PLANNING FOR CRIME PREVENTION:  
THE CASE OF THE CITY OF TSHWANE

Elsona van Huyssteen & Mark Oranje  
University of Pretoria  
Department of Town and Regional Planning
SaferAfrica is an independent, professional, non-profit association, incorporated under section 21 of the South African Companies Act.

The mission of SaferAfrica is to serve the long-term security and development needs of Africa and its peoples in accordance with the vision of the African Renewal and the values of Pan-Africanism.

The objective of SaferAfrica is to assist in the development of responsible and self-reliant good governance/management structures in the South on the areas of peace and security in all its aspects, and development leading to the enhancement of security.

SaferAfrica would like to acknowledge the financial support of the United Kingdom, Department of International Development (DFID), the Government of the Netherlands, the Government of Ireland and the Government of Norway, for making this study possible.

© 2003, SaferAfrica

ISBN: 0-9584650-9-6

First published by SaferAfrica
Trelawney House, 173 Beckett Street, Arcadia, Pretoria, 0083, South Africa
Phone: +27 12 481 6200
Fax: +27 12 344 6708
Website: www.saferafrica.org

Design, layout and printing: Blueberry Projects CC
Phone: +27 83 306 9099

Copyright in the volume as a whole is vested in SaferAfrica, and no part may be reproduced in whole or in part without the express permission, in writing, of both the author(s) and the publishers.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>List of tables</td>
<td>iv</td>
</tr>
<tr>
<td>List of boxes</td>
<td>iv</td>
</tr>
<tr>
<td>Preface</td>
<td>v</td>
</tr>
<tr>
<td>About the Authors</td>
<td>vi</td>
</tr>
<tr>
<td><strong>Chapter 1</strong></td>
<td></td>
</tr>
<tr>
<td>Crime prevention in the City of Tshwane</td>
<td>1</td>
</tr>
<tr>
<td><strong>Chapter 2</strong></td>
<td></td>
</tr>
<tr>
<td>Setting the scene for city-based crime prevention</td>
<td>3</td>
</tr>
<tr>
<td><strong>Chapter 3</strong></td>
<td></td>
</tr>
<tr>
<td>Role players and responsibilities in the local crime prevention arena</td>
<td>9</td>
</tr>
<tr>
<td><strong>Chapter 4</strong></td>
<td></td>
</tr>
<tr>
<td>Strategic direction for crime prevention in Tshwane</td>
<td>17</td>
</tr>
<tr>
<td><strong>Chapter 5</strong></td>
<td></td>
</tr>
<tr>
<td>Crime prevention initiatives and activities</td>
<td>27</td>
</tr>
<tr>
<td><strong>Chapter 6</strong></td>
<td></td>
</tr>
<tr>
<td>A score card for experiences in centre staging crime prevention in the City of Tshwane</td>
<td>37</td>
</tr>
<tr>
<td><strong>Chapter 7</strong></td>
<td></td>
</tr>
<tr>
<td>Conclusion</td>
<td>43</td>
</tr>
</tbody>
</table>
## LIST OF TABLES

<table>
<thead>
<tr>
<th>Table</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Agent, area and mandate</td>
<td>13</td>
</tr>
<tr>
<td>2</td>
<td>Policing strategy</td>
<td>21</td>
</tr>
<tr>
<td>3</td>
<td>Social Crime Prevention Strategy</td>
<td>22</td>
</tr>
<tr>
<td>4</td>
<td>Environmental Design Strategy</td>
<td>23</td>
</tr>
</tbody>
</table>

## LIST OF BOXES

<table>
<thead>
<tr>
<th>Box</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Key requirements and outcomes of an IDP</td>
<td>5</td>
</tr>
<tr>
<td>2</td>
<td>Ward Committee priorities related to crime and safety</td>
<td>5</td>
</tr>
<tr>
<td>3</td>
<td>Strategy Development Process</td>
<td>20</td>
</tr>
<tr>
<td>4</td>
<td>Successful Metropolitan Policing Activities</td>
<td>31</td>
</tr>
<tr>
<td>5</td>
<td>Typical joint crime prevention operation</td>
<td>34</td>
</tr>
<tr>
<td>6</td>
<td>Typical joint crime prevention operation</td>
<td>35</td>
</tr>
</tbody>
</table>
PREFACE

SaferAfrica is an independent non-profit, non-governmental organization dedicated to serving the long-term security and development needs of Africa in a self-sustaining manner. This urban crime prevention study is a SaferAfrica initiative that seeks to improve the accessibility of local government and civil society to experiences learnt and best practices on urban crime prevention. This monograph is part of a series of case studies undertaken in the urban areas of the city of Tshwane (formerly known as Pretoria) and Johannesburg in South Africa; Nairobi in Kenya; and Khartoum in Sudan. The project analyses the various approaches applied by different role players to urban crime prevention; examines how these approaches are developed and implemented; and scrutinise these approaches for the best practices and lessons learnt for local government. More concisely, this research project aims to answer the question of what local authorities are doing about crime within their geographic localities. It intends to outline who are the role players involved in addressing crime, what their crime prevention strategies are and how these strategies are implemented. By synthesising this information as separate case studies, it provides reference material to local government officials and civil society organisations that are interested in developing their own crime prevention strategies drawing on the lessons and experiences of others.

Clare Jefferson and Riccardo De-Caris
Programme Officers
SaferAfrica
ABOUT THE AUTHORS

Elsona van Huyssteen is senior lecturer in the Department of Urban and Regional Planning at the University of Pretoria. Her primary research interests are local governance and planning, planning policy and history and planning education. Over the last five years she has specialised in the fields of local governance planning, planning education and training, and has been involved in several research projects on the practice of integrated development planning, as well as on planning education in South Africa.

Mark Oranje is Head of the Department of Urban and Regional Planning at the University of Pretoria. His primary research interests are planning theory, policy and history. Over the last six years he has produced a number of policy documents and technical reports for national and provincial government departments and planning commissions, primarily on municipal development planning.
Chapter 1

Crime prevention in the City of Tshwane

After decades in which it was the primary agent in crime prevention in the City of Tshwane (the former Pretoria area)\(^1\), the South African Police Service (SAPS) has, during the last couple of years, embarked on a process of placing crime prevention on the agendas of other role players in the City, especially on those of community groups and local government. One of the key initiatives and success areas in this regard was the local Community Police Forums (CPF), where the SAPS, community groups and other role players such as local business forums joined hands and began addressing crime prevention in a more holistic way, through organising joint activities and initiatives, and sharing of information and resources.

With the establishment of the Tshwane Metropolitan Police Department in February 2002, the local crime prevention arena underwent a further set of changes and new opportunities for crime prevention emerged. Although it is still early days and the new system is as yet not fully established, a number of lessons can be learned on the way in which crime prevention is dealt with, and on the kind of progress that has been made by the metropolitan police in establishing and giving effect to the mandate for local crime prevention as well as to the National Crime Prevention Strategy (NCPS) – which places the focus on preventative rather than reactive measures to counter crime.\(^2\)

The research forms part of the Urban Crime Prevention Project, a SaferAfrica initiative that seeks to improve the accessibility of local government to experiences and best practices on urban crime prevention in South Africa. The project covers six metropolitan municipalities in the region and analyses the approaches applied by different role players to urban crime prevention. The project also examines how these approaches have been developed and implemented, and scrutinises the approaches for best practices and lessons learnt.\(^3\)
In the case of the City of Tshwane the research is largely based on interviews with the major role players in crime prevention endeavours within the Tshwane Metropolitan area, viz members of the City of Tshwane’s Metropolitan Police Department, including its Regional Offices; the Crime Prevention Unit and IDP Office; officials in the Tshwane Metropolitan Municipality; units from the SAPS; and other role players such as the CSIR and Business Against Crime. Other sources of information that were consulted include the Tshwane Crime Prevention Strategy (2002-2007) and the City of Tshwane Integrated Development Plan (IDP) (2002).

This report aims to provide an overview of, and extract some experiences from the attempts by the City of Tshwane’s to centre stage and give effect to crime prevention within the developmental mandate of local government. As such it consists of five parts. Firstly, it provides an overview of the legal and policy framework as well as local restructuring processes influencing city-based crime prevention. Secondly, it provides an overview of the various role players and maps their mandates and responsibilities in the local crime prevention arena. Thirdly, the strategic direction and underlying approaches for crime prevention in the City of Tshwane are outlined. Fourthly, an overview is provided of initiatives and activities in the crime prevention arena, and lastly, it highlights and evaluates the attempts at centre staging crime prevention in the City of Tshwane.

1 Capital city of South Africa, incorporating the former Greater Pretoria Metropolitan Area, the former Pretoria and Centurion City Councils and the Town Council of Akasia.


Chapter 2

Setting the scene for city-based crime prevention

The key component setting the scene for the role players and initiatives within the current crime prevention arena in the City of Tshwane is the legal and policy framework, which influences the core functions and mandates of local government as well as its capacity to play its ‘rightful’ role in crime prevention in the city. Just as there are a number of opportunities for local government to get actively involved in crime prevention, there are also many frustrations and difficulties due to the continuous processes of restructuring at local government level.

The following section sets the scene by underscoring the developmental mandate of local government and its accompanying integrated development planning requirements, local government’s new mandate for local crime prevention through the establishment of metropolitan police services, as well as the current organisational and institutional framework of the City of Tshwane Metropolitan Municipality for crime prevention.

1. AN INTEGRATED AND DEVELOPMENTAL APPROACH TO LOCAL GOVERNANCE

In understanding the foreseen role of local government in crime prevention, it is critical to locate it within the broader context of its constitutional mandate\(^1\). Municipalities are not only responsible for service delivery within their municipal areas, but also have to play an active role in the facilitation and initiation of development in their areas of jurisdiction.\(^2\) The Municipal Systems Act, 2000, also explicitly states that the concept of ‘governance’ is much broader than that of ‘the municipality’ as perceived in the past, implying that communities and other role players in a municipality have to play a central role in the government of that municipality.
In order to assist local governments in South Africa to give effect to their developmental mandate and in line with international trends in planning and development thinking, a new approach to municipal planning has been developed, viz that of Integrated Development Planning. In terms of the Municipal Systems Act each municipality in the country is required to prepare a five year IDP for its area of jurisdiction (See Box 1 for an outline of the key components of such a plan). Not only does a municipality have to incorporate the opinions, needs and buy-in of all stakeholders through a process of structured public participation, it also has to ensure integration between different municipal sector departments and line functions within the planning process, and ensure that the plan is aligned with its budget, financial planning and other institutional arrangements and plans. The planning process also provides an opportunity for the alignment of municipal priorities, plans and budgets with those of provincial and national sector departments.

In the case of the City of Tshwane, an IDP was prepared and finalised in May 2002. Within the IDP-participation processes, local needs-assessments were conducted in each ward in the city. In these processes crime and safety were identified as key issues in almost every ward, and were ranked on a city-wide level as the third highest priority in the City of Tshwane (See Box 2).

2. **ESTABLISHMENT OF A LOCAL MANDATE FOR CRIME PREVENTION**

Local government’s mandate for crime prevention is clearly set out in the White Paper on Safety and Security\(^3\), which specifically requires municipalities to ensure that crime prevention includes planning in all municipal departments and activities, develop and initiate targeted social crime prevention programs and co-ordinate crime prevention activities. In addition to this, the NCPS describes the role of local government as to refine the NCPS and implement local crime prevention programmes that are in line with local priorities and capacities.

The South African Police Act, 1995, provides the mandates for the key role players such as the Tshwane Metropolitan Police, CPFs, as well as that of the SAPS.

CPFs\(^4\) are provided for in Chapter 7 of the Act. They provide a platform for the community to liaise with the SAPS, to form partnerships, promote communication and co-operation with the SAPS, improve police services, improve transparency of the SAPS, and promote joint problem identification and solving.
Box 1: Key requirements and outcomes of an IDP

“In terms of subsequent legislation, primarily the Municipal Systems Act, 2000, Regulations passed in terms of the Act and Guidelines, these plans are meant to be issue-based, multi-sectoral, holistic plans, focussed on addressing the needs of the poor and on transforming the South African Apartheid landscape, society and local government institutions. They are also intended to reflect, capture or contain any other sectoral municipal planning requirement or plan in terms of sectoral legislation. Furthermore they are seen as one of the means, together with Local Economic Development, by which local governments can be transformed into the developmental entities that the 1996 Constitution and subsequent legal and policy frameworks intend them to become. Along with the rise of ‘good governance’ and urban management in South Africa as elsewhere (see inter alia Healey, 1997; Southall and Wood, 1996; Asibu, 1998; Mabin, 2000; Post, 1997 and SACP, 1998: 26), these strategic plans at municipal level are also seen as providing the frameworks, or rather the business plans, in accordance with which municipalities have to be managed. Provision is also made in the Municipal Systems Act, 2000, for the setting up of performance management systems to facilitate their implementation (see also Cassim and Kondlo, 1999: 17). The plans are furthermore supposed to be linked to municipal budgets and to find their way into the budgets of provincial and national line departments in order to ensure that the strategies, projects and programmes they contain are actually implemented (Jewell and Howard, 2000: 2).”

Box 2: Ward Committee priorities related to crime and safety

The priority problems and needs identified by ward committees related to crime, safety and the metropolitan police department’s activities, include the following:

- increase in crime
- problems associated with general safety
- lack of crime prevention measures
- long reaction time
- unsafe service points
- safety at schools
- illegal land use
- crime due to squatters
- crime due to drug abuse and prostitution
- unregulated informal trade
- unkept open spaces
- lack of community involvement.
In a definite move towards establishing a local mandate for crime prevention, Chapter 12 of the Act makes provision for the establishment of Metropolitan Police Services, and mandates its members to act as police officers in the performance of the following functions:

- traffic policing, subject to any legislation relating to road traffic;
- the policing of municipal by-laws and regulations which are the responsibility of the municipality in question; and
- the prevention of crime.9

The crime prevention mandate for the SAPS as specified by its Crime Prevention Division10 is:

- social crime prevention
- police emergency services
- visible policing.

While both the SAPS and the Metropolitan Police have the mandate to prevent any situation that may threaten the safety or security of the local community and to address the root causes of crime, the mandate to investigate crimes and to ensure that criminals are brought to book, is that of the SAPS.11

The process to get the Metropolitan Police established in the City of Tshwane began in January 2001, and resulted in the establishment of the City of Tshwane Metropolitan Police on 23 February 2002 (amalgamating the former Traffic Police and Security Units of the Municipality). The short life span of the Metropolitan Police has meant that much of its efforts over the last year have gone into the establishment of the respective units, retraining and capacity-building of staff for the new function, and carving out its role in the Tshwane Crime Prevention arena. Included in this role are tasks such as strategy formulation and implementation, and negotiating roles and responsibilities.

3. RESTRUCTURING OF THE TSHWANE METROPOLITAN MUNICIPALITY

Since the first democratic local government elections in December 1995, municipal government in the Pretoria area has been in a state of restructuring and transformation. This process saw the creation of three substructures and one metropolitan council at the beginning of the process, followed by the amalgamation of all these structures to form one new mega-city at the end of 2000, viz the City of Tshwane. For the two and a half years after this event the newly created municipality has been witness to new structures, new faces in senior management, and uncertainty among employees as to their future in the council. It would, however, seem that this phase is now in its final stages and that it should be completed before the end of 2003.
To provide services; to promote social and economic development; and a safe and healthy environment, in a democratic and accountable way, encouraging the involvement of the public (Republic of South Africa, 1996).


Oranje M, Van Huyssteen E. ‘Exploring the inroads of ‘sustainability’ in municipal Integrated Development Plans (IDPs)’. Chapter to be published. Undated.

In terms of the Water Services Act, 1997, local authorities are required to produce Water Services Development Plans, Integrated Transport Plans are required in terms of the National Land Transport Act, 2000 and certain requirements regarding plans for housing provision are required in terms of the Housing Act, 1997.


Chapter 7, SAPS Act, Act 68 of 1995, Section 64E.


In trying to come to an understanding of the crime prevention initiatives and activities in the City of Tshwane, the roles of the key role players in city-based crime prevention, local formal and informal partnerships, and the role players’ mandates and areas of jurisdiction are mapped in the following section.

1. KEY ROLE PLAYERS IN CITY-BASED CRIME PREVENTION

On 14 November 2001 the Executive Mayor of the Tshwane Metropolitan Municipality hosted a Tshwane Crime Prevention Summit at which various role players discussed the ways in which crime prevention could and should be approached in the City. This summit seems to have been the catalyst for the municipality to commit itself to taking the centre stage in the local crime prevention arena by identifying crime prevention as a primary task of the newly established Metropolitan Police Department.

1.1. The Metropolitan Police Department

Even though the Metropolitan Police Department has only been in operation for just over a year, it has taken several major strides in establishing itself as one of the lead agents in crime prevention in the city. Feedback from the SAPS, the various local CPFs and the city-wide Crime Prevention Forum has been very positive, and it seems that the image and mandate of the Metropolitan Police as a key role player in crime prevention is firmly established, not only amongst the members of the department, but also in the eyes of the public.
The inclusion of a crime prevention unit in City of Tshwane Metropolitan Police illustrates the importance that has been given to this function. Notwithstanding the prominence that has been given to this function the service/department is not operating at full capacity and also subjected to the general local government transformation processes.³

In terms of composition the Crime Prevention Unit is divided into three sections, each with its own tasks and specific directorates.⁴ These units are the:

- **Proactive Policing section**, with the following directorates: Crime Prevention, Regional Policing, By-Laws; and Road policing
- **Reactive Policing section**, with the following directorates: Research and Development, Investigations, Communication, Protection Services, and Land-invasion
- **Administration and Logistic Support**.

### 1.2. The South African Police Service

It is evident that the SAPS' mandate enables them to play the leading role in crime prevention activities and operations that are related to policing. In this endeavour they are supported by the Metropolitan Police in the form of resources and specific activities. In terms of its mandate and its location within the developmental local government context, the Metropolitan Police can, however, go much further and take the lead in terms of social crime prevention and environmental design.

Notwithstanding this, the introduction of the Metropolitan Police Force has in no way detracted from the SAPS' responsibility for Crime Prevention in Tshwane. As equal partners in addressing crime prevention, the Metropolitan Police plays a major role in supporting and strengthening⁵ the SAPS' mandate for Crime Prevention. Both parties operate within the broader ambit of the South African Police Act and aim to effectuate the NCPS. The SAPS not only provides a policy framework on national and regional level, but is also actively involved in crime prevention in the City of Tshwane in various ways, such as:

- the co-ordination of crime prevention operations within the city, as well as with other areas (ie the City of Johannesburg) and within the Gauteng Province through the Area Superintendent for Crime Prevention
- the implementation of national and provincial crime prevention programmes, such as Captain-Crime Stop⁶
- social crime prevention programmes and activities at local police stations and CPFs.

As the SAPS has been regarded as the primary agent for crime prevention in the city in the past, the two years since the establishment of the Tshwane Metropolitan Police were marked by a number of negotiations regarding the sharing of responsibilities and resources, joint activities and the resulting organisational transformation. This obviously made it necessary to clarify and renegotiate the roles and responsibilities of the various role players in crime
prevention in Tshwane – a process characterised by varying degrees of complexity, sensitivity and uncertainty.

In this regard the biggest successes, according to both the Metropolitan Police and SAPS, were not so much in the structures that were set up to facilitate the co-operation, but the willingness and commitment of various individuals to see the benefit in joining forces in terms of planning and implementation. Another aspect which seemed to assist in the establishment of positive relations with members of the SAPS and other role players in the crime prevention arena is the fact that the current Commissioner of the Metropolitan Police Force is a well-respected former member of the SAPS. As for the ‘difficulties and confusion’, these are caused by the way in which the eight Regions of the Metropolitan Police have been demarcated, without consideration for the location of the area’s police stations or their operations.

1.3. Other role players

The history of crime prevention in Tshwane strongly indicates the importance of the involvement of and a joint effort between various role players, including the Tshwane Crime Prevention Forum, CPFs, Rate Payers Associations, City Improvement Districts (CIDs), Business Improvement Districts (BIDs), Business Against Crime, the South African National Defence Force, commandos and private security firms (ADT, Coin, etc.). Other organisations that contribute to crime prevention through the raising of awareness, research and education are Business Against Crime (BAC), German Technical Co-operation (GTZ), the CSIR, especially in terms of research and guidelines on environmental design for safety, the Institute for Security Studies (ISS) through the work of their Crime Prevention Unit, *inter alia* on partnerships in crime prevention and NGOs, such as SaferAfrica and IDASA.

2. LOCAL FORMAL/INFORMAL PARTNERSHIPS FOR CRIME PREVENTION

The City of Tshwane Crime Prevention Forum is regarded by all role players as the coordinating body for holistic crime prevention in the city. This forum replaced a dissolved Section 21-Company that was established by the former Greater Pretoria Metropolitan Council to deal with crime prevention. The forum currently consists of more than 100 of the major role players in crime prevention in the city and is logistically supported by the Crime Prevention Unit of the City of Tshwane’s Metropolitan Police Department. The forum provides an arena “where everybody can play a role” and a platform for the Metropolitan Police Department, other departments in the municipality, business, local community organisations, NGOs and research institutions, as well as other partners with a mandate for crime prevention such as
the SAPS and the SANDF to share information, discuss initiatives, co-ordinate activities and contribute towards “making Tshwane a safer place”.12

Other formal partnerships in the Tshwane area are the Area Co-ordinating Committees and the Joint Operational Committees. These are spearheaded by the SAPS to co-ordinate planning, joint operations and other initiatives between the SAPS and its respective units, the City of Tshwane Metropolitan Police Department, the SANDF (including the South African Air Force) and Metropolitan Emergency Services.

At neighbourhood level the CPFs, which started off as an initiative between the SAPS and the various local communities, and which include representatives from the respective Regional Offices of the Metropolitan Police Department, also play a key role in crime prevention and in initiatives to share resources in this regard.13 In the Inner City, Sunnyside and Brooklyn these forums are for example supported by Business Against Crime and have established Section 21-Companies for the installation of CCTV camera systems. In other neighbourhoods such as Arcadia, the CID and Community Police Forum work closely together and regularly request joint operations from the Metropolitan Police and SAPS, while in Centurion the community established a Section 21-Security Company to ensure the financing of cars to enhance the capacity of local SAPS units.

The Metropolitan Police Department is trying to establish a “network of safety”14 across the city by creating awareness and sensitising neighbourhood patrols, security companies, protection services, car security guards and commandos, supported by the eight Metropolitan Police Regional Offices that are in the process of establishment. This would promote crime prevention, create working relations and enable the sharing of information with the Metropolitan Police Department.

3. JURISDICTION AND MANDATES FOR CRIME PREVENTION

Whereas the SAPS have jurisdiction throughout South Africa, they are operationally directed to certain policing areas, such as within the Tshwane Metropolitan Area, while the Tshwane Metropolitan Police is limited to the City of Tshwane’s borders. This obviously poses some challenges for co-ordination, joint activities, structures, relationships, decision-making and resource allocation. In Table (i) a crude indication of mandates and activities and areas of jurisdiction are set out for the main agents.
### Table 1: Agent, area and mandate

<table>
<thead>
<tr>
<th>Activity and legal mandate</th>
<th>Agent and area of jurisdiction</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development of policy and legislative framework</td>
<td>SAPS National Metropolitan Police City of Tshwane (City of Tshwane)</td>
</tr>
<tr>
<td>Setting crime prevention priorities</td>
<td>SAPS National Priorities</td>
</tr>
<tr>
<td>Development and implementation of crime prevention programmes</td>
<td>SAPS National, Provincial Units – specific projects and actions in City of Tshwane</td>
</tr>
<tr>
<td>Planning and implementation of crime prevention operations</td>
<td>SANDF, SAAF National and Department of Home Affairs – National (Co-ordination in Gauteng and cross-border with other provinces through Gauteng Joint Operations Committee)</td>
</tr>
</tbody>
</table>

SAPS Area Commissioner and Crime Prevention Unit – city-wide (City of Tshwane Joint Area Committee – Chaired by SAPS Crime Prevention Unit, with SANDF, SAAF, Department of Home Affairs and Metropolitan Police – city-wide level) |

City of Tshwane Metropolitan Police – City of Tshwane |

City of Tshwane Crime Prevention Forum – city-wide level |

Metropolitan Police, Regions - City of Tshwane Regional operations: |

SAPS Stations - City of Tshwane Local operations |

CPPs – SAPS Station areas of jurisdiction |

Section 21-Companies & ie Inner City Partnerships as per specific area of jurisdiction
Even though the Metropolitan Police’s area of jurisdiction is the City of Tshwane, officials in the Department recognise the importance of dealing with the causes and consequences of crime across borders and acknowledge that crime prevention in the City of Tshwane could for example merely result in the displacement of crime to surrounding areas. To address this, good working relations with the SAPS in the Gauteng and North West provinces, as well as with the Metropolitan Police in the City of Johannesburg, are regarded as critical and are actively pursued.

Despite all the positive developments, as crime prevention is a cross-cutting issue that is regarded as the responsibility of the Crime Prevention Unit within the municipality, there is the danger of duplicating existing municipal functions in an attempt to integrate all functions from a specific sectoral function, while other role players in the municipality such as town planners, urban designers and engineers are in most cases not even aware of the existence of the unit. In this regard it once again seems as if the municipality sees its role as a service provider rather than that of a co-ordinator. Illustrative of this is the fact that the Crime Prevention Unit and Forum as lead agents in crime prevention struggled to get an interdepartmental forum within the municipality off the ground. In the end they resorted to engage with other departments and functions on specific aspects, areas or activities by inviting them to join discussions in the Crime Prevention Forum on such issues, which fortunately in most cases resulted in the specific section’s participation in and commitment to crime prevention through the Crime Prevention Forum.

---

1 Interview: Malope M. Metropolitan Municipality of the City of Tshwane, Metropolitan Police Department, Communications Office. 22 November 2002, Pretoria.


2 Interview: Van Deventer S. Metropolitan Municipality of the City of Tshwane, Metropolitan Police Department, Commander of the Regional Offices (Pro-Active Policing). 12 December 2002, Pretoria.

Interview: Ahomed K, Burkenstock I.


3 Van Deventer; Ahomed, Burkenstock.

4 Van Deventer.

5 Van Rhyn (SAPS Area Commissioner for Operations, 2003).

6 Part of social crime prevention by the National Department, an educational programme promoting awareness and the image of the police at schools.
Chapter 3

7  Van Rhyn; Van Deventer.
8  Ibid.
9  Van Rhyn.
10  Ahomed, Burkenstock.
11  Ibid.
12  Ibid.
13  Van Deventer.
14  Ibid.
15  Ibid.
16  Interview: Ahomed K, Burkenstock I.


17  Ahomed, Burkenstock.
Chapter 4

Strategic direction for crime prevention in Tshwane

This section sets out the strategic direction for crime prevention in Tshwane by all three spheres of government and specifically looks at the approach and philosophies underlying it, the process followed in strategy development at a local level, as well as the critical evaluation of the local Crime Prevention Strategy.

1. UNDERLYING APPROACH AND PHILOSOPHY

In accordance with the Summit that entrenched the City of Tshwane’s central role in crime prevention, the Tshwane Metropolitan Police pertinently states that it has taken the responsibility for a holistic Crime Prevention Strategy and the co-ordination of various initiatives in this regard in the City of Tshwane. The Metropolitan Crime Prevention Strategy specifically refers to and illustrates the national policy directions and imperatives, and the way in which the Tshwane Crime Prevention Strategy is aligned to the mandate of local government as set out in the Constitution of the Republic of South Africa (1996), the White Paper on Safety and Security, and the NCPS. Embedding crime prevention as a core function of local government provides an opportunity for a holistic approach to crime prevention to become a reality, as well as to strengthen the SAPS’ crime prevention initiatives by not only supplementing its capacity in terms of policing, but by making it easier to integrate crime prevention in the municipal development planning context.

The SAPS at national, provincial and area level also endorses such a holistic approach to crime prevention. The Minister for Safety and Security again emphasised this aspect during a media briefing (February 2003) where he set out the national government’s two-phased
approach towards crime prevention (2000-2010), viz: (1) social crime prevention to stabilise crime levels in the Tshwane Area by 2003, and (2) mitigating the real causes of crime.

The local crime prevention initiative is captured in the ‘City of Tshwane Crime Prevention Strategy, 2002-2007’. It is also evident from the range of initiatives and approaches to crime prevention that are promoted at local level that there is a ‘buy in’ to Government’s new approach to crime prevention, which “requires the development of wider responsibility for crime prevention and a shift in emphasis from reactive ‘crime control’, ... towards proactive ‘crime prevention’”.

It seems that the approach to crime prevention followed in Tshwane underlines the link between crime prevention and urban governance and management, as the Tshwane Crime Prevention Unit and Forum regard crime and crime prevention as a critical aspect that influences the development of the city and its people, not only in terms of safety and security but also in terms of economic development. Crime prevention featured as the third highest priority of critical needs raised by the various Ward Committees in the 2001-2002 IDP process and violent crimes are still a major concern in the city. The Crime Prevention Unit obviously regards this as an endorsement for the establishment of the unit and their work. Their new approach crime and crime prevention is central in the developmental debate, because, as they see it, “when the community is safe then development will follow”. The Tshwane Crime Prevention Strategy, 2002-2007 is thus also regarded as a catalyst for economic development and for building positive working relations between various role players in the city.

As part of its integrated and holistic approach towards crime prevention, the newly established Crime Prevention Forum used a number of working groups to consolidate existing initiatives aimed at a safer Tshwane. The aim of this holistic approach to crime prevention was to “try to handle the bigger picture”, through policing, social crime prevention, and environmental design. According to the Crime Prevention Unit, they have a ‘soft and hard approach’ to crime prevention, which implies that even though they promote a hard line of ‘zero tolerance’, they also try to promote a softer approach of education and raising of awareness regarding crime prevention and the reporting of crime. In addition to this they also support programs and projects aimed at the eradication of poverty and creating jobs.

This approach to crime prevention and its implementation through the establishment of a specific unit – namely a Crime Prevention Unit – in the metropolitan police is regarded as ‘pioneering work’ and an approach that would enable local government, the police and other role players to each play their respective parts within a broader framework of crime prevention. This would entail policing and law enforcement as well as addressing root causes and socio-economic circumstances of crime, assisting victims and offenders, protection of targets, and environmental design.
2. LOCAL STRATEGY DEVELOPMENT PROCESS

Driven by the Strategy Development Unit in the Crime Prevention Directorate of the Metropolitan Police, an extensive Crime Prevention Strategy development process was initiated at the Tshwane Crime Prevention Summit in November 2001. This led to the drafting of the Tshwane Crime Prevention Strategy (2002-2007), which was adopted on 23 August 2002 after an extensive consultation period.

As indicated at the outset of this report, prior to 2001 crime prevention in Tshwane was primarily driven by the SAPS and CPFs (at city-wide and station level). Crime prevention was approached within the broader national crime prevention policy framework, involving numerous innovative local specific initiatives and strategies, as well as ad hoc crime prevention operations, usually focussed on visible policing, target hardening and law enforcement. Other role players in this regard were the SANDF, business associations, and research institutions like the CSIR and ISS. Operations and initiatives were planned and assessed on available information such as crime statistics, national priorities, and on needs identified by the community, in a co-ordinated but probably not integrated way. With the establishment of the Tshwane Metropolitan Police in 2002, the opportunity for the first time arose for local government to play a central role in crime prevention in the city and to develop a holistic crime prevention approach.

Because of the existing energy, strong relationships and innovative practices regarding crime prevention in Tshwane, the Strategy Development Unit tried to put together an integrated approach encapsulating existing initiatives instead of starting off on a clean slate. In this process (outlined in Box 3) different working groups were used to put existing initiatives and strategies together. As stated in the strategy, it was “the product of numerous discussion sessions, workshops and meetings with various role players.” The strategy was also closely aligned with the national and provincial crime prevention policies framework and priorities. However, the strategy development process itself was very generic and ‘by the book’; at this early stage understandably still primarily structured around the functions of the Crime Prevention Directorate.

3. EMPHASIS OF THE LOCAL CRIME PREVENTION STRATEGY

The Tshwane Crime Prevention Strategy is aimed at creating “…a city, devoid of crime, where all can work, live, play and prosper.”

The mission as set for the strategy is “…to improve and promote safety, security and orderliness throughout the City of Tshwane by making crime prevention everybody’s business, through:
The three major elements of the Crime Prevention Strategy can be set out in accordance with the three focal clusters, namely policing, social crime prevention and environmental design (see Tables [ii]-(iv)).

**Box 3: Strategy Development Process**

A five-phased strategy development process was followed; consisting of the following phases:

- **Phase 1:** Strategic planning process, including a SWOT analysis done to identify the strengths, weaknesses, opportunities and threats for crime prevention in the City of Tshwane.

- **Phase 2:** Crime analyses: During this phase an analysis of crime in the city according to type, intensity, profiles and victims was done in order to come to a common understanding of crime in the city and to provide a basis upon which to develop interventions.

- **Phase 3:** Crime prevention tripod – focal clusters: Three focal clusters were identified to guide the Crime Prevention Strategy, which were actually based on the functions of the Crime Prevention Directorate, namely policing, social crime prevention, and environmental design.

- **Phase 4:** Strategic objectives, outcomes and activities: In this fourth phase the way in which the focal clusters can assist in crime prevention was explored. This was done by identifying the primary role of each cluster and the key role players in each arena, and then developing a set of strategic objectives and activities for each cluster. The strategic objectives, however, relate specifically to the establishment and operationalisation of each function within the Metropolitan Police structure, which unfortunately limits the potential of the strategy to little more than an operational plan for the Crime Prevention Unit.

- **Phase 5:** Crime prevention initiatives: This is regarded as the phase where the Crime Prevention Strategy will actually be implemented through a range of initiatives. Currently this section in the strategy consists of examples of activities and projects for each of the respective functions/units in the Crime Prevention Directorate. While it has not been stated as such, this phase is most probably not yet completed.
<table>
<thead>
<tr>
<th><strong>Focal cluster</strong></th>
<th><strong>Policing</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Main elements of strategy</td>
<td>Executing strategically planned crime prevention operations, based on intelligence and information, to enhance the safety and security of people within Tshwane. This proactive policing method (vis-à-vis the traditional crime control methodology) requires preventative intervention, a focus on all types of crime, and consistent law enforcement.</td>
</tr>
<tr>
<td>Key outcomes of strategy</td>
<td>This component of the strategy implies a focus on reducing crime and criminal behaviour through strategic, effective, efficient, more visible and economic policing. The importance of partnerships, community empowerment, and trust are recognised. In addition to this, changed perceptions of the safety and security force and building respect and integrity for law enforcement agents.</td>
</tr>
<tr>
<td>Implementation mechanisms and initiatives</td>
<td>Achieved through high level and specialised training of law enforcers, partnerships and joint ventures, high visibility, cleanup and crackdown operations, speedy response, intelligence and information networks, strategic planning and continuous monitoring and control.</td>
</tr>
<tr>
<td>Key role players</td>
<td>The Metropolitan Police Department regards these players as themselves, the SANDF, SAPS; and other supplementary services, ie private security companies; neighbourhood watch initiatives, and associated government departments such as the Department of Home Affairs.</td>
</tr>
</tbody>
</table>

Even though identified objectives, implementation mechanisms and initiatives are not only related to the functions and jurisdiction of the Metropolitan Police Departments, it seems that the Crime Prevention Strategy has been tailored to actually provide an organisational plan/strategy for the Metropolitan Police and the Crime Prevention Directorate in particular. This is probably due to the recent establishment of the Crime Prevention Directorate, the transformation processes that are still underway in the local government, and the lack of capacity in the Metropolitan Police Department. Interventions thus mostly include aspects such as:
• building capacity
• provision for additional staff
• motivation for better equipment and state of the art technology
• the justification of existing structures and capacity, such as the specialised units.24

Table 3: Social Crime Prevention Strategy

<table>
<thead>
<tr>
<th>Focal Cluster</th>
<th>Social Crime Prevention</th>
</tr>
</thead>
<tbody>
<tr>
<td>Main elements of strategy</td>
<td>To address the prevention of crime by addressing the causes of crime as well as the actual crime in order to enhance the safety and security of people in Tshwane.</td>
</tr>
<tr>
<td>Main objectives of strategy</td>
<td>To:</td>
</tr>
<tr>
<td></td>
<td>• facilitate a multi-agency approach and redirect the provision of services to ensure a move away from reactive to proactive policing</td>
</tr>
<tr>
<td></td>
<td>• determine and address the underlying causes of crime</td>
</tr>
<tr>
<td></td>
<td>• render services and establish facilities to groups at risk</td>
</tr>
<tr>
<td></td>
<td>• effectively address nonpoliceable crime and the factors contributing to this</td>
</tr>
<tr>
<td></td>
<td>• reduce the risk and/or opportunity of ‘crime disorder’</td>
</tr>
<tr>
<td></td>
<td>• reduce the incidence of crime through education and awareness</td>
</tr>
<tr>
<td></td>
<td>• address crime through crime prevention projects and programs.</td>
</tr>
<tr>
<td>Implementation mechanisms and initiatives</td>
<td>Through the development, co-ordination and integration of projects and programmes based on contributing and causal factor analyses, research, community needs assessment and continuous liaison based on the principles of multi-agency delivery action mechanisms, as well as on educating the community, creating awareness of crime and crime prevention</td>
</tr>
<tr>
<td>Key role players</td>
<td>The identification of key role players is not very clear and has been listed as national, provincial and local government departments, business, community and social structures, international - and non-governmental organisations.</td>
</tr>
</tbody>
</table>
### Table 4: Environmental Design Strategy

<table>
<thead>
<tr>
<th>Focal cluster</th>
<th>Environmental design</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Main elements of strategy</strong></td>
<td>A focus on the design and redesign of the environment in order to reduce the opportunity for criminal activity. The emphasis lies on timeous, proactive intervention and/or sound planning, design and management principles which will reduce:</td>
</tr>
<tr>
<td></td>
<td>- the causes of, and opportunities for, criminal events that stem from the environment</td>
</tr>
<tr>
<td></td>
<td>- fear of crime</td>
</tr>
<tr>
<td><strong>Main objectives of strategy</strong></td>
<td>To:</td>
</tr>
<tr>
<td></td>
<td>- apply all principles of crime prevention through environmental design, eg target hardening, visibility and surveillance</td>
</tr>
<tr>
<td></td>
<td>- identify and address all structures which can/do increase the opportunity for criminal activities</td>
</tr>
<tr>
<td></td>
<td>- identify and address access and escape routes at identified ‘hotspots’ in the city</td>
</tr>
<tr>
<td></td>
<td>- increase the sense of territoriality of communities in order to facilitate control and movement in the environment</td>
</tr>
<tr>
<td></td>
<td>- advocate target hardening as a mechanism to reduce criminal activity</td>
</tr>
<tr>
<td></td>
<td>- render a service that is enhanced by state of the art equipment</td>
</tr>
<tr>
<td></td>
<td>- establish strong partnerships with all agencies contributing to crime prevention through environmental design</td>
</tr>
<tr>
<td><strong>Implementation mechanisms and initiatives</strong></td>
<td>Even though little detail in this regard is provided, it will basically be done by reducing the causes and opportunities for criminal events, as well as by addressing the fear of crime through sound planning, design and management. It is acknowledged in the strategy that effective and sustainable crime prevention through environmental design necessitates information-based intervention, continuous communication, co-ordination, monitoring and control.</td>
</tr>
<tr>
<td><strong>Key role players</strong></td>
<td>The key agencies mentioned are national, provincial and local government, community and social structures, business, and non-governmental organisations</td>
</tr>
</tbody>
</table>
Other key focus areas in the strategy are the mobilisation and establishment of working relations with community groups and the gathering of adequate and correct information to enhance the effectiveness of crime prevention interventions.

Within the context of the newly established Metropolitan Police Department, nine of the thirteen priority projects identified for implementation by the Metropolitan Police within the Tshwane IDP process are aimed at the establishment of Metropolitan Police Offices and/or units, and on providing the necessary supportive network infrastructure. The other projects, namely:

- inner city regeneration through crime prevention
- crime prevention with a focus on youth and development
- holistic crime prevention

are, however, also very broad and, if read within the context of the Tshwane Crime Prevention Strategy, aimed at establishing structures, functions and creating capacity in the Crime Prevention or other directorates of the Metropolitan Police Department.

4 Ahomed, Burkenstock.
5 City of Tshwane City of Tshwane Crime Prevention Strategy. 1.
6 Shaw The role of local government in crime prevention in South Africa 3.
7 Ahomed, Burkenstock.
8 City of Tshwane. Integrated Development Plan for the City of Tshwane. 2002b.
   Interview: Ahomed K, Burkenstock I, Mbatha V. Metropolitan Municipality of the City of Tshwane, Metropolitan Police Department, IDP Office. 25 November 2002, Pretoria.
10 “We are number three”, Ahomed, Burkenstock.
11 Ahomed, Burkenstock.
12 Ibid.
13 Ibid.
14 Ibid.
16 Ahomed, Burkenstock.
17 “Even the MEC was thrilled with the specific units”, Ahomed, Burkenstock.
18 Ahomed, Burkenstock, Malope. See Box 3.
19 City of Tshwane City of Tshwane Crime Prevention Strategy 1.
20 City of Tshwane City of Tshwane Crime Prevention Strategy 3.
21 Ibid.
22 Ibid (own brackets).
23 Based on the City of Tshwane Crime Prevention Strategy: City of Tshwane Crime Prevention Strategy 12.
24 City of Tshwane City of Tshwane Crime Prevention Strategy 24-27.
26 Based on the City of Tshwane Crime Prevention Strategy: City of Tshwane City of Tshwane Crime Prevention Strategy 21, 26.
1. IMPLEMENTATION OF THE CRIME PREVENTION STRATEGY:
   INTENDED AND UNINTENDED OUTCOMES

As the City of Tshwane Crime Prevention Strategy is a five-year strategy that has only been in operation since August 2002, not much has happened in terms of its implementation. According to the Crime Prevention Unit and the Head of the Regional Offices of the Metropolitan Police Department they are definitely making an impact and regard themselves as highly successful, especially in creating awareness regarding crime prevention and changing perceptions about crime prevention in general and the Metropolitan Police Department in particular. Even though it is too early to measure performance, the main targets for now have been met, namely:

- to set up a process for the development of a Crime Prevention Strategy
- to put procedures and mechanisms in place to conduct policing activities and to capture data
- to conduct training for the members of the Metropolitan Police Department.
While this is commendable, it took almost a year to formalise working agreements and mechanisms to monitor the processes and to provide information and statistics.

As for problems, one of the major stumbling blocks has been identified as limited resources. Even though crime prevention was rated as the third highest priority in the recent IDP process, it obviously does not guarantee a proportionally bigger budget in the next financial year. Crime prevention entails numerous activities that can’t be planned for in advance, for example the ‘Right Wing Threat’ at the end of 2002, and unscheduled sport or other events which imply security risks and requires deployment of resources. This can create havoc with budgets. In terms of funding for implementation of projects in the next financial year, the City of Tshwane Municipality only went through an exercise to determine priority projects for funding at the end of 2002 in order to determine which of the priority projects could be implemented.

The implementation of any crime ‘prevention’ strategy is also extremely difficult to monitor, as measuring can lead to misperceptions of the actual state of affairs. If success is, for instance, measured empirically and social crime prevention was effective, reports of for example child abuse will have risen as more such cases have been reported. Even though outcomes were identified in the Tshwane Crime Prevention Strategy, the supporting projects and proposed activities were not set out in enough detail to develop targets and to be monitored. This should be addressed in the refinement of the strategy.

Although the approach to the strategy is explicitly stated as an ‘holistic and integrated approach’ to crime prevention, the absence of any mention of or integration within the broader City of Tshwane’s municipality, and the omission of any indication to other departments, clearly illustrates that there has up to now been no attempt at integrating and centre staging crime prevention within the local governance arena. Departments and units that could support social crime prevention are those that are responsible for example local economic development, housing, environmental design, planning and land use management units. Furthermore, the strategy does not make a single reference to the Tshwane IDP (2002) and seems to attempt integration through the creation of yet another ‘integrated’ forum and parallel planning process. This attempt at addressing crime prevention in a holistic way is questionable whilst duplication of existing local government functions within the organisational structure of the Crime Prevention Unit takes place, especially as the ‘affected’ departments in council seem not to even be aware of the unit’s existence, intentions and activities.

As crime prevention is a new function for the municipality, the Crime Prevention Strategy placed major emphasis on the establishment of procedures, the strategy development process and the transformation processes, and less so on the implementation of specific crime prevention initiatives and activities.
1.1. **Operationalise organisational and functional structures, systems and processes**

According to the Metropolitan Police, the major implementation milestones thus far have been:

- Successful transformation from the previous ‘Safety and Security Department’ to a fully-fledged Metropolitan Police Department. The involvement of most of the middle managers in the processes seemed to ensure that staff took ownership from the start.
- Establishment of a city-wide and representative ‘City of Tshwane Crime Prevention Forum’ as a co-ordinating body for crime prevention in the city. In this instance the initiative and support of the Mayor and the commitment of the various role players were regarded as critical success factors.
- Development of a holistic approach to crime prevention and the finalisation of the City of Tshwane Crime Prevention Strategy 2002-2007. The critical success factor in this regard is the fact that a separate Crime Prevention Unit was established to spearhead the development of the policy and strategy, and to address social crime prevention and environmental design aspects.
- The retraining and sensitising of members of the former Safety and Security Department within the Metropolitan Police Department. The new role for former traffic and security officers is regarded as a mere extension of previous tasks, but as something that could improve the image of the Metropolitan Police Department. However, the transformation processes that are still underway in the municipality imply that only senior management are permanent employees as yet and that no salary adjustments for individuals (former security and traffic officers) have been effected to match the higher status and extended responsibility of being Metropolitan Police Officers. This state of affairs is said to be having devastating effects on the moral of employees and to make it very difficult to keep officers motivated.

1.2. **Social crime prevention**

The major obstacle in this regard is for the community and the members of the Metropolitan Police Department to take ownership of the strategy and to become comfortable with their new role. The personnel of the Metropolitan Police service (former traffic and security officers) have indicated a strong buy-in to this role and have embarked on extensive training and reskilling programs to be capacitated and sensitised for it, as well as for the integrated approach to crime prevention on which Tshwane has embarked.

The Social Crime Prevention Unit has identified the community’s mistrust of the police and misperceptions of the metropolitan police as a critical problem. It seems that people can as yet not distinguish between the Metropolitan Police and SAPS. In order to address this, the
Metropolitan Police has, through the Social Crime Prevention Unit, embarked on an awareness campaign in the local community. According to them they try to ‘walk the extra mile’ in order to win the trust of members of the public. The constructive, visible role of the various community forums is also critical in this regard.

Even though not mentioned by the Crime Prevention Unit and in the Crime Prevention Strategy, 2002, as such, a large number of poverty alleviation and education activities and projects were identified in the 2002 Tshwane IDP that are aimed specifically at addressing the root causes for crime, ie poverty alleviation and education-related projects.

1.3. Crime prevention through policing

The establishment of formal and informal working relations and partnerships between the various role players in crime prevention is critical. Good relations between the SAPS and the Metropolitan Police Department, and between the Metropolitan Police Department and the various community forums and other local role players, contributed towards joint initiatives, the sharing of resources, and improved effectiveness of the Metropolitan Police Department.

In terms of implementation and impacting on crime prevention itself, the success stories cited mostly relate to proactive policing and joint operations between the Metropolitan Police, SAPS and other role players. The major successes have been achieved by increasing police visibility through roving roadblocks, ‘Bobby on the Beat’ and stop and search activities, – see Box 4. An example of this is how the concerted effort at ensuring increased visibility has resulted in the crime being reduced in the Inner City in such a manner that it got rid of its number one position (which it held for a couple of years) as the area with the most reported crimes in Tshwane.

The Metropolitan Police Service is responsible for event management and policing on certain dates and areas, such as all the properties of the City Council. In these cases the SAPS are only on stand-by.

Box 4: Successful Metropolitan Policing Activities

Major ‘stop and search’ clampdowns where the Metropolitan Police and SAPS moved into an area for an hour, barricaded off a whole precinct with more than 400 policemen and women and stopped and searched everybody in the area. This was done in the precincts of Sunnyside and Brooklyn within the course of one evening, with major success rates in terms of arrests of suspicious persons, uncovering of illegal firearms and drugs and promoting the image of the Metropolitan Police Department, and regular roving roadblocks throughout the city, where the roadblock is set up and relocated every hour.
1.4. Crime prevention through environmental design

With regards to environmental design within the Crime Prevention Unit, little has happened in terms of implementation, mostly due to a lack of capacity and a need to fill vacant posts. However, if crime prevention through environmental design is considered outside the ambit of the Crime Prevention Unit, it becomes evident that the Town Planning and Urban Design Sections in the Tshwane Metropolitan Municipality have always regarded ‘crime prevention through environmental design’ as a key component of their responsibility. However, officials in this department were not even aware that a Crime Prevention Unit exists or that it encapsulates an environmental design component. The existing functions and capacities were not taken into account in the Crime Prevention Strategy. Officials from the Crime Prevention Unit indicated that in their mind, the only way to ensure that crime prevention receives priority attention is to take full responsibility for all its facets and not to leave it to the responsibility of other departments where it will not be considered a key task. In the case of the Metropolitan Municipality of Tshwane the Town Planning Unit was, and still is, not regarded as a major role player. It was for instance not consulted directly in the development of the Crime Prevention Strategy and the establishment of the Environmental Design Unit.

2. Joint City-wide Crime Prevention Operations

The SAPS Area Commissioner for Tshwane receives daily updates of crime statistics from all the local police stations, which is then compiled on a city-wide level and used by the SAPS Area Superintendent to plan crime prevention operations in co-operation with the relevant local SAPS station, the Metropolitan Police Department, and the relevant Operational Region, the SANDF and its commandos, the SAAF, various units from the SAPS (ie Equestrian Unit, Dog Unit, Air Unit, Vehicle Theft Recovery Unit, Crowd Management Unit), the national Department of Home Affairs, and other relevant role players such as Metro Rail and the Town Planners at the City of Tshwane Municipality.

2.1. Strategically planned joint operations

The critical aspect is to use the information and experience for planning, but not to confuse statistics with realities and not to develop a reactive approach. Of key importance in this regard is to establish trends and patterns and to understand the implications of these figures. Trends specifically relate to crimes associated with certain times, eg holidays, the type of crimes related to specific geographical areas, as well as the geographical origin (home-bases) of suspects for certain types of crimes. Recent trends for example indicate that not only are lower income areas in the City of Tshwane the areas subject to the highest percentages of violent
crimes such as murder and assault, but they have also recently become the areas with the highest percentage of property crimes such as robberies, hijacking and theft.\textsuperscript{18}

Crime prevention operations are planned, based on national directives and priorities, as well as area priorities. Currently the national and city-wide priority area is ‘violent crime’ (ie armed robbery, rape, assault and hijacking). Victims and targets that are currently receiving priority are women and children, firearms and vehicles. The operations are usually planned to take into account the bigger picture of crime in the city, the victims and targets, as well as the probable groups of offenders.\textsuperscript{19} Most of these operations are area-based (see the Mamelodi example – Box 5). In some instances they are also target-based (see the Metro Rail example – Box 6) or linked to specific events, if it is a national or international event, otherwise the local station will take the responsibility.

Crime prevention operations are planned to be:\textsuperscript{20}

- Proactive: in terms of promoting the image of the SAPS and in raising awareness, and not so much on physical successes
- Reactive: such as searching of individuals and places ie hostels to locate and arrest suspects.

\section*{2.2. Coordination of activities and resources}

In order to get authorisation for operations, a formal application is lodged with the SAPS Area Commissioner, as well as through the various joint operational committees (JOCOMs) at city and provincial level.\textsuperscript{21} These operations require of each role player to handle its own resources and costs, and thus require the co-ordination of budgets. Difficulties that arise with this approach are that budgets, as well as the costs of utilising resources, differ. Tshwane Metropolitan Police and the Department of Home Affairs for example have limited budgets for overtime and the Air Force for flight hours. The SADF Commandos, on the other hand, have resources in terms of recruits that are paid whether utilised or not. Crime prevention activities have been prioritised in order to effectively utilise this situation,\textsuperscript{22} and even though the recruits are regarded by SAPS as ‘more cost-effective than efficient’, they are deployed with success in crime prevention operations.

The success of the operation is monitored to determine whether it has had an impact on:\textsuperscript{23}

- Reporting of crime at, and experience of, local SAPS stations
- Surrounding areas or foreseen targets, ie whether train-stop operations and arrests in the morning have had an effect on crime reported in the Inner City during the day
- Feedback from the local CPFs and politicians
· An inventory of what was found, confiscated, etc.

One of the major stumbling blocks in city-wide and provincial planning is the difficulty in providing a service in informal areas where there are no street names and/or house numbers. The planning for these areas is based on information derived from aerial photos requested from the SAAF. The information on statistics is placed and modelled on a geographic information system (GIS) for ease of use and record keeping. The SAPS is also working with the Town Planners at the City of Tshwane’s Municipality on a project where they want to use ‘territoriality’ to demarcate areas and ‘create’ a unique image in each of these areas.

The only private security company that works in close collaboration with the SAPS in terms of sharing information and resources on this level is NETSTAR, a vehicle tracking service. This serves as an example of co-operation that benefits both parties to improve cost-effectiveness and recovery rates in operations.

3. LOCAL/NEIGHBOURHOOD CRIME PREVENTION INITIATIVES

Each station commissioner and the respective CPF are responsible for crime prevention at a local level. The SAPS tries to encourage the CPFs to get involved with the Police Reserves. It needs to be noted that each area has different priorities. The largest responsibility for local area policing and the challenge to deal with community policing issues lie with the local SAPS stations. This includes the reporting of crimes, investigations, ensuring increased visibility of policing at neighbourhood level, as well the establishment of local partnerships and the promotion of resource and information sharing.

Various examples exist where community organisations have contributed towards crime prevention in local areas and on city-wide level by for example donating bicycles to the Metropolitan Police, leasing additional cars for use by the SAPS, and sharing information on crimes with the police. In the Inner City, Brooklyn, and Arcadia, this co-operation also includes the provision of CCTV cameras by the Section 21-Company, supported by the City Improvement Districts and Business Against Crime.

Other initiatives, which have recently received publicity, are that of gated communities and street closures where local communities embarked on crime prevention through private ‘environmental design’ and policing. These private initiatives provide some difficulty for local area policing and in many cases are themselves not in line with relevant by-laws and legislation. A significant amount of research has also been done in this regard and the City of Tshwane also had a process of public hearings and is busy developing a policy in this regard.
Box 5: Typical joint crime prevention operation:

*Example crime prevention operation in Mamelodi, March 2003*

Mamelodi, a former township area and now eastern suburb of Tshwane, has been identified as the target for the specific operation. Crime statistics indicated that for a number of weeks Mamelodi had surpassed all Tshwane’s higher income areas as the area experiencing the highest number of hijacks, armed robbery, rape and assault in the city. It has also been identified as an area from which numerous offenders operate.

A joint initiative was set up to attend to this situation. It was initiated and co-ordinated by the SAPS Area Operational Co-ordinator, through the Joint Operations Committee (JOCOM) that sits once a week as a forum to enable co-operation between the SAPS and its various specialised units eg the Police Air Task Force, the SAAF, Department of Home Affairs, and the Metropolitan Police. A provincial JOCOM meeting sits once a month where the respective areas do joint planning for the month and bargain for the distribution of resources.

The crime prevention operation typically tries to:

- Achieve high visibility of police activity
- Establish a sense of safety for the broader community and enhance the image of the police forces and crime prevention activities
- Keep an element of surprise and high success rates in the identification and confiscation of stolen goods and vehicles, illegal firearms, drugs, and illegal immigrants
- Strengthening the image and hands of the local police station personnel.

Such a joint operation usually has specific components, ie:

- The creation of teams of people from the respective role players in the process, utilising specialised skills such as vehicle identification, enforcement of by-laws, and identification and the handling of illegal immigrants.
- ‘flying roadblocks’ – geographically spread in a certain radius to avoid the mere displacement of targeted offenders and offences. These roadblocks move to 20 odd locations every 15 minutes. The teams are picked up and dropped off by helicopter, of which the flight path is designed to continuously cross the targeted area in order to improve visibility.
- Air to ground operations – where specific areas, ie inter-modal public transport nodes and hostels in this case are targeted, cordoned and people ‘stopped and searched’, with the helicopter landing within the targeted area. This is especially done at primary schools and places of high visibility to simultaneously improve the image of the police (Apparently only hovering Orex helicopters with a ‘show’ of armed SADF members jumping out from about 2 meters above ground impress teenagers and are reserved for landing at high schools).
- Fixed roadblocks at all major roads to and from the area.
Box 6: Typical joint crime prevention operation:

Example crime prevention operation on Metro Rail

An example of exceptional good co-operation is that between the SAPS, Metro Rail, and their security guards. A joint operation is done almost on a weekly basis on the request of Metro Rail, where about 80 Metro Rail security guards and 150 SAPS and SADF members are involved. The operation is called ‘Train-Stop’ and implies that the train is stopped between stations and each person on board is searched. The ‘Train-Stop’ operation is supported by undercover policemen on the train, and policemen and horses from the Equestrian Unit that patrol the railway line.

1 Ahomed, Burkenstock; Van Deventer.
2 Van Deventer.
3 Ahomed, Burkenstock.
4 Ibid.
5 Ibid.
6 Ahomed, Burkenstock; Van Deventer; Malope.
7 Ibid.
8 Ahomed, Burkenstock; Malope.
9 Ahomed, Burkenstock.
10 Ahomed, Burkenstock; Van Deventer.
11 Van Deventer.
12 Ahomed, Burkenstock; Malope; Van Deventer.
13 Van Rhyn.
14 Barbir.
15 Ahomed, Burkenstock.
16 This fragmented and discipline-bound attempt at a so-called holistic approach to crime prevention seems to reflect the different contexts from which place-based crime prevention originated, ie environmental criminology, situational crime prevention, crime prevention through environmental design and defensible space (see Schneider RH, Kitchen T. Planning for Crime Prevention. A Transatlantic Perspective. New York: Routledge, 2002: 91-118).
Van Rhyn. Also see Schönteich & Louw 1-20.


Van Rhyn.

Van Deventer; van Rhyn.

Van Rhyn.

Ibid.

Van Rhyn.

Van Rhyn; Van Deventer.

Ibid.


Van Deventer; Van Rhyn.

Van Deventer; Barbir.


Van Rhyn.

Ibid.
There are several so-called ‘best practices’ and examples of initiatives and approaches that contribute towards the effective establishment of crime prevention as a local mandate in the City of Tshwane. At the same time, some difficulties have been experienced in trying to establish this mandate. In the following section a brief overview of some of the lessons that could be learned from the Tshwane case study are discussed.

1. WHAT SEEMED TO WORK WELL TO EFFECTUATE CRIME PREVENTION AS A LOCAL MANDATE

The approach to crime prevention that was followed in Tshwane strongly recognises the link between crime prevention and urban governance and management. The link between safety and development was also evident in the recent integrated development planning process of the municipality, in which crime prevention was centre staged.

In line with this, the City of Tshwane seems to have taken full responsibility for its local crime prevention mandate. Considerable effort went into the establishment of a Metropolitan Police Department, and to successfully transform the former Traffic Police and Security Units of the Municipality and perceptions thereof through extensive training and capacity-building. Together with this the establishment of the Crime Prevention Unit as an integral part of the Metropolitan Police Department also provides the opportunity for crime prevention to take place on an equal footing with policing, and to form an integral part of activities of the Metropolitan Police Department and of the municipality.

The setting up of a Crime Prevention Strategy development process, a city-wide Crime Prevention Forum, and the development of a Tshwane Crime Prevention Strategy within less than a year of the establishment of the Metropolitan Police Department and Crime Prevention
Unit is a remarkable achievement in itself. This process also provided an arena ‘where everybody could play a role’,\(^1\) and a platform for all the affected parties and role players to play their respective parts in crime prevention.

One of the major advantages to the City of Tshwane’s approach to crime prevention is that it can be tackled in an integrated as well as consolidated way through the co-operation of different role players and multi-agency approaches (MAP),\(^2\) resulting in a broad approach towards addressing crime, ie:

- the prevention of crime through proactive policing, the involvement of other crime fighting role players, and the use of up to date information and statistics
- social crime prevention by providing support programmes to the victims of crime
- indirectly addressing causes for crime (such as poverty and social circumstances) and its environmental dimension.

It is evident that there is agreement amongst various role players that one of the key advantages of crime prevention in Tshwane is an established history of co-operation amongst the respective role players, as well as a track record of successful joint operations, especially in terms of proactive crime prevention policing efforts.

Critical factors in almost all of the success stories are:

- High impact operations in terms of visibility and coverage that contributes to crime prevention, the raising of awareness, proactive policing and the image of the police forces\(^3\)
- Effective utilisation of existing resources with the maximum impact
- Efficient use of information and technology, such as GIS
- Good working relations and co-operation between role players and a willingness and commitment of various individuals to join forces in planning and implementation of operations
- Successful inter-provincial border and cross-city co-operation
- Education and building the image of the police forces
- The trust of the community.

It should be recognised that the strong mandate for an integrated approach to crime prevention of the SAPS enable them to actually play the leading role in crime prevention activities and operations that are related to policing in the city. This seems to provide quite a strong framework for the Metropolitan Police to provide support in terms of resources and specific activities. On the other hand it also provides the opportunity for the Metropolitan Police to place emphasis on, and take the lead, in terms of social crime prevention and environmental design. Various examples were provided by the SAPS and the Metropolitan Police of where community and business partnerships have used this framework to contribute towards crime prevention in their respective areas.
2. DIFFICULTIES IN EFFECTUATING CRIME PREVENTION AS A LOCAL MANDATE

In the case of the City of Tshwane, the most important lesson learnt is around the establishment of a Crime Prevention Unit as a core function in the Metropolitan Police. Even though this is regarded as a pioneering initiative with regards to crime prevention, it also has a danger associated with it. This revolves around the fact that even though crime prevention is supposed to be practiced in an integrated and holistic manner, it ends up as the responsibility of the Metropolitan Police Department and obviously the specific unit, with other departments and units in the municipality, as stated, not even aware of its existence. The resulting duplication of services and the fact that crime prevention is once again seen as a function of the Metropolitan Police Department and its partners and not that of the local authority in general, is not conducive to the establishment of crime prevention as central to local government operations, planning and implementation.

Integrated development planning provides a good opportunity for crime prevention to be addressed holistically and strategically. Crime prevention as a cross-cutting issue should actually play a prominent role within an integrated approach at developmental local government. In Tshwane’s case it has also been highlighted as a key priority on a city-wide level. The IDP, as well the planning processes and forums that were set up to facilitate the process, could have been utilised to ensure that crime prevention was prioritised within the plans and programs of all council departments and programs. However, crime prevention was addressed merely as a strategy of a sector department in the Tshwane IDP. The IDP planning section has not taken cognisance of the development process, outcomes or impact as encapsulated in the Crime Prevention Strategy. This actually negates the holistic approach and destroys the concept of integration as set out in both the IDP and the Crime Prevention Strategy.

Another major difficulty is the institutional transformation and organisational implications related to the establishment of the Metropolitan Police Department. This initiative was undertaken with a strong dose of enthusiasm and creativity, but can be jeopardised by the lack of progress with the organisational transformation process and an institutional context in which resources and capacity are limited. And, as indicated earlier on, while a lot of training and reorientation initiatives have taken place, and staff were re-employed and received new tasks and uniforms, no permanent appointments or salary adjustments have been made for several months, which is having a negative impact on the morale of the staff. A review of articles published in local newspapers since the inception of the Metropolitan Police Department also paints a very negative picture and public image, repeatedly highlighting cases of corruption by members.

New organisational structures can also hamper operational activities as is evident in the confusion caused by the way in which the eight Operational Regions of the Metropolitan Police have been demarcated, apparently without a concern for the location of the police stations in the Tshwane area.
One of the major stumbling blocks and concerns is the limited number of resources available for crime prevention at a local level. This not only requires innovative techniques in terms of local initiatives, but also places a strong emphasis on partnerships and the role of individuals and local businesses. In this regard especially the sharing of resources needs to be more creative, as initiatives are sometimes stifled by legislation and unwieldy structures.7

The fact that most of the so-called ‘holistic’ crime prevention initiatives are co-ordinated by the Metropolitan Police and the City of Tshwane Crime Prevention Forum and Unit could result in limited ownership or future exclusion in crime prevention initiatives by other role players. The critical role, mandates and areas of responsibility of the SAPS and other role players should not be watered down, and could for example be stated much more explicitly and dealt with in greater detail within the Tshwane Crime Prevention Strategy.

Other stumbling blocks influencing crime prevention in the City of Tshwane are:

- The persistent rising levels of crime, and the increasing growth of poverty in metropolitan areas
- The changing nature of crime trends and tendencies, and planning for differences in terms of targets, places, suspects, victims, and crime patterns
- The difficulty in providing a wide range of services in an equally wide range of areas, ranging from informal areas where there are no street names and/or house numbers to high income areas where there are private security firms and crime prevention initiatives in operation
- The difficulty in monitoring crime prevention, the use of quantitative versus qualitative techniques, and the co-ordination of information from various sources.

---

1 Ahomed, Burkenstock.
2 According to Ahomed & Burkenstock (2002), the city’s approach together with that of other role players (i.e. SAPS, Correctional Services etc) ensures a multi-agency approach, centred on the environment, victims and offenders (see Shaw A Safer Cities and Towns Programme for South Africa 4).
4 City of Tshwane Integrated Development Plan for the City of Tshwane. Mbatha.
5 A search was done on published newspaper articles that make reference to the Tshwane Metropolitan Police Department since its inception till March 2003, for two widely read newspapers in Tshwane, namely Beeld and Pretoria News.
6 Van Rhyn.
7 Van Deventer.
The City of Tshwane presents a mixed picture of definite successes, good starts, and of opportunities not yet fully grasped. Of note are the highly successful joint initiatives by the SAPS and the Metropolitan Police, and the setting up of the dedicated Unit for Crime Prevention in the Metropolitan Police. Not only has the collaboration by the SAPS and the Metropolitan Police in itself been very beneficial for the city, it has also resulted in the creation of a framework in which space has been provided for other role players to locate their crime prevention initiatives. On the less positive side, the creation of the dedicated Crime Prevention Unit in the Metropolitan Police has dented the ideal of integration though the exclusion of other potential allies in crime prevention in the municipality, such as the Town Planning and Urban Design sections. Given, however, the broader process of Integrated Development Planning in the city, it can be expected that this situation will be rectified in the foreseeable future. Once this happens, the city will be set on a path for an even more successful crime prevention regime.