

PARLIAMENT OF THE PROVINCE OF THE WESTERN CAPE

ANNOUNCEMENTS, TABLINGS AND COMMITTEE REPORTS

FRIDAY, 27 JANUARY 2017

COMMITTEE REPORT

The Standing Committee on Community Safety having conducted a stakeholder meeting and public hearings on police resources on 3, 4 and 5 October 2016 reports as follows:

Introduction

The Committee as part of its oversight mandate and complying with the Committee Programme, resolved to conduct public hearings on police resources.

The Delegation

The delegation of the Standing Committee on Community Safety included the following Members:

Wenger, MM (DA) (Chairperson)
Dijana, TD (ANC)
Kivedo, BD (DA)
Lekker, PZ (ANC)
Mitchell, DG (DA)

The following parliamentary officials accompanied the delegation:

Daza, B (Senior Co-ordinator)
Matthews, W (Committee Co-ordinator)
Burgess, MA (Committee Assistant)

Apology

An apology was rendered on behalf of Mr Christians, FC (ACDP).

1. Executive Summary

The Western Cape Provincial Parliament's (WCPP) Standing Committee on Community Safety resolved on 25 November 2015 to host public hearings to understand police resourcing challenges in the Western Cape and to address the impact that the lack of police resources might have on communities. This decision was based on three key factors. Firstly, since the commencement of the fifth term of the Provincial Parliament in June 2014, the Committee has conducted 17 oversight visits to police stations across the Province. At these oversight visits the Committee observed that there are many resource challenges faced by police personnel in carrying out their policing duties. Secondly, there have been several Parliamentary Questions related to police resourcing posed at provincial parliamentary sittings and thirdly, there have been several complaints received from the general public on concerns related to the impact of police resourcing. Due to many amendments to the 2016 provincial parliamentary programme, the Committee conducted the public hearings on the earliest possible dates. These dates were 3, 4 and 5 October 2016.

Given the impact that resource challenges, particularly vacancies and manpower, might have on policing, there is a multitude of role-players that need to be involved in creating and maintaining safe communities. As such, the Committee invited input from various stakeholders as a precursor to the public hearings. The stakeholders invited were from a range of key sectors, including law enforcement agencies, provincial government departments, community based oversight bodies and members of academia focusing on matters pertaining to policing resources. The following stakeholders provided comment or submissions to the Committee:

- The South African Police Service;
- The Western Cape Provincial Community Police Board;
- The Department of Community Safety;
- The Department of Social Development;
- The Department of Transport and Public Works;
- The Department of Health;
- The Western Cape Education Department;
- The Office of the Western Cape Police Ombudsman;
- Agri Western Cape;
- The Dullah Omar Institute based at the University of the Western Cape;
- The Social Justice Coalition;
- Tygerberg Cluster Community Police Board;
- Athlone Community Police Forum;
- Maitland Community Police Forum;
- Pinelands Community Police Forum;
- Kraaifontein Community Police Forum;
- Thembalethu Community Police Forum;
- Thembalethu Neighbourhood Watch;
- Houtbay Neighbourhood Watch;
- Greater Cape Town Civic Alliance;
- Community Law and Order Foundation South Africa;
- Rural Farmworkers;
- George Municipality Community Liaison Officer;
- Ward councillors from the City of Cape Town Municipality and Bitou Municipality;
- Kurland Neighbourhood Watch members;
- Homeless Persons' Representative, Bellville; and

- Members of the public in their individual capacity

This report is a compilation of the information the Committee has garnered through its oversight work and the public hearings conducted.

2. Purpose

The purpose of the public hearings was to facilitate public participation, to explore whether police recruitment is sufficient to meet replacement requirements within the Western Cape, to understand any structural deficiencies contributing towards manpower shortages, to understand the extent of the SAPS resource challenges and the exact makeup of police numbers in the province, to understand why vacancies and manpower shortages exist, to understand what measures have been taken to remedy the situation, and to make recommendations in pursuit of improving police resourcing.

The Hearings, as agreed to by the Committee, took place between 3 and 5 October 2016 in Cape Town, Worcester and George.

The purpose of this report is to provide an overview of the inputs that were made during the public hearings and the submissions received, as well as to compile information garnered from the Committee's oversight visits and parliamentary work.

The report also contains recommendations of the Committee as well as recommendations received from members of the public, government departments and civil society organisations.

3. Background

In 2013, it was established that the Western Cape has the largest shortage of police officers in the country. The Western Cape had a shortage of 1012 officers, compared with the next highest province, Gauteng, with 748 officers short. The Western Cape also had 128 understaffed police stations, meaning that 85% of police stations in the province were understaffed.

Summary of Fixed Establishment Distribution VS Actual Personnel: 2103/2014					
Province	No. of Understaffed Police Stations	Shortage	No. of Overstaffed Police Stations	Surplus	Diff (+) Surplus/ (-) Shortage
Eastern Cape	122	-851	62	508	-343
Free State	16	-58	90	978	920
Gauteng	82	-1804	58	1056	-748
KwaZulu-Natal	83	-448	87	765	317
Limpopo	46	-483	51	771	288
Mpumalanga	68	-847	18	170	-677
North West	33	-165	39	354	189
Northern Cape	72	-726	17	120	-606
Western Cape	128	-1295	18	283	-1012
Total	650	-6677	440	5005	-1672

Source: 5 November 2013 National Assembly Written Reply No. 2506

In 2014, parliamentary replies showed that the Western Cape SAPS had 2392 vacancies. The vacancy rate is possibly compounded by the number of officers leaving the Service each year. In the last five financial years 2375 officers left the service, mostly through resignation and discharge.

Number of Police Officers that left the service:

2011/12: 325

2012/13: 324

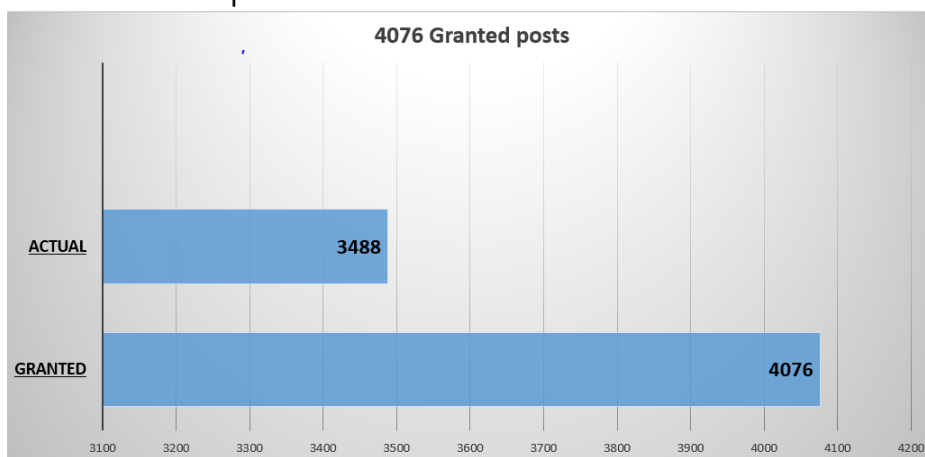
2013/14: 478

2014/15: 689

2015/16: 559¹

Questions were also posed regarding the fixed establishment and the actual number of operational police officers compared with the granted number of posts. In the detectives' service, according to the latest information available, there are 4076 granted posts for detectives in our province, but 3488 detectives serving in posts². This means that there are 588 detectives less, or 14% less detectives serving in posts than the number of granted posts.

Detective posts

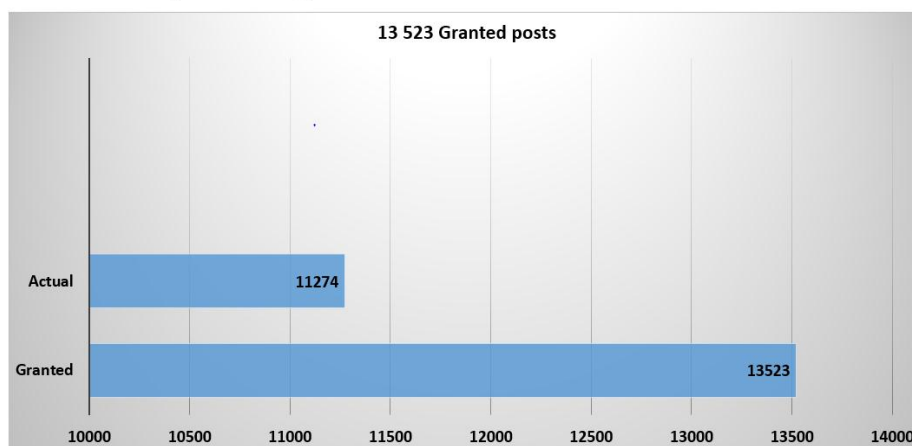


A similar pattern emerges with respect to Visible Policing. In Visible Policing, according to the latest information available, there are 13523 granted posts but only 11274 officers in posts. This would then imply that Visible Policing around the province has 2249 less officers patrolling our communities than we ought to have.

¹ Provincial Parliament Written Replies: 10 October 2014, 16 September 2016

² Provincial Parliament Written Reply 26 September 2014

Visible policing



Should all the granted posts have been filled, it would have meant approximately 20 additional officers on average for each station in this province, of which 4 would have been detectives.

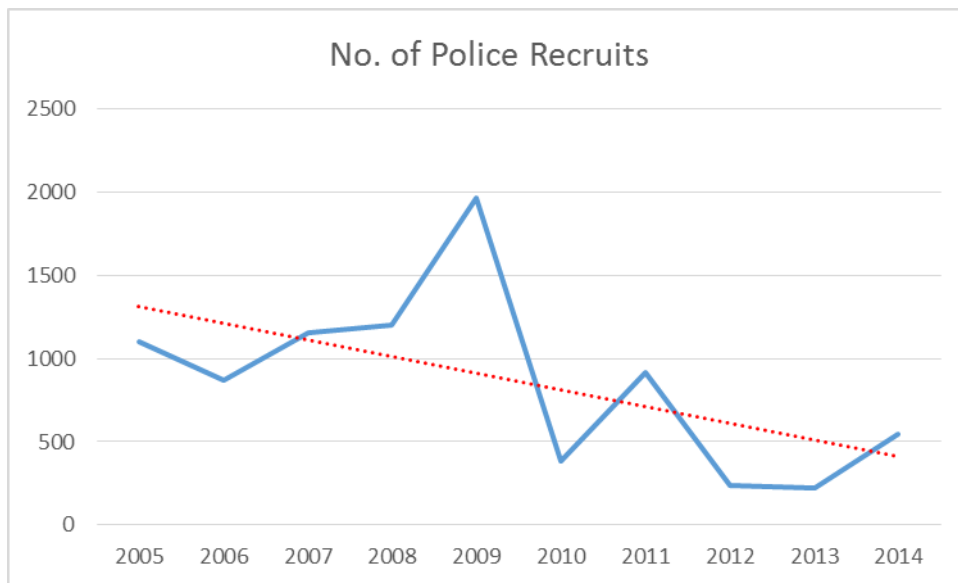
In June of 2016, 1140 new student constables were dispatched to Western Cape police stations³. Of these, 790 were sent to the 30 stations that contribute to half of violent crime in the province and the remaining 350 to other stations in the province.

The new recruitment drives are both commendable and desirable, however it is questionable whether the new recruitment rate is sufficient to meet the attrition rate considering that 2375 officers left the service in the previous five years.

On average, 475 Western Cape officers left the Service each year over the last 5 years, which requires at a minimum a commensurate yearly graduation of new constables and reenlistment of officers to a) fill vacancies left by officers leaving the service, and b) fill the existing vacancies. Training and recruitment of new student constables takes between 12 and 24 months, which would need to be considered to avoid declining police numbers despite the new intakes.

The trend line of new police recruits since 2005 is a declining trend. In 2005, there were 1103 new police officers recruited for the Western Cape, but this number has been declining each year to a low of 222 in 2013. A recruitment of 222 officers is less than half the average number of officers leaving the service in a particular year. The below graph represents the number of new police recruits per year and the trend line which shows a decreasing recruitment rate.

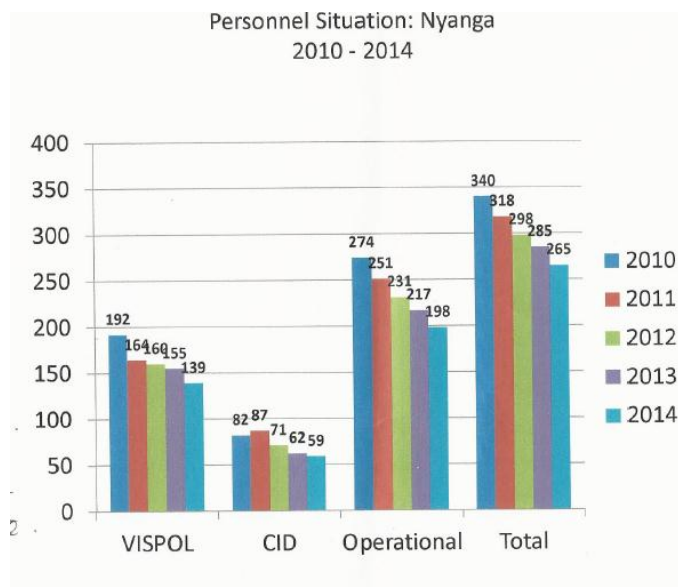
³ <http://www.iol.co.za/news/crime-courts/1-000-more-cops-to-cut-down-cape-crime-2064558>



Source: Provincial Parliament written reply 18 September 2015

It then appears that the SAPS recruitment rate is insufficient to meet replacement levels and which negatively impacts on addressing resourcing levels.

By way of example, the Nyanga Police Station, which consistently records some of the highest numbers of murders in the province year on year, has seen a significant decrease in the number of officers serving this station. The stations had 340 personnel in 2010 and by 2014 had just 265, a reduction of 22% over 4 years. In this same time, the population is believed to have increased by 12 000 and the number of murders increased by 34%.



Similar trends were seen in other high-crime stations that the Standing Committee visited between 2014 and 2016. Many stations visited, such as Mitchells Plain, Lenteguur, Stilbaai, Steenberg and Manenberg, had less officers than in previous years and furthermore had police to population ratios well below the national average of 1:358.

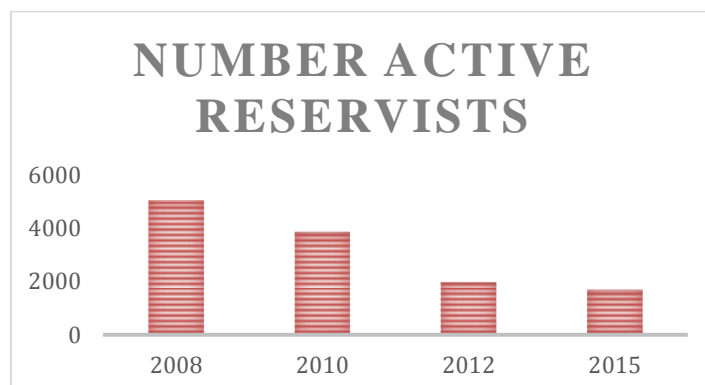
The police-to-population ratio for the Cape Town metropolitan area is significantly below the national average. The national police-to-population ratio is 1 officer for every 358 people (in 2014/15), but 75% of Cape Town's police stations have less numbers of

officers serving their communities than the national average. The average ratio for Cape Town is 1 police officer for every 439 people which means less officers to population than the national norm. The allocation of resources is also not equitable in that many of the high crime stations have less officers to serve them than lower crime areas. 21 police stations in Cape Town have less than 1 officer for every 500 residents of that precinct, and these are almost exclusively severely crime affected communities which need police resources. Areas which have some of the worst ratios are:

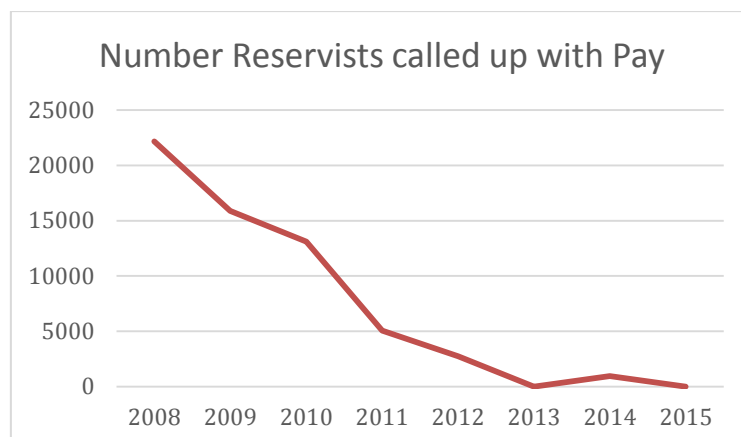
Harare 826:1
 Nyanga 754:1
 Delft 706:1
 Lwandle 703:1
 Kraaifontein 702:1
 Grassy Park 643:1
 Gugulethu 643:1
 Strandfontein 635:1
 Table View 603:1
 Mfuleni 598:1
 Kleinvlei 593:1
 Belhar 581:1
 Durbanville 569:1
 Khayelitsha 569:1
 Ocean View 553:1
 Manenberg 541:1
 Lansdowne 540:1
 Dieprivier 532:1
 Steenberg 519:1
 Hout Bay 506:1
 Muizenberg 502:1

These figures point to a concerning under-resourced SAPS in Cape Town. Without sufficient manpower, it is very difficult for police officers to deal with the serious crime profile of our province, such as high murder rates and gang violence.

In addition, we have noted that force-multipliers, such as police reservists, have also declined. The number of active police reservists has sharply declined by 66% since 2008. In 2008 the Western Cape had 5059 active reservists. This number has reduced to 1700, which is a 66% decline in the number of active reservists serving police and communities.



In 2008, 22 159 reservists were called up on duty with pay and by this year (2015/16) the number of reservists called up with pay has fallen to zero.



Year	Number of Reservists Recruited	Number of Reservists Re-Recruited
2013/14	0	0
2014/15	0	0
2015/16	0	1
Total	0	1

Given the apparent manpower shortages, reservists play an important role in assisting the police and serving as a force multiplier. However, no police reservists had been recruited in the last three financial years in our Province and the actual number of reservists has declined.

In August 2015, the Committee conducted an oversight visit to the 10111 Command Centre and K9 unit in Maitland Cape Town. There are 11 K9 units in the province. There is currently only one mounted unit. There is a total of 157 dogs with 259 personnel, including the dog handlers. These dogs are categorised across 11 disciplines such as narcotics searches, attack operations as well as search and rescue. There are 44 dogs available per shift. The Maitland base is equipped with more than 150 kennels. However there are only 51 dogs and there is a serious shortage of dogs. At least 100 dogs are required per shift. The more dogs there are per shift, the better the chances are of decreasing crime. The dogs are often overworked, especially on search and rescue operations, and require more rest intervals to ensure that they perform optimally.

With respect to the 10111 Command Centre, statistics show that 1 230 048 complaints were registered in the Western Cape in 2014/15. Of these complaints, 744 726 (60%) were registered at the 10111 Command Centre and the remaining complaints were registered in rural areas, via the radio rooms. The 10111 Command Centre either registers complaints directly or complaints are registered via police stations. The number of complaints registered in the Western Cape amounted to 26.6% of the 4 623 762 complaints registered nationally. However the call scanner system had been out of order since 2013 and as a result no exact figures could be retrieved on the number of calls received, the number of calls that are abandoned and the number of calls that are requests for information and/or nuisance calls. Only the last call statistics on record prior to the

call scanner system being out of order, could be provided. The call scanner has since been repaired.

4. Communication

Calls for written and/or oral submissions were advertised via print media, namely the *George Herald*, the *Worcester Standard*, *City Vision* and *Die Son*. The programme was also promoted via the WCPP social media platforms, its official website, as well as via media alerts sent out by the WCPP media office. Following the media briefing, which included a press statement detailing the Committee's reasons for the stakeholder meeting and the public hearings and the logistical details of the public hearing sessions, there was significant media coverage across print, online and radio media. There was a positive response to the media alerts and the advertising strategies, as prior to the public hearings, a significant number of written submissions were already received.

In addition, the WCPP's Public Education and Outreach (PEO) unit provided information sessions with community stakeholders in the areas wherein the public hearings were held. The PEO unit engaged with community organisations, including the local CPFs and community development workers.

5. Overview of the Public Hearings

The Committee advertised the public hearings in the mainstream media and social media and invited both written and oral submissions from the public and stakeholders. Public Hearings were conducted between 3 and 5 October 2016. The Committee heard stakeholder submissions at the Provincial Parliament on 3 and 4 October, which included the South African Police Service, government departments, academia and NGOs. The Committee also held public hearings in Cape Town, Worcester and George between 4 and 5 October 2016 in which submissions of community members, civil society and safety organisations were heard. The hearings were held outside of the parliamentary precinct in accordance with Provincial Parliament's Standing Rule 83, which allows standing committees to host formal meetings beyond the precinct of the Western Cape Provincial Parliament (WCPP) as authorised by WCPP Speaker, Hon S Fernandez. All public hearings were conducted in accordance with all rules and protocol guiding standing committee meetings.

In total 55 written and oral submissions were received from the abovementioned stakeholders, individuals and civil society.

6. Findings of the stakeholder and public participation process

The most serious concerns that emanated from the participation process are categorised as follows:

- Vacancies and shortages of officers;
- Resource allocation and police to population ratios;
- Shift management;
 - Vehicle fleet management;
 - Visible policing;
 - Reservists;
 - Response times;
 - Docket loads;
 - Community-police relations and partnerships;

- Staff morale; and
- Human Resource Matters.

Based on all submissions, the overarching concern is in essence two-fold, namely, the number of vacancies and the shortage of police officers. The hearings revealed many concerns regarding the impact of resource shortages on the South African Police Service and the communities it serves. The negative impact of resource shortages and allocation criteria, of both personnel and other resources, affects a broad spectrum of areas. The Western Cape SAPS itself reported, in its oral submission, that vacant posts are not always filled within the conventional four to six month period, due to service terminations and resignations. The reasons for vacancies reported include superannuation, resignations, death and retirements. The vacancies and police officer shortages have an impact on both SAPS' internal and external environments.

6.1 Impact on staff and staff morale

Internally, insufficient staff numbers result in heavier workloads on staff. The Committee has observed the high number of docket to detective ratios during its oversight visits to provincial police stations. These ratios were also highlighted by members of the public during the hearings. The effects of such substantial workloads (a) compromise the quality of investigations, (b) place staff under strenuous working conditions to perform and potentially compromises employees' overall wellness levels, and (c) create an ethos of low morale amongst staff.

The submissions also reflected the impact that under-resourcing has on staff morale. The Western Cape Police Ombudsman commented that the lack of resources can lead to negative effects on community-police relations. The WCED, in its submission, stated that despite the good efforts by police officers responsible for the Lavender Hill precinct, the staff shortages especially, contributes to low morale and the slow response times to assist schools in gang ridden areas perpetuates an unwillingness of SAPS to cooperate, when in fact there are not enough staff to respond quickly to calls. The Maitland CPF reported that since the redeployment of student officers to other stations, the staff experience heavier workloads. The effects of which strains interactions with the public due to frustrating long queues and lengthy waiting times at the CSC. Such comments were reiterated by the Athlone CPF, the Tygerberg Cluster Community Police Board and other members of the public who submitted comments.

The effects of heavy workloads have serious health effects, with at least one police officer stating that personal health was severely compromised due to an onerous workload. This officer was admitted to hospital twice, following long term effects of strained working conditions. Despite experiencing health scares, the officer continued to report for duty without having fully recovered from the debilitating conditions.

Heightened stress levels, illness, extended sick leave and strained community-police relations are linked to under-resourcing. Already understaffed police stations need to further endure with staff being unavailable due to off-site training as well as the above listed concerns pertaining to health and absence. All these effects influence shift management processes and as a result, already understaffed police stations are further strained.

The following areas of concern were raised by civil society organisations during the public hearings:

- Increased staff complement;

- Increased vehicle fleet;
- Needs basis approach;
- Reservist programme to be implemented, with improvements and less stringent requirements;
- Vehicle fleet management improvements;
- Vehicle repair times;
- Slow response times; and
- Community-Police relations.

6.2 Impact of shortage of officers and unfilled vacancies

The Western Cape SAPS reported that, as at 30 September 2016, there were a total of 33 service terminations from the Detection Unit. The reasons are varied but the effects, especially the loss of experienced detectives, have far reaching consequences. The Western Cape Police Ombudsman reported that the Detection Unit is affected by a constant backlog of cases.

In terms of the Visible Policing (VISPOL) Unit, there were 122 service terminations, and such terminations also influence external environments, as service delivery is affected. There were several submissions referring to the insufficient presence of VISPOL officers. Neighbourhood watch structures complained that there are insufficient VISPOL police officers and the consequence is that, more often than not, there is little support from SAPS for neighbourhood watch patrols. In addition, the Committee noted that where there are insufficient VISPOL officers, not all sectors can be patrolled. This occurs at stations which record high crime rates and worryingly, it appears that in some cases the sectors that have the highest crime rates are the ones that are not being patrolled at all. For example, at the Steenberg Station, the 'gang' sector is left unpatrolled due to insufficient staff numbers.

The Western Cape Departments aforementioned all reported that the VISPOL Unit needs to be urgently reinforced and appropriately allocated. The Western Cape Police Ombudsman and the Department of Community Safety reported that there is a need for more officers for this Unit. The Department of Health reported that Emergency Medical Service staff as well as healthcare staff at clinics and hospitals, working in areas where gang activity, is rife, experience heightened levels of anxiety due to safety concerns. The lack of VISPOL officers leave healthcare practitioners exposed to potentially volatile gang activity especially when alleged gang members are being treated for injuries by healthcare workers, and rival gang members attempt to enter health facilities to engage in further criminal activity. The healthcare practitioners, as well as other members of the public at these health facilities, are left exposed to trauma, injury or worse.

The Department of Transport and Public works reported that taxi violence, especially in hotspot areas, are very disruptive as well as dangerous for the broader public. The presence of more VISPOL resources in areas susceptible to taxi industry violence should help minimise any upsurges in these disruptions. Protest actions also severely affect public transport routes as well as pose threats to infrastructural damage. With an increased staff complement for a specialised unit, aimed at addressing taxi violence and protest actions, the many dangers posed to the public can be diminished.

The Western Cape Education Department (WCED) relayed its concerns regarding the dangers faced by school learners and staff due to gang activities and violence. The lack of VISPOL officers in these areas places strain on the existing staff complements, who according to the WCED, are in fact doing the best under difficult circumstances.

Submissions from the public reflected concerns regarding the need for more officers in the VISPOL Unit, in especially volatile and densely populated areas. The consequences of this deficiency is, as reflected in several submissions, vigilantism, the weakening of community-police relationships, communities spending on technology and/or private security companies in response to minimal SAPS resources, a lack of civilians reporting crime, pressure on the current number of VISPOL officers, as well as the economic effects of uncontrollable stock and produce theft in agricultural areas.

The Western Cape SAPS also reported the service termination of 37 support staff. The impact of such losses is that staff morale is negatively affected. Several submissions referred to the quality of service given at Community Service Centres and the concerns of effective shift management, due to shortages of officers, mean that stations are in danger of not having at least the minimum number of staff on duty.

At the hearings, members of the public also reported that some stations are severely undermanned and that such cases are worsened in the event of leave, sick leave, off site training and events. The Western Cape Police Ombudsman's submission confirms that his office has received complaints related to shift management challenges.

Submissions also highlighted concerns regarding the acting positions for high ranking station officials, such as station commanders. The Athlone Community Police Forum (CPF) for example, reported that within a 22 month period, dating back to August 2014, the station has had seven acting station commanders. Similarly, the Tygerberg Cluster Board reported that the lack of a permanent deputy cluster commander, as well as other positions, adversely affect the quality of policing in that cluster. Additionally, the lack of a dedicated events unit, results in officers being deployed away from their designated areas of responsibility, to assist at events such as Imbizos, to facilitate transport duties in respect of these events, thus redirecting valuable resources away from the quotidian duties.

6.3 Response times

The WCED reported that consistent slow response times by the SAPS are disconcerting, especially to calls where gang related violence in close proximity to schools place learners and school staff in danger. Similar concerns regarding slow response times were raised by a representative of the agricultural sector, namely Agri-Western Cape, as well as members of the communities where the hearings were held. The staff shortages are viewed as the key reason for slow responses. In addition, the area sizes of policing precincts mean that any calls for assistance to areas, that are distant from the nearest police station, might only be attended to long after the incident/s are reported. There are communities that are as far as 23km, or more, from the nearest police station. Response times are therefore often delayed, or not forthcoming. The hearings revealed that the unavailability of functional police vehicles is a common reason for the slow response times or the non-existent responses.

The comments pertaining to vehicle unavailability can thus be linked to two main resource concerns. Firstly, there is the unavailability of vehicles due to insufficient human resource allocation (ie insufficient police officers to operate the vehicles), ineffective vehicle fleet management as well as vehicle repair turnaround times. Several submissions referred to the low number of vehicles allocated to sector policing as well as the sharing or re-distribution of vehicles within a cluster as opposed to being managed from each station per cluster. The Western Cape Police Ombudsman reported that vehicle fleet management is affected by the resource challenges. The issue of slow turnaround times for vehicle repairs was commonly referred to in the submissions by various stakeholders. Concerns were raised especially by the WCED regarding gang violence in school areas, and community members from areas distant

from police stations. In its oversight visits to police stations, the Committee has also found that slow repair processes of police vehicles place severe strain on police officers in pursuance of their duties. The hearings therefore reaffirmed this concern. The consequences of these repair delays can be illustrated by example. A station might be allocated six vehicles but in effect three vehicles could be in for repairs, whether major or minor repairs, thus draining that station from half of its allocated vehicle fleet resources. This affects many areas of policing functions, none more so than VISPOL.

Secondly, the shortage of police officers allocated to patrol as well as other units leaves the response unit undermanned. There might thus be instances where a station is allocated several vehicles but there are insufficient police officers to drive the vehicles.

There are challenges that are not as a result of SAPS staffing complement but as a result of inadequate spatial and urban design and the lack of structures, such as poor street lighting and unclear street addresses. These matters should be addressed through sustainable partnerships with municipal, governmental, business and community-based structures, to allow SAPS to focus on its primary objectives, namely, effective policing.

6.4 Detective Docket Loads

The Committee has also heard that there are difficulties presently with experience in the detective corps and that more senior and experienced detectives are needed to improve detection and conviction rates.

The Committee has also heard that there are concerns relating to poor responses to detective recruitment drives. The Provincial SAPS has therefore taken a decision to train student constables into the detective service. This however raises concerns about detection and conviction rates, considering that student constables will necessarily be inexperienced. The Western Cape Police Ombudsman stated that the Detection Unit is under severe strain with a constant backlog of dockets.

In the Cape Town Metropolitan area, all police stations (with the exception of Claremont) have detective to dockets ratios in excess of the national norm of 1 detective to 25 dockets⁴. The norm is the standard of what is considered normal or appropriate, as defined by the Public Service Commission of the Republic. The following stations in the Cape Town metropolitan area, have detective to docket ratios of at least triple the national norm:

Detective- Docket Ratio by Station⁵

<u>Station Name</u>	<u>Ratio</u>
Atlantis	1 - 203
Belhar	1 - 137
Bellville South	1- 78
Darling	1 - 119
Delft	1 - 114
Fish Hoek	1 - 143
Grassy Park	1 - 82

⁴ <http://www.psc.gov.za/documents/2012/Police%20Report%20Complete.pdf>

⁵ Provincial Parliament Written Reply 03 June 2016

Guguletu	1 - 102
Harare	1 - 79
Hout Bay	1 - 78
Kensington	1 -122
Kleinvlei	1 - 105
Kraaifontein	1 - 102
Lentegeur	1 - 129
Lingelethu West	1 - 127
Macassar	1 - 131
Maitland	1 - 85
Malmesbury	1 - 121
Manenberg	1 - 122
Melkbosstrand	1 – 119
Mfuleni	1 - 117
Milnerton	1 - 99
Mitchell’s Plain	1 - 118
Nyanga	1 - 135
Ocean View	1 - 113
Philippi	1 - 116
Philippi East	1 – 116
Riebeeck West	1 - 143
Steenberg	1 - 103
Strandfontein	1 – 186
Table View	1 - 81

6.5 Resource Allocation Criteria

The Dullah Omar Institute reported that the SAPS resource allocation formula is problematic nationwide. The current system in effect leaves clusters competing for resources, especially since the different clusters face different challenges. In this way a hierarchy of needs is established as opposed to a needs basis allocation mechanism being used. A needs basis approach that focuses on allocating sufficient police officers and operational specific resources is needed instead of a rigid formula. This needs basis approach was reiterated by other commentators during the hearings. Commentators stated that the SAPS need to increase its resources proportionately to the population in the province, thus emphasising focusing resource allocation as per the police to population ratio. Additional comments reflected that based on a police to population ratio, the communal challenges, within a specific precinct, need to be considered, to ensure better resource distribution. For example, areas without properly demarcated streets and housing should be allocated more foot patrols and/or vehicles that are tailored to navigate through difficult terrain and challenging spatial design.

The Dullah Omar Institute further stated that in the Western Cape low levels of police resources are associated with higher current murder rates, poorer areas with lower incomes and fewer services and an increase in crime over the last 10 years. The United Nations recommends an allocation of 220 police officers per 100 000 people. In 2013, the Western Cape reflected an allocation of 16 237 police officers for a 5.8 million population. This can be broken down as 280 police officers per 100 000 people and 357 people per police officer. However, the way that the human resources have been allocated shows that the most crime-affected areas have less officers than those with less crime.

The Western Cape's population grew by approximately 33% from 2004/2005 to 2014/2015. There is enough empirical evidence that an increase in police resources decreases serious crime rates, more so where the police to population ratio is above 220 per 100 000.

6.6 Impact of increased police officer allocation

Proportionately increased human resources across all levels should improve SAPS' service delivery in the following ways:

Firstly, an increase in staffing in the VISPOL Unit should enable better overall sector policing and quicker response times. Secondly, a strengthened Detection Unit should ease the heavy detective to docket ratio, allow for more thorough investigations and closing of cases. Thirdly, more support staff should ease the pressures of shift management on a station level. Overall, a consistent and well measured staffing expansion plan should in effect allow all police stations in the province to operate optimally. The Western Cape Police Ombudsman stated that the SAPS needs to be empowered and resourced to carry out its mandate and that such an approach should create better community-police relations as the negative image associated with delayed response times, slow investigation and stressed on-duty police officials would be countered.

However, the mere increase in the number of police officers would not translate into automatic improvement if the physical resources and structures are not put in place. The Western Cape SAPS reported that more 6000 SAPS vehicles are being used in the province. There is an excess of 102 vehicles at police station level and at the time of reporting, the SAPS were awaiting the delivery of 381 vehicles. These vehicles have been earmarked to be used for various operational and organisational levels across the province. The Western Cape SAPS stated that vehicle fleet management needs proper consistency.

Taking all this into consideration, a revised needs-based approach should then address the numerous concerns pertaining to vehicle fleet management where a shortage of officers to drive vehicles at station level, as well as the number of vehicles allocated per station. Submissions received expressed a number of concerns about insufficient vehicle availability and vehicle allocation for especially sector policing.

6.7 Community-police relations and partnerships

There were many comments during the hearings referring to strained community-police relations, as well as the need for better support for Neighbourhood Watches (NHWs) and CPFs. The impact that a lack of police officers dedicated to assisting NHWs during patrols potentially strains the relationship between NHWs and the police. There were several options provided to develop and maintain effective partnerships with community-based structures as well as other stakeholders. Some of these relationships include the farming community and industry. Stock and produce theft were highlighted as serious and constant concerns. In light of the staff limitations, improved and sustainable partnerships should be a key focus area for the SAPS to prioritise. Improved partnerships and relationships would enhance better trust and deter communities from engaging in vigilantism. It is noted though that even if the SAPS develops good relationships with the communities, its partnership with the National Department of Justice, in particular, is vital to allay community fears of low convictions rates to the criminal cases that affect communities.

6.8 Allocation of Student officers and training

Concerns were raised that at certain stations, allocated student officers are recorded as being assigned to one station but are deployed elsewhere. Some CPFs reported student intake across stations is not consistent. The Department of Social Development stated that SAPS officials come across as not having been effectively trained in cases pertaining to Child Law. SAPS officials are often unclear as to their roles in terms of child protection and/or children at risk cases. SAPS officials are often reluctant to intervene when a suspect is a minor. The Committee was informed that there is a trend to use minors to commit criminal activities and therefore knowledge of the laws applicable to children in conflict with the law is essential. New police recruits require effective training on matters pertaining to minors in respect of criminal activities, as well as minors at risk.

6.9 Reservists programme

The submissions did not merely point out the impact of resource shortages but also provided possible solutions to address, particularly, staffing shortages. In response to the shortages, many submissions recommended that the reservist programme be revisited and implemented with organisational improvements. There were several requests that the requirements for being a reservist be less strict to allow more persons of the public to apply. The age restrictions and the need to be employed, in an economic environment where unemployment is rife, should be revisited. Properly trained reservists could assist with especially administrative duties in order to ease the workload pressures on police officers.

Submissions noted that the number of reservists has declined significantly and that the reservist force has been depleted. Many inputs highlighted the important role that police reservists can play in assisting the police and expressed the need to increase police reservist numbers.

6.10 Re-enlistment of former police officers

Submissions were also received from former police officers who indicated that at the time of providing their respective submissions, that they were still awaiting responses to their applications to re-enlist in the SAPS. Some also indicated that despite having the experience and qualifications, they were not considered for re-enlistment. There were also cases of police officers being dismissed by the SAPS and were found not guilty in the court of law and were not reinstated into the organisation.

HR matters not strictly pertaining to resourcing will be forwarded to the Provincial Commissioner separately.

7. Recommendations

7.1 Civil Society & Stakeholders

Recommendations through the oral and written submissions were received during the course of the public hearings. The details of these recommendations are listed below.

- 7.1.1 Transport related matters, such as the investigation of fraudulent operating taxi licences as well as assistance with vetting processes to ensure that operating licences are granted to upstanding applicants.
- 7.1.2 Establish effective response mechanisms to deal with violent and disruptive protests that affect the use of public transport routes.

- 7.1.3 Assist with volatile situations linked to evictions from provincial government and vacant buildings.
- 7.1.4 Address the influence of gang related activities that are linked to the transport industry.
- 7.1.5 Better capacitated rapid response from the Flying Squad.
- 7.1.6 Establish mobile stations that are open 24 hours 7 days a week, specifically in Marikana.
- 7.1.7 Provide police stations with minimum requirements for sector policing.
- 7.1.8 Provide additional vehicle allocation to the Kraaifontein precinct.
- 7.1.9 Place trained reservists into police service.
- 7.1.10 Improve the vehicle fleet management, including the timeframes for vehicle repairs.
- 7.1.11 Assemble a commission and a task team to address the core reasons for the crime rates in high crime areas.
- 7.1.12 Provide a well-equipped satellite station in The Craggs community that operates on a 24 hour 7 days a week basis as opposed to the current contact station. This community is more than 20 kms away from the nearest police station.
- 7.1.13 Improved and more visible VISPOL.
- 7.1.14 Provide women abuse awareness workshops and educational programmes in The Craggs community.
- 7.1.15 Re-enlist members who have no criminal records and deploy them to precincts where there are staff shortages.
- 7.1.16 Reconsider the age restrictions for enlisting in the SAPS and reservists.
- 7.1.17 Consider employing reservists on a permanent basis.
- 7.1.18 Implement greater accountability and daily targets given to a station commander for daily reductions, analysis and daily action plans to reduce crime.
- 7.1.19 Ensure that all visible policing vehicles are assigned to one commander on a 12 hour shift basis.
- 7.1.20 Combine a commander for the Community Service Centre and for crime prevention at station level to add more 24 sector dedicated cars.
- 7.1.21 Ensure that sector vehicles stay in two or three sectors to attend to complaints and provide quick response on a 24 hour basis.
- 7.1.22 Consider strategically maximising the resources of the Cape Town Metro Police and increasing Metro Police numbers as well as maximising the contribution of security companies in the dedicated sectors.
- 7.1.23 Ensure a unified communications process between all resources in a sector.
- 7.1.24 Deploy two to three vehicles focusing on reducing crimes during business hours. This is aside from 24 hour sector vehicles.
- 7.1.25 Streamline paper work processes.
- 7.1.26 Focus the 24 hour sector vehicles on service delivery of Alpha and Bravo complaints.
- 7.1.27 Have a daily reservist roster for Alpha and Bravo complaints.
- 7.1.28 Ensure that Bravo reservists are used for administration charge office work.
- 7.1.29 Ensure intelligence driven operations on a weekly basis for saturation of crime areas including high visible police operations.
- 7.1.30 Use the administration staff and sector managers to conduct operations such as roving road blocks.
- 7.1.31 Ensure that during these operations, the 24 dedicated sector cars are still used for sector policing duties.
- 7.1.32 Crime scene investigators should be used on a shift basis to improve service delivery.
- 7.1.33 Ensure that local crime intelligence members are held more accountable on a weekly basis by the station commander for failure to gather proper intelligence on syndicates.

- 7.1.34 Ensure that there are trained analysts to supply station commanders with productivity charts that reflect the objectives of teams in relation to tracking reports, daily reported crimes and reaction times to complaints.
- 7.1.35 Ensure that the 10111 centre has a Major General on a shift basis in order to track all stations' targets and resources on an hourly basis.
- 7.1.36 Ensure that station commanders, via Community Police Forums, hold security companies much more accountable for crimes in the station area.
- 7.1.37 Consider using the Community Police Forums (CPFs) by (a) Offering Commission of Oaths training through implementing a clear policy given that allows CPF volunteers to relieve Community Service Centre certify documentation, (b) providing improved sector policing training to CPF and Neighbourhood Watches (NHW) volunteers to ensure more force multipliers, and (c) involving all relevant stakeholders when facilitating outreach programmes and community safety planning projects.
- 7.1.38 To consider elevating the Groot Brakrivier Police Station from a Captain Station to a Colonel Station.

7.2 Committee Recommendations/Resolutions

- 7.2.1 That the SAPS recruit and re-recruit reservists urgently to bring the numbers up significantly, so that reservists can assist SAPS where manpower shortages occur both in the immediate future and serve as a longer term support mechanism and force multiplier.
- 7.2.2 The Reservist Policy should be revised urgently to make reservist recruitment easier. For example by;
 - (i) expanding the recruitment age without limitations from 18 upwards,
 - (ii) revising the policy stance on not recruiting unemployed citizens,
 - (iii) that qualifying unemployed citizens should be allowed to become reservists and further that the SAPS, utilise the EPWP funding to provide a stipend for those unemployed reservists.
- 7.2.3 The Committee raised concerns about the constitutionality of the provision to exclude unemployed citizens and about the distinction between born South African citizens and naturalised citizens.
- 7.2.4 That the SAPS advertise recruitment drives amongst Western Cape Government employees. In a snap poll, almost half of respondents indicated their interest in joining the police reservists. This pool of people have already undergone a level of vetting for their employment with government.
- 7.2.5 That training is improved for police officers on the Children's Act and Child Justice Act as they pertain to SAPS responsibilities for children in conflict with the law.
- 7.2.6 That all vacancies are filled.
- 7.2.7 That the SAPS address the severe under-resourcing of the detectives corps, which has resulted in unsustainable docket-detective ratios and which are well above the norm.
- 7.2.8 Recruit police officers so that each and every station in the province has a minimum police population ratio of 220/ 100 000 in the Western Cape and in addition that the 30 highest-crime stations have significantly more members than the 220/ 100 000 ratio. This will increase VISPOL manpower to address many of the concerns raised, which includes sector patrolling, patrolling with neighbourhood watches and improved response times.
- 7.2.9 Review and improve the shift management system for VISPOL. The current policy states that any member on any type of leave, course, detached duty or simply absent without leave, remain on the shift list (File 15). Therefore it is quite possible for a shift to begin with numerous members unavailable to physically be present at the station. In order to fulfil the agreed minimum service level agreement with the public,

this system will need to be radically revised, so that only members who are readily available remain on the operational shift list. This will allow for accurate resource level analysis and allocation.

- 7.2.10 The flying squad unit should be expanded and additional officers recruited in decentralised operational commands spread over the Western Cape. This unit should be expanded to at least 700 members, so that it is the same as Gauteng's flying squad given that the Western Cape has a far larger area to service.
- 7.2.11 The K9 Unit needs to be capacitated and the number of dogs doubled along with the requisite manpower.
- 7.2.12 Only the latest population figures at station level to be used to allocate resources given the increasing population in the province.
- 7.2.13 That all the units that assist in crime scene investigation, including forensic scientists, are capacitated to timeously collect evidence and investigate crimes.
- 7.2.14 That the informer networks are revised continuously to ensure that informers are active. Further that informer recruitment targets be set as performance indicators and that this recruitment be informed by crime patterns.
- 7.2.15 That this report be sent to the Minister of Police, the acting National Police Commissioner and the Provincial Police Commissioner.
- 7.2.16 That the Minister of Police, the acting National Police Commissioner and the Provincial Police Commissioner, brief the Committee on measures that are and will be taken to remedy issues and manpower concerns identified in the report.

8. Conclusion

Safety is a primary concern for every inhabitant of the Western Cape and South Africa as it underpins almost everything that we do. Every effort must be made to ensure that police officers are visible and that quality investigations are conducted so that we can be safe in our homes and our communities.

The Western Cape Provincial Parliament Standing Committee on Community Safety has conducted these public hearings and has compiled this report with this aim in mind: to improve police resourcing for the betterment of service delivery and the increasing of safety in our province in general and in particular, in the most vulnerable and crime-ridden police precincts.

We trust that this report will be read and engaged with as intended, namely, to seek to improve policing through our public consultation process and the recommendations made.