

increasing
safety



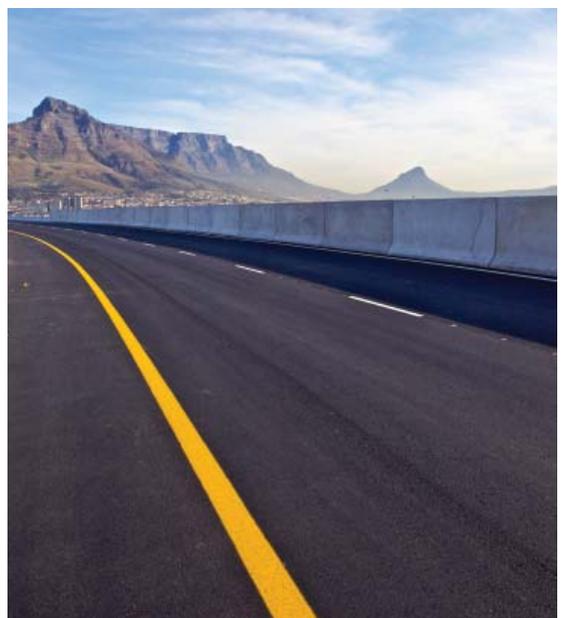
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1. Strategic objective

The PGWC wants to make every community in the province a safe place in which to live, work, learn, relax and move about.

The PGWC will achieve this objective by radically broadening the way we think about and manage safety. In the past, the major focus of security policy has been on *reacting* to crime, or the potential for crime, by enforcing the law through state institutions. Policymakers in all spheres of government have recognised the limitations of this “law enforcement model”. They have taken important steps to place greater emphasis on *preventing* crime, for example through increased visible policing, urban upgrade, and encouraging an active role for civil society formations such as neighbourhood watches.

Building on these steps, but going further, the PGWC’s safety strategy over the next decade will be based on a whole-of-society model. Although the PGWC will continue to do all in its power to increase the effectiveness of the South African Police Service (SAPS) and other law enforcement agencies, its broader strategy will be aimed at “making safety everyone’s responsibility”. This strategy will mobilise the resources, knowledge, creativity and concern of all role-players – including all spheres of government, civil society, business, and individual citizens – to build safe communities on a partnership basis.



To achieve this outcome, the PGWC will take a leading role in designing and implementing the institutions and approaches needed to create and sustain effective security partnerships. This design work will build on examples of the most successful existing institutions and approaches in South Africa and internationally.

The main focus of the strategy, and of the network of safety partnerships, will be on creating safe environments and communities in which crime is less likely to happen in the first place. This is very much what communities in many parts of South Africa achieved during the 2010 FIFA World Cup.

There are three “horizons” along which this strategy will operate (Figure 7):

- Removing opportunities to commit crime
- Decreasing the motivation of offenders to commit crime
- Removing the longer-term root causes of crime

Removing opportunities to commit crime, for example by improving street lighting, creating attractive public spaces and introducing effective surveillance, is generally the quickest and simplest way to increase safety and is the logical initial focus area for many community safety initiatives. Longer-term, often more complex interventions are required at

both a local and a provincial level to tackle the next two horizons. The strategy gives effect to the PGWC’s vision of creating an open opportunity society for all in the Western Cape. It recognises that the state must provide the necessary institutions and infrastructure to uphold the law and deliver basic services, but understands that a successful society depends on active citizens constantly striving and coming up with new ideas to improve their lives – including their safety and that of their communities. The PGWC recognises that its role is to enable such citizen action to flourish – not to dictate or control it.

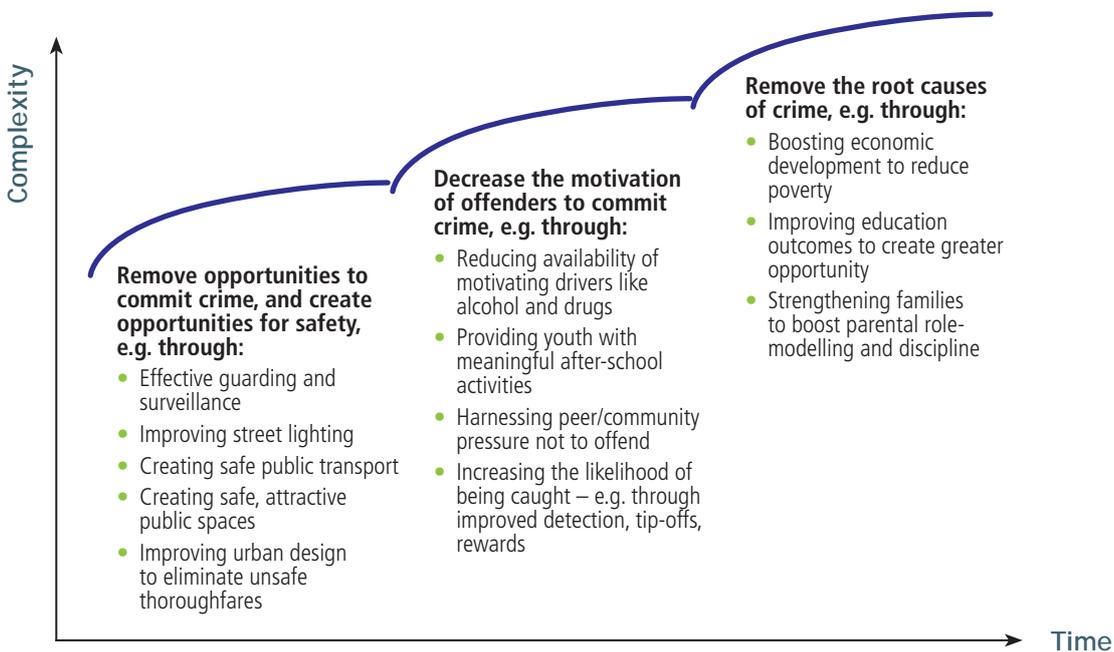
The PGWC’s new, broader safety strategy will encompass the three historic policy priorities of the Department of Community Safety:

- Security services for the PGWC’s assets, personnel and visitors
- Civilian oversight of the SAPS and other law enforcement agencies
- Road safety (including traffic law enforcement)

In the 2011/12 financial year, these areas will continue to be the main focus of the Department, and the PGWC will drive important advances in all three of them.

Also in 2011/12, however, a major investigation and design effort will be undertaken to implement the broader safety strategy outlined above. This effort will

Figure 7: The strategy focuses on increasing safety, along three time horizons



include workstreams to realign and strengthen each of the three existing focus areas, as well as a workstream on a fourth focus area: designing institutions and approaches for security partnerships. From 2012/13 onwards, wide-scale implementation of the new strategy will get under-way across all four of these focus areas in a fully integrated way.

2. Problem statement

South Africa's crime and insecurity problem is well documented: we have one of the world's highest murder rates, but one of the lowest conviction rates. A recent survey in the Cape Town metropolitan area highlighted the extent of the problem within the Western Cape:¹

- 94% of respondents said crime was a big or very big problem in South Africa.
- 62% said crime was a big or very big problem in the area where they lived.
- 59% said their neighbourhood had become less safe over the past year.
- 37% reported that they or a member of their household had been a victim of crime over the past year.

There is a great deal of evidence that security provides the foundation for urban regeneration, economic development, education and much else – and that current, unacceptably high levels of insecurity eat away at this foundation.

South Africa's insecurity problem cannot be attributed to insufficient resources. There is one police officer for every 316 people in South Africa, compared to one officer per 500 people in Denmark, for example, and one per 1040 in India² – societies with much lower levels of crime than ours. Even greater resources, some R50bn a year, are spent on private security. Rather, our problem is that we do a poor job of channelling these resources effectively into doing things that really help to increase safety – like removing opportunities to commit crime, decreasing the motivation of offenders to commit crime and removing the longer-term root causes of crime.

Security policy in South Africa has historically been highly centralised, resulting in one-size-fits-all solutions, a lack of responsiveness to citizens' needs

and considerable inefficiency. Indeed, the SAPS is the world's largest centralised police force. One consequence of this centralisation is that South Africa's current security approaches rely heavily on the law enforcement model, which has some key limitations:

- Its definition of – and strategies for – crime prevention are too narrow.
- It does not draw sufficiently on the capacities, knowledge and resources of non-state actors.
- It does not pay enough attention to the longer-term root causes of crime, such as poverty and inequality, unemployment, social disintegration and poor education.
- It reinforces the crime cycle with its focus on sending offenders to prison, because incarceration fuels crime.

3. Plan to achieve outcomes

Phases for achieving the outcomes described above will be as follows:

- **2011/12 – “Design year”.** New approaches will be designed to embed a whole-of-society approach to safety for each of the existing focus areas and the new focus area of creating effective security partnerships. Pre-design may begin in the remainder of 2010/11.
- **2012/13 – “Pilot year”.** The new approaches and institutions will be piloted in selected communities and PGWC sites. The PGWC will document what it learns. The impact of the whole-of-society model will be carefully evaluated through regular safety audits in the pilot communities and facilities.
- **2013/14 – “Learnings and rollout year”.** The learnings will be applied and new approaches and institutions implemented much more broadly across communities and PGWC departments. Again, the impact of the whole-of-society model will be systematically evaluated across the areas where it is rolled out.

By the end of 2013/14, the strategy will deliver tangible improvements in measured safety and crime levels across many communities in the Western Cape. The successes and lessons of the 2011–2014

¹ Institute for Liberal Democracy, survey of 1,212 adult Capetonians, February–March 2010.

² www.bit.ly/8YReTf.

period will attract the demand, resources and citizen mobilisation required to put in place a whole-of-society approach to security right across the province by 2019. As a result, the Western Cape in 2019 could be one of the safest places in the world.

In 2011/2012 (with pre-work beginning in the remainder of 2010/11), workgroups will be put in place to conduct thorough investigations and undertake detailed design work to give effect to the PGWC's strategy, for each of its four safety focus areas:

1. Designing and establishing the institutions and approaches required to "make safety everyone's responsibility"

The strategy of "making safety everyone's responsibility" will require new institutions and approaches to be established. For example, a public-private Western Cape security partnership might be launched, with a mandate and budget to identify, mobilise and integrate the resources, knowledge and capacities of government, the private sector and civil society to create safe communities. In turn, such a partnership would help mobilise a network of effective regional and local safety partnerships – also with clear mandates and safety budgets – potentially building on the existing network of improvement districts, neighbourhood watches and other initiatives. In doing so, the partnership would not only share knowledge and capability, but could offer a range of financial and other incentives to effective community safety partnerships.

During 2011/12, a dedicated team of PGWC officials and external experts will be appointed to investigate the design and establishment of these new institutions. The team will be required to propose in detail:

- The legal nature, structure, composition, organisation and governance of the proposed new institution(s), including identifying existing institutions that could serve as potential models
- The objectives and mandate of the institution(s)
- The issues and opportunities affecting safety in the Western Cape that the institution(s) should address as priorities
- The major thrusts of activity of the institution(s), including research/analytical activities, communication, capacity building/training, and funding and incentivising the safety initiatives of other organisations
- How the institution(s) will align and coordinate with the government's mandates of security services for its own assets and people, civilian oversight and road safety
- A performance management approach to ensure that any such institution delivers on its objectives, including how progress against those objectives will be measured
- Enabling legislation required for the establishment and functioning of the institution(s)
- Budgets and funding sources of the institution(s)



2. Optimising security services for the government's assets, personnel and visitors

This workstream will investigate how best to focus PGWC resources, facilities and staff (across all departments) on increasing safety, both within and around PGWC property. Based on this investigation, and giving effect to the whole-of-society safety model discussed above, the workstream will design an approach that:

- Coordinates and optimises all direct security spend by the PGWC (including the security budgets of individual departments) to maximise safety and minimise opportunities for crime within all PGWC properties and activities
- Drives a coordinated, targeted approach by all PGWC departments and entities to play an effective part in maximising safety and minimising opportunities for crime in their surrounding neighbourhoods and communities
- Drives a coordinated, targeted approach by all relevant PGWC departments and entities to contributing to demotivating offenders and addressing the root causes of crime

3. Optimising civilian oversight

Building on existing work in this focus area, this workgroup will investigate how best the PGWC can use its legislative powers to monitor and exercise oversight over SAPS and other state law enforcement agencies, in a way that aligns with the whole-of-society approach to safety. Work on this is already well under way and will be driven to completion in 2011.

4. Optimising road safety

Building on existing work to improve road safety, this workgroup will consider how best to bring the resources and skills of the whole of society into the objective of increasing road safety, and will consider how best to integrate the Western Cape's road safety resources – including all municipalities – into a broad province-wide road safety strategy.