directly involved in neighbourhoods because of their function to combine forces with community stakeholders in the fight against crime.

While our society changes, crime changes with it. Criminals have become increasingly sophisticated in their techniques, and the reason is simple – crime prevention works. If crime prevention techniques did not work, the criminals would feel free to continue using the same tried and true methods. Because of the dedication of crime prevention practitioners the information is getting out and being heeded, forcing the criminal to change methods, locations, and even crimes of choice. Such changes are a testament to the success of crime prevention and community involvement (Arrington, 2007:177). It is thus clear that local police stations should comprise of a crime prevention unit to focus on proactive and problem-orientated policing in collaboration with the community.

This research reveals that crime prevention members should constantly receive training to improve their effectiveness in preventing crime due to technology modifications and experimental criminal minds. One of the most popular proposals for improving the quality of policing in the United States has focused on better educated officers. The idea that a college-educated police officer would be a better police officer spawned a federal program that provided millions of dollars annually in support of such education.

The U.S Department of Justice (1999) created the Office of the Police Corps and Law Enforcement Education program to weave a college education with state-of-the-art police training to produce highly qualified personnel who are able to confront the demands and intricacies of 21<sup>st</sup> century policing (Scaramella et al., 2011:83). It is evident that a professional person is an educated individual. We are living in a world of constant change, crime change, policies and legislation changes and any expert realises that ‘improving knowledge’ is the best weapon of success. The SAPS are challenged not just by new policing paradigm, but also by their declining relevance and effectiveness as the central organisation of crime control.

This study reveals that some community stakeholders do not consider the police as professionals due to personal past experiences. Perceptions of incompetence could be harmful to any organisation and obstruct partnership.

### **5.2.5 New Zealand (NZ)**

The New Zealand Police Service is a community-based organisation which promises its citizens competent personnel, a service that will be good value for their tax dollars and aimed at meeting the community's service expectation. The police rely on a range of partner organisations, as well as the efforts of individuals, families and communities. Policing is delivered within a networked and cooperative environment, with significant contributions from local authorities. Their mission is to work in partnership with communities to prevent crime and road trauma, enhance public safety and maintain public order.

Police Principles are:

- Principled, effective and efficient policing services as a cornerstone of a free and democratic society under the rule of law;
- Effective policing relies on a wide measure of public support and confidence;
- Policing services are provided under a national framework but also have a local, community focus;
- Policing services are provided in a manner that respects human rights;
- Policing services are provided independently and impartially; and
- In providing policing services, every Police employee is required to act professionally, ethically and with integrity (New Zealand Police Strategic Plan, 2010:1).

The prevention of crime should be crucial to any law enforcement authority; it not only reduces crime but ensures community welfare. The SAPS should meet the community's expectations if cooperation from the public is required. It is vital for the police to collaborate their strategies with other government and community stakeholders in their venture to protect and serve citizens, as implied in the SAPS Annual Performance Plan.

The effectiveness of the police depends excessively on the cooperation and trust of the community. The police are a community-based organisation and should be community-focused when preventing crime.

### **5.3 THE ROLE OF LOCAL GOVERNMENT IN CRIME PREVENTION**

Crime prevention is not about one agency or organisation acting on its own; several groups must work together in a partnership. Establishing public safety is among Local Government's fundamental obligations to its citizens (Plant & Scott, 2009:8).

#### **5.3.1 Botswana**

In keeping with the requirements of the international practices, the Botswana Police Service designated a local agency to direct, manage and coordinate crime prevention efforts. A central office, the National Coordinator and dedicated personnel have been identified under the Criminal Investigations Department Branch. Crime prevention officers at local level (Districts and Stations) have been identified and are accountable to the National Coordination Office.

The mandate of this office is as follows:

##### Develops and supports effective community policing initiatives –

- Coordinates community policing activities in the country;
- Develops, coordinates and monitors programs at national level;
- Provides policy advice about crime reduction initiatives by facilitating partnerships between the police and other partners.

##### Provides evidence based advice about what works in crime prevention –

- By evaluating the success or failures of crime prevention programs; and
- Crime analysis to guide strategies.

##### Support community partnerships –

- By coordinating other departments, police and community crime prevention partnerships; and
- By stimulating and sustaining community involvement in crime prevention.

To budget for community policing –

- Finances programs at stations and districts level; and
- Finances the production of awareness material.

Undertake research on prevalent crime –

- Analyses crime statistics and initiates research on the worrisome crime.

Production of awareness material –

- Produces booklets for distribution to the general public; and
- Produces Radio, Television and Newspaper adverts to sensitise the community about crime trends.

To maintain records of community policing activities throughout the country –

- Number of programs conducted such as Domestic Violence, Youth Anti-Drugs etc.
- Number of Neighbourhood Watch schemes, business watch and others formed.

Training of members of the Service on community policing –

- Capacity building Coordinators;
- Other members of the service; and
- Committee members (*Role and Mandate...*, 2011).

The Botswana government, including other governments in countries like Australia, England and the United States of America has realised the importance of crime prevention for the past decades. Because of the vast array of crime prevention, these governments assigned this important task to agencies, entities or councils outside of the police. These agencies coordinate all aspects, including training and policies about crime reduction initiatives by facilitating partnerships between the police and other partners. The government recognises that crime reduction is the obligation of every citizen. A safer and more caring nation is categorised by neighbours watching out and helping out.

### 5.3.2 Australia

Local Government is increasingly seen to be a key player in the development and implementation of community level crime prevention programs. Across Australia, virtually all government crime prevention agencies include Local Government in the development and delivery of their respective crime prevention strategies. Pressure for greater involvement by local authorities has come from both central and Local Government, as well as local communities. In its report dated 4 June 2012, the Institute of Criminology states that there is a growing recognition that local authorities are well placed to lead community crime prevention initiatives (Australia. City of Sydney, 2010).

Some of the reasons for this include:

- Research shows that a great deal of crime is very local in nature (e.g. domestic burglary, anti-social behaviour, and certain forms of violence). There is also growing evidence about the effectiveness of locally organised crime prevention actions;
- Local Government is frequently well placed to coordinate and manage crime prevention responses across the community. For example, Local Government often has existing community consultative mechanisms that can easily be utilised in the problem-solving process, which is so important for effective crime prevention actions;
- There is an increasing community expectation that Local Government will assume some level of responsibility for initiating or directing actions against crime issues that are seen to be affecting local amenity and quality of life. In this sense, the local authority is the level of democratic process closest to, and reflective of, the needs of communities; and
- Local Government frequently has the most appropriate management infrastructure and skill provided by Local Government that may be relevant to the crime prevention process include: environmental design; land use and zoning; provision of street lighting; public events management; local human services; and community recreation services.

According to Sutton, Cherney and White (2008:64), in Australia CPTED have become popular among police, Local Government authorities, and state and territory crime prevention units. A number of CPTED policies or guideline systems have been formulated. Weatherburn (2004:160) notes that the first modern Australian government experiment with crime prevention began in 1989, when South Australia announced a well-publicised and well-funded program known as 'Together Against Crime', described as the most significant attempt in Australia's history by any State or federal government to address crime prevention through means other than traditional criminal justice approaches.

The essence of the original program was a system of regional committees charged with responsibility for developing a crime prevention program in their area. The regional committees had representatives from both state and Local Government agencies. Under the program these committees were to be provided with information that would assist them in analysing and responding to crime and expert advice on how to prevent it. Importantly, special efforts were to be made to improve the capacity of police to identify and analyse crime problems and to work cooperatively on solutions to those problems with other agencies and community groups.

The idea behind crime prevention is that it ought to be possible to intervene before crime occurs with a view to preventing it, rather than intervening after it occurs in an attempt to discourage it. Amalgamation of crime prevention strategies between various key role-players could also contribute to a combined system to address community safety needs. Many people can be involved in turning an idea into a policy. Crime control is not the exclusive prerogative of the police or those who manage the criminal justice system. Local Government is in a somewhat better position to influence the supply of opportunities and incentives for involvement in crime, through their development control plans and the services and recreational facilities they provide.

According to Weatherburn (2004:209), municipal and shire councils can exercise direct control in this domain through the policies they adopt in relation to such things as building design, public space development and local business practice. They can also exert some degree of indirect control through the relationships they establish with local police.

This research reveals that drug-related crime is one of the policing priorities in the Cape Winelands District Municipality. The National Drug Master Plan (2006) as discussed in paragraph 3.3.8 confirms the importance of Local Government in the fight against drugs. This document urges Local Government to establish local drug action committees (LDAC) because they are part of and closer to the people. Such committees embody community stakeholders from all sectors. Local Government is well placed to design and implement a crime prevention guidelines targeted at specific drug-related crime problems for both short and long-term interventions. Such a plan could substantiate the need for increased national government funding or financial support from businesses or donors in creating a drug-free environment.

### **5.3.3 Canada**

Local Governments in Canada control some of the key areas for social development, such as police services, housing, transportation and recreational services. Municipal governments are also in the best position to work directly with community groups and citizens to establish and maintain effective local programs. In this study, the researcher has found that Canadian municipalities faced challenges of having limited revenues, strict budgets, and restricted powers of taxation. Some municipalities made crime prevention through social development a priority. In early 2004, Toronto made a radical change in its approach to crime, with the adoption of its own municipal crime prevention strategy.

Because of gun violence and youth crime, the mayor of Toronto has made a commitment to balance law enforcement with effective crime prevention by focussing specifically on the many social factors which contributed to insecurity in Toronto. This plan included the creation of both a Mayor's Advisory Panel on Community Safety and a Community Safety Secretariat to ensure the successful coordination of a multi-sectoral strategy to tackle the underlying links to crime. All crime prevention efforts in Toronto were then directed specifically towards at-risk neighbourhoods, and focused on guns, gangs, and increasing economic opportunities (*Violence prevention...*, 2008).

The nearby Municipality of Waterloo also has a Community Safety and Crime Prevention Council who work with residents and local partners in building a safer and stronger community, with less crime and insecurity. The success of the council has been attributed in large part to its direct collaboration with city officials and municipal leaders. To help other municipalities take on the challenges of crime prevention through social development, the Canadian Federation of Municipalities has developed a policy statement on community safety and crime prevention, as well as a manual on municipal crime prevention.

This municipal association manual provides a detailed account of what municipalities' can- and should- do to implement effective crime prevention strategies in their communities. The Federation is making crime prevention through social development one of its priorities as it pushes the federal government to allocate more money to municipalities (*Violence prevention...*, 2008).

#### **5.3.4 England**

The last decade has seen major shifts in thinking about who should be responsible for preventing crime. According to Moss and Stephens (2006:3), traditionally the police had been assigned primary responsibility for the crime prevention task. However, the Morgan Report 1991 sought to allocate responsibility for crime prevention to local authorities. A less radical option was legislated in the Crime Disorder Act (1998). Under section 17, local authorities and the police were designated as jointly responsible. This act specifically imposes on each local authority to exercise its functions with due regard to the need to do all that it reasonably can to prevent crime and disorder in its area.

In this study, the researcher found that comparative criminological research suggests that there are convergent and divergent processes at play of which there is a redefinition of the governance of security and crime control occurring in Europe and in particular at the local level. Tilley (2005:24) states that institutionally there is a growing number of new actors and emergent occupational practices involving new methods and technologies through the technique of partnership (policing and security) across many European nation-states.

Alongside these institutional developments there is the parallel articulation of new problems, ranging from the control of local disorders and incivilities and minor but persistent street crimes, to management of the volatile mobility's of migrant people. And in turn, with the rise of locality-based policies which attempt to get the public authorities closer to local populations and their fears. In addition to the most formal mechanisms of accountability to the law and to a democratically elected political authority, a range of other institutions and processes are employed to hold the police to account.

In some places, independent bodies have a role in investigating complaints against the police – such as the Independent Police Complaints Commission in London or the Northern Ireland Ombudsman's Office. In many countries there are also neighbourhood based monitoring organisations – such as Community Police Consultative Committees or Civilian Review Boards – which have a role in ensuring that police act in ways that are acceptable to local communities and meet their expectations. Other kinds of 'soft' mechanisms for policing the police include the role of investigative journalists, police monitoring groups, human rights associations and so on.

In federally decentralised systems, such as the USA, political figures holding the police to account include state governors or the mayors of big cities to whom such forces as New Jersey State Troopers or New York Police Department are kept accountable (Bowling & Sheptycki, 2012:96). Accountability goes hand-in-hand with employment. Every remunerated employee of any company or business is kept accountable for his or her duties. Every labourer has a job description by which he or she must abide, linked with a performance agreement. This is common practice in the private sector, where productivity, management and client satisfaction is essential.

When an employee's raise in salary or bonus is determined by his or her job performance, any employer will surely reap the benefit because that worker will perform his or her duty with professionalism. The public sector should be no exception. All government departments have strategic objectives which should be implemented in a set time frame. If set goals are not properly managed, they will never realise which will be a liability and fruitless expenditure for the government.

Citizens pay tax to the government and expect state rewards as instituted in the country's Constitution (1996). Therefore, government should keep police personnel accountable for their duties which are guided by legislation. Accountability produces professionalism which is compulsory in any occupation.

Illicit drugs are an international policing concern. Tilley (2005:573) indicates that criminal policy was slow to recognise the distinctive relationship between drug dependence and acquisitive crime that is commonplace in developed industrialised societies. In Britain during the mid-1990s there was widespread recognition that conventional strategies of deterrence and incapacitation were poorly suited to the problem. By the turn of the century a broad policy consensus had emerged that the provision of community-based treatment alternatives for drug-dependent offenders was a more cost-effective approach to tackling drug-related crime than the use of custody, and carried fewer detrimental effects.

This study indicates that drug-related crimes highly increased over the past years. An integrated crime prevention policy or guideline which involves all stakeholders' cooperation could be beneficial for any municipal area. This policy consists of public safety measures where community role-players, including the police, develop their own awareness on how to prevent or deter crime in their unique municipal precincts. Central government shaping the field of crime prevention has been on a statutory footing since the Crime and Disorder Act 1998 in England and Wales. However, its roots can be found in Home Office and Conservative government development since the 1980s, set up to review local delivery in crime prevention.

Recommendations have emerged as the foundation for central government approach. They are:

- The introduction of the two concepts of community safety and (increasingly) crime and disorder reduction to signify a comprehensive and targeted local approach to crime control (as against crime prevention more narrowly defined); and
- A clear statutory responsibility for local authorities, alongside the police, for delivering the multi-agency partnership approach (Tilley, 2005:19).

According to Crawford (2009:23), the promotion of safer communities in England and Wales and across its diverse localities has had a long history through the establishment of institutions to ensure community safety partnership in crime and disorder reduction. This relative maturity in terms of multi-agency partnership, works in community safety across every Local Government locality. The Crime and Disorder Act (1998) imposes a duty on Local authorities, in exercising their various functions, to consider the crime and disorder implications and the need to do all that they can to prevent crime and disorder in their area. The purpose of the duty was to give the vital work of crime prevention a new focus across a very wide range of local services, putting crime and disorder considerations at the very heart of decision-making, where they have always belonged.

This study shows that crime reduction is at the heart of many citizens. The current crime statistics and the fear of crime is a concern in many neighbourhoods. Many people think that policing is a police function, but this research shows that policing is an approach to community safety where various community role-players interact to enhance community safety. The prevention of crime is only possible if a variety of measures are put in place by a range of agencies with the purpose of ensuring a quality of life for everyone. Every inhabitant should be aware of criminal activities and their responsibility in the prevention of crime.

Because crime does not discriminate against any person, age, race or location; crime prevention should be a personal responsibility where citizens realise their contribution in keeping themselves, their families and communities safe from crime. Local Government have a wide collection of local municipal services and are at the core of local communities to coordinate crime prevention programmes with the participation of other stakeholders, of course.

### **5.3.5 The United States of America (USA)**

According to the USA National Crime Prevention Council Strategic Plan (2007:6), this council has built an impressive record during 25 years of service to America. The National Crime Prevention Council (NCPD) is one of America's most powerful forces for citizen mobilisation.

This document also states that prior to the 1980s, most people didn't believe that this council had any useful role to play in preventing crime; they thought it was exclusively up to law enforcement to protect them. A quarter of a century later, thanks to the NCPC that has changed – and for the good of all. Now people everywhere understand that preventing crime is their business!

Founded in 1982, the NCPC promptly became the nation's focal point for crime prevention; undertaking efforts that helped America achieve its lowest crime rate in more than 30 years. This council collaborates with justice-related organisations, prevention practitioners, the business community and every profession and organisation that works directly with citizens. The goal of this NCPC strategy is to make America a safer and more caring nation; and to reduce crime's debilitating impact on society. It has four strategic goals, which are: to protect children and youth; to partner with government and law enforcement; to promote crime prevention and personal safety basics; and to respond to emerging crime trends.

This strategy confirms that the prevention of crime is a collective obligation and encourages all prevention practitioners, Local Government, justice-related organisations, the business community and local citizens to participate in combatting the ever-increasing threats to their safety. Its principles were developed by the Crime Prevention Coalition of America, which include more than 300 national, federal, state, and local organisations representing thousands of constituents who are committed to preventing crime.

The NCPC serves as the secretariat to the coalition. Its principles are:

- Preventing crime is everyone's business;
- Preventing crime is more than security;
- Preventing crime is a responsibility of all levels and agencies of government;
- Preventing crime is linked with solving social problems;
- Preventing crime is cost-effective;
- Preventing crime requires a central role in law enforcement;
- Preventing crime requires cooperation and collaboration by all elements of the community;
- Preventing crime requires education;
- Preventing crime requires tailoring to local needs and conditions; and

- Preventing crime requires continual evaluation and improvement (*National Crime Prevention...*, 2007).

USA government has various crime prevention awareness campaigns. The common thread among all crime prevention awareness campaigns is that they are designed to provoke thought and to draw attention to crime and its prevention methods. Such campaigns attempt to plant the seed that crime is a problem that does not discriminate. It is a problem that can happen to anyone. Once the seed is planted, the campaign's effort is geared towards educating people in methods to prevent crime. It is believed that with such heightened awareness, the citizen will be more careful and will implement the strategies of prevention that have been provided (Arrington, 2007:54).

This research proves that the annual 'Festive of Season' crime prevention awareness campaign, an initiative of Department Community Safety, are active and successful in all three municipal areas. This campaign draws partners from all government and non-government organisations, various community members and stakeholders to assist and ensure community safety during the months of December and January in the Cape Winelands District Municipality. Each police agency evolves over time through a complex process involving legislation, judicial rulings, labour contract negotiations, budget deliberations, executive orders, community demands and political pressures.

According to Tilley (2005:385), this is particularly the case in the USA where control of the police rests largely with Local Government. Consequently, there can be no universal objective standard by which to determine what are the proper duties and functions of any police agency, each agency negotiates this within the context of its political and legal environment. This study shows that police agencies form part of Local Governments in various states, each with their own judicial decrees, which secure police accountability and professionalism.

Section 206(7) of our country's Constitution makes provision for the establishment of municipal police services. It also confirms the Executive councils' responsibility for policing and ensuring effective cooperation among the spheres of government.

Politicians should ensure police accountability and make certain that the culture of human rights and the importance of upholding the law becomes a central part of policing. It is clear that Local Government is obligated by legislation to ensure police answerability to the local community. Local Government should therefore be involved and contribute to policing duties in creating a safe environment for all citizens. A municipal police service could also increase community safety through the monitoring of municipal by-laws, traffic law enforcement and crime prevention by means of visible policing.

Community policing remains the strategy of choice for municipal and county executives who understand that policing is a shared responsibility and who are looking to strengthen partnerships, build respect and appreciation between police and communities, and implement effective crime prevention initiatives. Local Government executives have a direct role in addressing crime and disorder in their communities through their ability to develop broad, collaborative partnerships among government agencies, businesses, and private citizens to implement public safety strategies (Plant & Scott, 2009:6).

A district crime prevention policy which consists of public safety measures where community role-players, including the police and justice, develop their own awareness on how to prevent crime in their areas could be fruitful to any community. Such a draft or guideline could give citizens peace of mind because they will realise that Local Government, police and justice, local experts, community organisations and businesses collaborates to ensure their safety. Even perpetrators will get the message that criminal activities in neighbourhoods are no longer tolerated.

Zimring (2007:186) notes that there are no money-back guarantees in the design of crime prevention initiatives. While no probability can be assigned to any jurisdiction reaching its downside potential, exploring the potential for crime decline has practical value, and if particular measures of potential decline can be validated, policy decisions can be better enhanced. In this study, the researcher has found that any proactive strategy consists of trial and error methods. Priority crime is not static and community expectations change which often causes policing techniques to adapt frequently.

The fact is that prevention is better than cure. Crime prevention strategies are a necessity and bring people together to exchange views on problem-solving techniques, identifying priority issues, development of preventative responses, engaging in efforts to reduce crime or a mixture of these. Local Government have the ability to develop broad, united partnerships among government agencies, businesses and local community members to implement effective crime prevention guidelines. According to Plant and Scott (2009:33), Local Government has a role to play in controlling and preventing crime and disorder.

One area is situational crime prevention – which originated not as a policing approach, but more broadly as a scientific approach to crime prevention. This approach focuses on reducing crime by designing safer environments and more-secure consumer products. Situational crime prevention has implications well beyond just the police function. Local Government has significant influence over the design of safe environments through zoning, planning, and land-use regulations, and perhaps even some influence over the design and sale of some consumer products that are likely to be either stolen or used as tools in crime. Local Government can be of great help in crime prevention through environmental design (CPTED) as discussed in Chapter 4, paragraph 4.10.

This study reveals that situational crime prevention is one of the SAPS strategic priorities which need the cooperation of Local Government and other community stakeholders, because opportunity reduction is the foundation of modern prevention programs and processes. According to Arrington (2007:34), situational crime prevention shifts the crime prevention focus away from merely trying to deter offenders through punishment and rehabilitation, towards convincing offenders that committing a particular crime is not worthwhile. Ron v. Clarke (1997) indicates that criminals rationally choose their victim. He identifies four measures by which this choice is made:

- The risk involved;
- The effort to be successful;
- The reward to be had; and
- The availability of excuses if detected.

The criminal will typically choose a target that offers less risk, less effort, more reward, and more excuses. A similar theory of accomplishing prevention, which is the four D's:

- Deny the use or access to the criminal;
- Delay the act;
- Detect the crime; and
- Deter the attack or crime.

### **5.3.6 New Zealand (NZ)**

Crime prevention is state-managed in New Zealand, and is developed as a government adoption of a radical neo-liberal reform programme. The logic of intense managerialism is emphasised as a crucial explanatory factor of the country's particular path in terms of crime control. New Zealand leads the world in economic reform. In 1993 *World Competitive Report* it was ranked first for its 'quality of government' (World Economic Forum, 1993); in 1984 it embarked upon widespread policies of deregulation and it is now recognised as the most deregulated economy in the world.

The New Zealand crime prevention strategy is a centrally developed and driven crime policy and as a result it has been essential to interview and thereby capture the internal working dynamics of central government officials. This strategy was compiled with the cooperation of the Cabinet, senior politicians, government officials and coordinators 'at coalface' who are responsible for implementing crime prevention and community safety in their local areas. These include members of the public, police, Local Government and so on (Hughes et al., 2002:241). The implementation of crime prevention policies in local municipal districts could play a major role in crime reduction focussing on neighbourhoods' individual policing priorities.

Integrated crime combating strategic plans will not only build on the successes achieved in the past by the SAPS but also chart a new direction for the police, by ensuring that their focus remains relevant to the policing requirements of the community they serve.

According to Albrechts and Das (2011:22), crime prevention policies should prepare local and regional groups including citizens, police and many other stakeholders to think about and respond interdependently to crime and disorder. Local policing strategies should be a conceptual framework that clearly identifies the goal of policing and provides a road map to get there.

Drakenstein, Stellenbosch and Breede Valley municipal areas each has its own unique policing challenges which alternate constantly because police priority crimes differ daily and therefore require new prevention, deterrence, partnership and innovative techniques. Local Government is best placed to identify and respond to changing crime priorities within their jurisdiction. In this study, researcher found that there is a better coordination between community organisations and Local Government than with the SAPS. Therefore it would be effective for Local Government to coordinate and mobilise a range of role-players in the development of crime prevention strategies.

According to Hughes et al. (2002:247), in 1989 the development of a crime prevention initiative in New Zealand progressed with the establishment of an Officials' Committee on Crime Prevention. In endorsing a community crime prevention initiative the 1989 report proposed a structure consisting of two main bodies. The first, and most important, was community committees or councils at the local level, comprising representatives of Local Government, in particular local authority mayors, and central government departments.

The aims and objectives of the community councils (committees) at Local Government level included:

- The responsibility for fostering the recognition that crime and its prevention concern the whole community and cannot be left to the traditional agencies of social control and law enforcement;
- The facilitation and coordination of local crime prevention projects and the resources and expertise of their members; and
- Promoting interest in and awareness of crime prevention at the local level.

Secondly, a small crime prevention unit at the central level would facilitate the establishment of local crime prevention committees, provide information and expert advice on crime prevention, and act as a liaison and a coordination mechanism between government departments, local committees and central government. The Safer Community Council Pilot scheme was launched in 1990 and the Prime Minister outlined the major principles underpinning the approach to crime prevention. Among them are the notions of partnership, coordination, cooperation and inter-agency approach, community empowerment and local solutions to local problems.

This research reveals that the Community Safety Forums Policy (2012) was approved by the National Minister of Civilian Secretariat for Police. The Community Safety Forums (CSFs) is responsible for the following key functions:

- Ensuring that synergies are realised through cooperative and integrated functioning among government departments and relevant institutions or structures on issues of community safety;
- Facilitate the execution of regular safety audits, in partnership with civil society, and coordinate the development of a Safety Strategy and Plan (SSP) and its alignment with national, provincial and local priorities and plans; and
- Coordinating, monitoring and evaluating the implementation of safety programmes or projects (Community Safety Forums Policy, 2012:13).

Local Government is in a central position to ensure that various stakeholders are kept accountable in building public safety. In addition to securing public safety for its own sake, a community's reputation for public safety heavily influences its appeal as a place to raise a family or open business.

#### **5.4 CONCLUSION**

An integrated approach to crime prevention would not only ensure public safety, but also contribute to a more caring society where neighbours watch out for each other and helping one another to secure a healthy quality of life for everyone. Crime levels in South Africa are affected by many of the same universal factors which manifest themselves in other countries.

Ralph Waldo Emerson once said 'The years teach much which the days never knew'. Endless comparativeness and evaluation – internationally, should become a common occurrence when addressing crime.

As a third world country, our government should continue having an open mind when strategising crime control and in learning through trial and error from other countries. We continue to live in brutal times, with old crimes and punishments coexisting alongside the new reductive architecture of control and security. International experience of crime prevention suggests the need for programmes to gain knowledge through an incremental process of experimentation or 'learning by doing'. This is often not the case in a highly charged political environment where there is the tendency to rely on crime prevention programmes to do too much too soon. This is a particularly important point to emphasise, given that all crime prevention initiatives in the country are in a fledgling stage in their development.

The way forward – “Indlela ibuzwa kwabaphambili”, a Zulu proverb that literally means – a way forward is asked from those who have travelled down the road (Forward of previous National Police Commissioner, Strategic Plan 2010-2014). It is clear that we may learn as much from diversity as from uniformity, within the nations, across above-mentioned countries and globally. The goal of any police agency is clear – to protect and serve all citizens focusing on community policing. It is policing that is other-people centred and not self-centred, which involves any measure aimed at preventing crime. Quality of life can only be improved or maintained when citizens play a major role.

The role of the police is to assist the community in this endeavour by maintaining a healthy police-community relation. Local Government has a fundamental obligation to its citizens to establish public safety and executives can ensure that police and other government functions are being carried out effectively, sufficiently, and fairly.

## **CHAPTER 6: POLICING PRIORITY AND CRIME PREVENTION IN THE CAPE WINELANDS DISTRICT MUNICIPALITY**

### **6.1 INTRODUCTION**

Crime prevention involves the disruption of mechanisms which cause crime events. The prevention of crime in enhancing community safety has never been higher on the political or professional radar in the Western Cape Province. This research indicates that if community policing is an active function of the SAPS, not only will the public's sense of security increase but so will their confidence in the police as an effective service organisation. When there is trust there would be cooperation which is the essence of preventing crime.

Tilley (2005:758) explains that community policing is a decentralised form of policing with a particular focus on local neighbourhoods, where local priority issues are identified and addressed often through problem-solving involving residents and businesses. The unique needs of any community should be taken into consideration, when combatting crime. Our Constitution (1996) is clear, in that it places the responsibility to determine the policing needs and priorities of the communities on the shoulders of the Provincial Executive.

Crime needs to be addressed in a multifaceted approach and community involvement is an integral part of strategies to address crime. The continued participation of communities, who are the recipients of law enforcement, remains important. The Cape Winelands District Municipality that includes Drakenstein, Stellenbosch and Breede Valley municipalities is known for its viniculture. Its cellars are well known for the quality of wines produced and winning numerous international competitions.

The Region is also increasingly marketing its tourism potential and taking advantage of the popularity of the wine route such as Route 62, which criss-crosses the region, along with numerous hiking trails. Agriculture and farming contribute significantly to the growth of the region and currently contributes 7.9 per cent to employment.

In this study, the researcher has found that the three (3) priority crimes in the Cape Winelands District Municipality are drug-related crimes, sexual crimes and murder. Crime has a significant impact on any economy. It can hamper growth and discourage investment and capital accumulation. Therefore, if effective policing is not enforced, it could have the potential to derail both social and economic prosperity. Public safety is the protection and securing of residents and their property, prevention of anything that may threaten them, investigation of crimes and community participation in efforts to address causes of crime.

According to Tilley (2005:765), plural policing is the involvement of the extended family of policing agencies going beyond sworn officers also including police specials, neighbourhood wardens, police community support officers, security personnel, etc. This chapter focuses on some main policing challenges that are overall evident in Drakenstein, Stellenbosch and Breede Valley municipal areas, as indicated in the SAPS Annual Performance Plan 2012-2013 (South African Police Service, 2012) and the Integrated Development Plans of the Municipalities (2007-2011). When the SAPS and Local Government join forces to ensure public safety, such initiatives could lead to crime reduction, effective policing and reduce fear of crime in neighbourhoods.

## **6.2 DRUG-RELATED CRIME**

As indicated in the SAPS Annual Performance Plan 2012-2013 (South African Police Service, 2012) illegal drug usage and the abuse of alcohol are some of the main contributors to the perpetration of violent crime. While from an operational perspective much effort has been put into the confiscation of illegal drugs, the dismantling of clandestine drug laboratories, the confiscation of liquor from illegally operating premises and the arrest of drug syndicates, indications are that the volume and use of illegal drugs is still escalating (South African Police Service, 2012-2013:2).

According to the South African Police Service Crime Research and Statistics of the Western Cape Province, drug-related crimes have increased over the past five years (*Western Cape...*, 2013). Drug-related crime statistics in the Western Cape Province for the period April 2006 to March 2011 was as follows:

**Table 6.1: Western Cape Province Drug-related Crime Statistics**

<b>Crime Category</b>	<b>April 2006 to March 2007</b>	<b>April 2007 to March 2008</b>	<b>April 2008 to March 2009</b>	<b>April 2009 to March 2010</b>	<b>April 2010 to March 2011</b>
Drug-related	41 067	45 985	52 781	60 409	70 588

This study proves that drug-related crimes are prevalent in all three municipal areas and of great concern to the SAPS and community leaders. The need for greater coordination between various government departments to prevent drug trafficking, manufacture and distribution of drugs is obvious. The National Drug Master Plan (NDMP 2006:13) provides for provincial departments to take full account of substance abuse issues in their activities and budgets through the implementation of their mini-drug master plans (MDMPs), which are operational plans of departments.

It therefore becomes important to review current drug policies and practices to possibly view illegal drugs as having multi-dimensional social implications, with practices embedded within broader social contexts. The exploit of drugs is a wide spread dilemma and the most common problem is the drug known as '*tik*', which is currently a wave that is washing over our communities as a tsunami. In order to address the cause of drugs through crime prevention, one needs to know its origin and consequences.

Crime prevention is all about taking action to stop future occurrence. The methamphetamine drug has a long history. It was first developed in 1919. *Tik*- or crystal, meths, straw, ice or tjoef – is a synthetic drug that resembles crushed ice or rough salt. It is a psycho-stimulant and while the parent ingredient of *tik* is amphetamine, it also contains toxins that thin the blood for quicker uptake and enhanced effect. The drug can be taken in tablet form or by injection but, is commonly sold underground (illegally) in crystal form, packaged in tiny, zip-sealed plastic bags.

Methamphetamine drug was prescribed as a medicine for congested noses but its use was limited and not much was known about it (Roets, 2007:20). In fact, the more we learn about the drug, the more we realise that apart from its devastating physical consequences it also results in people becoming mentally disturbed and disordered. In this study, the researcher has found that addicted drug users, a common phenomenon among the youths, have parents and community leaders worried. They are desperate about these children's health and gravely concerned about the youths' irresponsible and irrational behaviour. Lives are being laid to waste and addicted youth have lost direction. They struggle to stick to school or to work. Many have turned to habitual crime to continue '*tikking*'.

What makes *tik*, also known as the devil's drug more frightening than other substances, is that it causes aggression and heightens sex drive. These addicts have no conscience when high or craving for the next fix. This causes users to steal more, enabling them to buy drugs again or become perpetrators of violent crimes. According to Tilley (2005:298), "crime experts see drug use as the root of theft problems in the UK". Drugs is not only harmful to users, but to the whole community. The *tik* wave is becoming a washout, which will drown us all if we are not preventative and if nothing is done about the drug problems in our neighbourhoods.

Everyone is directly affected because victims of crime feel the damage and our economy experiences the loss, for no one (including tourist) would want to be in a town known for its many illegal drug and alcohol premises. Such properties usually lure various kinds of criminal activities and are known in police terms as 'crime instigators or generators'. To prevent neighbourhoods from becoming high crime areas, communities should actively support the maintenance of safety and security within their environments by reporting illegal activities to the police and following up on the results of their initiatives. They should work together with police and law enforcement officers and involve themselves in social development of community forums.

A zero tolerance attitude towards drugs should be inculcated in communities. This research shows that Local Government, in cooperation with the SAPS is currently best positioned to coordinate crime prevention programmes, since they are rendering local services.

Substance abuse issues are encountered at every level of the criminal justice system from the international trade in drugs and the use of the proceeds of that trade for corrupt ends to driving under the influence of alcohol or drugs.

Drug-related crime, which is committed on both the supply and demand side, falls into the following three main categories:

- Crime due to the psychopharmacological effects of drugs ingested by the perpetrator, for example alcohol, certain stimulants and hallucinogens;
- Crime due to the need to pay for the perpetrator's expensive drug habit; and
- Crime as a by-product of involvement in drugs and/or drug trafficking, for example violent territorial disputes between rival drug gangs and violent confrontations between frustrated communities, the police and drug dealers and syndicates (NDMP, 2006:14).

Local Government can also play a policing role if a property is identified by an intelligence-driven police investigation as an illegal drug or alcohol premises, or a location that generates priority crimes. They can put zoning laws in place to prevent criminal activities. Zoning laws allow certain types of structures in certain areas where a conflict is not likely to arise. The purpose of zoning laws typically includes a reference to providing for the health and/or safety of citizens. These statutes often include a requirement for property owners to maintain their property in a certain condition. This includes requirements to remove weeds and trash; how to handle abandoned vehicles; and storage guidelines.

This law also generally will have some provision for the locality to remove the above-mentioned nuisances, after providing due notice to the owner, and to bill the owner for removal of nuisance. Some crimes are related to the use of abandoned or dilapidated houses owned by an absentee landowner or homeowner. The absentee homeowner views the property as an investment to be sold later. Many do not live in the neighbourhood and sometimes do not care that the house creates a haven for criminal activities.

According to Arrington (2007:25), zoning laws provide for the non-compliant as well and ultimately force home or landowners to pay attention or release the property to the government or legitimate owners.

Zoning laws allow Local Government to assist the police (problem-oriented policing) in addressing the problem rather than the symptoms. For example, to do nothing about the problem but attempt to deal with the criminal activity that is encouraged by the property is similar to bailing water from a boat with a hole in its hull; you can only keep the boat afloat for so long. When by-laws on zoning are functional, landowners are pushed for compliance in order to make the property less attractive to the criminal element.

When municipal areas have their own drug law enforcement squad that addresses illicit drugs through strategic intelligence driven methods, they could eliminate drug dealers. These should be trained policing experts who specialise in drugs through proper intelligence-driven analyses, investigations, implementations and prosecutions. According to Weatherburn (2004:218), the Federal drug law enforcement agencies have made very effective use of strategic intelligence on methods of illicit drug importation in developing new strategies to stem the flow of illicit drugs into Australia, and track down those who use the internet to exchange child pornography. A specialised drug unit in every municipal area could through successful prosecution, make a big impact on violent and juvenile crimes.

The researcher believes, through experience, getting police or law enforcement officers to go into schools and warn young people about the evils of illicit drug use certainly doesn't work. An effective prevention programme is necessary which provides scholars with short- and long-term effects of drugs, teaches students how to resist the social pressures to use illicit drugs and most importantly, provides mentoring and support over an extended period.

### **6.2.1 The South African Narcotics Bureau (SANAB)**

The most concerning development on illicit drugs has been the discovery of several operational meth labs in Nigeria and South Africa in 2011 and 2012, revealing that Africa has advanced beyond simply a transit hub and is now an active producer of illegal drugs (Bybee, 2012:76). This raises a huge concern because the country does not have a specialised unit to combat drug-related crimes, considering the drug-dilemma that is hovering over our communities. The South African Narcotics Bureau (SANAB) unit which was part of the SAPS was shut down in 2004.

This study reveals that only certain drug-related crimes, involving gang or drug lords, are investigated by the SAPS organised crime unit in Cape Town. Drug-related crimes are investigated by local police stations.

There are various community petitions urging the Minister of Police to reinstate SANAB unit because of the high crime statistics on drug-related crimes and on the Minister of Justice and the government to review harsher sentences for convicted drug dealers. One petition was published by John Peller to all South Africans on 27 November 2011. He states in his petition that research proved that drug-related crime has increased by 87% since SANAB was disbanded. The SAPS reported 62,689 drug-related crimes (2003/2004) but that figures reflect an increase to over 117,172 and increasing every year.

Organised crime, as root of the drug problem, fuels corruption and contributes to political instability. The drug threat promotes poverty and empties Africa of its wealth, impedes development and chases away foreign investments (Peller, 2011: no page number). The community expects government to address the drug problem and reinstate specialised units. According to Weatherburn (2004:43), the mere existence of a taskforce, committee or government agency seems to be taken as evidence that governments are fully exploiting the leverage open to them to prevent or control crime.

This study found that various researchers and surveys proved that drug and alcohol related crimes could cause criminal activities and that most countries have effective strategies in place to reduce drug and alcohol related crimes. A specialised drug and gang unit was approved in 2011 by the Cabinet of the Western Cape Government as a policing need and priority for the Province, but it is not active at this time. The Community Safety report also mentioned that the Western Cape Province has been particularly hard hit by drugs and gang activities; and gang violence is rife and has recently spread to areas not traditionally associated with gang activity (WCP Policing Report, 2012:9). The every-day drug related crimes are investigated by the local police detectives with various other cases, including serious crimes such as murder and rape.

If illicit drugs are dealt with effectively through an inter-government approach, it could improve community cooperation. When citizens work together to build safer communities and reduce crime, it could boost the country's future financial status and lessen the fear of crime. The Cape Winelands District Municipality was identified by the provincial government as a high drug environment where drugs, especially 'tik' are a common problem in the various neighbourhoods. The drug-related crimes for 2011 increased by 2 238 in comparison with 2006. The following priority crimes statistics were announced in the Cape Winelands District Regional Development Profile (CWD RDP, 2011:2).

**Table 6.2: Cape Winelands District safety at a glance**

<b>Priority Crimes Reported</b>	<b>2006/2007</b>	<b>2007/2008</b>	<b>2010/2011</b>
Drug-related crimes	4 493	5 421	6 731
Sexual crimes	1 188	164	1292
Murder	267	308	262

Many community leaders, parents and children of Drakenstein, Stellenbosch and Breede Valley municipal areas are embittered and several community anti-drug poster demonstrations are regularly held in neighbourhoods. Community members march through towns demanding government to address illegal drug usage (Cupido, 2013:1). To notice that it is not only adults who are discouraged, but also young children's resentment to illegal drugs, proves the seriousness of the drug perplexity. If Local Governments' intention is to improve the quality of life in neighbourhoods and the SAPS to ensure safety, then surely the need for integrated intelligence-driven programmes should be top priority.

Drug-related convictions could be more effective if every municipal area has specialised and trained police and law enforcement officers with the necessary knowledge about the variety of drug policies, legislations and changing crime prevention techniques. This study proves that not many affordable drug or rehabilitation institutions are available in Drakenstein, Stellenbosch and Breede Valley municipal areas.

Many parents and local communities are helpless and in desperate need of government intervention to provide drug establishments and new drug policies. Because most drug centres are overcrowded, young perpetrators are sent to jail which does not solve their drug problems but rather makes them professional prisoners.

Fraser and Moore (2011:203) states that the illicit drug trafficking problems can be minimised only through a major shift in regulatory philosophy which recognises that many who engage in drug trafficking often do so to subsidise their own extensive drug use and are more responsive to treatment than to punishment. Those stigmatised by society as 'criminals' are prone to adopt that label and, as a result, continue or deepen their involvement in crime. When the SAPS and Local Government merge their crime prevention strategies, they should incorporate drug experts or professionals to assist with addressing drug-related challenges.

Functional Community Safety Forums (CSFs) which consists of various stakeholders are ideal to formulate a draft crime prevention policy, with guidelines to combat drug-related crime. Every municipal area has experts in various fields who could highly contribute to the effectiveness of a safety committee. All three municipal precincts have distinct colleges and a university. Fraser and Moore (2011:1) note that drugs are often spoken of in terms of their physical or psychological 'effects'. In turn, they are generally treated as the origins or causes of other entities, crime being perhaps one of the most widely assumed. Policies and strategies for acting on drug use should be based on knowledge of production on drugs, drug use and addiction.

### **6.3 YOUTH AND CRIME**

The children of South Africa have been accorded priority attention since the advent of the new democracy. This research proves that coordinating structures for the youth does exist, but their effectiveness in relation to substance abuse has to be improved. Information on substance abuse should be accessible to the parents of learners, and mechanisms for disseminating information should be identified and streamlined. Parents should take responsibility for monitoring and countering substance use among their children.

Children are not born drug abusers, and consequently parents should teach their children appropriate values long before peer pressure and other influences intervene. According to the NDMP (2006:15), major gaps still exist in intervention programmes for the youth, especially in rural areas. A special effort is required to establish proper youth programmes and to ensure that they are accessible to all young people in South Africa. The National Drug Master Plan describes the objectives for the youth as follows:

- To motivate the youth to refrain from abusing substances through on-going and integrated prevention programmes, including the use of drama, music and sport;
- To apply restorative justice in countering the drug-crime problem;
- To enforce the law rigorously in respect of the sale of alcohol, tobacco and other drugs to the youth;
- To ensure that schools offer effective drug education programmes, giving learners the facts, warning them of the risks and helping them to develop an anti-drug attitude;
- To promote a healthy lifestyle through awareness programmes;
- To develop effective national and local public education strategies focusing particularly on young people;
- To ensure that young people have access to life skills and other programmes that promote a healthy lifestyle; and
- To empower the youth to take charge of their destiny, for example through training young people as peer educators (NDMP, 2006:15).

The Criminal Justice System (CJS) makes an important contribution to the control of crime, especially concerning drug addicts and first juvenile offenders. This study indicates that parents and community leaders of drug addicts prefer a restorative process for the youth above sending them to jail, especially in cases of first offenders. They desire a justice system that would rehabilitate and assist their youth in implementing preventive strategies because there is currently no system in place. According to Weatherburn (2004:137), the criminal justice intervention system in Australia has been focused on juveniles, those who do not commit serious offences and those who do not have a substantial criminal record.

The focus on these offenders is driven partly by a belief that it is better to intervene early in an offender's criminal career than to intervene later. Restorative justice is said to provide an opportunity for those who have committed an offence to restore the harm they have done and, in so doing, be accepted back into the wider community. A recent study done in South Africa (2009) indicates that young people who do not use substances are 4.4 times more likely not to commit criminal offences than those who consume alcohol and other drugs. Substance use and abuse have consistently been linked to violent and criminal behaviour. Individuals under the influence of either alcohol or drugs often act in ways they would not ordinarily act when sober.

Some drugs diminish inhibitions or change individuals' moods and perceptions, which could result in them committing acts they would not normally think to commit. Substance use is associated with both violent and income-generating crimes by youth. While it may be difficult to ascertain whether substance use precedes or follows the delinquent act, researchers have found that these two factors usually co-occur. Therefore, if young people refrain from consuming substances, this should limit and even prevent their involvement in anti-social activities (Burton, Leoschut and Bonara, 2009:114). Prevention of violence by and against youth has been given much attention, and rightly so.

Not only are young people more likely to be victims of violence, but they are more often used by organised crime leaders to participate in criminal activities. It is a common practice for drug dealers to use children as intercessors, by acting on smuggler's behalf, also known as 'runners'. Youngsters are merchants, watch dogs or investigators, selling and transporting the illegal drugs. Teenage girls are used as drug dealers and prostitutes, which contributes to another problem of teenage pregnancies. According to USA national survey (National Crime Victimization Survey, 2002) youngsters between 12 and 24 years are not only probable to be victimised but demonstrated to be actually more violent than the rest of the population (Arrington, 2007:118).

It must be understood that young people act out violently, and are victimised, for numerous reasons. Some of the causes might be their lack of social skills, their parents' discipline styles or poor parenting, their home environment or absent fatherhood, their family's economic status, and substance use or abuse, etc. Alternatives to violence must be taught, modelled and reinforced to youngsters and law enforcement is ill equipped to handle such a monumental task alone. When the SAPS and Local Government work together as partners to combat youth crime, they may only act as catalysts. There are many other resources (the multi-agency philosophy) to assist them with the prevention of youth violence.

When working collectively some stakeholders could provide education in conflict skills, others can provide mentoring and modelling positive behaviours, and yet others may provide a safe and positive environment where a young person can spend time away from home, etc. All such partners are needed to implement successful crime prevention programmes to keep youngsters busy by improving their life styles and abilities. The known confidence-building phrase – '*what the mind conceives and believes it achieves*', is a true life-aptitude that our future leaders should realise. Today's youth are tomorrow's professionals, which is why our children's future is a government priority.

If substance abuse becomes a common way of life for young people, then we would have a scary future ahead. Alcohol has been recognised as one of the main contributors to serious and violent crimes. Child exploitation and child abuse in the Western Cape (includes the Cape Winelands District Municipality) was highlighted by NGOs involved in the field of social welfare. Street children, school drop-outs and better regulation of liquor trading, particularly in the residential areas, were also concerns of community leaders and which need government intervention. These challenges were identified by various stakeholders in the Western Cape Province Policing Need Priority (PNP) feedback report to Department Community Safety concerning policing priorities (WCP Policing Report, 2012:12).

According to Tilley (2005:566), findings of a survey done on young adults between 18 and 24 years regarding the association between binge drinkers (those who got very drunk at least once a month) and offending behaviour, indicated that the link between drinking and offending was particularly strong for violent crimes.

Related research identified an array of factors that young adults felt contributed to alcohol, crime and disorder. These included:

- The effects of binge drinking;
- Attitudes and motivations;
- Social and peer group norms; and
- The drinking environment.

Also, a Youth Lifestyle Survey (YLS) has identified the family, school and peer group as being important influences on a young person's likelihood of offending and highlights lifestyle factors such as drug use and frequent drinking as the most important predictors of offending.

Crimes against women and children including domestic violence are policing priorities, which despite continued success during the past, remains a challenging task given the prevailing socio-economic conditions in our country. This is an objective that the SAPS can't achieve on its own and will always require an integrated approach involving all communities and spheres of government (South African Police Service, 2010-2014:12). The developing and implementation of an intelligence-driven, integrated and comprehensive crime prevention strategy by the SAPS and Local Government as well as other government institutions, private security and civil society organisations will ensure such an integrated approach to be operational, effective and sufficient.

Drug and alcohol abuse amongst youngsters are a great concern in Drakenstein, Stellenbosch and Breede Valley municipal areas. These areas are well known for their various education institutions with a high student population. The Cape Winelands District Municipality has one university (the Stellenbosch University) and a few Further Education and Training institutions located within its boundaries. The Stellenbosch University, one of the leading South African universities, is based in Stellenbosch municipal area. Boland Further Education and Training College has a main campus in Stellenbosch and eight satellite campuses in Paarl, Worcester and Stellenbosch.

It is therefore imperative for these municipalities to have integrated intelligence-driven crime prevention contingency plans to ensure multi-agency cooperation regarding policing priorities to ensure a safe district.

The National Drug Master Plan (2006:15) recommends that specific treatment services have to be provided for young people because of their different needs. For example, young people occupy a dependent position in the family and society; they are more influenced by peers and popular culture; they often need education or vocational training; and they are more likely to use drugs.

For the purpose of sharing available resources, the crime prevention programmes of different departments should be integrated. Such as the after-care programmes in schools and multipurpose centres for unemployed youth, etc. Although some community centres implemented by Local Government do exist where the youth are incorporated, no crime prevention awareness or training currently exists for the youth. These community centres, also known as 'Thusong centres' which are centrally structured in neighbourhoods are ideal locales for public awareness on safety.

This study further discloses that various youth programmes are successfully active in the municipal areas, but very few locations for repeated offenders are available. Some young people are employed by criminals to commit crime, like drug trafficking, and many parents are destitute with children using the common drug called *'tik'*. Many community leaders agree that inhabitants expect the SAPS to prioritise this drug- dilemma in neighbourhoods. Various police managers confirm that policing of drug-related crime is impossible to be effective without the public. Many indicated that community members only complain but do not cooperate with police to convict illegal drug and alcohol suppliers. For the SAPS to be effective in their objectives they require cooperation from citizens.

A district crime prevention policy or guideline compiled by Local Government with the safety strategies, inputs, responsibility and commitment of all stakeholders in the municipal areas, is a foundation of developing partnerships and establishing public safety. According to Hughes et al. (2002:92), a successful policy of 'tough on youth crime' was launched in 1993 in New Zealand to tackle 'persistent young offenders' and break the cycle of anti-social and petty criminal behaviour. This study found that many youth programmes are available in all three municipal precincts, but lack frequent crime prevention awareness.

Crime is evident and occurs daily. The responsibility of personal safety should be taught to the youth, and incorporated in early development education.

This research reveals the need for a coordinated partnership approach to tackle escalating levels of truancy and the need to provide youth anti-crime programmes for the young unemployed. Elected and appointed Local Government officials who are held accountable for public safety are in the best position to effectively control and prevent common public safety challenges regarding the youth and to formulate policies. Through local consultations between inter-government departments, community organisations, professionals in various fields of expertise, and businesses a constructive draft crime prevention work document or even a policy could be formulated.

The first crime prevention strategic priority of the USA National Crime Prevention Council, as discussed in Chapter 5 (International Comparison), is to protect children and youth. This strategy confirms that the welfare of youth should be of great concern to any country, because they are the future nation. The Local Government crime prevention guideline, consisting of priority crimes in the area and preventative mechanisms could also include a separate programme which focuses on the youth. Its crime prevention strategies should cater for parents and youth due to the complexity of family life.

This study found that the welfare of women and children has precedence in both Local Government and SAPS objectives. Furthermore, it should remain an essential goal since every new generation of parents and children needs up-to-date information on how to keep children safe from crime. Because the very nature of crime changes over the years, the techniques for addressing crime must be changed as well. Now more than ever, with internet-based predators, cyber-bullying, and identity theft striking even young children, this need is vital. Giving children the chance to grow up in a secure and orderly way should be the responsibility of every family and community.

## 6.4 PARTNERSHIPS

The partnership approach is regarded by many as the key ingredient of effective practice. This research reveals the importance of inter-government, multi-agency and local citizens' participation for positive crime prevention results. Crime is caused by a range of factors and it is therefore impossible for any-one agency to make a major difference on its own regarding policing priorities. The tendency of political parties to use the issue as a vote catcher has resulted in the generation of single-factor causes and solutions to crime and violence. It is vital that both a multi-agency and multi-party approach is taken to strengthen partnership, and that the widest possible consensus is forged in the method to tackle crime.

According to Tilley (2005:735), it is of crucial importance that partnerships have a clear sense of mission or purpose, built around recognition of interdependence, that partner agencies will not be able to meet their objectives without relying upon the contribution of one another. In order to develop such a mission, partners need to have trust in one another's motives and competence. In this study, the researcher has found that if the SAPS and Local Government cooperate with one another to address policing priorities they could enhance community safety. They can combine forces by jointly setting crime prevention priorities and reaching consensus on how to implement systems.

According to Moss and Stephens (2006:39), what are described as 'shared priorities' – were introduced across Local Government through the creation of a single national public service agreement for Local Government. These priorities are intended to help authorities and central government focus their efforts in key areas where cooperation is necessary to deliver improvements, thus supporting the cause for partnership working. Shared priorities were later added to create safer and stronger communities by working with the police and other local agencies to reduce crime and anti-social behaviour, strengthen community cohesion and tackle drug abuse.

The SAPS and Local Government can amalgamate by assisting with the development of targeted social crime prevention programmes. Furthermore, they can assist by mobilising and organising community-based campaigns, activities and the resources required sustaining them.

The Premier of the Western Cape Province, Helen Zille, again publicly emphasised the importance of partnership when addressing social problems such as sexual crime, alcohol and drugs during her Budget presentation to government (Gerber, 2013:5). Crime affects everyone and every organisation because it occurs everywhere.

Drugs and alcohol are some of Drakenstein, Stellenbosch and Breede Valley municipal areas' policing priorities. These priorities can only be dealt with through partnership and active intervention, resulting in hands-on approach by implementing proactive methods. A genuine partnership working relationship should also exist between all government departments, because if government cannot work together internally how much more disastrous with external stakeholders as partners against crime. Healthy internal and external partnership will only flourish if allies trust and respect each other. Appreciation is earned and cannot occur if corruption is present.

Weatherburn (2004:108) notes that once the importance of citizen cooperation in crime prevention is recognised, the indirect importance of many other kinds of policing activity to crime control also becomes apparent. It is, for example, very much in the interest of crime prevention for the SAPS and Local Government to foster close links with minority groups. It is no less in the interest of crime control to invest in measures and institutions designed to weed out corruption or instruct authorities in the importance of respecting the civil rights of those with whom they deal.

Therefore, partners should be frank and honest about the reasons for their involvement, they need to have confidence in each other's competence and keep one another accountable as equal-workers who are intentional about crime combatting and professionalism. Management is critical to the success of crime prevention programmes particularly in terms of mobilising and acquiring resources, skills development and forming partnerships. Local Government could take the key role of managing, monitoring and evaluating crime prevention initiatives through Community Safety Forums (CSFs). This is a multi-sectoral forum at municipal level aimed at combating crime, by amongst other things, addressing the socio-economic causes of crime.

The National Development Plan Vision (2030) (South Africa. Office of the Presidency, 2011) also focuses on building safer communities and acknowledges that crime reduction requires a combination of interventions, including those originating from outside the criminal justice system. Its vision for 2030 is that all South Africans feel safe and have no fear of crime. Achieving this vision requires a well-functioning criminal justice system, in which the police, the judiciary and correctional services work together to ensure that suspects are caught, prosecuted, convicted if guilty, and securely incarcerated. This study proves that there is an urgent need for integration in crime prevention.

According to the National Development Plan (2030) (South Africa. Office of the Presidency, 2011:350), suggestions on achieving a crime-free South Africa include the following:

- To strengthen the criminal justice system – A safe South Africa needs a strong criminal justice system. This requires cooperation among all departments in the Justice, Crime Prevention and Security (JCPS) cluster. The correct implementation of the recommendations in the *Review of the South African Criminal Justice System* will go far in dealing with the system's current weaknesses.
- Make the police service professional – A professional police service is essential for a strong criminal justice system; and linking the police code of conduct and a code of professional police practice to promotion and disciplinary regulations. Recruitment should attract competent, skilled professionals through a two-track system.
- Demilitarise the police – The decision to demilitarise the police force, moving away from its history of brutality, was a goal of transformation after 1994. The remilitarisation of the police in recent years has not garnered greater community respect for police officers, nor has it secured higher conviction rates. Certainly, a paramilitary police force does not augur well for a modern democracy and a capable developmental state. The Commission believes that the police should be demilitarised and that the culture of the police should be reviewed to instil the best possible discipline and ethos associated with a professional police service.

The police require capacity and skills to become more competent, professional and efficient. The community would then see them as a resource that protects them and responds to people's needs, based on the laws of the country.

- Increasing rehabilitation of prisoners and reducing recidivism – Successful reintegration of released prisoners into society is largely dependent upon the quality of rehabilitation programmes and conditions into which they are released. Correctional Services play a vital role in rehabilitating prisoners and reducing recidivism by preventing prisoners from relapsing into criminal activity and in so doing, putting the safety of the community at risk.
- Building safety using an integrated approach – Achieving long-term, sustainable safety requires tackling the fundamental causes of criminality. This would mean mobilising state and non-state capacities and resources at all levels, and citizen involvement and co-responsibility.
- Increase community participation in safety – Civil society organisations and civic participation are essential elements of a safe and secure society. The Constitution (1996) provides for municipalities to be responsible for the creation of safe and healthy communities. This objective can be achieved through the establishment of community safety centres in communities where women, children and the youth are most vulnerable.

Furthermore, Community Police Forums (CPFs) should be strengthened to have effective oversight of the police at local level. This requires a concerted programme of capacity building and training of community representatives on the CPFs. Special emphasis should be placed on the oversight functions of CPFs. Poor service-delivery may have a negative effect on partnership if clients experience constant discomfort, because fear is one of the most unwanted human emotions. The media and personal experience form the basis of the public's knowledge about crime.

Howitt (2012:32) states that crime is an issue with the public in a multiplicity of ways. It is part of the broader political agenda that attracts many commentators from a wide variety of party affiliations. For this reason, public attitudes may impinge on government policy on crime. It is not easy to identify the precise influence of public opinion on the criminal justice system. The influence stretches from prosecution and sentencing to the eventual disposal of offenders back into the community.

Police and law enforcement officers should be accountable to the people whom they serve. For example, unless the police are rooted in and are accountable to the communities in whose name they police, they will not enjoy the support of these communities. This study discloses that quality service-delivery was one of the policing priorities identified in all three municipal precincts. The White Paper on Transforming Service Delivery in South Africa (1997:15) urges all public servants to partnership with the wider community. It also indicates that citizens should be consulted about the level and quality of the public services they receive, and wherever possible, should be given a choice about the services that are being offered (Batho Pele Principles, nr.1).

As part of their consultation exercises, national and provincial departments must involve representatives of the wider community in discussions about the future development of public services. They should also forge partnerships with businesses, non-government organisations and other stakeholders to encourage them to participate in service improvement initiatives. This study found that in various other countries like Australia, New Zealand, United States of America and England, Local Governments have a responsibility for crime prevention by working with prevention practitioners who facilitate the crime prevention functions. The SAPS and Local Government have a constitutional obligation to reduce the fear of crime. Partnership between these two entities is essential for crime prevention strategies to be effective, and is at the centre of Local Government's agenda.

Chapter 4 of the Municipal System Act (2000), states that Local Government should work in partnership with other role-players; making their contribution to the achievement of its aim to improve people's quality of life. Tilley (2005:21) notes that there now exist well established legislative and institutional arrangements for bringing about the compliance of Local Government to deliver services concerning crime and disorder. Local partnerships continue to be seen as being at the forefront of work associated with the central government's stated commitment to delivering a reduction in crime, the fear of crime, anti-social behaviour and to reducing the harm that drugs cause to communities, individuals and their families.

It could be meaningful for the SAPS and Local Government to join forces in their attempt to ensure public safety. When community members participate in policing activities through local Neighbourhood Watch structures or safety forums, they will soon realise that it is impractical for the SAPS and Local Government to prevent crime by themselves. Regular preventative actions between Local Government, police and community members could help strengthen partnership and improve their effectiveness in preventing crime. Lessons learned from outcomes can contribute to perfecting future strategies, to improve resources and effective executions, or prevent some problems from arising.

A Partnership could also spare the SAPS and Local Government the disappointment of not reaching their objective to enhance a safe society. Weatherburn (2004:203) states promising to 'get crime down' without regard to which crime problems deserve the most attention makes it very hard to implement effective strategies. In a bid to cover every base, governments find themselves promising to introduce programs, policies and strategies without the management infrastructure or resources required to ensure they are properly implemented, with the result that failure is then inevitable.

According to Sutton et al. (2008:25), the language of crime prevention has been replaced by alternative terms that reflect this shift – such as 'community safety', 'local safety', 'urban security' and 'local governance'. A key theme in the institutionalisation and development of crime prevention policies has been the idea of local- city- or regional safety partnership or security networks. These partnerships which incorporate representatives from public, private and voluntary sectors potentially mark a fundamental shift in the governance of crime and social problems. Crawford (2009:16) acknowledges that there is no single agency solution to crime; it is multifaceted in both its causes and effects. In doing so, local safety partnerships challenge many bureaucratic assumptions about professional expertise, specialisation and disciplinary boundaries.

The White Paper on Local Government (1998) directs Local Government to promote integrated spatial and socio-economic development that is socially just and equitable. This requires that crime prevention considerations should be integrated with other aspects of local development, including local economic development.

It also encourages Local Government to enter into partnerships with community-based organisations and non-government organisations, especially where these agencies have expertise that is traditionally lacking within Local Government – such as crime prevention. This research shows that the reduction of crime is impossible without the cooperation of Local Government.

Many countries acknowledge the importance of Local Governments' partnership in the prevention of crime and made various practical guides available to implement at local level. According to Walker (2011:341), some examples of how Local Government could get involved in crime prevention is through housing code enforcement where agencies can help deal with apartments that are centres of drug trafficking; or sanitation departments can clean up neighbourhoods and eliminate the signs of disorder and neglect (the '*broken windows*' that invite law breaking) etc. The '*broken windows*' concept, is an idea developed by James Q. Wilson and George Kelling in 1982, suggesting that the neglect of relatively minor incivilities can create a permissive environment for crime and lead to a tipping point where crime problems become serious and out of control (Tilley, 2005:757).

Local Government has a particular responsibility to initiate crime prevention programmes which undercut some of the social causes of crime. When the SAPS and Local Government join crime prevention strategies, they could for example, strengthen relationships with local planners, architects, lighting engineers, horticulturists, and fire and building officials etc., who are important in CPTED. They should take advantage of the expertise that is available to assist in building safer places, since crime prevention requires a multi-agency approach.

This study shows that for crime prevention programmes to be effective it's suggested that local stakeholders and in particular Local Government have a key role to play. Preventing crime demands a process of analysis to determine the cause of specific types of criminal actions (and their costs for particular groups of victims), as well as the coordination of the resources and skills of a range of role-players to develop and implement appropriate interventions. These requirements mean that crime prevention programmes are most likely to be effective if developed in the localities where the problem occurs, rather than at national level. It requires a targeted approach that focuses various activities towards a single crime problem.

This research further reveals that partnership between the SAPS and Local Government could decrease the fear of crime among the majority of residents in Drakenstein, Stellenbosch and Brede Valley municipal areas by employing more law enforcement officers. Local Government could also assist the SAPS in crime prevention by focussing on strategies to improve law enforcement. Successful by-law enforcement is critical in making municipalities cleaner and safer. By-laws can for example regulate issues as diverse as parking, squatting, health standards in restaurants, hawking, noise and the issuing of licences for the sale of alcohol. Certain by-laws, such as those relating to street trading, littering and alcohol licencing contribute to high levels of crimes like mugging and theft.

Functional Municipal courts that adjudicate such by-laws and other less serious crimes, which develop into violent crime generators, would assist by decreasing district and regional courts' backlogs. Police detectives would have fewer case dockets to investigate and could focus on increasing the detection and conviction rates of priority crimes. This study also found that effective traffic policing has important implications for crime prevention. Traffic officers, by the nature of their work, often have a visible presence in many towns and so implicitly perform a crime prevention function. More specifically, however, the effective regulation of traffic, in a similar way to the enforcement of by-laws, ensures well-managed and regulated areas, thus ensuring environments less conducive to crime.

The effective enforcement of traffic laws, given that driving a motor vehicle is the most regulated activity that a fair proportion of citizens engage in, also serves to undercut the culture of impunity prevalent in the country. People feel safer when police and law enforcement officers are regularly visible in neighbourhoods and criminal activities decrease or move to other areas. Integrated crime prevention programmes cannot be effective and sufficient without partnership, especially not without the judiciary.

Coordination between departments is something that governments across the world strive for. The benefits are well recognised in South Africa, where collaboration has been a stated goal since the NCPS (1996) in the crime prevention and criminal justice sector, and government broadly is organised in clusters that include several related departments.

Although there have been some notable successes at the operational level, this research shows that the challenge remains immense. Inspiring public confidence in the criminal justice system is necessary to prevent crime and increase levels of safety. Public confidence is eroded by perceptions that criminals escape the law; that arrests do not lead to convictions; or that prisoners escape easily from police custody, courtrooms or correctional facilities. The most effective deterrent to criminality is an efficient and effective criminal justice system.

## **6.5 WITNESS PROTECTION**

As mentioned, one of the SAPS priorities is to protect and serve all citizens and that of Local Government is to ensure a safe and healthy environment. According to the WCP Policing Report (2012:12), does the province account for about 60% of all national drug-related crimes and a strong link exists between drugs and gangs. The Cape Winelands District Municipality in the Western Cape Province, known as one of the world's famous tourist attractions, lures various people from different countries. Various xenophobia crimes were reported recently and the safety of persons and property became vitally important to the physical and emotional well-being of citizens and businesses.

Community members rely on government to ensure the safety and security of all inhabitants and their properties. Without the respect of person and property, it would be impossible for people to live peacefully, without fear of attack and for businesses to flourish. The safety and protection of witnesses of crime are part of the responsibilities of the Department of Justice in cooperation with the SAPS. Testifying in court could increase conviction rates and by doing so remove criminal activities from neighbourhoods and prevent future crimes. The question however is, do community members feel safe to testify in court to combat crime and do they know the process of application for witness protection?

In terms section 7(1) of the Witness Protection Act (1998), any witness who has reason to believe that his or her safety or the safety of any person or group or class of persons, whether known to him or her or not, by reason of his or her being a witness, may apply in the prescribed manner that he or she or any person be placed under protection.

Any witness may report such belief as follows:

- To the investigating officer in the proceedings concerned;
- To any person in charge of a police station;
- If he or she is in prison, to the person in charge of the prison where he or she is being detained or to any person registered as a social worker under the Social Work Act, 1978 (Act No. 110 of 1978), or deemed to be so registered and who is in the service of a Department of State;
- To the public prosecutor or the interested functionary concerned; or
- To any member of the Office of Witness Protection.

A witness means any person who is or may be required to give evidence, or who has given evidence in any proceedings (section 1(1) of the Witness Protection Act). It is clear, as this study reveals, that no crime prevention programme can be effective without community participation. Certain community members in Drakenstein, Stellenbosch and Breede Valley municipal areas feel that it would be dangerous for them to appear in court as witnesses against crime. They fear for their own and family's lives and damage to properties because of gang activities and alleged corruption.

Another recent survey done in the Western Cape Province by the Department of Community Safety also found that community members felt their safety would be at risk if they should agree to appear in court as a witness against crime. The majority of participants think that testifying in court could increase the conviction rate, but they are not sure about the protection and safety of witnesses (WCP Policing Report, 2012:29). This study further shows that many community members are uninformed about crime prevention strategies, municipal by-laws and the role they play in ensuring public safety.

An informed person is a responsible person. More knowledge about strategies or various acts could lessen the fear of crime and improve community cooperation in assisting the police and law enforcement officers to combat crime. Local Government is in the best central position to communicate consistent and timely messages to law enforcement and other local partners and to the general public about the benefits of crime prevention.

They could also provide a variety of strategies and tools that enable local law enforcement and community partnerships to promote basic prevention strategies in response to local needs.

Howitt (2012:34) states it is momentous to stress that the fear of crime is an important political concept as it is something that governments may actively influence. The less fear of crime, in a sense, the better job the government is doing. This research found that the procedures of the Witness Protection Act (1998) are unknown to many community members and could be made public through Neighbourhood Watches, community safety forum-members, or the local media etc. The more people know and understand the processes of this Act, the better cooperation could be expected from the public, which would promote more successful convictions in court.

During the identification of the Western Cape Province Policing Needs and Priorities in 2010/2011, about 49% of the participants did not know if the witnesses of crime are protected, 29% were of the opinion that witnesses are protected and 22% were of the view that witnesses are not protected. This may indicate that there are mixed feelings with regard to the witness protection programme (WCP Policing Report, 2012:29). Crime occurs at ground level and the police are the first emergency service the public contact. If a close partnership exists between the SAPS and Local Government in securing the safety of witnesses, then crime could decrease since perpetrators will come to realise that criminal activities are no longer tolerated in neighbourhoods.

## **6.6 CORRUPTION**

This research concedes that crime prevention activity is no longer seen as the preserve of the police. Crime prevention requires community assistance. Hughes et al. (2002:59) also confirm that since the 1970s policy in crime prevention has shifted from an exclusive emphasis on the police through notions of inter-agency working, multi-agency working and the more currently popular idea of partnership. This study brought to light that some community leaders fear cooperating with law enforcement officers in dealing with criminal activities due to alleged corruption.

Activities of debauchery hinder community trust and confidence which increases crime and the fear of crime, currently experienced in neighbourhoods.

When the SAPS or Local Government are believed to be corrupt they will quickly lose the trust and support of the community they serve, thereby making its law enforcement responsibilities that much harder. Corruption destroys the healthy community-police relationship that is essential for the success of crime prevention programmes, democratic policing and crime reduction. According to Albrecht and Das (2011:48), corruption has existed ever since ancient times as one of the worst and, at the same time, most widespread forms of behaviour that is detrimental to the administration of public affairs when indulged in by public officials and elected representatives.

The Prevention and Combatting of Corruption Activities Act (2004:4), confirms that the prevention and combating of corruption and related corrupt activities is a responsibility of all states requiring mutual cooperation, with the support and involvement of individuals and groups outside the public sector, such as organs of civil society and non-governmental and community-based organisations if their efforts in this area are to be efficient and sufficient. Local Government is best positioned to encourage community safety partnerships between stakeholders to build healthier communities. For example, by taking leadership through aligning resources and objectives within a crime prevention framework, they could further strengthen their relationship with local communities and assist government in endeavours to combat corruption.

Corruption pervades every level of government and the economy. Corruption cases are wrongful acts on the part of public office holders, involving misuse of their office. It is a tool used to establish and support organised crime. This means that organised crime is not possible without corruption. The Public Service Anti-Corruption Strategy (2002:6) has been developed to give effect to the expressed commitment of government to fight corruption in the Public Service. According to Seti (2007:1), the Minister for Provincial and Local Government also launched an anti-corruption strategy aimed at preventing and exposing corruption at Local Government level.

One of the main objectives for the strategy is to encourage a culture of integrity amongst all municipal stakeholders including employees, councillors and members of the public. One of the police crime prevention priorities is combatting corruption. According to the SAPS Strategic Plan (South African Police Service, 2010-2014:14), is the prevention, detection and investigation of corruption within police ranks a major focus area. The managing of the perceived and actual levels of corruption is crucial; in order that the community and the members of the SAPS alike have a realistic understanding of the actual extent and implications of corruption. The effective detection of fraud and corruption can only occur with the assistance of the public as well as employees within the police.

In 2011, the SAPS presented its newly refined Anti-Corruption Strategy to the Parliamentary Portfolio Committee on Police. This new strategy is the latest in a long line of anti-corruption strategies developed by the SAPS to address a corruption problem that has continually plagued the organisation. Previous anti-corruption strategies failed to significantly reduce corruption for a number of reasons, including a lack of buy-in from the SAPS managers and the simple fact that the strategies were never effectively implemented. Corruption is a serious problem that requires a deliberate strategy if it is to be effectively dealt with (Rose, 2011:1).

Corruption is a pervasive cancer and a plague that invades all sectors of society, international organisations and all socio-economic formations, though to varying degrees. It manifests itself in various forms, including bribery, fraud, embezzlement, favouritism, extortion, conflict of interest, political bargains, abuse of discretion, and abuse of power (Habtemichael, 2009:3). Once the importance of citizen cooperation in crime control is recognised, the indirect importance of many other kinds of policing activity to crime combatting also becomes apparent. It is very much in the interests of crime reduction for the police to foster close links with the community. The SAPS should invest in measures and institutions designed to weed out police corruption and instruct police personnel on the importance of respecting the civil rights of those with whom they deal.

## 6.7 PROBLEM-SOLVING POLICING

The SAPS has been focusing on problem-solving strategies since the implementation of community policing through sector policing. Problem-oriented policing is a comprehensive approach to policing and public safety that takes into account the variety and complexity of public safety issues (Sutton et al., 2008:26). It is not a simplistic approach to crime and public safety. It does not promise a single solution to all problems. According to Plant and Scott (2009:32), problem-oriented policing places a high value on new responses that are preventive in nature, that are not dependent on the use of the criminal justice system, and that engage other public agencies, the community, and the private sector when their involvement has the potential for significantly contributing to the reduction of the problem.

This study proves that crime prevention involves multi-sectoral and multiple approaches to ensure effective results. Crime will never be able to decrease without crime prevention interventions where community stakeholders participate. When the SAPS and Local Government emerge strategies to ensure public safety, they could implement new tactics, rigorously evaluate its effectiveness, and, subsequently, report the results in ways that will benefit the community and improve public views on professionalisation of the police and politicians.

Crime also varies from area to area as well as causal factors for offending. These factors imply that different approaches may need to prioritise different problems in different areas. Advanced strategies, a local implementing vehicle and approaches, a mechanism in which the needs of particular communities can be determined, are required. Local Government fulfils both these functions. This research found that the police identify problems, subject them to careful analysis, engage in a broad search for potential solutions and then determine if the implemented solutions have reduced the problem. Tilley and Farrell (2012:81) also describe problem-oriented policing as a theory of policing agencies.

The policing function could not be defined by crime control because the public demands that the police handle a diverse range of concerns. Problems are not single events and are not solely the concern of the SAPS. Crime prevention involves far more than just visibility or policing since problems are not just about crime.

Local Government can play a huge role in assisting the SAPS in problem-oriented policing. There are many causes of problems, as problems are understood in greater depth. Also, thinking about solutions reveals new partners to be involved, who may bring fresh concerns and ideas. Where initial monitoring of implementation or evaluation of impact is suggested, modifications are required.

Crime, criminal activities and our environment changes constantly need new crime prevention techniques. In this study, the researcher has found that there is a need for an integrated community-focused and problem-solving crime prevention strategy. Any strategy could only be effective and sufficient when it's based on evidence, with the cooperation of experts within various fields (including SAPS and Local Government) who are directly involved with the public. Some of the current crime prevention programmes appear to work, but more research is still needed.

Many crime prevention projects are focused on a component's objective, lacking to incorporate the organisation as a whole's goal or that of other external stakeholders. For example, the planning section of municipalities zooms in on their own functions when formulating plans, so does the SAPS community services and crime prevention components. Local Government does not have a crime prevention policy directorate to oversee all the different public services regarding crime in Drakenstein, Stellenbosch or Breede Valley municipal areas. A crime prevention policy directorate or component at Local Government could be helpful to coordinate both internal and external crime prevention programmes, as well as collaborating and formulating several draft policies to ensure public safety.

The goal of the police is to prevent crime, thus crime prevention is the most important function of the police. Community problem-solving involves a variety of policing styles. The wave of the future appears to be community-oriented policing and government should make funds available for community-oriented policing. Local Government is again well placed, providing the required funding is available to design and implement programmes targeted at specific crime problems. Such prevention programmes can either be financially supported by Local Government itself or through business, donor or national government funding.

According to Palmiotto (2011:28), the Federal government of England has provided funding for additional police officers to police departments for implementing community-oriented policing. In addition, grants have been made available to police agencies incorporating the community-oriented policing strategy to prevent crime. This study found that crime prevention (both in South Africa and some countries) is often considered an 'ad hoc' when funding for these initiatives is drawn from outside the Local Government budget through foreign donors. This limits accountability for delivery, weakening Local Government's responsibility towards crime prevention.

Crime prevention is seen as an unfunded mandate in that safety and security is a national government function. This ignores both the fact that safety is a key 'quality of life' issue where Local Government can contribute, and that many functions of Local Government are involved more broadly with issues of governance, and thus also of crime prevention. This research further proves that efficient prevention of crime can only occur with the cooperation of local citizens in problem-solving policing, of which the SAPS and Local Government form part of.

According to Walker (2011:340), a strong consensus has emerged among criminologists that effective crime reduction requires a focus on communities. This consensus includes several basic operating principles for crime prevention policies. They are:

- No single crime policy holds the key to crime reduction – Effective crime prevention requires the simultaneous application of several policies. This is an important departure in crime prevention policy. Research proves that particular policies have focused very narrowly on their particular idea, giving almost no attention to the role of other policies;
- The community or geographic focus – In policing, the new focus is on community policing or problem-oriented policing with a specific geographic focus;
- A problem-solving orientation – Problem-solving involves focusing on specific and limited crime and disorder problems in neighbourhoods. The weakness of so many old failed policies is that they spoke about crime in a global sense.

Yet, there are many different kinds of crime, with very different degrees of seriousness, involving different kinds of offenders. Limiting the focus also makes the problem more manageable;

- The need for partnerships – Cooperation among different agencies and groups is vital. Stakeholders include criminal justice agencies, non-criminal justice government service agencies, non-profit organisations, neighbourhood groups, and private businesses. This idea originated with the community policing movement, which began with the recognition that the police cannot reduce crime by themselves but need the cooperation of citizens and other groups;
- Non-criminal law remedies – This is particularly true with problem-orientated policing where programs include better street lighting and sanitation services as part of a larger effort to improve the quality of life in neighbourhoods. Improving these services necessarily includes partnership with other government agencies; and
- The evidence-based policy movement – It insists that policies be supported by empirical research demonstrating effectiveness. It is no longer acceptable to base policies on myths, hopes, and good intentions.

This research shows that one especially important concept to the development of community policing was problem-oriented policing. It involves encouraging police officers to take a proactive approach to solving recurrent problems during patrols rather than merely having them respond to emergency calls and do random patrol. Community policing builds on problem-oriented policing by adding the crucial ingredient of community participation in both problem identification and problem-solving.

The SAPS cannot reduce crime alone, they need the cooperation of citizens, and Local Government is best positioned to assist. Local Government constitutes the lowest level where planning can take the needs of local communities and their particular crime problems into account, thus providing a potentially effective link between locally elected officials, municipal departments and the police service. Since crime varies from locality to locality and requires different solutions to reduce it.

While National Government can provide frameworks for encouraging and supporting crime prevention, implementation by its nature must take place at local level. Policing has evolved more and more toward a service orientation.

The SAPS have focused more on addressing crime problems and enforcement priorities as the community defines them. This study proves that community leaders have a desire to improve the quality of life in their neighbourhoods, but they lack trust in authorities. Both the SAPS and Local Government respondents have concerns about police-community relations and poor community participation when addressing criminal activities in neighbourhoods. It is clear that many community members do not realise their role in crime reduction. All stakeholders must join hands to increase community safety endeavours by government.

According to Palmiotto (2011:328), with public cooperation community-oriented policing will evolve into community-oriented government and policing will be based on the assumption that the community has a crucial role in crime prevention and crime solving. A healthy partnership between inhabitants is very important for problem-solving, especially in times of violence or gang unrest in neighbourhoods. For example, community problem-solving during the recent xenophobic violence in the Western Cape Province and non-state mobilisation occurred to resolve conflict and potential criminality. During that time the SAPS acted as the stabiliser, while community members and other state departments were problem-solvers. Partnership was negotiated through coordinating structures at various levels of the government, and community-based agencies such as church organisations and civic associations etc.

The National Development Plan (2030) (South Africa. Office of the Presidency, 2011:358) also notes that civil-society organisations and civic participation are elements of a safe and secure society. A sustainable crime prevention strategy requires greater clarity on various roles and a resourced coordinating mechanism that will bring state and non-state policing agencies together to secure safety and build cohesion. The state is best placed to play this role and account to citizens when focussing on community needs.

## 6.8 SITUATIONAL CRIME PREVENTION

The concept of situational policing involves building neighbourhoods – specific policing strategies that move beyond simple considerations of the type and rate of crime in an area. While basic crime statistics may always play a key role in police functions, the situational model argues that public safety could be better served if the police would also figure in group-level social processes. This model suggests the construction and implementation of policing strategies focus on the social psychological characteristics of a neighbourhood as a whole in addition to crime rates. It's the cohesion among residents combined with shared expectations for social control of public space, with a strong emphasis on sense of community (Albrecht & Das, 2011:7).

Situational prevention is almost a synonym for opportunity reduction, by not denying the importance of 'root' causes of crime. Tilley (2005:769) explains situational crime prevention as an approach to crime prevention that focuses on reducing opportunities for crime by modifying the immediate circumstances surrounding criminal acts. This kind of crime prevention approach has implications beyond just police functions. It is associated with problem-solving and action research. The main mechanisms are increasing risk and effort, reducing rewards and provocation, and removing excuses. Local Government is in the best position to assist the SAPS with crime reduction interventions by putting mechanisms in place to prevent crimes being committed at specific places in specific situations.

This research indicates the need for Local Government to focus more intentionally on reducing squatter camps in areas through proper housing systems; with street names, numbers and proper lighting to prevent crime from escalating. This is only one example of the magnitude of social challenges which contributes to criminal activities in Drakenstein, Stellenbosch and Breede Valley municipal areas. The SAPS needs the involvement of all communities and government as a whole to combat crime. Without their partnership crime reduction is impossible. The police acknowledge and promote the need for community participation in crime reduction and there have been numerous efforts from the Executive and Management of the SAPS for the mobilising of communities in the fight against crime.

There are, despite their best efforts, still large sectors of society that are not optimally involved in crime prevention initiatives and eliciting information on criminals and their activities. The SAPS situational analysis provides an overview of the key factors that have influenced the identification of the Police Strategic Priorities and Objectives (South African Police Service, 2010-2014:6). This document also indicates that the police value the importance of situational crime prevention in the reduction of crime and perform their duties accordingly.

## **6.9 CONCLUSION**

Policing is a responsibility of individuals, groups, and organisations to ensure community safety in neighbourhoods. According to Bowling and Sheptycki (2012:8), policing is an idea of 'social contract' and a transnational system. It is a joint venture with the participation of various stakeholders to ensure crime reduction. This study indicates that crime prevention cannot be effective and sufficient without the partnership of public police, also known as community policing. The obligation for the police and the community to understand the term 'community policing' is clear, they should grasp the fact that the community is the police and the police is the community. Without such harmony, identified priority crimes and criminal activities will never decline in Drakenstein, Stellenbosch and Breede Valley municipal areas.

Views on policing are gradually transforming as the world is becoming more economically, politically, technologically and socially interconnected. According to Crank et al. (2011:87), contemporary policing services are increasingly provided by networks of public, private, and welfare organisations, with public police (community policing) as one node of the network. Despite the promise of community, problem-oriented, and other innovative models of policing, police are increasingly displaced or subjugated by these other agents and nodes of crime control. In this study, the researcher has found that the idea of public police should grow immensely and be shared by all stakeholders when reducing crime.

Crime prevention interlinks with many other socio-economic challenges which requires the integration of multi-agency programmes aimed at tackling the cause of and opportunities for priority crimes. Effective policing is therefore impossible if it's the sole responsibility of the police, law enforcement offices, or security companies.

This research shows that the task now is to deal with the current negative public perceptions of safety and renew efforts to prevent crime by tackling the social and developmental factors that are beyond the scope of the police and courts. Crime prevention and policing priorities requires that inter-departmental cooperation extend beyond the criminal justice system to include, Local Government, education, and social services, for example.

Pelser (as quoted by Du Plessis & Louw, 2005:442) argues that expecting Local Government officials to work collaboratively when they struggle to fulfil their most basic line-function responsibilities, is a recipe for disappointment. To avoid this dilemma which is probably the case in many other departments and rectify the situation now prevailing, in which 'inter-departmental coordination' has become everyone's goal and no one's responsibility; cooperation could be restricted to a few crime prevention projects focused on priority crimes. Youth and children have become a central theme in the development of policy and in dealing with the developmental challenges facing South Africa.

Government are increasingly recognising the importance of building youth capacity in a way that allows young people to contribute meaningfully to national development. This study reveals that the stark reality for many young people is that violence and crime is a way of life; it insidiously infiltrates every aspect of their lives, with both direct and indirect effects on their psychological, emotional, developmental and physical well-being. The youth and their involvement in crime is a common concern of many community leaders and parents in these three municipal areas. This requires that much more emphasis should be placed on youth centres, development and education regarding crime and crime prevention.

There is an urgent need for programmes that addresses community safety, family values and parenthood. The violent and criminal environment is only one of the threats facing young people (Burton et al., 2009:1). In practice, crime and its prevention is essentially a social and moral issue. Crime is socially defined, socially committed and brings about social responses. Tilley (2005:5) states that the shape of particular responses to crime at particular times and in particular places reflects the local contingencies of place, perhaps in terms of power, interests and values of those involved in criminal behaviour and responses to it.

When the SAPS and Local Government work together to combat crime; they would have the knowledge and resources to identify and remove the sources of crime, drug use, and youth delinquency in their communities.

This research also indicates the need for the SAPS and Local Government with its community-based development strategies to consolidate their approaches in ensuring public safety, by starting with addressing priority crimes in neighbourhoods. Both organisations have much to bring to the crime prevention table, each is well intentioned and none on their own has the capacity to address the full range of conditions giving rise to local crime problems. Collectively they can promise synergy and the potential to devise and implement short and long-term strategies to address local priority crimes. Together they could take the leading role in developing a crime prevention policy which includes situational crime prevention approaches on policing priorities, such as drug-related crimes, youth and family morals etc.

## **CHAPTER 7: FINDINGS**

### **7.1 INTRODUCTION**

Crime prevention and the improvement of a community's quality of life are interlinked. Every citizen should be responsible for his/her own safety because it is impossible for any authority to safeguard someone or something all the time. Thus, community members in cooperation with law enforcement should not only deal with crime directly, but also address the underlying causes of their crime problem. Local Government and the SAPS are thus two main entities who through partnership may manifest harmony in communities. They might do more in crime prevention and could take control of not only crime and disorder problems but also other problems affecting the community, such as corruption, poor housing or unemployment which lead to poverty and then to crime.

This study found that the police can neither solve nor prevent crime without the assistance of the community. The SAPS management in the Cape Winelands District Municipality is well aware of where violent crimes, and specific crimes such as burglaries, robberies, theft, and drug dealings, usually take place. To keep these crimes under control, the police need the cooperation of citizens who live in the places where crimes occur. Ensuring the safety and security of all citizens will remain the SAPS's primary function. Local Government councillors, on the other hand, need community members' participation and support to keep them in power within their municipal boundaries.

Crime has always been and still is one of Local Governments' main priorities to address when ensuring public safety and improving quality of life for its citizens. The aim of doing this research is to strengthen the partnership between the SAPS and Local Government in the prevention of crime. The researcher has been a police officer for sixteen years and as communication officer, crime prevention officer and Station Commander have first-hand experience in crime prevention; and know how vital the role of Local Government as partner is in preventing crime.

Crime prevention is complex and a priority to both the SAPS and Local Government in enhancing community safety. This research found that the prevention of crime demands a process of analysis to determine the cause of specific types of criminal actions, as well as the coordination of the resources and skills of a range of stakeholders to develop and implement appropriate interventions. These requirements mean that crime prevention programmes are most likely to be effective if developed in the localities where the problem occurs. It therefore requires a targeted approach that focuses on various activities towards a single crime problem. It also suggests that local role-players and in particular Local Government have a key role to play.

This study investigated the current working relationship between the SAPS and Local Government when preventing crime in Drakenstein, Stellenbosch and Breede Valley municipal areas. It also discusses the outcome of their integrated partnership in crime reduction and whether crime prevention programmes are effective and sufficient. All these objectives brought about the following findings which relate to the research hypotheses as discussed in Chapter 1, paragraph 1.4.

## **7.2 OVERVIEW OF RESEARCH THEORY**

Theory is a set of ideas that attempts to explain something (Rule & John, 2011:92).

### **7.2.1 Discoveries in crime prevention**

Crime preventing has been a priority for the government since 1996 when the National Crime Prevention Strategy was launched.

#### **Findings – Cooperation in crime prevention to enhance community safety**

Findings indicate that the majority of respondents encountered believe that an integrated approach between the SAPS and Local Government has an impact on the safety and security of the communities in Drakenstein, Stellenbosch and Breede Valley municipal areas.

They are partners in the fight against crime and also community problems that threaten the well-being of the inhabitants, but their cooperation requires improvement. Local Government is attempting to develop communities in its areas and the SAPS priority is to reduce crime.

Various effective projects are in place to address community safety and security in certain vicinities, but this study reveals a need for every outcome of government projects to be evaluated, measured and analysed to prevent future ineffective and inefficient strategies. It may rule out fruitless expenses, waste of manpower and resources which could ensure coordinated and sustainable programmes with accountability by improving the lives and safety needs of every citizen. Government should seriously re-consider increasing funding for crime prevention programmes, since crime cannot decrease without effective crime prevention approaches.

A few respondents are of the opinion that their organisation does not play a role in the prevention of crime in their areas. Certain role-players from Local Government are either uninformed or uninterested regarding their role and contribution towards crime reduction and some believes that it is the sole responsibility of the SAPS. If these community members work more closely with the police they might realise how vital their contributions are and that much more should be done to enhance community safety.

Certain police officials stated that the manpower shortage in the SAPS crime prevention components is a major problem which top management should address. The researcher found that only certain police stations have crime prevention units, which is critical since crime prevention officers' deal with the cause of crime. Findings further indicate that more police staff is attending to complaints (reactive actions) than preventing crime (proactive actions). The prevention of crime should be a higher priority than the reduction of crime (fighting crime) because the root of crime should be dealt with. Thus said, if the origin of any crime is tackled then less crimes would be committed. For example, the most current problems in all three municipal areas are drug-related crimes, sexual crime and murder.

By focusing on drug distributors, other crimes like assaults and rape could be addressed since this study unveils that many arrested suspects were either addicts or intoxicated when committing these crimes. When effective preventative actions in cooperation with the public are enforced on a weekly basis, the community would come to understand the value of their contribution in combating crime and regular interventions might improve community-police trust which could ultimately enhance community safety in localities. The media reports daily on crimes committed as well as poverty as if it should be a common phenomenon.

Living a life without fear is one of our human basic needs and should be a given. Local Government and the police are often in the sphere of crossfire where citizens protest against bad service-delivery. These adverse accounts influence community's emotions and actions negatively which leads to some people taking the law into their own hands. This contributes to public members refusing to abide by state laws and municipal regulations and may lead to the increase of crime. Such incidents have a bad reflection on our country's economic health and tourist industry. With these facts in mind, this study found that some Local Government executives and the SAPS Station Commanders still do not realise the importance of their cooperative role in crime prevention.

Findings reveal that certain municipal councillors are unfamiliar with their safety and security priorities as set out in their IDP document. Many are still of the opinion that the prevention of crime is the exclusive responsibility of the police. Some managers are on the other hand pessimistic thus unenthusiastic and tired of management and instruction changes and have an 'I don't care anymore' attitude which is very inadequate for leadership. A lot of police stations do not even have a crime prevention manager who can be held accountable for crime prevention outputs.

Some SAPS station commanders frankly refused to assist with suggestions to improve service-delivery and crime reduction in their areas. Vollmer (as quoted by Palmiotto, 2011:9) states that negative attitudes from police leadership should not be, since the police and the community should form an alliance to develop strategies to control crime. This also means that similar behaviour could be expected from members under their command who work directly with the public and lack of commitment would lead to a bad image of the SAPS and Local Government.

Leaders should be skilled, eager to cooperate and assist the community when preventing crime. They should be intentional in building safer communities and lead by example.

This study proves that crime prevention is any kind of effort aimed at controlling criminal behaviour. Crime prevention is believed to be – preventing specific kinds of crimes; mobilising residents for prevention efforts; and developing physical and social environments hostile to crime. According to Palmiotto (2011:153), citizens can take measures to avoid becoming victims of crime and neighbourhoods, through functional sector policing structures, can reduce crime by becoming more vigilant with regards to checking both potentially serious crimes and public nuisance offences (vandalism and public drunkenness etc.) that leads to deterioration of a community's quality of life. When Local Government and the SAPS regularly strategise preventative actions to address the roots of crime, all spheres of life would harmoniously benefit.

This research found that in the late twentieth century, police practitioners realised that the traditional policing approaches was not working and that the public needed to play a large role in solving and preventing crime. The SAPS also began to experiment with a new approach that emphasised community participation in identifying, preventing, and solving crime problems. The new strategy became known as community policing, which is a common policing practice in many countries.

This approach addresses not only law enforcement issues but also broader issues of improving and maintaining neighbourhoods' quality of life. These are areas where interventions can occur at Local Government level. Currently, however, the potential crime prevention functions of different departments within municipalities have not been recognised or clearly defined. Finding proves that there's an urgent need for improving the police-community relation, where inhabitants should play a larger role in decision-making about the policing they expect for their neighbourhoods and the problems that need priority.

The SAPS rely heavily on the Community Police Forum (CPF) in supporting them to engage with local people and problem-solving policing. The CPF should, according to legislation, be the umbrella entity whereby all relevant role-players (including Local Government) in a police precinct merge to address crime in neighbourhoods. This study found that some CPF's are dysfunctional with no consecutive representatives from Local Government and do not contribute to safety and security as their primary task. Their interactions are mostly proactive, where crimes are addressed after being committed and various programmes put into action or government funds distributed to bring about immediate positive results. Community policing is often not fully implemented and exists more in plans on paper than in actual policy.

Findings show that many effective crime prevention programmes are in place, at both the SAPS and Local Government. But, it may be implied that such instant successes are temporary and it might contribute to the escalation of crisis management which redirects priorities and hinders leaders to creatively focus on preventative strategies to deal with the roots of crime. When concentrating on the origin of crimes with the cooperation of various professional role-players such as the Department of Safety and Security, Education, Social Services, Correctional Services, Local Government, religious leaders and many more, the decrease in crimes would be sustainable and focus should be on existing problems. Interventions before rather than after crime has occurred would most certainly make a declining difference in reported crime statistics which will positively contribute to our country's safety vision and mission.

Findings prove that the SAPS and Local Government's service wards differ from area to precinct which may influence the outcome of their individual crime prevention strategies. One example is Gouda neighbourhood – it forms part of Drakenstein municipal area but not the SAPS Cluster; since its police station is part of another municipal precinct. Each locality's priority crimes vary and their reported crimes are diverse. These locations and circumstances desire separate safety planning for each municipal area.

Therefore, it would be essential for these two major government agencies to have the same demarcated zones and joint strategic plans to prevent crime in their distinctive neighbourhoods.

Their individual roles and the accountability of departments would then be prominent plus clear to everyone and their collective preventative situational crime prevention actions could positively exceed their community's expectations. Managers can then combine their resources more productively in emergency situations which are time-saving, cost effective and productive manpower utilization for both organisations.

Findings gained from the questionnaire further found that the roots of crime were seldom tackled. Respondents declared that drug premises increases in neighbourhoods. One crime instigator found in all three municipal areas is drug usage which leads to criminal activities. Due to poverty some crimes, drugs and anti-social behaviour, are much bigger problems in disadvantaged municipal areas than in more average places, and these have multi-negative effects on family life. The origin of crime should be concentrated on because it is where criminal tactics are set in motion. All communities should feel safe and secure wherever they are or travel in our country. This would not be possible unless integrated proactive safety actions occur in diverse localities with Local Government and police steering the wheel in cooperation with all role-players in that community.

Many community problems do not have a police solution, such as lack of recreational opportunities, lack of educational opportunities that can lead to viable employment, lack of parental involvement and supervision, and illicit drug use etc. The SAPS do not have the resources or skills to deal with all roots of crime. Therefore, the CPF or Community Safety Forums (CSFs) could be the ideal podium where the SAPS, Local Government and all other role-players' safety duties and responsibilities are periodically revisited by setting new or updated realistic goals and strategies. Their collaboration may create the desire for change and create an environment where it is to the benefit of all people involved to lessen turf struggles.

## **7.2.2 State of current assistance**

The key to reducing crime lies in having different organisations working together in a partnership.

## **Findings – Partnership in crime reduction**

Findings signified that collaboration between the SAPS and Local Government could be an excellent springboard for taking the relationship between the police and the community a step further. Both organisations believe in quality service-delivery which should lead to jointly solving public safety issues and problems. Cooperation between these two administrations not only merges the people who live and work in the community, but also with government decision-makers and politicians. The majority of respondents are of the opinion that there is currently an active partnership between Local Government and the police when combating crime in Drakenstein, Stellenbosch and Brede Valley municipal areas, but some disagree.

This could imply that not enough combined (SAPS and Local Government) restraints are in place to stop criminal activities in some areas. The SAPS and Local Government managers who are in senior decision-making positions have the ability to influence others and bring about change that could affect the entire population within their jurisdiction. As leaders of their communities they are supervising the way to successfully implement crime prevention strategies, and most importantly, in assistance with grassroots community members.

This research proves that respondents' (from both SAPS and Local Government) expects that Local Government will assume some level of responsibility for initiating or directing action for crime issues that are seen to be affecting local amenity and quality of life. In this sense, Local Government is the level of democratic process closest to, and reflective of, the needs of communities. Findings point out that some respondents believe that no active interventions to combat crime are currently taking place in their areas. This is crucial because the police are dependent on the community as partners to reduce crime. Where members of the public do not get the cooperation from the SAPS and Local Government as expected, they might not give their full assistance when needed to address government priorities.

Lawlessness ruins any community and inhibits sincere trust and effective communication. Communication is absolutely essential to maintaining effective relationships and this is impossible if people refuse to interact with government to address problem issues in areas.

Silence can indicate consent, which might mean that communities are satisfied with the crime rate status in their neighbourhoods when not liaising with authorities responsible for safety and security. The SAPS and Local Government officials responsible for crime prevention might then assume that their services are effective and efficient because they receive no response from citizens.

These become snow-ball effects where communities relate to each other by not communicating with authorities and government employees copy and paste strategies because they are under the impression that their actions are appropriate and essential. Therefore, regular active interventions between the SAPS and Local Government are vital to reduce crime. Findings affirm that various community projects were implemented over the past five years by both the SAPS and Local Government, all with endless change in coordinators and evaluators, possibly due to promotions, organisational restructuring, political elections and/or advancement.

The operational partners of the SAPS and Local Government for the prevention of crime are most importantly the local communities. The public contributes excessively to the success of crime prevention strategies and execution. Communication structures for government are on paper but this study brought to light that the cooperation between authorities and the public is poor, which should be restored as soon as possible. A successful outcome of crime prevention programmes can only be effective with the cooperation of citizens.

Findings also indicate that certain Local Government and SAPS officials work closely together in some municipal precincts but not in others. Those who amalgamated to combat crime in their divergent communities display regular rewarding results reflecting in their various preventative projects and a decline in certain reported crime statistics. These role-players are represented monthly at CPF meetings and contribute enormously to the prevention of crime by assisting the police in several crime combating operations, with a variation of additional staff members and logistics or financial assistance.

Precincts where Local Government delegations are absent in CPF meetings or where constant internal conflicts between members occur, ultimately hinder productive partnership to reduce crime.

Partnership between the SAPS and Local Government entails a cooperative effort through consultation to determine local community's policing needs and priorities.

Findings further represent a decrease and increase in priority crimes in the Cape Winelands District Municipality for the period 2007 to 2011 of which Drakenstein, Stellenbosch and Breede Valley municipal areas form part. The fear of crime appears to be a problem of truly striking dimensions, which plagues many, if not most communities. Cognisance is taken of the fact that crime is not unitary, and different tactics are necessary, depending on the prevailing problem. Problem-solving strategies should be developed by focusing on the origin of a problem.

A balance between proactive and reactive tactics may be used to address the problem or its cause. Some citizens are of the opinion that if crime statistics are low our country is safe. This is untrue because effective policing cannot be shown by reducing the amount of crime. Differences in crime rates cannot be attributed to variations in the number of police officials when crimes decrease or increase (Palmiotto, 2011:151).

Findings also found that although there are probably critical doorways beyond which changing the number of police and law enforcement officers would affect crime; no one knows what these doorways are, because no one can and will ever be able to correctly determine the future. There is no evidence that patrolling by uniformed officers, rapid response to emergency calls, and expert investigation of crime by detectives with the cooperation of community role-players will eliminate crime. Police and law enforcement patrolling make people feel better because they are seen, but they do not necessary prevent crime.

Thus said, crime reduction or increase cannot be used to evaluate partnership between the SAPS and Local Government because this research has consistently failed to show that the visibility of uniformed officers has any effect on crime rates (zero crime). The success of police in criminal investigations has no appreciable outcome on public security. All said, ultimately crime should not increase and every effort that can be executed to combat daily crime should be exploited by government.

Findings moreover report that not all community role-players, including the SAPS and Local Government are present when crime prevention tactics are dealt with in municipal precincts. This is alarming considering the fact that the primary function of the SAPS is to reduce crime and one of Local Government's priorities is to address crime. The law affects everyone, and even our most basic day-to-day choices and actions have legal implications. Yet few people have much knowledge of the law or understand complicated legal terminology – and lawyers' fees are beyond many people's reach. Government diplomats are responsible for the draft of policies as well as the execution, training and complying with the law.

It is fundamental for managers from the SAPS and Local Government to merge structures and draft preventative crime guidelines which relate to the uniqueness of their towns. Crime prevention and the improvement of a community's quality of life are tied together. Thus, neighbourhoods should not only target crime directly but also address the underlying causes of their crime problems. This is only possible if every community role-player joins hands and combines preventative approaches to reduce crime. If everyone is on board then surely a wider variety of programs can be implemented, which might include improved housing, education, and employment opportunities, to name only a few.

This study found that the state of current partnership between the SAPS and Local Government in dealing with crime prevention requires urgent attention. Operative partnership would promote governance accountability, transparency and effectiveness. Greater community involvement should unfold in Drakenstein, Stellenbosch and Breede Valley municipal areas to ensure crime reduction. Their unity will bring about the joint identification and analysis of the actual and potential causes of crime and conflict within neighbourhoods. Such analysis guides the development of measures to address specific prioritised problems over short-, medium- and long-term.

A solid partnership would build relations of trust and ensure prolonged participation. Findings prove that by solving identified problems, conflict resolutions and creative problem-solving methods to address problems related to crime combating will spontaneously evolve. The reduction of crime is crucial because the fear of crime is a problem as great as or greater than crime itself.

Further elevating fear of crime is the fact that those not directly victimised are indirectly oppressed when they hear of the experiences of others (Doran and Burgess, 2012:4). No one should ever live in fear, life is a given and must be lived without resistance as also quoted in our Constitution (1996), to which all government employees should abide.

An affiliation between the SAPS and Local Government, who are two key government divisions in enhancing community safety, could have a positive influence on crime reduction through continued crime awareness and actions. Information is power, and if local people are kept in the dark, either deliberately or through incompetent communication, there is no possibility of a useful and effective partnership in crime reduction. Since successful communication (and consequently participation) can only take place between informed (aware) parties, everything possible should be done to inform all role-players of crime activities.

Local Government and the SAPS should have quarterly meetings with local residents at a place and time preferable by the community to inform and discuss action steps to reduce crime. Citizens should then have the freedom to advise authorities and suggest new strategies to combat crime. Partners could set realistic goals that define the end results the community wants to realise through teamwork that is mission related. These goals should be specific, measurable, and attainable over a given period, with a mix of short-, intermediate, and long-term goals. The community at local level knows their environment, social and criminal activities better than authorities.

Findings also show that by involving people to participate in preventative programmes government might secure effective results, which should be promoted publicly to summon additional people to assist with the prevention of crime. Government departments should communicate their values more often to the public, and these values must correspond with the expectations of the community. There should be no uncertainty about government values, as it gives direction to their actions. For example, citizens need to know the SAPS's values – to protect the community, to involve the community in the rendering of police services and that the police are committed to act professionally in all aspects of policing.

These values might ensure community participation in preventing crime and corruption of government officials as well as enhancing cooperation between the police and the community.

Local Government can play a key role in coordinating public safety interventions by bringing together different role-players in the field of crime prevention. Partnerships strengthen commitment and ensure accountability which has a positive effect on trust to decrease crime. Crime occurs in specific places and is often related to the conditions experienced in local settings. Elected representatives should make the safety needs of their community known to the police and law enforcement officers. The SAPS Intelligence Unit staff members should work inseparably with elected representatives of Local Government since they are chosen by the people for the people.

Situational or location crime prevention strategies are often tightly bound to crime analysis and to evidence-based approaches to the composition of specific crime reduction interventions. Tilley and Farrell (2012:242) state that the situational crime prevention theory and practice provides both a basis for delivery of immediate crime reduction and a basis for the construction of a politically acceptable, comprehensive crime and criminality reduction programme. It delivers immediate crime reduction and buys sufficient time for long-term programmes to mature and begin delivering crime reduction results as well.

In this study, the researcher has found that crime prevention has a long history in South Africa, and in other parts of the world. In all societies, people have tried to protect themselves and those close to them from assaults and other abuses. Why re-invent the wheel of preventing crime if we as a third world country could learn from other first world state's mistakes and successes on which we can improve. All people want to belong and feel safe no matter where they reside in the world; it's part of our human needs and expectations. This study reveals that the genius of situational prevention is that it focuses on changing circumstances immediately proximate to criminal acts in ways so that criminal action is an unattractive behavioural choice at that time and place.

Citizens trust government to provide for their physical daily needs and therefore vote for their preferred political party. They require crime reduction and justice in anticipation which would prevent living in fear in our beautiful country. Local Government could earnestly continue and proceed with job creations and social developments by merging with local inhabitants. As for the SAPS, they need to persevere in restoring their relationship with local residents and ensure mutual trust as one of their main roles when preventing crime.

Findings also find that the CPF's are identified by government as the main agency where every community role-player of civil society and the SAPS join hands to prevent crime. It has been demonstrated in South Africa and internationally that problem-oriented partnership strategies for policing produce positive results in terms of crime reduction. The SAPS management, including every employee, should work closely with partners who are involve in the CPF platform, because every member resides or works in areas and has massive influence in the society. People always know people and events that occur in their neighbourhoods which make operational CPF's essential.

This study found that Local Government and the SAPS should frequently revive their unity since the current working relationship between these two government agencies when solving crime is below the standard set by legislation, which results in poor service-delivery to the public in certain municipal areas.

### **7.2.3 Challenges of alliance:**

Different types of crime have different causes and occur in different circumstances. Crime prevention strategies need to be coordinated by authorities (South Africa, 2000:1).

### **Findings – Crime prevention initiatives and seeking best practices**

This study found that not many integrated crime prevention programmes between Local Government and the SAPS were carried out over the past five years. A few respondents believe that the outcome of those projects was not in line with their organisations' strategic plan to combat crime in the district.

Some new joint ventures are currently in the pipeline to dampen criminal activities by preventing crime risk factors such as high school drop-outs and unemployment. Various crime prevention or criminal justice programmes became popular in the media, with public and politicians taking hands to fight crime. Cognisance is taken as a challenge to address the fact that at best, this may be a waste of money on ineffective projects, or at worst these campaigns could increase crime by making organised criminals aware of preventative strategies. However, it might be a good tactic to prevent lawbreakers from indulging in crime, which would again persuade them to move from locality and then affect our country or global crime statistics by committing crime elsewhere, known as 'shifting the bucket'.

The researcher found that the majority of respondents agree that political influences affect crime prevention strategies in areas. Some implies that certain people are in politics and leadership positions for self-gain and do not want to help the less privileged and unfortunate. The municipal level is the level of government closest to the people, where projects can be designed to target the specific needs of local public, and eliminate corruption. Local communities, like Neighbourhood Watches are really central to crime reduction. They tend to be much more pragmatic as they want to problem-solve and comprehend the value of their participation because they live and work in crime affected locations. This study found that in certain areas no functional Neighbourhood Watches exists, which is problematic for effective partnership against crime.

This study found that crime prevention is not regarded by the SAPS and Local Government as key priority in crime reduction. Politicians including the SAPS top management need to realise that by reducing crime, through crime prevention approaches, will ensure public safety and therefore improve their chances of re-election and inject genuine trust. The Local Government elections occurs every four years and SAPS promotions every three years, which might indicate that new political leaders would govern areas and again instil change. Renewed relationships should take place between citizens and managerial incomers because it is very difficult to make changes to an area without the consent and cooperation of the inhabitants.

Local communities are the groups to nurture and develop in enhancing community safety. Local Government play a key role in crime prevention by providing a potentially effective link between locally elected officials, municipal departments, multi-agencies, local public and the police service in the development of integrated public safety strategies. This investigation found poor ratings from some interviewees with reference to the effectiveness of crime prevention initiatives in their areas. Such opinions might cause anxiety in view of the fact that it is very important for any project to be effective and sufficient.

A lot of money and time is being spent on strategising, training, implementing, monitoring and evaluating all government safety campaigns. Some ventures materialise annually and lure a multitude of uniformed human resources to implement and manage events for a set period of time, such as Easter and festive season months, hosting of big sport tournaments, world-famous concerts et cetera. These substandard assessments might be the cause of respondents' lack of involvement in community projects, or a definite boost in fear of crime because of the increased criminal commotion in certain wards and of people feeling unsafe.

Findings further brought to light that some Local Government representatives are of the opinion that their alliance with the SAPS is possible, but not that of the community and the police because of public distrust. This implies that certain councillors don't realise that they are the community and the most adequate mediators to address poor cooperation between the police and civilians. The public needs the help of the police to address and combat crime; and vice versa. The SAPS personnel cannot perform their daily duties successfully without the assistance of the community.

Although crime prevention concerns the whole community and is not therefore the sole responsibility of one agency, it remains the primary function of the SAPS and they receive a salary to maintain safety. Therefore, the police should ensure effective police-community partnership through quality service-delivery and to reassure public trust.

This research found that Local Government yearn to develop and uplift their local communities and carry out their mandate of – ‘working together we can do more’ (Cape Winelands District Municipality IDP, 2007-2011). Public safety should therefore be part of Local Government’s mission statements because all citizens have the right to live in a safe and secure environment as emphasised in our country’s Constitution. Community safety enhances a prosperous and self-sufficient society which enjoys a high standard of living because criminal activities derive from poor social development.

The feedback received from respondents proves that many Local Government members experience poor service-delivery from the SAPS, and vice versa. Some SAPS members feel that Local Government needs to step-up and assist them in the prevention of crime, and Local Government thinks that the police need to stick to their core function which is to ensure a safe and secure environment for all inhabitants. If the SAPS and Local Government fail to work together and prevent crime in our communities, a dark future awaits South Africa, clustered with crime which would sadly affect our country’s economy.

This research shows that when too many people manage a single project it might influence the results distinctively because every person has his/her own uniqueness, momentum and degree of commitment and passion. Some leaders might be in management positions because of enthusiasm to serve others or some for personal gain and status. It is very important for any leader not to do what he or she likes, but to like what they do. Working with people commands a character of keenness and positivity. Funds and time frames are imperative when managing a project. Any programme should be consistent, sustainable and incorporate improvement.

Findings disclose that certain safety projects are repeated annually without anyone thoroughly monitoring and evaluating the strengths and weaknesses of specific programs. Internal politics might also play a huge role because of the constant change of management in the SAPS and Local Government, due to promotions, resignation or discharge. New administration either does not have the time, funds, skill, or neglects to do research on previous crime prevention project’s objectives and establish the effectiveness or incapacity of outcomes.

So, it might lead to fruitless and wasteful financial expenditure and could cause less or no execution of identified crime prevention programmes in the future, due to insufficient government funds, which influences service-delivery negatively. As mentioned, crime prevention programmes cannot be effective if the roots of crime are not cured. The apparent failure of a few efforts to prevent crime does not mean that people should give up their day jobs to combat crime. No, it only means that every person should be proactive against crime in whatever contribution it might be.

This study found that some crime prevention programmes might fail because they are not based on adequate analysis of the problem and provide intervention targeted at wrong things. For example, more street lights will do little to deal with a daytime burglary problem. Some prevention programmes fail because the theory underlying them is simply wrong. But many fail because they are implemented poorly or lack intelligence-driven crime analysis. The various safety capacities (resources) of the SAPS and Local Government could be modified to ensure productive integrated strategies which upgrade community safety.

Findings further show that the majority of respondents agree that political influences play a huge role when addressing crime prevention strategies in their divergent areas. The Western Cape Province, of which the Cape Winelands District Municipality form part of, is very dynamic because of its inconstant political leadership in various areas and its varied political parties. Political power changes after every election and this has an impact on leadership, coordination, sustainability and community relations. Solving crime through partnership requires these aspects. This instability could also have a negative impact on crime prevention initiatives considering the fact that after every election new officials manage safety portfolios with new ideas and strategies.

The researcher found that every political party aims to improve on previous strategies to satisfy citizens and by tackling present-day priorities ensure their official seat of power in government. Such actions could affect sustainability and continuity because every year new additional plans of action are suggested for implementation, money spent for never ending strategic meetings where internal issues and party politics are mostly debated, with no or few effective and sufficient safety results.

The SAPS on the other hand have their internal promotion policy where top management are advanced according to their political affiliation or years of service. Certain SAPS Station Commanders change frequently, which could have an effect on internal and external partnerships because crime prevention initiatives lack continuity. The wheels are being re-invented every time political leaders and SAPS managers changes, which could have a negative impact on service-delivery and public safety.

This study further found that Drakenstein, Stellenbosch and Breede Valley Municipalities do not have municipal police services. The crime prevention functions of municipal police services are primarily exercised through visible presence of law enforcement officials by means of point duty, foot, vehicle or other patrols. Visible policing by municipal police services includes responding to complaints and reacting to crime in instances where a delay in activating a response from the SAPS could lead to loss of life, loss of property or the escape of perpetrators. This research also reveals that crime prevention is a social process. Inevitably, it involves many different people and institutions, and many different sets of aims and objectives. More policing officials could enhance partnership between the SAPS and Local Government in crime prevention.

#### **7.2.4 Findings on crime prevention strategies and policies**

In this study, the researcher has found that very few managers fully know what their organisation's crime prevention strategy entails. The entire duties of Local Government and the SAPS are anchored in our country's legislation, municipal and police acts as well as in their strategic plans as discussed in this study. Their different crime preventative roles as partners are clear and freely available for any government employee to understand and apply, or to scrutinise and refresh their knowledge on what communities expect and need to ensure that everyone lives his/her life without fear. This means that all government members could be held accountable for any poor services while on duty.

By familiarising and understanding policies, it should have a positive impact on the quality of duties delivered and accountability. If leaders were better educated they would be more confident and eager to attempt new tactics or ideas in the field of crime prevention, as well as have the ability to draft improved policies after every accomplished strategic outcome. Managers will then be able to implement, manage and evaluate analysed projects sufficiently, by disregarding re-inventing the wheel and save the government from fruitless expenditure. Government would be spending less time and money on numerous strategic meetings, with much lesser planning and negotiations but with several productive actions where local communities could participate and testify.

This study found that although the IDPs of Local Government and the SAPS strategic plans are operational, crime prevention approaches should stay a government priority. It is currently not the case, since crime prevention programmes are implemented on an 'ad hoc' basis. The media often bombard Local Government and the SAPS with allegations of inadequate management. Declared rehabilitated prisoners are released from prisons daily into society booming with poverty, unemployment and crime. Not many preventative systems are in place; this might be due to the fact that few human and logistical resources are in place to prevent crime from occurring.

Managers from both organisations have many administrative workloads which hinder them to get actively involve with the community at grassroots. Strategic perspectives on crime should be formulated by leaders who are directly engaged and aware of the origin of crime in areas to enable them to act accordingly. Executives should realise that traditional crime prevention practices are not sufficient and they need to be prepared to reach beyond the traditional law enforcement approaches. Their attempts must be aimed at a more proactive approach, resulting in novel concepts such as community policing, problem-oriented policing, partnership policing, sector policing et cetera.

In this study, the researcher has found that crime prevention is only possible when the root causes of crime and other conditions, which are conducive to crime, are addressed. Very few operative proactive systems are currently exploited, such as few drug and alcohol rehabilitation institutions, even when localities are recognised for their well-known Stellenbosch University and many other academic colleges including the SAPS training college. Drug and alcohol abuse amongst young people are identified in all three municipal areas as a huge problem, but not enough preventative measures are in place.

Findings confirm that various priority crimes in Drakenstein, Stellenbosch and Breede Valley municipal precincts originate from social influences such as frequent alcohol and drug abuse. These abusers torture their neighbourhoods and hinder community safety. The police endeavour to concentrate on these priorities and Local Government attempts to assist. National crime prevention policies have provided a rich context for exploring and understanding the role of government for more than 16 years, ever since the NCPS (1996) was launched.

The government has been involved in social legislation and provision as ways have been sought to overcome, or at least contain, social problems and reproduce a social order entangled with difficulties and contradictions. In this way the state has attempted to carry out its most principal function, the reproduction of the existing social and economic system. But in a mixed racial society split by diversity and their consequent unhappiness, and challenged by alternative visions, struggles and protests, this has not been an easy matter. Various drug and alcohol strategies and programmes are on-going in the separate municipal areas, but no combined area crime prevention policy exists.

Findings disclose that although the SAPS and Local Governments' primary function is to deliver a quality service to all citizens and both associations regularly revisit their operational strategies, crimes are still on the increase, thus change is certain. While analysing Drakenstein, Stellenbosch and Breede Valley's Integrated Development Plans (IDP's) of 2007-2011 it was evident that although community safety programmes are documented, few action steps were implemented to address the prevention of crime in areas. Crime occurs daily and should be addressed daily. One example is communication as well as education on community safety.

These were vital prioritised programme activities which were targeted, but investigation proves that some communities never or seldom interacted with elected authorities. There were no crime prevention community training sessions, only the annual festive season crime combating campaigns which are driven by the Department of Community Safety.

The researcher found that some councillors are uninformed about combating crime and are absent from scheduled community crime meetings, specifically the Community Police Forum (CPF) monthly meetings. Reported crime statistics are discussed at these gatherings but with minor focus on proactive actions to prevent future crime incidents. Local Government is well placed, provided the required resources and capacity are available, to design and implement programmes targeted at specific crime problems and groups at risk. Such prevention programmes can either be financially supported by Local Government itself or through other donors or national funding as stated in the White Paper on Safety and Security (1998) document. A few active amalgamated crime prevention methods are in place to hinder criminal activities from occurring, but require much more diverse approaches.

Findings further found a need for crime prevention strategies to be evaluated by experts, including external agencies. This should occur more often, to guarantee fruitful government pay outs which bring about concrete change and ensure community safety and security. The importance of the value of research to improving policing strategies and tactics cannot be overemphasised enough. According to Palmiotto (2011:101), many practitioners within criminal justice have met repeated failure over the years because they relied upon only their common sense. Thus, millions of dollars have been spent on police patrol efforts that do not reduce crime, judicial practices that are widely perceived as unfair, rehabilitation programs that do not rehabilitate offenders and countless other failures.

It is clear that measuring preventative tactics as routine would allow officials to spend more time on proactive functioning than reactive efforts. The statement made in the National Development Plan Vision (2030) (South Africa. Office of the Presidency, 2011) that South Africa needs a new way of looking at crime, is true. This includes a shift away from crime control, which is an essentially reactive concept, to crime prevention – proactive concept.

According to Burger (2007:75), crime prevention includes a shift away from emphasising crime as a security issue, to viewing crime as a social issue. Both are in the line of rendering a service to the public, this was why the police had their name changed from South African Police Force to the South African Police Service. Good service involves positive thinking and job satisfaction. Therefore, it could be beneficial for the police to focus on serving the public rather than fighting crime and thus prioritise the prevention of crime concept as a crime prevention strategy. This kind of optimistic thinking would affect actions and stir up positive emotions to support crime hampering. Such conduct could inspire trust, respect and cooperation from both the public and the authorities.

Findings further show that various policies suggest that regular engagements should take place between the SAPS and Local Government to ensure the implementation of legislation. Some Community Police Forum (CPF) and Council meetings were attended by the researcher and minutes scrutinized. This study proves that very few crime prevention endeavours are enforced at these gatherings. Crimes are discussed at CPF meetings but with little public involvement and no new preventative tactics entangled with trial and error methods. One SAPS cluster police station has a dysfunctional CPF caused by the resignation of the chairperson.

Crimes are only discussed at council meetings when a newsworthy incident occurs in the area or when politicians are victims or alleged suspects of crime. No preventative mechanisms concerning crime prevention were discussed on certain council meeting agendas. This study found that the SAPS and Local Government should earnestly realise and understand that they are the key role-players as crime solution-finders in neighbourhoods. Inhabitants or voters expect of government to take responsibility for public safety. Kelling (as quoted by Burger, 2007:54) states that if disorderly behaviour is left unchecked and unregulated, it sends out a signal to citizens that the area is unsafe.

As community members withdraw from social interaction or move out of the area, the social controls they helped to maintain are largely lost. It is crucial for the SAPS and Local Government to have a healthy partnership in crime prevention.

The Community Safety Forums Policy (2012) was created to coordinate the crime prevention activities of all government and non-government organisations that are involved in crime prevention in an area to avoid unnecessary duplication and unites a multi-agency safety plan to combat crime.

This research found that no functional CSFs exist in Drakenstein, Stellenbosch and Breede Valley municipal areas. CSFs collaboration only promises success because it advances understanding between primary stakeholders of one another's particular roles, responsibilities and functions as they share safety information. It improves the cooperation as well as reacting to priority issues and initiate and implement aimed projects. CSFs are one of governments' attempts to inspire all partners to join hands and take control of crime in neighbourhoods. This forum could be a good platform where community safety is discussed and preventative measures put in place, focussed on addressing the causes of crime. No integrated crime prevention strategy or policy is available in the three municipal areas.

### **7.3 FINDINGS RELATING TO THE RESEARCH RATIONALE**

Findings indicate that Local Government and the SAPS individual crime preventative roles as partners are distinctly prescribed in our country's legislation and should be maintained. Some SAPS and Local Government respondents do not know their crime prevention partnerships and roles; both organisations expect the other to be more involved in public safety. Also, very few municipal law enforcement officers are available to cooperate in policing and crime prevention functions. Only certain municipal areas show fruitful crime reduction results, but lack improved crime prevention techniques.

This research found that various preventative measures are put into place to reduce crime but many lack thorough analysed planning, which includes a crime pattern analysis drafted by specialised trained personnel. Some crime prevention initiatives only address the crime problem on hand and not the root of the crime dilemma. Only a few projects are proactive and only occur during certain periods of the year with duplicate methods lacking modern approaches. The need for crime prevention training is evident and project and financial management skills should be compulsory for all personnel who manage government crime prevention programmes.

Only certain crime prevention programmes are evident in strategic plans, but not on a regular basis. The lack in continuant crime prevention interventions between the SAPS and Local Government hinders effective results. Mostly joined interactions occur during road blocks, and only certain crime prevention programmes address crime generators. The police-community relation is also very bad in certain areas and is a great concern to many respondents.

#### **7.4 FINDINGS RELATING TO THE RESEARCH OBJECTIVES**

This study found that Local Government and the SAPS responsibilities regarding crime prevention are unfamiliar to some respondents, in both government departments. A few integrated crime prevention programs are in place, but not enough to bring about fruitful results. The operational working documents of Local Government (IDPs) and SAPS (Strategic Plans) affirm proposed crime prevention initiatives by both government departments for implementation, monitoring and evaluation. But, this study proves that various respondents are of the opinion that crime prevention interactions between the SAPS and Local Government are ineffective and inefficient, which should not be. The cooperation between the SAPS and Local Government needs urgent improvement to increase public safety in all three municipal areas.

Findings further show that the outcome of certain crime prevention programmes was not properly evaluated to determine effectiveness and promote sustainability. There is an urgent need for integrated crime prevention strategies, in conjunction with other multi-agencies to address the origin of crimes in Drakenstein, Stellenbosch and Breede Valley municipal areas. This research found that long-term programmes are difficult to manage and maintain due to the constant change of departmental leadership which might have an influence on partnership in crime reduction and community safety. Local Government assists the SAPS with human and logistic resources as well as financial support which have various productive results in all three municipal areas, but not on a regular basis due to insufficient funding and human resource restraints.

This study proves that the few integrated crime prevention approaches do not reflect a crime decrease in the municipal areas and the fear of crime is prevalent in neighbourhoods. Certain crime prevention initiatives lack intervention between the SAPS and Local Government, which hinders effective and sufficient results. There are no structured integrated crime prevention plans in place to determine various responsibilities, commitments and accountabilities regarding public safety. Very few police and law enforcement officers are available for crime prevention functions and many police stations do not have crime prevention units.

## **7.5 FINDINGS RELATING TO THE RESEARCH HYPOTHESES**

### **7.5.1 Hypothesis one**

There is a lack of cooperation between the SAPS and Local Government concerning crime prevention to enhance community safety. This hypothesis could not fully be proven since most respondents agreed that cooperation between the SAPS and Local Government concerning crime prevention in Drakenstein, Stellenbosch and Breede Valley municipal areas did enhance community safety. However, a few disagreed and some participants were unable to comment.

### **7.5.2 Hypothesis two**

There is a lack of partnership between the SAPS and Local Government to reduce crime. It has been found that this assumption could not be fully proven because of the fact that the majority of respondents agreed that partnership does exist between the SAPS and Local Government which causes crime decrease. Nevertheless crime statistics indicated that certain priority crimes had increased and some had decreased. In this study, the researcher also found that some respondents agree that there is a lack of partnership between the SAPS and Local Government in Drakenstein, Stellenbosch and Breede Valley municipal areas which needs serious attention.

### **7.5.3 Hypothesis three**

Crime prevention initiatives in Drakenstein, Stellenbosch and Breede Valley municipal areas are ineffective and insufficient. This study found that the theory could not be fully proven. Although many participants agreed to this assumption and a few were unable to rate, some respondents were of the opinion that their preventative programmes are efficient. International experiences have revealed that crime prevention is part of everyday life in a functioning society. Countries such as Botswana, Australia, United Kingdom, United States of America, New Zealand and Canada have shown that crime prevention initiatives can only be effective and sufficient if they are dealt with in a multi-agency approach at local level.

## **7.6 FINDINGS RELATING TO THE RESEARCH METHODOLOGY**

The researcher utilized the quantitative approach and it held the following benefit and hindrance:

- When analysing the data it became apparent that without statistical figures the finding would undoubtedly be able to prove or disprove the second hypothesis; and
- Findings indicated that proper planning of data collecting was neglected. An interview schedule was necessary to eliminate confusion. No available scheduled data may cause other possible future researchers to struggle with certain information and maybe have to re-invent the wheel.

## **7.7 MOST IMPORTANT EMPIRICAL FINDINGS**

Findings during unstructured interviews pointed out that there is a great need for the SAPS and Local Government to work together as partners against crime. It is imperative for all government departments, as stipulated in the NCPS (1996), to join forces in crime reduction. Politics play a huge role in policing due to individual and group power of influences in both organisations, which hinders effective and sufficient service-delivery to the community. The political environment changes rapidly and power struggles between party members hinder constructive efforts to prevent crime. Any positive initiative is easily claimed by a political party as a result of such party's crime prevention strategy.

The assumption by many Local Government respondents that the prevention of crime is a police function was also evident, and explains the poor cooperation between the SAPS and Local Government in enhancing public safety. This study proves that crime prevention can never be the sole responsibility of the SAPS. Local Government should exercise their constitutional function by working in partnership with the police to address common public safety problems in Drakenstein, Stellenbosch and Breede Valley municipal areas.

This study further found that the legacy of the past, apartheid era is still prevalent in these municipal areas, where various community members still view the police as a force, with militant behaviour. It is sad when some citizens still experience government injustice, after 19 years of democracy. Therefore, the researcher wishes to emphasise that civilianising a highly militarised and politicised police force was a transformation objective after the 1994 elections. It was considered necessary to professionalise the police, establish a rapport with communities, develop confidence and trust in the police, and to promote positive community-police relations.

The goal was to transform the police from a paramilitary force to a police service that meets all the criteria of a civilian professional entity. The SAPS should earnestly examine the police-community trust in their distinctive areas, since feedback regarding reliance on police is frightening, and effective policing is dependent on community cooperation. If this concern is not addressed by Local Government and the SAPS as a priority, crime will never decrease and crime prevention approaches become impossible.

## **7.8 GENERAL FINDINGS**

During the investigation regarding partnership between the SAPS and Local Government in crime prevention, this research also brought about other discoveries that play a role in effective preventative approaches. Factors such as physical, social, cultural, political and economic circumstances that is relevant to the generation of crime. This study further found that research done by various criminologists and others over the years proves that for crime prevention to be effective and sufficient, approaches should be diverse, structured, coordinated and multi-sectoral.

### **7.8.1 Community and crime prevention**

Community participation in local problem-solving is crucial for effective and sufficient crime prevention strategies. Crime prevention programmes cannot be successful unless they involve the participation of all formal and informal structures, the cooperation of all neighbourhood residents, and a heightened awareness among individual residents of the dangers of crime and how they may be avoided. Community safety starts with personal responsibility. Sustainable community safety requires high levels of community mobilisation and involvement, supported by a thorough understanding of the nature of crime impacting on individual communities.

According to Palmiotto (2011:108), the term community has a variety of meanings. Generally, a community is conceived of as a group of people occupying the same geographical area by which they can identify themselves, and in which a degree of solidarity exists. The community is usually 'passively' present in terms of being 'consulted' rather than an active participant in the planning and delivery of community safety. Government, non-government organisations and businesses cannot prevent crime by themselves; they need the local community's cooperation.

The underlying assumption is that community involvement leads to greater community responsibility for safety and social cohesion. According to Crawford (2009:69), a rise in prevention has been closely allied with the dismantling of systems of state-sponsored welfare provision that socialised risk. In their place a preventative mentality promotes individual autonomy and responsibility. Therefore, to ensure community participation in crime prevention, authorities and stakeholders involved in community policing should strive to create and reinforce good community relations.

### **7.8.2 Crime Prevention Agencies**

This study found that internationally, the function of crime prevention is designated by government to crime prevention agencies. Many states have crime prevention councils which serve as the secretariat of coalition, which coordinate all crime prevention agencies.

The safety of all prevention practitioners, justice-related organisations, the business community and all citizens is covered by the governments' crime prevention council. These governments as discussed in Chapter 5 have crime prevention strategies in place which aim at being their nation's leader in helping people keep themselves, their families, and their communities safe. All police agencies and Local Governments fall under this state umbrella of crime prevention.

In America, for example, their national crime prevention council (NCPC) is described as the nation's centre of excellence for crime prevention, envisions a safer and more caring nation characterized by neighbours watching out and helping out (*National Crime Prevention...*, 2007:3). This study found that internationally, the prevention of crime is the key objective of governments. In many countries their national, federal, state, and local organisations representing thousands of constituents are committed to preventing crime. In Botswana, Australia, England, America, New Zealand and Canada their crime prevention principles include that preventing crime is everyone's business, which involves personal responsibility and requires tailoring to local needs and conditions.

## **7.9 CONCLUSION**

Respect and trust are earned, it is not a given, no matter who or what people are because credentials are irrelevant. Bad experiences are memorable and can only be healed by improved action, time and compassion. Government should govern through the community by shaping their values when rendering a service to the people. Services are provided as an act to assist the public and to carry out government responsibilities as set out in legislation. All role-players involved in creating a safer environment must be determined to do everything possible to prevent crime and create a safer community by promoting partnership between the SAPS, Local Government, the community and the private and voluntary sectors. To prevent crime, change should take place in peoples' way of thinking and actions.

This study found that political influences in both the SAPS and Local Government could play a huge role in crime prevention, since effective proactive actions require multi-sectoral partnership. It is important that political parties work together.

But as long as party members promote a particular political party's objectives in crime reduction, the community's priorities will be regarded as not important. All political party members need to be educated to stay focused on the needs of the community and put aspirations second, since most of the SAPS and Local Government top executives are placed in management positions as a political strategy of power.

In 1994, the country moved from autocratic and oppressive oligarchy to human-rights-based constitutional democracy. This dramatic shift in the nature and functioning of the state required an extensive overhaul of its institutions and laws. The challenge for the new government was one of transformation and nation building during a time when crime levels and public feelings of insecurity were reaching unacceptable levels. The last ten years in South Africa have been characterised by a flurry of new policies, plans, strategies, laws, and noble ideas (Du Plessis & Louw, 2005:428).

This study argues that the South African Criminal Justice System has performed well considering the challenges it has faced since 1994. However, while acknowledging this success, it also points out that many challenges remain and that more should be done to address certain problems that still exist when looking at current crime rates and crime prevention strategies. Crime prevention programmes should involve local citizens and deal with community-identified problems, if intended to be effective. When crime prevention programmes are successful and local communities experience increased safety, it usually assures the full support and participation of the public.

Good policing, like good research, is policing that is done well, not that gets any specific outcome (Tilley, 2005:140). A victory in crime reduction would instil hope that government can maintain citizens and this could ensure community safety. In this study, the researcher has found that crime prevention is part of everyday life. Every citizen should realise that every time someone locks the door to their house or car, they practice a form of crime prevention.

## **CHAPTER 8: CONCLUSIONS AND RECOMMENDATIONS**

### **8.1 INTRODUCTION**

The concept of cooperation between inter-departmental, multi-agency and all citizens to prevent crime is central to the government's approach. This study advocates an integrated local crime prevention strategy or even a policy within a social context of targeting the roots of crime. It has become increasingly clear that working together as concerned community members at ground level to prevent crime, reduces the fear of crime, and improved public safety mechanisms can produce excellent results. The objectives of this research were to inquire into and review the partnership between the SAPS and Local Government in the prevention of crime in the Cape Winelands District Municipality.

The researcher intends to assist Local Government and the SAPS in the fight against crime and not to portray these government departments in any negative light. This study depicts positive best practices, contributions and improved crime prevention strategies in above mentioned unique municipal district. The crucial importance of a solid working alliance between the SAPS and Local Government in preventing crime, without any political interference, cannot be over emphasised. In its absence local communities suffer the consequences of government mishaps and living in fear of crime could become a common phenomenon because of lawlessness.

The proposed recommendations in this chapter directly address the findings which relate to the research objectives discussed under the following headings:

- Discoveries in crime prevention – recommendations on cooperation in crime prevention to enhance community safety.
- State of current assistance – recommendations on partnership in crime reduction.
- Challenges of alliance – recommendations on crime prevention initiatives and seeking best practices; and to make a contribution in the field of crime prevention.

- The way forward – a partnership model to enhance crime prevention at Local Government level.

## **8.2 DISCOVERIES IN CRIME PREVENTION**

The researcher recommends that all the SAPS and Local Government managers, from top to the lowest local level including police shift commanders and community leaders, should undergo annual training on crime prevention practices; preferably joint sessions to improve inter-departmental and police-community relations, as well as illuminate rank or position status. Training should be filtered down to all members to ensure individual accountability and competency. It is usually people at ground level who come in contact with every-day crime first and who could prevent crime by being more observant, reporting corruption and criminal activities as well as acting as law abiding citizens.

When every state employee of the SAPS and Local Government understands and realises that they have a common objective in regard to crime prevention, then maybe all current proactive ventures would boost job performance and plunge community pessimism and expectations. Then all citizens would enjoy living a life without fear of crime because safety in neighbourhoods would increase. It is further recommended that the SAPS and Local Government should employ capable, trained managers, with policing/ law enforcement, financial and project management skills (academic qualifications) to assess crime prevention programmes. Educated personnel guarantee professionalism, confidence, pride and passion which bring about sincere productivity, accountability and fruitful results.

When integrated operations with other departments, multi-agencies or local communities are managed with integrity, such observations would surely boost mutual trust, improve relationships, reinforce active cooperation and enrich community safety and security. The researcher also recommends that Community Safety Forums (CSFs) should be implemented in Drakenstein, Stellenbosch and Breede Valley municipal areas to enhance community safety. Since such a forum only focuses on safety, it could better deal with the origin of crime and bring about community participation and innovative local problem-solving.

If the root of crime is not dealt with, then surely attempts to reduce crime will be in vain. Proactive actions should be the focal point of any strategy and execution. When the public are consulted to identify their safety needs and community inputs considered or even implemented, then such cooperation could possibly enhance trust and improve police-community relations which are crucial for crime reduction. Therefore, cooperation between vital role-players (including SAPS and Local Government) involved in the CSFs can only benefit any community and increase safety. There's an urgent need for integrated crime prevention policies in every municipal precinct, and CSFs could be the ideal platform to formulate such a plan.

Since drugs and alcohol are identified as crime generators, all stakeholders in the field of substance abuse should be included when formulating a local crime prevention strategy or policy; such as – social services, education, legislation, law enforcement, justice, policymaking, research and treatment to address the origin of crime. Reliance on the drug trade for income in communities with high prevalence of unemployment makes it extremely difficult to address supply and break criminal networks. But, if suppliers are targeted and properly persecuted the problem of substance abuse could be minimised or hopefully disappear.

The view of community leadership, in helping to make crime reduction through legislation a reality, is crucial. Legislation is in place to help and not to hinder local authorities in their crime-reductive capacities. Policing is both forward and backward looking. It is forward looking because it seeks to prevent future ills, and backward looking because it also concerns itself with past misdeeds to learn from it (Bowling & Sheptycki, 2012: 11). Collectively the SAPS and Local Government executives have a role to play in decision-making, in leading local partnerships, as well as bringing stakeholders together to meet local needs and priorities.

Therefore, the researcher recommends that Local Government should employ more law enforcement officers to improve by-laws enforcement and enhance community safety. The SAPS also need to recruit more police officers for crime prevention functions to address the causes of crime. By improving capacity, government would create more career opportunities and address the high unemployment rate in our country, and also reduce youth crime.

### **8.3 STATE OF CURRENT ASSISTANCE**

An integrated union between the SAPS and Local Government can undoubtedly influence one of government's primary aims which are to reduce crime. Traditionally, the police have always been viewed as the major crime prevention agent and only recently has it become more widely accepted that local authorities, other agencies and the community have a role to play in building safer communities. Although many Local Government community leaders and police officers still don't completely grasp their crime prevention responsibilities, which this study proved, the researcher believes that it is not too late to improve on appropriate training systems where participation strategies between the SAPS and Local Government reflect the dynamics of communities to reduce crime.

The researcher recommends that the SAPS and Local Government join forces to restore police-community relations in each municipal area as first priority, otherwise all efforts to reach their strategic objectives would be in vain and crime will never reduce. Local Government should contextualise its community safety role as partners in the fight against crime. Without thorough trust, compassion and willingness to understand one another's roles; and work towards one common goal, all government endeavours to reduce crime could be facile.

Reduction of crime links with freedom of society. South Africa proclaimed as a free country, away with apartheid and freedom for all citizens, contradicts our current crime rate situation. We stay in communities where people live in fear of criminal activities allegedly caused by local labour strikes, poverty, unemployment, poor education and corruption. Voters raise their concern daily in the media which sends out a global message of fear. Crime statistics (2007 to 2011) released by the SAPS confirm the increase in some contact – and property related crimes. A decrease in crime can only be achieved through active partnership as documented in this research.

The researcher recommends that the SAPS constantly adopts a custom of openness to lure community members (including Local Government) to collaborate and secure police- community trust which is currently a major dilemma in the areas.

Reported crime statistics should be communicated weekly with partners to get their perspectives and suggestions on crime combatting and implement such proposals. Quarterly crime feedback assemblies with local communities and tutoring on unlawful acts by experts must be compulsory in each policing precinct. Such fellowship, assistance and training might deal with alleged corruption, improve multi-agency involvement and address the origin of crimes.

Local Government could intensely merge with inhabitants and multi-agencies to create jobs and social development. These social factors are prime movers of criminal pursuits. Government financial funding and support to reduce crime is vital, and money should be consumed fruitfully by skilled leaders with financial academic qualifications. Evaluation of crime prevention projects is the process of determining its significance or worth. It usually analyses and compares the actual progress vs. prior plans, orientated towards improving such plans for the future. This should be part of a continuing management process consisting of planning, implementation, support and evaluation. Such assessments follow each other in an unbroken cycle until the successful completion of the activity.

It is very important for every government campaign to be flawlessly valued internally and externally when constructing worthwhile state financial expenditures to actually increase safety by reducing crime. Therefore, the researcher recommends research before implementation, and immediately after the execution crime prevention programmes should be thoroughly evaluated to ensure that the causes of crimes are addressed to prevent reoccurrence.

#### **8.4 CHALLENGES OF ALLIANCE**

The researcher recommends that although the SAPS and Local Government have different daily functions, they should consider combining their strategic objectives in each municipal area and draft safety plans as part of a productivity measuring tool. Their main objectives should be the same, to ensure an equal outcome-based goal that is effective and sufficient in reducing crime. Citizens elect trustworthy council members from their neighbourhood to represent the local community in government, thus they believe that they have a better relationship with Local Government representatives than with police officials of whom the majority are from other towns.

Council members know the needs of the community because they reside in these municipal areas and can liaise with the police to prevent crime. A structured integrated safety strategy would ensure a healthy cooperation between these two leading entities that could reflect on productive operational duties, where resources are clubbed together to enhance community safety. Various crime prevention strategies are drafted and available, but are rarely operational. Drugs and alcohol abuse is identified in crime prevention strategic planning as a huge problem that is swiftly expanding in Drakenstein, Stellenbosch and Breede Valley municipal areas.

Substance abuse poses a major risk of increased child neglect and abuse. It fuels crime and violence, undermines sexual, physical and mental health and has a detrimental economic impact on individuals and households due to the use of scarce resources on substances, rather than on necessities. Drug trafficking and illegal liquor retail in these rural towns are, in some cases, so integrated into community micro-economies that it creates powerful organised-crime leaders who exercise enormous power through sponsorship systems and employment, and are able to circumvent law enforcement efforts. It further encourages financially reckless behaviour. Therefore, the researcher recommends for various crime prevention strategies to be incorporated in one structured integrated crime prevention policy for each municipal area.

This study further recommends that the SAPS and Local Government should join their crime prevention approaches to ensure effective and sufficient results. Integrated crime prevention strategies should be implemented according to the neighbourhoods' crime pattern analysis and policing priorities. There is a strong association between alcohol, drugs, crime and injury; therefore preventive measures should be aimed at reducing drug initiation and maximising treatment opportunities. All substance abuse issues should be kept high on the public/political agenda of the municipal areas.

Local authorities can develop and maintain integrated policies in collaboration with all stakeholders in order to prevent illegal liquor dealing and drug-related crime; and ensure quality of life for residents at local level. Rehabilitation centres in each stated municipal area must be compulsory due to the enormous drug and alcohol abuse predicament.

The general phenomenon of crime is recognised as a social product that must be addressed through strategy that is fully integrated within the larger social structure of a municipal area. The architects of this strategy are a social field comprised of professionals and civilians who are organised and supported by the state.

Crime prevention planning strategies by the SAPS and Local Government should be focussed on a way of widening the range of expectations people might have of the future. These strategies should think about the unthinkable in order to plan for a wide range of possibilities, such as crime prevention through environmental design (CPTED) strategies. The researcher further recommends for Local Government to include the SAPS in future local developments, as discussed in Chapter 4 paragraph 4.10. Although the study of crime prevention and community safety has been growing over recent years it has been dominated by a focus on evaluating 'what works' in terms of techniques (Hughes et al., 2002:4).

The researcher suggests that frequent preventative changes should take place and not periodic (copy and paste) safety strategies, to hinder felons from formulating pre-emptive patterns. Change is constant and intelligence-driven plans must be unpredictable in order to ensure successes. The following possibilities could be a starting point of practical best practices to combat crime, which includes:

- To increase the effort required to commit a crime – by making people responsible for their own belongings and safety and security;
- To increase the risks of committing a crime – by means of alarm systems and safety cameras, people taking regular safety prevention steps (neighbourly care) and awareness interactions (via local media and cell phone companies participation);
- To reduce the reward derived from crime – to improve prosecutions in the justice system;
- To reduce provocations – by improving social and life skills, reviving family values by addressing poor parenthood and absent fatherhood; and
- To remove excuses for doing crime – by addressing unemployment and poverty, as well as improving the education systems.

This study proves that the prevention of crime is impossible without community involvement. Community safety is a requirement of every citizen and policing strategies should be in line with community needs and expectations. Various community policing programmes and interactions are currently in place, for example Neighbourhood Watches. Most of these community volunteers are eager to assist the police without any monetary compensation.

Since, police are heavily dependent on community participation in their aim to address criminal activities; it should be evident for the SAPS to continuously strengthen partnership with community organisations to guarantee future involvement. Therefore, the researcher recommends that the SAPS management earnestly establish functional crime prevention units at every local police station; more crime prevention officers at local level could improve police-community relations and secure public cooperation.

This study further recommends that Local Government should employ more law enforcement officials or establish a municipal police service in all three municipal precincts, as encouraged by the Constitution (1996). Additional law enforcement officers would not only assist with policing functions through crime prevention, but also deal with the high unemployment rate and illuminate corruption. Government should also consider remunerating all volunteers who cooperate in ensuring public safety, as is the case in other countries as discussed in Chapter 5. Any crime prevention programme or campaign cannot be implemented and evaluated without the necessary funds. Government budgeting is vital for crime preventing initiatives to be effective and sufficient.

## **8.5 THE WAY FORWARD: A PARTNERSHIP MODEL TO ENHANCE CRIME PREVENTION AT LOCAL GOVERNMENT LEVEL**

### **8.5.1 The legal framework**

This study found that at various times and over the past decades western countries' governments have 'rediscovered' crime prevention and committed resources to its development and implementation. Crime prevention is state-managed in Botswana, New Zealand, Canada, USA, England and Australia by legislation.

These countries have realised the importance of crime prevention for many years, such as the USA since 1982. The prevention of crime is designated to crime prevention agencies, councils or entities outside the police to direct, manage and coordinate crime prevention initiatives at local level. These agencies coordinate policies about crime reduction initiatives by facilitating partnerships between the police and other stakeholders.

In USA, for example, the control of the police rests with Local Government, as in many other international states according to their country legislation. This is however not the case in South Africa, where in terms of legislation police service is solely administered by the national state. Local districts take the lead in initiating crime prevention policies in USA, Australia, England, New Zealand and Canada. Local Government in Canada also controls social developments, such as housing, police services and transport.

The researcher found that the Constitution of the Republic of South Africa 108 of 1996 provides the over-arching framework for policy and legislation. The principles, values and injunctions of the Constitution form the basis for legislation and policies that have a bearing on the provision of safety. The Constitution bestows the right on all citizens to enjoy an accountable, effective and a service-oriented Criminal Justice System (CJS). It directs the state to provide all citizens and those within the country's boundaries with adequate security from those who perpetrate crime.

Section 152 of the Constitution defines the objects of Local Government. These include ensuring that the provision of services to communities is rendered in a sustainable manner; that social and economic development is promoted; that a safe and healthy environment is promoted; and that communities and community organisations are encouraged to be involved in the matters of Local Government.

### Government Budgets

All crime prevention programmes require funding. In this study, the researcher has found that in Botswana for example, its local crime prevention office receives state budgets for community policing and crime prevention. In the USA, its National Crime Prevention Council emphasises the strategic importance of funding.

It states that national budgeting is vital to ensure that crime prevention strategies stay on mission, respond adroitly to breaking opportunities, and realise the power and efficacy of the private sector (*National Crime Prevention...*, 2007:5).

The development duties of municipalities are outlined in section 153 of the Constitution. It states that a municipality must budget and plan processes to give priority to the basic needs of the community; promote the social and economic development of the community; and participate in national and provincial development programs. The economic development of the community is intrinsically linked to the safety conditions that prevail in the local environment. In terms of section 18(2) of the Public Finance Management Act (South Africa, 1999) provision is made for managers (the accounting officer or accounting authority) to ensure that a Supply Chain Management (SCM) system of the institution provides for an effective and efficient system of demand management.

SCM is the streamlining of supply chain activities, providing links between internal and external partners. SCM is a concept presupposing to engage the client, to consider the enabler and to think creatively, developing and deploying a sustainable strategy, the corporate strategy being a pattern of converging decisions and actions of the organisation in order to improve key process capabilities (Purcarea, 2010:7). In terms of section 4(2) of the Western Cape Provincial Treasury Instructions (South Africa, 2012), the application of the supply chain is to ensure that goods or services required to support the strategic and operational commitments of the institution are delivered timeously at the right price and at the right location.

This mandate further instructs all managers of the organisation to develop and implement a supply chain strategy. The supply chain management strategy must deal with the following matters:

- Supply chain management vision of the institution;
- Supply chain management goals and objectives linked to the institution's strategic objectives;
- Commodity and market analysis in relation to the core functions of the institution;
- Identified strategic and scarce commodities and procurement options;

- Strategic partners;
- Stakeholders involved in the supply chain cycle;
- Identified cost drivers;
- Risk analysis and mitigation measures; and
- Goods or services to be procured over a 5 year period.

This study further reveals that Local Government has more control over factors that influence the opportunities for crime to occur through its various responsibilities in areas such as managing public space and building design; providing community recreational services and developing policies that affect local businesses and communities.

**The Partnership Model consists of the following:**

The Constitutional and legislative framework of the Community Safety Forums structure (as discussed in Chapter 3, paragraph 3.3.7) which includes the following policies:

- The National Crime Prevention Strategy 1996;
- The White Paper on Safety and Security 1998;
- The White Paper on Local Government 1998;
- The White Paper on Traditional leadership and Governance;
- The White Paper on Corrections in South Africa of 2005 and the Correctional Services Act 111 of 1998 (Community Safety Forums Policy, 2012:9).

**8.5.2 Principles**

The USA has a National Crime Prevention Council that works to create a nation that is safer and energised. Ten (10) action principles were developed by the Crime Prevention Coalition of America, more than 300 national, federal, state, and local organisations representing thousands of constituents who are committed to preventing crime (*National Crime Prevention...*, 2007:8). These crime prevention principles, as discussed in Chapter 5, paragraph 5.3.5 are in line with the USA government's goal to increase safety and to promote a caring nation for the past 25 years.

This study found that Australia has identified a number of key principles which underpin an effective system for collecting performance information regarding crime prevention. These principles serve as the basis for developing and accessing the merits of proposed framework for community-based crime prevention plans. The principles of a crime prevention partnership model (or safety plan) must include the following:

- A clear purpose;
- Focus on outcomes and improvement;
- Links to broader strategic directions;
- Flexible and reflects diversity;
- Develop and implement with key stakeholders;
- Balanced;
- Simple, easy to understand and cost efficient;
- Mixed methods approach;
- Integrated in core business; and
- Subject to regular review and refinement (Morgan & Homel, 2011:13).

The basis of a crime prevention partnership model is to fulfil local inhabitants' need, which is to increase community safety. According to Chopra (2009:3), SCM consists of all stages involved, directly or indirectly, in fulfilling a customer's request. Any plan of action requires detailed schemes or ideas worked out beforehand, and to make preparations in order to achieve set goals (strategic objectives) to fulfil the needs of clients. People can discuss all sorts of grand strategies and dashing manoeuvres but none of these will be possible without figuring out how to meet the day-to-day demands of providing employees with the necessities enabling them to be functional and effective in getting the organisation's desired results.

SCM requires the things we do to influence the behaviour of the supply chain in order to get the results we want. Therefore, any safety plan should be aligned with the SCM process which is utilized by many organisations, public and private entities – including the SAPS and Local Government. A crime prevention partnership model acknowledges and supports the important role of local communities in identifying and addressing local crime problems.

Such a safety plan seeks to encourage people in the community to become involved in the development and delivery of crime prevention. High levels of cooperation between community members, and community participation in collective activity and the delivery of services, can help to build a sense of community pride. It is also integral to the long-term sustainability of community-based crime prevention efforts. The success of any strategy is only as good as the organisation's ability to fully and properly execute it.

This study reveals that the competencies of Local Government are provided for in Schedules 4 and 5 of the 1996 Constitution, that relate to the administration of Local Government matters. These matters include areas relating to street lighting, street trading, traffic, the control of public nuisance and the consequential by-law enforcement. These are some of the matters that a partnership model (safety strategy) shall address as part of its initiative to enhance crime prevention at Local Government level.

**The Partnership Model consists of the following:**

Some of the important principles that inform service-delivery in government include the following:

- Integrated service-delivery;
- Multi-agency collaboration;
- Joint planning of operations;
- Strong community participation and consultation;
- A commitment to sharing of resources;
- Community engagement and accountability;
- Responsiveness; and
- Openness and transparency (Community Safety Forums Policy, 2012:5).

**8.5.3 Cooperation**

This research brought to light that in England, the promotion of safer communities has a long history through the establishment of institutions to ensure community safety partnership in crime.

Also, across Australia all government crime prevention agencies include Local Government in the development of their crime prevention strategies. In USA the National Crime Prevention Council frequently increases the quality and quantity of their partnerships with government and law enforcement agencies. They serve as the national voice promoting state and local crime prevention efforts, working in cooperation with government and law enforcement to prevent crime.

Their objectives of cooperation are to:

- Develop and strengthen models that create vibrant public and private partnerships supporting individual and community crime prevention;
- Identify and deliver best practices and lessons learned to help strengthen these partnerships, improve their effectiveness in preventing crime, and avoid redundancies;
- Collaborate closely with locally focused partners and stakeholder to integrate and synchronise crime prevention campaigns, initiatives and programs to achieve maximum local impacts against crime;
- Educate local leaders about the cost effectiveness and other benefits of crime prevention; and
- Evaluate partnerships based on mutually established goals (*National Crime Prevention...*, 2007:13).

This study found that Local Governments in Canada, New Zealand, England and others as discussed in Chapter 5, promote greater community awareness and involvement in community safety and crime prevention by promoting safety plans and the benefits of a coordinated approach to crime prevention to the community and key stakeholders. In Australia, Local Government works in partnership with the community, state government agencies and non-government organisations to set realistic crime prevention objectives and develop a coordinated plan of action to address local crime prevention and safety priorities and to achieve these objectives.

Local Government also works with key stakeholders to implement the range of new and existing strategies that are to be delivered as part of their Community Safety and Crime Prevention plan. According to Morgan and Homel (2011:52), the contribution of key stakeholders is critical to the effectiveness of local crime prevention.

It is important that key stakeholders in the development of a safety plan and its performance agree to its goals and objectives. This is crucial to the on-going sustainability of collaboration across agencies.

Australian Local Governments are enlisted to lead and coordinate the partnerships; plan and implementation may involve a range of key stakeholder groups within the local community, such as:

- Local plan coordinators (primary Local Government);
- Local Government officers, senior managers and councillors;
- The Australian Police;
- State government agencies including the Department of Correctional Services, Health, Education and Training, Housing and Works, Indigenous Affairs and Community Development;
- Australian Government agencies;
- Non-government and service organisations;
- Aboriginal and Torres Strait Islander Communities;
- Businesses;
- Young people;
- Minority groups (ethnic communities, people with disabilities);
- Community volunteers;
- Local schools;
- Religious organisations;
- Local media; and
- The local community.

South African communities have diverse cultures and ethnic groups which correspond with Australia. The history of colonialism and oppression is similar to that of this country, as are the social segregation and polarised communities in which we make our living. This study unveils that cooperation in crime prevention increases the development of community-based partnerships and interagency collaboration to support the delivery of crime prevention activities. Benefits may include improved working relationships between agencies and different groups in the community, improved sharing of information and improved coordination of crime prevention efforts between different agencies in local communities.

A partnership model is necessary to ensure a comprehensive approach to local problems. Local crime prevention plans provide a useful framework through which to better coordinate various initiatives directed at the causes of crime, and to facilitate increased cooperation and collaboration between key stakeholders. According to Vasiliu (2010:51), success is difficult to conceive without building real partnership, and long-term trust in business. A specific type for partnership in any business is the supply chain. SCM acknowledges all logistics and includes marketing, finance, customer services, new strategies and innovation.

Gilling (as quoted by Morgan & Homel, 2011:38) states that Australia has identified several important qualities of effective crime prevention which identify the urgent need of a partnership model. Such a safety plan secures the following:

- A clear mission and agreement on the objectives of the partnership;
- Good knowledge and understanding of one another's roles, responsibilities and motivation for being involved in the partnership;
- A high level of trust between partner agencies;
- Members that work well together, respect one another and are committed to ensuring the partnership succeeds;
- Strong leadership, including local 'champions';
- The capacity of agency representatives to commit resources to enable partnership function and to address barriers to implementation as they arise;
- Clear lines of accountability between the partnership and its parent agencies through performance management processes;
- Division between strategic management and the management of operational and implementation issues, but with clear lines of communication and accountability;
- Partnership structures that are relatively small, business-like, with a clear process for making decisions and a focus on problem-solving;
- Adequately resourced, including ensuring that staff have enough time away from agency core business to provide input to the partnership;
- Data sharing policies and protocols; and
- Continuity in partner representation and participation and documentation of processes and decision-making.

When CSFs are functional, as discussed in Chapter 3, and local safety plans are implemented; Local Government could work collaboratively with key stakeholders identified in the safety plan to develop and implement evidence-based crime prevention initiatives identified in the safety plan to address local priorities. The safety plan should link with the IDPs of municipalities; focussing as key performance indicators to achieve Local Government's set outcome objectives on community safety. The development of a partnership model requires firstly the cooperation of all key stakeholders to establish and agree on the objectives (or intended long-term outcomes) to which the work is supposed to be contributing.

**The Partnership Model consists of the following:**

It is important that there is a commitment to the performance measurement processes among all stakeholders, particularly those who may need to be involved in data collection and analysis; as well as those with decision-making powers (especially on budgets) in all three spheres of government. These stakeholders include:

- Metro, Districts and Local Municipalities;
- South African Local Government Agency (SALGA);
- The South African Police Service;
- Department of Justice and Constitutional Development;
- Department of Correctional Services;
- Department of Home Affairs;
- Department of Co-operative Governance and Traditional Affairs;
- Social Cluster Departments (in all spheres of government);
- Department of Education;
- Civilian Secretariat for Police; and
- Provincial Department responsible for community safety.

Communities serve as critical role-players in the composition of Community Safety Forums. In order to give effect to enhancing community participation, the continuous presence of organised civil society and community structures or sectors is encouraged.

They include:

- Existing Community Police Forums (CPFs);
- Ward councillors as ex-officio members;
- Faith-based organisations;
- Business sector;
- Organisations representing the interests of specific groups like Women's Formations;
- Non-governmental organisations working in relevant functional areas (E.g. in respect of child protection, victim support, drug addiction support groups, restorative justice or economic empowerment);
- Traditional leaders; and
- Other organised community structures such as military veterans (Community Safety Forums Policy, 2012:14).

#### **8.5.4 Training**

This study reveals that it is important that those involved in the development and implementation of safety plans have the adequate knowledge of crime prevention and understanding of how crime prevention strategies can be applied. Effective crime prevention is contingent upon a workforce with adequate knowledge and expertise in a range of key competencies relevant to crime prevention practices. In Botswana the designated agency responsible for crime prevention has identified crime prevention officers at local level to assist with training on community policing. The use of trained crime prevention officers or practitioners is a common phenomenon abroad, where these members coordinate crime prevention awareness and training.

In USA, crime prevention training falls under three primary categories:

- Education – A major role of the crime prevention unit in any agency is educating the public on prevention techniques that they may be able to protect themselves, their families, neighbours and their property;
- Physical environment – Crime prevention officers address crime by offering security assessments and recommendations to residents and businesses based on sound, proven techniques; and

- Community involvement – Training Neighbourhood Watch members and engage with all stakeholders on community policing programs and facilitate multi-crime prevention training (Arrington, 2007:37).

Training has been crucial over the past 25 years in enhancing a safer and caring American nation. The NCPC trained thousands of crime prevention practitioners and allies – law enforcement personnel, educators, parents, youth, local and state government officials, and community leaders – in key strategy and content areas to help them help their communities reduce crime (*National Crime Prevention...*, 2007:7). In Australia, researcher found that the effectiveness of crime prevention initiatives is frequently blunted by practical technical problems associated with, among other issues:

- A poor understanding of crime prevention theory and techniques;
- The absence of a skilled and professional crime prevention workforce;
- Inadequate project and program management abilities; and
- The lack of knowledge and experience with performance measurement and program evaluation (Morgan & Homel, 2011:29).

This study reveals a need for crime prevention training, since many Local Government officials, community leaders and the SAPS members do not know or understand the complexity of crime prevention, community safety and policing. A training program is any structured set of activities that aims to deliver information to the target group with a view to improving their skills or knowledge. This includes community education and workshops, professional development, strategies that aim to improve school performance and drug and alcohol education. Training is the acquisition of knowledge, skills, and competencies as a result of the teaching of vocational or practical skills that relate to specific competencies (Farell, Bowers, Johnson and Townsley, 2007:59).

Many problems are caused by the lack of knowledge-based approach to crime prevention. Training has specific goals of improving one's capability, capacity and performance. It forms the core of apprenticeships and provides the backbone of content and ensures quality service-delivery.

Crime prevention consists of multi approaches which require conventional training in understanding the broad strategies, tools and methods of reducing crime. Crime is not static and its complex prevention should relate to the knowledge-driven economy of the future.

**The Partnership Model consists of the following:**

- The eventual training of every stakeholder, in the philosophy, practice, and principles of crime prevention.
- Building crime prevention into all training opportunities: management, recruit, field training and in-service.
- Comprehensive training skills need assessment to determine the actual knowledge, skills, and abilities needed to perform crime prevention.
- Provide new and existing line-level personnel with sufficient skills training in crime prevention, problem-solving, communication, interpersonal relationships, conflict resolution, and sensitivity to diversity.
- Local Government and SAPS field training or crime prevention officers practice the principles of crime prevention and implement crime prevention 'train- the- trainer' programs (as multi-agency approach).
- Middle managers' and first-line supervisors' training – address how their role changes in crime prevention (as mix-methods approach).
- A system in place to capture suggestions and recommendations on training from individual groups inside and outside of Local Government.
- Include cultural representative residents to recruit training on real-life problem-solving exercises. Also, various local community specialists, for example Architects, Lawyers and other professionals to assist with CPTED training.
- Maintain a library of information on a wide range of topics that can broaden experience and understanding and provide opportunities for further learning.

According to Piper and Mathis (2011:32), growing organisations require growing managers. When you stop learning, you stop leading. The moment you stop growing, your organisation stops growing. The same is true for communities in need of safety and security.

### **8.5.5 Communication**

This research found that Local Governments in Australia, Botswana, England, USA, New Zealand and Canada coordinate and manage crime prevention actions through their existing community consultative mechanisms. Crime prevention practitioners communicate consistently and timeously send messages to law enforcement and other local partners and to the general public about the benefits of crime prevention. In Botswana, crime prevention officers are responsible for crime prevention booklets for distribution to the general public and utilise all media mediums to sensitise the community about crime trends. According to Arrington (2007:56), the media are by nature broad-based, and are the most efficient way to reach a large audience.

Crime prevention media campaigns (electronic or print media) are awareness campaigns that are geared toward heightening the awareness of certain types of crime or crime in general. In Australia, for example, the Community Safety and Crime Prevention (CSCP) plan outlines the major steps taken by all stakeholders. The key issues relating to the implementation of framework of the plan includes a clear communication strategy that outlines a process for communicating the benefits and approaches to measuring the performance of the CSCP partnerships and plans. It also specifies the roles and responsibilities for all aspects of performance measurements (Morgan & Homel, 2011:55).

Communication is a two-way process of reaching mutual understanding, in which participants not only exchange (encode-decode) information, news, ideas and feelings but also create and share meaning. It means dialogue towards mutual understanding (Fourie, 2007:101). In general, communication is a means of connecting people or places. It is by means of symbolic or verbal communication (newspapers, mail, email, telephones, television, radio, etc.). To convert an organisation strategy in an effective action plan requires good communication and great discipline. Crime prevention activities involve responding to a few priority problems, using targeted multi-agency programmes. Any prevention activity requires awareness by means of marketing or communication.

A supply chain process method can be excellent when practicing collaborative business when stakeholders join hands to accomplish a common goal. According to Popa (2012:20), collaboration takes place when people from different organisations produce something together through effort, resources and common decisional processes and share the product or final service responsibility. Local Government is best positioned to provide critical programmatic support to local communities through publications, training, tools, and the evolving spectrum of communication techniques.

**The Partnership Model consists of the following:**

Current methods and resources used by Local Government and others to communicate with the public can be utilized, for example:

- The Integrated Development Plan (IDP) process;
- Municipal websites, including Government Communication and Information Systems (GCIS);
- Internal and external channels (e.g. SCM process);
- Mass media;
- Community radio stations;
- Cell phone communication;
- Local newspapers and multi-agency brochures;
- Mobile municipal offices or centres (like Multi-purpose community centres);
- Water and electricity bills, etc.

**8.5.6 The functioning of the Community Police Forum (CPF)**

This study found that in New Zealand, crime prevention strategies are compiled by all stakeholders which include members of the public. Also, in Australia many local community safety and crime prevention partnership committees meet regularly to oversee the implementation of actions identified in the local Community Safety and Crime Prevention (CSCP) Plan, reviewing and refining actions as required and documenting progress and key results (Morgan & Homel, 2011:16). All the countries, as discussed in Chapter 5, regard local community committee inputs as crucial to the success of enhancing safety. Both Australia and New Zealand have diverse communities which can be associated with the 'South African rainbow nation' concept where cultures and ethnic values differ.

The CPF is responsible to ensure good community-police relations and assist with determining local policing needs and priorities. This study reveals that CPFs should build safety by using an integrated approach to ensure community participation in community safety. Some of the powers and functions of the CPF as discussed in Chapter 3, paragraph 3.3.6, include the following:

- Promoting accountability of the local police to the community and cooperation of the community with the local police;
- Monitoring the effectiveness and efficiency of the police; and
- Examine and advise on local policing priorities.

**The Partnership Model consists of the following:**

- Establishment of formal partnerships by expanding the scope of influence dealing with policing resources;
- Identifying policing priorities with the Police;
- Joint identification and co-ownership of policing programmes;
- Reciprocal control of crime fighting programmes; and
- Ensuring police accountability to the community (Community Safety Forums Policy, 2012:19).

**8.5.7 The role of the Neighbourhood Watch (NW)**

In this study, the researcher found that internationally, the most well-known local crime prevention initiatives that specifically target residential living is that of Neighbourhood Watch (NW). Every country, as discussed in Chapter 5, makes NW a way of making a police service more democratically responsive and responsible through citizen participation in oversight activities. Also, NW structures are monitored by Crime Prevention Agencies and Councils. In England they have neighbourhood-based monitoring organisations to ensure that the police act in ways that are acceptable to local communities and meet their expectations.

According to Sutton et al. (2008:116), the language of NW is that of promoting 'community spirit' and 'partnerships' and 'participation'. In USA, crime prevention practitioners keep NW alive by encouraging regular meetings with built in for socialising and they:

- Involve the members in volunteerism within the law enforcement agency;
- Expand the focus from passive watching to active patrolling;
- Create a court watch to ensure judges mete out justice properly; and
- Involve select members in providing training for new watch groups and publishing a newsletter of activities (Arrington, 2007:44).

This research discloses that community safety and community crime prevention is frequently expressed in three key objectives – reducing crime, reducing fear of crime, and restoring a sense of community. This study found that in practice, some functional NW structures tend to mainly reflect on police priorities and emphasise in crime control, by mostly performing neighbourhood foot patrols. Since these NW structures tend not to give priority to social crime prevention (such as poverty and unemployment), the social roots of crime are not addressed.

### **The Partnership Model consists of the following:**

As an integral part of implementing community safety initiatives, the communities, through established sectoral interests such as NW structures, business and religious forums and other organised community structures, should be mobilised to take the initiative on issues pertaining to community safety and security (Community Safety Forums Policy, 2012:19). Community participation at a practical level, include:

- Market research (polls, telephone, interviews, surveys etc.) – what people think about certain issues or social problems;
- Appointment to decision-making bodies (representatives of community sit in on advisory boards and committees) – what representatives think about certain issues or social problems;
- Incorporation of opposition groups (inviting diverse community leaders into a central decision-making forum) – making confidential or silencing an opposing view by positioning it as simply one voice among many;

- Social therapy (neighbourhood clean-up campaigns) – the community actually takes part, but does work or provide services as determined by someone else;
- Grassroots activism (street watch or pollution watch committees) – people on the ground do things for themselves, by themselves and make decisions on how to intervene in the world around them (Sutton et al., 2008:116).

### **8.5.8 The role of Civilian oversight**

This study found that in Botswana, a central government office has oversight to direct, manage and coordinate crime prevention efforts. The Botswana Police Service designated this function to the National Coordination Office to be in line with international practices regarding crime prevention. In the USA and others, as discussed in Chapter 5, crime prevention agencies and councils develop and promulgate national standards to guide individuals, governments, communities and businesses in realising the full value of crime prevention (*National Crime Prevention...*, 2007:15).

#### **The Partnership Model consists of the following:**

The role of the Civilian oversight should include the following:

- Coordination within government and with other relevant agencies, community, civil society and relevant stakeholders;
- Stimulate the identification and development of crime prevention measures and long-term strategies for tackling the causes of crime and lack of safety;
- Ensuring that community safety is a high priority for relevant departments, organisations and community formations; and
- Providing information, training and opportunities to share and develop good practice on crime prevention and safety (Community Safety Forums Policy, 2012:12).

## **8.6 GENERAL RECOMMENDATIONS**

The South African government should seriously consider crime prevention as an approach to community safety. The government should frequently provide critical programmatic support to local communities through training, tools, publications, and the evolving spectrum of communication techniques; communicate consistent and timely messages to law enforcement and other local partners and to the general public about the benefits of crime prevention; they should provide a variety of strategies and tools that enable local law enforcement and community partnerships to promote basic prevention strategies in response to local needs. National standards should be developed to guide individuals, communities, and businesses in understanding the benefit of crime prevention.

This study further recommends that crime prevention basics should be taken into the 21st century by using new technologies and the internet to broaden and deepen the impact of public safety. Every citizen should understand public safety as a shared responsibility. Once the community and the police come to recognise their mutual responsibilities in restoring order and neighbourhood safety, citizens might begin to develop the social networks and processes needed to ensure community safety. Such partnership could only cause public prosperity by seeking best practices for the future.

An independent national crime prevention body designated by government to ensure public safety could be beneficial for South Africa, as operated internationally. Such a structure should consist of members of the public who are committed to reduce crime's debilitating impact on our society, reduce corruption and restore the current negative public views on government and safety. This governing body could be responsible for training, promoting and coordinating all government, non-government and the private sector's crime prevention programmes with offices at provincial and Local Government level. Each government level should receive state funding to assist all stakeholders with crime prevention approaches, community development and job creation.

The researcher believes that through collaboration and education in crime prevention, South Africa could become a safer and caring nation. This thought requires thorough research.

## **8.7 CONCLUSION**

Various crime prevention policies and government legislation are in place, but crime is *still* on the increase. The question that needs to be asked is why does this *still* happen and what are we *still* doing wrong in Drakenstein, Stellenbosch and Breede Valley municipal areas. This study proves that the prevention of crime is defined not by its purpose, but by its results. It can only be effective through multi-agency approaches. The essential mutual anti-crime objective of the SAPS and Local Government should be to prevent people from becoming either criminal offenders or victims of crime. Their general aim should be to promote crime prevention techniques and change the way of thinking of by educating citizens to ensure community safety.

The past is the past. They call it that for a reason. We should never allow the past to get in the way of life. 'Just keep on moving forward to make the future the best you can make it' – quoted by an unknown person. As citizens we should take responsibility for the past and create the future by taking hands and making sure that the future doesn't repeat the past. Local authorities have a role to play in regard to community leadership and their actions should be effective and sufficient. As the SAPS and Local Government continue to work together, the police and community will likely develop stronger and more trusting relationships.

Failure to become partners against lawlessness will in the long-term see higher levels of crime, a public increasingly alienated from the police, law-enforcement bureaucracies who spend more time fighting each other than law-breakers; and perhaps most tragically, a more deeply and visibly divided society. Professionalism is a lifelong learning initiative, to develop skills and gain a deeper understanding of the ever changing environment we live in. Crime prevention consists of multiple approaches which require conventional training in understanding the broad strategies, tools and methods of reducing crime.

Crime is not static and its complex prevention should relate to the knowledge-driven economy of the future. Since crime prevention is defined by its outcome, it requires integrated approaches focused on priority crimes, aimed at eliminating future occurrence to ensure public safety. Although crime prevention legislation is in place, it is worthless without exertion, since faith is action. Local communities rely on local authorities to enforce the law and ensure safety in neighbourhoods by performing their duties effectively as obligated by the constitution. The prevention of crime is all about choices. Do inhabitants choose to live in safety or in fear of crime?

Local community members should realise that crime affects all and should be prevented holistically. As partners in ensuring safer towns, collectively we can reverse the cycle of crime that has become a constant feature in our neighbourhoods by taking action and preventing the increase of criminal activities. This study reveals the importance of crime prevention in crime control which can no longer be regarded as the sole responsibility of police and justice, and that many other government agencies at all levels have important roles to play. Together, through local crime prevention policies, Local Government and the SAPS can actively promote safety and address the roots of crime by using a multi-agency approach.

We are shaped by our circumstances or experiences, but our choices define who we are. Opportunities and other experiences for crime prevention are evident and available to explore. As community leaders and authorities of the law, Local Government and the SAPS should not wait for crime incidences to happen but make events happen by choosing to be intentional in combatting crime. Safety begins with prevention, and by ensuring public safety it enhances an environment of caring and growth where communities value, respect and love one another.

The researcher truly believes that safety is a core human right and would like to assist and contribute to the reduction of crime in any way possible. Crime reduction is possible with crime prevention which requires multi-sectoral cooperation. We are alive for some special reason, we need to stop being prisoners of crime and become the architects of our future by taking action. Great happiness starts with serving others and by learning from previous experiences and mistakes.

The more one serves, the greater one is (The International Bible Society, 2003:54). Life is all about learning from the past to seek best practices for tomorrow and expertise for the future.

As former President Nelson Mandela stated on 15 October 1994: National day of Safety and Security – “Now is the time to unite and deal with crime and violence. Now is the time to make South Africa a safe place for its entire people, for investors and for our visitors; the aim is to promote partnership between the police and the community” (Pheiffer, 2009:86). It is very important for all citizens to forget negative issues of the past by not reminding ourselves of past mistakes that will ruin our present happiness. Instead, we should invest our energy in the positive present moment because life is just a journey and change starts with ourselves.

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## **ANNEXURE “A”: Questionnaire Survey**

**TOPIC: AN ANALYSIS OF THE ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND THE LOCAL GOVERNMENT IN CRIME PREVENTION IN DRAKENSTEIN, STELLENBOSCH AND BREEDE VALLEY MUNICIPAL AREAS, WESTERN CAPE**

Please complete the questions on the enclosed pages and submit to:

DEBBY PHEIFFER

TEL: 021-8623654 / 0722126652

UNISA: DOCTORATE STUDENT NR- 38100312

## QUESTIONNAIRE SURVEY

1. Research approved by: University of South Africa (UNISA); South African Police Service (SAPS) Western Cape Provincial Commissioner; Drakenstein, Stellenbosch and Breede Valley Municipal Managers.
2. Researcher: Debby Pheiffer (former Police Officer)  
7 Klein Parys road  
Paarl  
Tel. 021-8623654/ 0722126652
3. One of the basic needs of any person is the need for safety and security. Community safety is preventing, reducing or containing the social, environment and intimidator factors which affect people's right to live without fear of crime and which impact upon their quality of life. It includes preventative measures that contribute to crime reduction and tackle anti-social behaviour.
4. Research is done to analyse and discuss the role of the SAPS and Local Government (LG) in crime prevention in the Drakenstein, Stellenbosch and Breede Valley municipal areas in the Cape Winelands District Municipality, Western Cape. The researcher plans to investigate, monitor and evaluate SAPS and LG's initiatives and current efforts relating crime prevention activities in the various Municipal areas. The outcome of this research will determine if the community's need for safety and security is met.
5. Respondents will be protected from psychological and physical harm.
6. Respondents need to give permission for interview.
7. Risks if any, will be explained to respondents.
8. Respondents are not obligated to participate and may opt out at any stage.
9. Researcher will debrief respondents to avoid bias.
10. Respondents are allowed to make any suggestions to improve the research procedures.
11. Researcher respects respondent's confidentiality.
12. Respondents are thanked for their participation.
13. A summary of the research results will be available after completion.

This questionnaire is aimed at determining your knowledge and cooperation regarding the prevention of crime in your precinct. You are requested to answer each question and reflect your true reaction when doing so. Completion of the questionnaire will take approximately 10 minutes of your time. Thank you kindly for your cooperation.

Name	
District/ Place	
Position	
Tel.	
Date	

Indicate your choice by marking the appropriate block with an “X”.

For example:

Male	1
Female	2 <b>X</b>

1. Our organisation plays a role in the prevention of crime in our area.

STRONGLY AGREE	<b>114</b>
AGREE	<b>67</b>
DISAGREE	<b>10</b>
STRONGLY DISAGREE	<b>3</b>
UNABLE TO RATE	<b>1</b>

2. An integrated approach between Local Government and SAPS has an impact on the safety and security of your community.

STRONGLY AGREE	<b>104</b>
AGREE	<b>86</b>
DISAGREE	<b>9</b>
STRONGLY DISAGREE	<b>4</b>
UNABLE TO RATE	<b>2</b>

3. A representative of Local Government is regularly present at Community Police Forum (CPF) monthly meetings to improve safety and security of all citizens in your area.

STRONGLY AGREE	<b>62</b>
AGREE	<b>64</b>
DISAGREE	<b>46</b>
STRONGLY DISAGREE	<b>19</b>
UNABLE TO RATE	<b>14</b>

4. In your opinion, there is currently an active partnership between Local Government and the police regarding the combating of crime in your district.

STRONGLY AGREE	<b>35</b>
AGREE	<b>107</b>
DISAGREE	<b>44</b>
STRONGLY DISAGREE	<b>14</b>
UNABLE TO RATE	<b>8</b>

5. To your knowledge as leader/commander/community member to ensure safety and security in your area, when last was there an active intervention between Local Government and the police to address crime prevention.

MONTHLY	<b>67</b>
QUARTERLY	<b>41</b>
ANNUALLY	<b>10</b>
NOT RECENTLY	<b>51</b>
UNABLE TO RATE	<b>31</b>

6. All relative role-players (including Local Government and SAPS) are present when our organisation addresses crime prevention issues in our district.

STRONGLY AGREE	<b>43</b>
AGREE	<b>61</b>
DISAGREE	<b>73</b>
STRONGLY DISAGREE	<b>15</b>
UNABLE TO RATE	<b>13</b>

7. Were there any integrated projects that addressed the prevention of crime between Local Government and SAPS over the past 5 years?

YES	<b>144</b>
NO	<b>54</b>

8. If yes, the outcome of these integrated projects was in line with your organisation's strategic plan to combat crime in your district.

STRONGLY AGREE	<b>40</b>
AGREE	<b>89</b>
DISAGREE	<b>9</b>
STRONGLY DISAGREE	<b>1</b>
UNABLE TO RATE	<b>18</b>

9. Do you concur that political influences can play a huge role when addressing crime prevention strategies in your district?

STRONGLY AGREE	<b>86</b>
AGREE	<b>96</b>
DISAGREE	<b>14</b>
STRONGLY DISAGREE	<b>12</b>
UNABLE TO RATE	<b>3</b>

10. How do you rate the effectiveness of crime prevention projects in your district?

GOOD	<b>60</b>
AVERAGE	<b>86</b>
POOR	<b>30</b>
VERY POOR	<b>15</b>
UNABLE TO RATE	<b>5</b>

**Short Answer Questions:** Comments are often the most important part of the evaluation process. Please try to answer with as much detail as possible.

11. Mention some of your organisation's fruitful results over the past 5 years regarding crime prevention programmes, if any.

**167 respondents answered this question.**

12. Name some of your organisation's current projects which address safety and security in your district, if any.

**168 respondents answered this question.**

13. Specify some crime prevention suggestions to improve service delivery in your area, if any.

**179 respondents answered this question.**

14. Organisation

Local Government	<b>102</b>
SAPS	<b>106</b>

15. Age

21-30 years	<b>12</b>
31-40 years	<b>38</b>
41-50 years	<b>79</b>
Over 50 years	<b>68</b>

16. Gender

Male	<b>146</b>
Female	<b>59</b>

17. May researcher mention your name in the thesis?

Yes	<b>147</b>
No	<b>45</b>

# ANNEXURE B: Consent to conduct study

SUID-AFRIKAANSE POLISIEDIENS



SOUTH AFRICAN POLICE SERVICE

AMAPOLISA OMZANTSI AFRICA

## **INFORMATION NOTE**

**REF** : 25/7/2/1(201100336)  
**DATE** : 2011-10-19  
**TO** : The Provincial Commissioner  
SA Police Service  
WESTERN CAPE  
**FROM** : The Provincial Head  
Organizational Development and Planning  
SA Police Service  
WESTERN CAPE

Compiled by: SAC Hoko

**RESEARCH PROPOSAL:AN ANALYSIS OF ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND THE LOCAL GOVERNMENT IN CRIME PREVENTION:DEGREE DLITT ET PHIL:UNISA:RESEARCHER:ME DC PHEIFFER**

1. A request was received from Mrs DC Pheiffer, a Doctoral student in Police Science at the Department of Police Practice, to conduct research in the South African Police Service. Her research proposal has been perused and recommended by the Head Strategic Management, Head Office.
2. The aim of the research is:
  - to assess the collaboration between SAPS and Local Government key role-players through examining their IDP and other crime related documents,
  - to investigate and discuss the role of South African Police Service and local government play in preventing crime in the Stellenbosch, Paarl and Worcester policing precinct of the Western Cape.
3. Mrs D Pheiffer has indicated for the purpose of her research, she would want to find effective ways to strengthen the partnership against crimes between SAPS and Local Government. The outcomes of the research will assist Local Government and SAPS to modernise pro-active approaches in order to improve the lives of every citizen in our Community. The research will be limited to three(3) municipal areas, Stellenbosch, Paarl and Worcester because of the vast regions and population.

**RESEARCH PROPOSAL: AN ANALYSIS OF ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND THE LOCAL GOVERNMENT IN CRIME PREVENTION : DEGREE DLITT ET PHIL:UNISA:RESEARCHER:ME DC PHEIFFER**

**4. RECOMMENDATION**

A list of questionnaires on which the research will be based on has not been submitted with the application. The researcher will examine the IDP and other crime related documents; scrutinizing minutes of Crime Prevention meetings or other related feedback reports and compile questionnaires for interviews. All Crime Prevention initiatives, projects, training, evaluation and feedback reports will be viewed to prove purposeful growth. Members of SAPS and Local Government in senior positions and who have authority in decision making will be interviewed, the researcher will utilize two methods: Questionnaires and interviews.

4.1 This office has perused the application and concurs with the recommendation made by the National Office subject to the following conditions;

- she will respect the privacy of the members and will not divulge any information received from members of the Service and that such information will at all times be treated strictly confidential;
- the interviews are confined to her conducting said interviews with the officers at the identified areas;
- she will complete an indemnity form prior to her commencement of her research, in terms of which the SA Police Service is indemnified against any injury, personal damage or any loss suffered during the research;
- the researcher will conduct her research without any disruption of duties of the officers of the Service;
- prior arrangements must be made timeously with the respective officers who are to be interviewed to ensure that service delivery is not hampered.
- that she may not take photographs of any office or state building as it may compromise security of the police station, and is prohibited by law;
- a copy of finalised research report will be donated to the SAPS.

  
SAC  
1031497-7  
SAC  
STRATEGIC MANAGEMENT: WESTERN CAPE  
FE HOKO

Date 2011-10-21

RESEARCH PROPOSAL:AN ANALYSIS OF ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND THE LOCAL GOVERNMENT IN CRIME PREVENTION : DEGREE DLITT ET PHIL:UNISA:RESEARCHER:ME DC PHEIFFER

COMMENTS

*Application is recommended.*

*(D)ies*

BRIGADIER  
PROVINCIAL HEAD: ORGANIZATIONAL DEVELOPMENT: WESTERN CAPE  
HD HEILBRON

Date 2011. 10. 21.

COMMENTS

*The recommendation is supported subject to the set conditions.*

*[Signature]*

MAJOR GENERAL  
PROVINCIAL HEAD:LEGAL SERVICES:WESTERN CAPE  
EN DLADLA

Date 2011-10-25

COMMENTS

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~~\_\_\_\_\_~~  
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MAJOR GENERAL  
DEPUTY PROVINCIAL COMMISSIONER :HRM: WESTERN CAPE  
HS BURGER

Date \_\_\_\_\_

RESEARCH PROPOSAL: AN ANALYSIS OF ROLE OF THE SOUTH AFRICAN POLICE SERVICE AND THE LOCAL GOVERNMENT IN CRIME PREVENTION : DEGREE DLITT ET PHIL:UNISA:RESEARCHER:ME DC PHEIFFER

INSTRUCTIONS

*Approved.*

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H S BURGER MAJ GEN  
DEPUTY PROVINCIAL COMMISSIONER  
HUMAN RESOURCE MANAGEMENT

**LIEUTENANT GENERAL**

*act:*

**PROVINCIAL COMMISSIONER: WESTERN CAPE**

**AH LAMOER**

SOUTH AFRICAN POLICE SERVICE ADJUNK PROVINSIALE KOMMISSARIS MENSLIKE HULPBRON BESTUUR
<b>28 OCT 2011</b>
HUMAN RESOURCE MANAGEMENT DEPUTY PROVINCIAL COMMISSIONER SUID-AFRIKAANSE POLISIEDIENS

Date