

# **PROVINCIAL HOUSING PLAN**

## **Western Cape**

### **Situational Analysis**

Reference Module H

Other Existing Situations

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## 1.0 CRIME RELATED ISSUES

### NATIONAL CRIME PREVENTION STRATEGY (NCPS)

The National Crime Prevention Strategy (NCPS) was adopted in 1996. The strategy is designed and aimed to empower both communities and the state to deal with crime in an efficient and multi-sectoral manner. It is based on the following four pillars:

- Reform of the criminal justice system
- Public values and attitudes
- Environmental design
- Transitional crimes

The environmental design strategy to minimise crime is of particular relevance to housing delivery.

### GENERAL CRIME PATTERNS IN SOUTH AFRICA

A Nedcor crime study suggests that the State annually lose approximately R12 billion in revenue due to various forms of crime. The following general patterns were identified by the CSIR and the Institute for Security Studies:

- The poorer inhabitants of a city are generally most at risk of violent crimes, and also experience a significant proportion of property crime.
- Suburban residents are more likely to be victims of property crime and experience comparatively low levels of violence.
- In inner city areas, violent crimes targeting property predominate.

### CRIME IN THE WESTERN CAPE

The Western Cape has the highest incident of murder and burglary in SA, with a steady increase during the last five years, and the third highest reported rape. In a recent study done by the Institute for Criminological Sciences of UNISA the Western Cape is also shown to have the highest incidence of bribery of employees and/or extortion in South Africa.

<b>INCIDENTS OF REPORTED CRIME (1 JAN 1999 - 31 DEC 1999)</b>	
<b>District</b>	<b>Incidents per 1000 people</b>
Central Karoo	64
Klein Karoo	67
South Cape	77
West Coast	39
Overberg	19
Breede River	2

<b>INCIDENTS OF REPORTED CRIME (1 JAN 1999 - 31 DEC 1999)</b>	
<b>Major Towns</b>	<b>Incidents per 1000 people</b>
George	46
Mosselbaai	50
Oudtshoorn	93
West Coast Peninsula	145
Paarl	105

These figures are based on information obtained from the Office of the Provincial Commander Crime Information Analysis Centre in the Western Cape and the 1996 census survey. The information can therefore only be used to give an overall indication of the incidence of crime and it is likely that the data sets used for the West Coast, Overberg and Breede River districts were incomplete.

### CRIME IN THE CMA

The latest information available for the CMA is for 1998. Based on adjusted 1996 population numbers the incidence of reported crime during 1998 was 80 reported crimes for every 1 000 people. (Information obtained from the CMC study: Patterns of Crime in the CMA 1997 - 1998.)

<b>PATTERNS OF REPORTED CRIME: 1997 to 1998</b>				
<b>Type of Crime Reported</b>	<b>CMA: Change in number of cases: '97 - '98</b>	<b>CMA: Ratio per 1 000 people ('98)</b>	<b>W Cape: Change in number of cases: '97 - '98</b>	<b>RSA: Ratio per 1 000 people ('98)</b>
<i>Violent Crimes</i>	+ 26.2 %		+ 25.08 %	
• Murder	• + 16.24 %	• 0.82		• 0.58
• Attempted murder	• + 11.27 %	• 1.20		• 0.9
• Robbery with aggravating circumstances	• + 26.2 %	• 2.41		• 2.07
<i>Social Fabric Crimes</i>	- 3.13 %		- 1.43 %	
• Rape	• - 9.36 %	• 1.34		• 5.50
• Assault (with intent to inflict grievous bodily harm)	• - 2.99 %	• 5.00		• 4.68
• Common assault	• - 1.98 %	• 7.26		
<i>Property Related Crimes</i>	+ 14.87 %			
• Burglary (residential)	• + 9.16 %	• 11.04		• 6.27
• Burglary (business)	• + 4.255 %	• 3.82		• 2.21
• Theft of motor vehicles	• + 23.97 %	• 3.85		• 2.52
• Theft out of motor vehicles	• + 22.7 %	• 14.80		• 4.43
• Other robbery	• + 31.4 %	• 2.86		• 1.46
• Other theft	• + 13.87 %	• 17.28		• 10.04
<i>Violent Acts Aimed at Property</i>	+ 2.78 %		+ 4.23 %	
• Arson	• + 17.07 %	• 0.23		• 0.23
• Malicious damage to property	• + 2.35 %	• 4.93		• 2.99

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- The CMA has become renowned for murder, gangsterism and urban terrorism.
  - Property-related crime has generally increased since 1996, although it decreased in some areas in 1999.
  - Social crime rates are more or less the same throughout the CMA.
  - The South African national average is three SAPS employees for every 1000 people, but there are only 0,151 SAPS employees employed for every 1000 people in the CMA.

## **CRIME IN NEW HOUSING DEVELOPMENTS**

During the survey, the Crime Information Analysis Centre for the Boland Area reported the following with regard to crime in new housing developments in the West Coast District.

Crime in the Witteklip RDP housing development scheme represents approximately 50% of all crime in the Vredenburg area. It is reported that criminals moved to this area from the CMA in the hope of finding employment. The most common types of crime are:

- Drunkenness
- Malicious damage to property
- Common assault
- Assault with intent to inflict grievous bodily harm
- Rape
- Murder
- Burglary (residential and business)
- Theft out of motor vehicle
- Other theft
- Drug related crimes
- Robbery
- Armed robbery

It is further reported that crime in the RDP housing development areas of Saldanha and St Helena Bay is low in comparison to Witteklip.

## **CRIME-RELATED ISSUES**

### **• CRIME AND ITS RELATION TO ECONOMIC DEVELOPMENT**

Although not quantifiable, the impact of crime on investor sentiment must be real. High incidents of crime and resultant negative perceptions on safety must have been a determining factor on the tourism sector in the Western Cape (Western Cape Provincial Strategic Plan, June 2000).

Various types of criminal activity have had the effect of undermining and negating progress that is being made in relation to economic growth and development necessitating that it be factored into the process of strategy formulation.

### **• CRIME AND ITS RELATION TO UNEMPLOYMENT, POVERTY AND OVERCROWDING**

The statistical information indicates that crime is more common in areas where unemployment, poverty and overcrowding prevail. One of the findings of the CMC's Patterns of Crime study (2000) was that the incidence of crime is directly related to the extent of unemployment and overcrowding in an area (based on a telephonic discussion with Doug Milne of the Information Technology Department, CMC). The question is raised whether the current provision of subsidised housing areas is an improvement on the type of "ghetto" environment that aggravates crime.

From the studies conducted by the CSIR and the Institute for Security Studies, it became clear that the poor in South Africa are most adversely affected by crime. Not only do they suffer the most from many types of crime; they also do not have the financial means to protect themselves against victimisation. This situation is further worsened by the fact that the areas where the poor are staying are in many cases under-policed.

Crime patterns and trends in poorer areas such as townships and informal settlements differ from those in wealthier suburbs, which in turn differ from those in inner city areas. The following conditions contribute to poor living conditions and susceptibility to crime:

- Lack of facilities,
- Absence of appropriate lighting and
- Large vacant or unused open spaces and buffer strips.

70% of victims living in informal settlements have no means of protecting their households against crime. Given this situation, environmental design can play a role in improving these environments, thereby reducing the opportunities for crime.

## **ENVIRONMENTAL DESIGN FOR SAFER COMMUNITIES**

The National Crime Prevention Strategy (NCPS) defines the concept of crime prevention through environmental design as "reducing the causes of and the opportunities for crime by changing the environment in which it occurs". The intentions of these strategies are to reduce fear of crime, by either altering the environment in which crime occurs or by intervening more broadly to change the social or other conditions that have causal significance.

Design initiatives form an integral part of crime prevention strategies in countries like Canada, the United Kingdom, the United States of America and the Netherlands. Environmental design as currently practised in South Africa is however often indistinguishable from target hardening (for example building higher walls and securing property against crime). Target hardening is, however, only one component of environmental design to prevent crime.

Understanding crime is critical to its prevention. Whether or not a crime occurs depends on the interaction of several elements, such as:

- The physical and social environment in which crime occurs
- The presence of active or passive forms of surveillance
- The perpetrator
- The target or victim of a crime

The form of the built environment can influence a range of these factors and several design factors are fundamental in designing to reduce crime. The form of South African cities and the design and management of components of the city play a role in the level of criminality within urban areas as well as in facilitating the effectiveness of policing. The cities were shaped by apartheid planning principles, which make crime prevention through environmental design a challenge in addressing the causes of, and the settings for crime.

Recent crime studies identified three major areas for intervention in need of crime prevention in the Western Cape:

- Pro-active crime preventative development on undeveloped sites or areas
- Inner city restructuring as part of overall urban restructuring
- The upgrading of informal settlements incorporating crime preventative principles.

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## PRINCIPLES OF CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN:

Crime prevention through environmental design is based on the following main principles:

- Surveillance and visibility
- Territoriality and defensible space
- Access and escape routes
- Image and aesthetics
- Target hardening

### • **Surveillance and visibility**

If people have visual contact with a space and their presence is visible, they can intervene and others feel safe using a space. Land with no explicit purpose, vacant lots or empty buildings and buffer strips for example, has limited potential for passive surveillance due to its limited use.

Passive surveillance on the one hand is the casual observance of public and private areas by users or residents in the course of their normal activities. While active surveillance, on the other hand, refers to surveillance by police or other agents whose express function is to watch an area.

Surveillance depends on a range of factors:

- The hours of the day a public area is used
- The type and diversity of users
- The street layout impacts on the visibility as well as the use:
  - An open grid layout allows for long sight lines
  - Open system encourages pedestrian use as opposed to circular loops
- The landscaping and types of plants used
- The lighting used
- The orientation of the buildings and whether windows overlook the public realm or whether the building presents a blank face over a collective space
- The location size and design of spaces: spaces should be overlooked by buildings, linear spaces allow for better visibility; their proximity to and logical location within the network of streets and the sort of activities they can provide
- The use of permeable fences which allow visibility rather than high walls.

Surveillance improves if there is good visibility. Visibility is the degree to which an environment is made visible by elements such as lighting and uninterrupted lines of sight.

### • **Territoriality and Defensible space**

Spaces are "defensible" if people are able to exercise control over them. "Territoriality" is a sense of ownership of one's living or working environment. Places can be designed and managed in ways that encourage owners and users to take responsibility for them. Furthermore, the extent to which people identify with the physical form of a space and their emotional contact with a space often relates to the extent to which they feel responsible for its use, upkeep and maintenance. Various mechanisms can be employed to increase territoriality and defensible space:

- The definition of public and private spaces;
- The size and location of neighbourhood open spaces;
- The extent to which the human scale is utilised;
- The use of statues, prominent buildings, etc which act as landmarks and provide to particular places and spaces.

If the extent of wasted or "dead" space is limited through the use of areas for explicit purposes, passive observers are more likely to intervene because they feel responsible for their environments. This can be encouraged by enabling the utilisation of vacant plots for some other purpose such as in-fill housing, urban agriculture, or at a larger scale, an open space system.

- **Access and escape routes**

The sites of certain types of criminal events are often deliberately chosen by the offender, before the act, for access to escape routes. Car highjackings in particular are usually planned to allow quick escape. The following design mechanisms enable or hinder easy access and escape:

- The layout of transport routes and the juxtaposition of different types of space influence the ease of access and escape;
- Discouraging vacant spaces;
- Avoiding dead-ends, especially where these lead to vacant or unused land;
- Defining entrances;
- Clear signposting of streets and buildings;
- The design of subways and the use of bridges;
- The strategic use of different levels of lighting.

Access and escape routes are, however, available to both the offender and the victim. Areas of safety that have high levels of passive surveillance and public visibility can act as safe spaces for potential victims.

- **Image and aesthetics**

The image projected by buildings or public areas in the city has been clearly linked to levels of crime and particularly to the fear of crime, the link is often referred to as "crime and grime". Urban decay and the resultant degradation make people who use these areas feel unsafe. Rental housing often degenerates because there is no clear understanding of who is responsible for cleaning and maintaining both private and communal areas. Factors impacting on the image of an area and buildings include:

- Vacant land and unoccupied buildings - these contribute to decay
- Uncleared litter and the breakdown of services
- Human scale in design
- The use of attractive colours or materials
- Adequate lighting
- Designing for high levels of activity

The design and the management of spaces in the city are important to prevent areas from becoming actual or perceived "hot spots" for crime.

- **Target hardening**

Target hardening is the physical strengthening of building facades or boundary walls to reduce the attractiveness or vulnerability of potential targets. Walls around houses and burglar bars on windows are the most common examples.

Target hardening is often the first solution that occurs to residents and designers because it can physically reduce opportunities for crime. However, the mistake is to violate other principles in the process. If target hardening in buildings obstructs lines of sight or provides unsurveyed havens, the hardening is unlikely to be effective at preventing crime in the long term.

Target hardening can also lead to a displacement of crime as well as improving the offender's weapons and modus operandi.

- **Implementing the principles of crime prevention through environmental design**

It would be unrealistic to expect that crime prevention through environmental design can solve all types of crime. To be effective at limiting the crime in an area it is, however, important that these principles all work together, alongside other planning principles for well-performing settlements. A sound understanding of the crime patterns in an area is important because particular types of crime can be addressed through particular design responses. A co-ordinated layout of roads, sites and buildings will offer a greater chance for the achievement of a safer design.

A proactive integrated planning approach is necessary. Environmental design measures should be linked to social development and other crime prevention initiatives. Crime prevention through environmental design should be locally driven with community participation in all aspects.

In the past, design interventions have largely focussed on the wealthier parts of cities, where they are easier to implement. State interventions in the built environment should, however, rather prioritise the areas where existing features are conducive to criminal victimisation. This is particularly true of townships and informal settlements, the areas with the highest levels of crime in South Africa. It must, however, be emphasised that crime prevention measures are likely to have the greatest effect when applied in the initial stages of new developments.

In the past interventions have largely been ad hoc and based on particular private sector projects rather than part of a broader strategy for building more secure environments. They tend also to be reactive and address particular problems and therefore concentrate on facilities in more affluent sectors of the city, which are not the most affected by crime but attract disproportionate media attention.

#### ENVIRONMENTAL DESIGN FOR SAFER RESIDENTIAL AREAS:

The following are some suggestions on how the environmental design of housing areas can improve their safety.

- **Relationship of houses to the street**

To improve surveillance opportunities, the distance between the front façade of residential buildings and the road should be kept to a minimum, but still provide a small transitional space indicating the passage from public to private. By building closer to the street, the occupants of a house can provide better surveillance and take ownership of the space between the house and the street. Features like bay windows and small verandas enable and encourage passive surveillance.

Transition zones should be clearly marked through the use of paving materials, planting or fences, which do not hamper visibility. This established territory and also makes the street more legible. A transition zone, which makes use of appropriate screening and buffering, serves to create a physical or psychological barrier between pedestrians on the street and the residential units. It thereby creates a measure of security and privacy for the residents.

- **Barriers and fences**

Barriers such as garden fences and security walls should allow for surveillance and be visually attractive. High walls are not necessarily safe. On the one hand they make the street unsafe by reducing opportunities for passive surveillance from the house. On the other hand, they make the house unsafe since there can be no passive surveillance from casual passers-by or police patrols. It is therefore better to replace high wall with more transparent barriers.

Setbacks and recesses in garden wall often become ideal places for potential offenders to lie in wait. Existing recesses should be well lit at night and not contain shrubs that can provide cover.

The use of razor wire and electric fences can make a relatively safe neighbourhood appear unsafe and add to people's fear of crime. There are more positive ways to stop intruders, such as thorny bushes used as barriers.

- **The Design and Maintenance of Communal Areas**

Communal open spaces are often badly planned and not given designated uses. The approach is often to develop these spaces as gardens, this however requires high maintenance and they can easily become derelict. Communal open space should be designed in such a way that residents are encouraged to take responsibility for as much of the open space around their units as possible. If residents feel responsible for a space they will use it more often and thereby provide extra surveillance.

The design of group housing must provide for surveillance into corridors, stairwells and entrance halls. In blocks of flats it is preferable that ground floor units should have control of the space directly outside them. Residents should be able to control access to and screen visitors, and it must be clear who is responsible for cleaning and maintaining communal areas.

Among the more dangerous areas in group housing are the circulation spaces. A possible reason for this is that there is no clear ownership. Another is that in most housing projects the units turn their backs on the circulation spaces to create privacy and a false sense of security. A third reason is difficulty in identifying intruders and keeping them out. The first step would be to design for access control. This can either be hard control with a security gate and intercom system, or soft control where the entrance is placed in such a way that it is visible from surrounding units.

## **CONCLUSION:**

The principles and recommendations dealing with crime prevention are, in most cases no different from basic design principles for well-performing urban environments.

Unfortunately many of the planning practises of the past that led to the problems in our cities have not changed. Settlements for the poor are still being designed in ways that promote sprawl and leave tracts of open space that promote criminal activity. Schools, clinics, sporting and other community activities are not provided in a co-ordinated manner, although it may form part of the physical planning of new developments. This results in living environments that are unsafe and unsustainable.

It is clear that our cities and towns will continue to be unsafe unless there is a fundamental change in our approach to town planning and urban design.

To a large degree the key to successful implementation of environmental design initiatives as part of any crime prevention strategy lies in effective co-operation. Government departments at all levels need to work together to ensure that development projects are not merely "housing projects", but that they meet all the needs of the community that they are intended to benefit.

## **REFERENCES:**

CMC (2000) Patterns of Crime in the CMA 1997 - 1998.

CSIR (1998) Environmental Design for Safer Communities in South Africa.

Office of the Provincial Commander Crime Information Centre Western Cape (2001) Study on Crime in the Western Cape for the Provincial Housing Plan.

PAWC (2000) Provincial Strategic Plan.

## 2.0 LABOUR RELATED ISSUES

### ECONOMIC STRENGTHS AND WEAKNESSES

Based on the Western Cape Provincial Strategic Plan, June 2000, the following economic strengths and weaknesses have been identified:

#### STRENGTHS:

- Since 1994 significant progress has been made structural changes and transformation.
- The economy seems to have a solid platform for future growth. It is relatively broad-based with sectors ranging from the traditional manufacturing sectors to the high-tech leading edge industries.
- Potential for growth and job-creation has been identified in the agricultural sector.

The following are important sub-sectors in the Western Cape economy:

- The fishing industry: Cape Town harbour is the fish capital of the region. It hauls in over 700 000 tons worth more the R500 million a year.
- The fruit industry: the Western Cape is holds more than 40% of the European winter import market and generates over R2.6 billion a year in export earnings.
- The wine industry: although it has recently been overtaken by fruit and poultry production, Western Cape wine farming remains one of the largest wine industries in the world.
- Most of the existing sub-sectors of the Western Cape economy have the potential for further expansion. This includes growth in the established sectors as well as the small niches such as vegetables, flowers, specialised fruit, nuts, berries, aquaculture and health foods.
- Tourism is the Province's primary growth force and recent trends suggest considerable scope for further growth with significant employment and potential spillover effects. Western Cape tourism is taking 30% of the national market.
- Hi-tech sectors backed by research and innovation capacity from the tertiary institutions is another growth force of the economy.
- The Province is recognised as being fairly open in terms of trade and investment. Current exports account for approximately 15% of the total provincial GGP. Exporters should be encouraged to increase export volumes and increase output. Current fixed investments (foreign and local) is estimated to be around 15 % of GGP. During 1999 3100 jobs were created as a result of Direct Foreign Investment. Firms should be encouraged to increase their fixed investment to 18% or higher, to ensure long term growth. These challenges do, however, also relate to improving and better use of regional skill supply, local research capacity, technology transfers and small enterprise exports.

These strengths are supported from non-economic sectors, in terms of:

- Adequate educational infrastructure (matric results)
- Prolific private-sector based skills training (short practical courses)
- Relatively good infrastructure (road, rail, Telcom and harbour)

#### WEAKNESSES

- Unemployment is still high in rural areas.

- There is no common, coherent vision for the Western Cape economy.
- Lack of information. There is a lack of accurate macro-economic and demographic data for the Province.
- The threat of AIDS to the economy, in terms of the cost of absenteeism, skill replacement and the amounts channelled from consumption, investments and savings towards medical care.
- The impact of high incidents of crime and resultant negative perceptions of safety on the economy.
- Inadequate environmental management. Environmentally insensitive development and urban sprawl, as well as various forms of pollution are cause for concern. The future of tourism is dependent on the good state of the environment.
- A relatively low skills and low wage economy is hampering growth, development and competitiveness.

## SUMMARY

The Western Cape economy comprises the following:

- Fairly strong economic growth and investment in our economy, with
- Insufficient job-creation and a trend of job-shedding in certain sectors
- High levels of unemployment
- Structural inequality in terms of access to opportunities
- Poverty
- Not ready to compete in the global market because of low skills levels of the workforce and insufficient research and development, marketing and inter-sectoral collaboration.

## EMPLOYMENT ISSUES

### • TOURISM

The white paper on tourism argues that the tourism industry has the lowest ration of investment to job creation (this remains an area of debate). This industry therefore presents a major employment creation potential for local residents even though the aspects still needs further investigation.

### • AGRICULTURE

Agriculture is an ideal vehicle for job-creation as it is labour intensive by nature. The Western Cape agricultural sector is responsible for 22% of the total value of agricultural production in the country and for 60% of all exports. Its strength lies in the balanced spread of products across the agricultural regions. If all the different industries and sectors of the Western Cape are listed according to their developmental impacts the top fourteen are all agricultural industries, with the deciduous fruit industry rated as number one.

### • SMME DEVELOPMENT

Many businesses in the private sector in the province may be categorised as SMME type enterprises. The continual expansion of SMME type businesses is currently regarded as part of the solution to both unemployment and equity problems. The development of these enterprises is a high priority in all sectors of the economy and requires a co-ordinated approach. The support for the sustained development of SMMEs are varied and extensive ranging from access to finance, land, infrastructure, (transport, communication etc.), research and development, entrepreneurial, vocational and generic skills to marketing.