



KWA MASHU AND INANDA CRIME PREVENTION PROGRAMME



REPORT OF FIRST PHASE



idasa



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1. INTRODUCTION

This report is part of phase 2 of the Kwamashu / Inanda crime prevention and development programme. It contains an analysis with its initial findings of the social and environmental aspects impacting on crime and crime prevention within the larger KwaMashu and Inanda areas. These areas are located northwest of the Durban CBD and falls within the boundaries of the larger Durban Metropolitan Area. These areas have been characterised by high levels of crime and violence, as well as high levels of poverty and scarcity of resources, which has resulted in high levels of tension over the allocation of resources when projects have been launched.

The President as one of the countrywide urban renewal projects has targeted these areas. This necessitates careful assessment and prioritisation of projects to address developmental, crime prevention and social needs. With crime prevention identified as one of the priority issues to be addressed.

This report is compiled in collaboration by the consortium team of IPT, Injobo Nebandla and the CSIR. This document has been circulated to key stakeholders for comment and the feedback has been incorporated into this revised document. This document provides a baseline analysis and understanding of the environmental and social crime prevention constraints in the target area. The final chapter of this report provides priority focus areas for the short term, high impact interventions and the implementation of community-based projects. In addition, it is envisaged that these short-term interventions will guide the development and implementation of an effective longer-term strategy for local crime prevention.

The report focuses on the following:

- an overview of the areas where the community safety plan is to be implemented
- an overview of crime trends
- current policing strategies in the areas
- current developmental initiatives introduced in these areas
- focus areas of intervention; and
- proposed recommendations

There are three areas that are important in addressing the reduction of crime.

- *Effective policing and crime prevention:* Crime combating measures recognise the existence of crime and introduces measures, largely implemented by the public, security services, to prevent crime.
- *Social crime prevention:* Social crime prevention focuses on the causes of crime and on social and economic factors or conditions that contribute to crime.
- *Situational crime prevention:* This area of crime prevention focuses on the built up physical environment and areas of environmental design and management that could be introduced to reduce crime.

The major focus of this report and the community safety plan is on social crime prevention and situational crime prevention, but crime combating involving the police is also raised. This is done in terms of understanding areas that will require attention in the development of a long-term strategy for the area.

2. BACKGROUND

2.1 Project

The Kwamashu / Inanda crime prevention and development project has been structured in four phases.

- *Phase 1 – Gather information*

This includes meeting with a range of stakeholders in the project area, site visits and collecting data.

- *Phase 2 – Analyse information*

This involves understanding the crime situation, the crime and policing priorities, the crime prevention activities and initiatives in the project area, and the physical and social characteristics of the project area and its residents.

- *Phase 3 – Communication, participation and training*

Understanding that this is a community based approach to crime prevention, the integration of the community in the project is of paramount importance. The community is part of the process of implementing the project. This phase also includes training of service providers.

- *Phase 4 – Prepare final report*

The final report will focus on the development of recommendations for community based crime prevention projects. Information gathered from the above activities will be used to identify and prioritise the potential for a range of projects in the three areas of KwaMashu, Inanda and Ntuzuma that can be implemented by the community in order to prevent crime. It is anticipated that these projects will be work-shopped with the different communities so that decisions can be made on how to implement them.

The second phase focuses on understanding the crime situation through the following activities:

- Identifying the crime types and where these occur, establish the crime rates;
- Understanding the existing initiatives;
- Understanding the physical and social characteristics of the area.

2.2 Policy framework

A number of policies are key to the development and implementation of any local crime prevention strategy in South Africa. These include:

- *White Paper on Safety and Security (1998)*

The White Paper builds on from the National Crime Prevention Strategy and promotes the reduction of crime through two strategies: law enforcement and social crime prevention. The former approach largely involves the police while the latter notes that crime prevention requires much broader participation of government and community members. The White Paper defines local government's role through the active planning of programmes and the co-ordination of a range of local actors.

- *White Paper on Local Government*

The White Paper encourages local governments to form partnerships with organisations in the community, especially where these agencies have expertise that is lacking in local government. Crime prevention in one such area where local partnerships could greatly assist local governments, especially in cases where their actions can have a significant impact on crime prevention.

- *The South African Police Service Amendment Bill No 39 of 1998: Municipal Policing.*

This Bill allows local governments to establish municipal police services (also known as metro police) in their areas. These officers will be responsible for policing road traffic and related laws, policing municipal by-laws and for visible policing and other crime prevention functions. In this way they can play an important role in terms of crime prevention in local community areas.

- DFA and Municipal Frameworks.

The Development Facilitation Act (DFA) from 1995 mandates local government to compile a number of Local Development Objectives. Similarly, the Municipal Bill for local government must assess the needs of an area and prioritise certain development projects. In most cases crime is one of the top 3 priorities identified.

Crime prevention in Durban in particular is guided by the *Durban Safer City Strategy* (2000). This strategy highlights three main areas for intervention to address crime prevention in the larger Durban metropolitan area:

- Effective policing and crime prevention
- Targeted social crime prevention
- Environmental design

It also clearly highlights the improvement of levels of safety in KwaMashu through the Presidential Project as one of the objectives under environmental design. A number of other key target issues such as drugs, victims support, safer schools and increased opportunities for disadvantaged youth are also identified in this strategy.

2.3 Social crime prevention

The inclusion of social crime prevention within the vision for safety and security reflects an analysis that the root cause of crime is a complicated intersection of influences, or ecological contexts, reaching from the individual, to social institutions, to global and economic contexts. In so saying, prevention of crime and violence in a community or area of South Africa will require an integrated and multi-sectoral approach, a strategy inclusive of a range of role players and stakeholders. Importantly, the understanding of addressing, preventing and managing social challenges within a local setting requires acknowledging and building on the intersections between various initiatives and priorities; crime prevention and job creation, to poverty alleviation, urban renewal and rural development.

There are a number of social crime prevention initiatives that have been implemented by local structures in the areas of KwaMashu, Inanda and Ntuzuma. Some of these initiatives include:

- *Sports and recreational programmes*

Inanda, KwaMashu and Inanda have had youth sports and recreation programmes aimed at providing recreational alternatives to crime.

- *Victim empowerment centres*

Both KwaMashu and Inanda Police Stations have established victim empowerment centres although both centres are seriously under resourced.

- *Schools programme*

A pilot school projects was initiated in eight schools in KwaMashu. The Durban Safer Cities, the Metropolitan Youth Development Programme and the Parks and Recreation department launched the initiative jointly. The pilot project was aimed at:

- involving young people in sport, the arts, literacy and cultural activities and to encourage them to live positive life styles and denounce crime
- to strengthen youth in the community to support campaigns that contributes to a reduction in crime and violence.

2.4 Crime prevention through environmental design

There are five basic fundamental principles in designing to reduce crime. These principles have been formulated as a result of extensive research into international literature, and although they are universal in the design of safer environments, they have been adapted to suit the characteristics and dynamics of South African cities. Bearing this in mind, a thorough understanding of the principles is necessary to establish a foundation for future planning and design intervention to prevent crime, as well as for strategy formulation.

These five basic principles of crime prevention through design, aimed at crime prevention in the built environment and specifically relevant to city planners and urban designers are:

- *Surveillance and Visibility*
Passive Surveillance is the casual observance of public and private areas by residents in the course of their normal activities. Active surveillance refers to surveillance by the police or other agents whose express function is to patrol an area. Good visibility improves surveillance.
- *Territoriality*
Territoriality is a sense of ownership of one's living or working environments. Places can be designed and managed in ways that encourage users to take responsibility for them.
- *Access and Escape Routes*
Access and escape routes are available to both offender and victim. The sites of certain kinds of criminal events, like hijacking, are often deliberately chosen by the offender, before the act, for access to escape routes.
- *Image and Aesthetics*
The image that is projected by buildings or public spaces in the city has been linked to levels of crime and particularly the fear of crime. Urban decay and the resultant degradation make people using these areas feel unsafe.
- *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 (Napier et. al. 1998).

It is important to bear in mind that in any given situation these principles need to work together to contribute to an effective crime prevention strategy. At the same time, they need to work alongside other planning principles for well-performing settlements, such as the principles or objectives identified in the Durban Metropolitan Development Framework.

It is however, unrealistic to expect to be able to prevent all types of crime using the same methods. A sound understanding of crime patterns in a particular place is essential so that particular types of crime can be addressed through particular design responses.

2.5 Effective policing and crime prevention

Our understanding of safety and security acknowledges the dual functions of crime prevention and law enforcement, in particular the role of the police in combating crime.

Although the community safety plan will focus on community crime prevention and environmental causes, any sustainable long term safety plan will have to take into account these aspect of crime prevention into account:

- **Operation Ventilation:**

This was an operation introduced by the National Minister of Safety and Security to address rising crime initially in the KwaMashu area but later extended to include Inanda. The operation included the deployment of the SANDF and additional police personnel from outside these local stations into key hotspots. The impact of this operation has not been adequately assessed.

- **Metro Policing**

The Metropolitan Police are now operational in KwaMashu, Ntuzuma and Inanda areas. The Metropolitan police's role in these areas is determined as being:

- to enforce traffic regulations
- to enforce municipal by-laws
- to carry out visible policing and crime prevention

The SAPS and Metropolitan Police appear to be working together but some residents appear to believe that they get a better service from the Metropolitan Police.

The Durban Metro Police service provides patrols in the KwaMashu and Inanda areas. The Metro Police Service attends the police station Joint Operation Committee (JOC) meetings as well as participating in the Durban North and JOC meetings. This ensures that the two services are coordinated.

- **Upgrading of existing stations**

Resources have been allocated by the Public Works Department for the upgrading of both the KwaMashu and Inanda police stations but unfortunately there have been delays in the implementation these plans.

- **Community police Forums (CPF) and Youth Desks**

Both KwaMashu and Inanda have active CPFs and youth desks. The KwaMashu CPF and youth desk incorporates the Ntuzuma area.

There are two police stations: one in KwaMashu that polices both KwaMashu and Ntuzuma, and one in Inanda. Ntuzuma is generally considered both by the police and by some government departments to be part of KwaMashu however there appears to be some tension among some of the residents of Ntuzuma who feel that the Ntuzuma area requires its own focus.

3. METHOD

3.1 Crime analysis

The crime analysis constituted the basis of an understanding of the crime situation in each area. This was substantiated by in-depth interviews with the crime prevention units of the two SAPS stations. Due to time constraints and scope of the Consortium members involvement in the project, the crime analysis was limited to an understanding of the major crime types that occurs within the area, social aspects contributing to these crime types, and the nature of the physical environment in which these crime types occur.

3.2 Location analysis

CSIR, Injobo Nebandla and IPT carried out on-site investigations of the “hot-spots” for different crime types in each area with a view to establishing the physical characteristics for the crime locations. These locations were examined according to the principles mentioned above.

3.3 Consultations

Interviews were conducted with various stakeholders and youth groups within the areas to develop a broader understanding of the crime patterns and their effect on the local communities.

3.4 Analysis of additional information

The drafting of this report has entailed an analysis of information available. This included information provided by the Durban Metropolitan on development plans for the area, reports and information supplied by the police.

3.5 Review of current initiatives

This was undertaken in terms of the framework of this project. A review of the existing crime prevention projects that have been implemented in these areas was conducted, and an overview is provided later in this review.

4. LIMITATIONS OF STUDY

4.1 Crime data

A complete and detailed breakdown of crime statistics for the area is not included in this report, and was beyond the scope and mandate of the Consortium. Crime information was based on consultations with the SAPS and the perceptions of various community members. The individual stations provided limited available data to inform the analysis.

4.2 Demographic data and lack of boundary alignment

Large discrepancies exist in terms of population numbers. These do not only vary between police numbers and those of the local councils, but even between various development documents prepared for the councils. Many of the population figures are also based on the 1991 Census. As the areas in concern have experienced rapid urban growth, these are generally assumed to be very outdated. The lack of alignment of boundaries also makes it difficult to compare population figures, since local council boundaries and SAPS boundaries do not correlate with each other.

For the purpose of this community safety plan areas falling within both boundaries of the metropolitan areas and the SAPS would need to be considered.

It is estimated that KwaMashu, including Ntuzuma and Lindelani, has 300 000 people; and Inanda has a population of 219 000 (figures provided by Durban Metro). These figures will be used for strategy and planning purposes.

4.3. Crime reporting

It is accepted that there is an inherent problem with the collection of police and crime statistics, as these are experienced throughout the world. Crime statistics are dependant on reporting rates and some crimes are not reported to police. In surveys conducted by both

the ISS and Secretariat for Safety and Security it has been shown that the crimes of rape, assault and mugging are reported in 30% of actual cases. Domestic violence and violence against women and children are typically under-reported. Reporting levels in townships and informal settlements are also generally lower than those in suburbs and city centres.

5. EXISTING SITUATION

An analysis of the different areas was carried out. This was based on physical observations, in-depth interviews as well as examining existing literature and development plans for the respective areas. For further details regarding the physical analysis and information pertaining to the development frameworks refer to the Annex. Details regarding the types of crime that are prevalent in the different areas are therefore purely based on information received from the relevant SAPS police stations, discussions with CPFs and other key role players in the field.

5.1 Types of crime that are prevalent/priority crimes.

▪ Murder and Attempted Murder

All three areas are affected by murders and attempted murders with the worst areas being those under the jurisdiction of the KwaMashu police station. Areas where social tensions and over crowding occur are the worst affected, such as the A section hostel. The L section development initiative provides an important example of how development together with a planned social crime prevention approach, can reduce the murder rate in an area. Prior to the current initiatives in L section the area experienced the highest rate of murder.

▪ Armed Robberies

Both the areas falling under the KwaMashu and the Inanda police stations experience armed robberies as a major crime problem. Very few of these armed robberies exceed R10 000, however these occur with far higher frequency rates than in the wealthier areas. Many of the armed robberies involve the theft of cellular phones and other commodities. According to interviews with the Inanda police many of these armed robberies are opportunistic where specific targets are not generally pre-planned.

▪ Crimes Against women and children

Both KwaMashu and Inanda police station areas are included in the 20 stations nationally reporting the highest incidences of crimes against women and children. Disused buildings and over grown areas provide prime locations where the majority of rapes occur (in the public space). Crimes against women and children, particularly domestic violence have been linked to alcohol abuse. Incidences of sexual abuse are high at schools in all of these areas.

▪ Theft and muggings

Inanda and KwaMashu policing areas experience problems with muggings and theft. Thefts and muggings generally occur at the end of the month when people have been paid and after pension payouts.

▪ Burglaries

Burglaries and house breakings are a problem that is experienced in KwaMashu, Inanda and Ntuzuma. Houses and businesses in the area are insecure and few have burglar guards, fences etc. The majority of informal residences are unable to accommodate any physical security measures.

▪ Assaults

High levels of assault are experienced in Inanda, KwaMashu and Ntuzuma. Substance abuse is cited as a contributing factor to the high levels of assault as areas in or around shebeens are places where the majority of assaults occur.

- **Dealing in Drugs**

Dealing in drugs has become a serious problem in all three areas. Drugs including cannabis, mandrax and more recently cocaine are traded in the area. Inanda is a key route for drug trafficking, as is the neighbouring area of Phoenix. Drugs are sold at taxi ranks, through street vendors and at particular shebeens in all three areas.

- **Hijackings and motor vehicle theft**

Few residential sites have secure garages and car theft is a problem in the area. Hijackings are rapidly becoming problematic in all three areas. Many of the hijackings occur at particular locations for instance on the route to Shembe church, at the robots adjacent to the Engen garage.

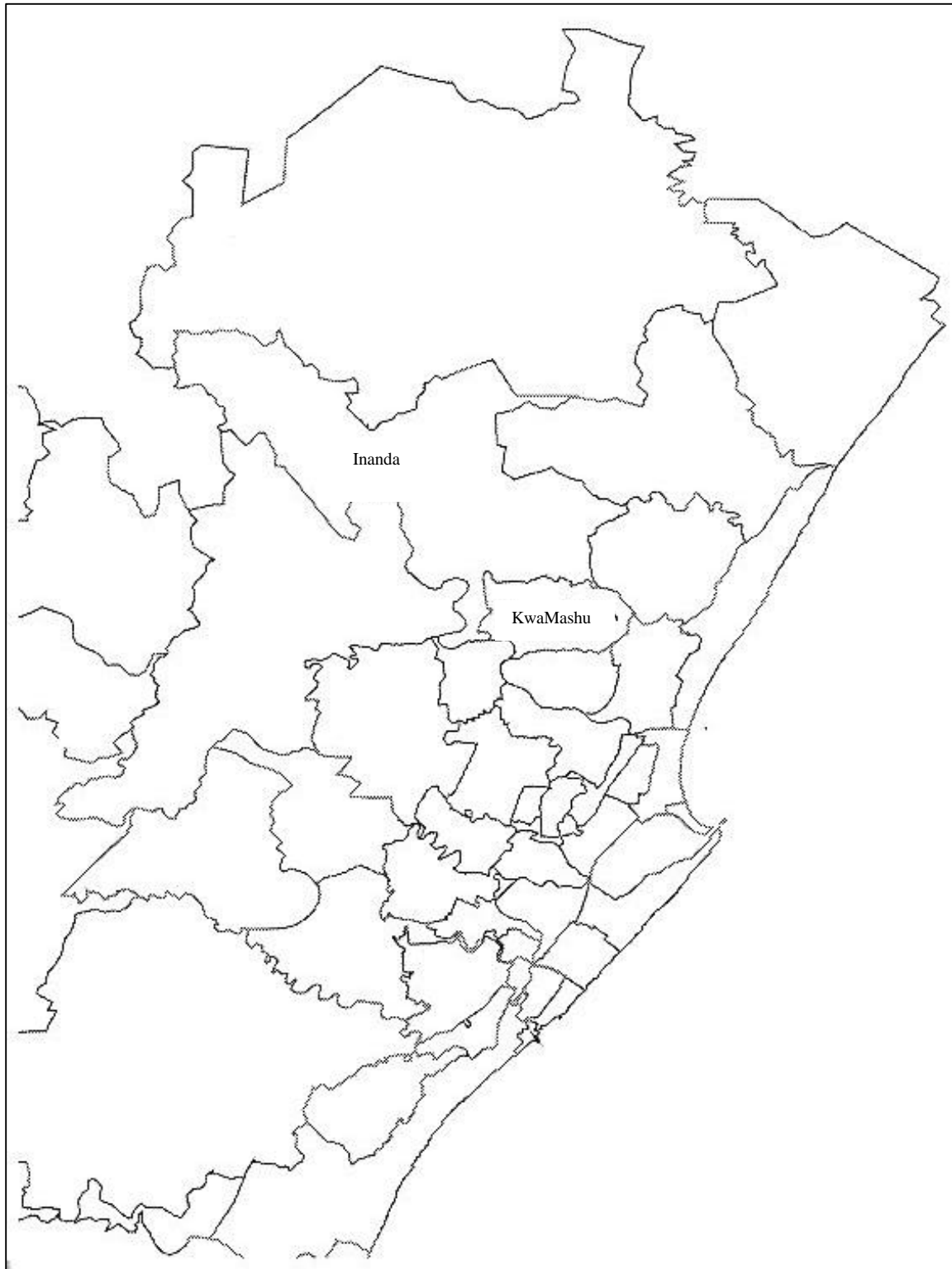
5.2 Perceptions of safety

The fear of crime forms an important aspect of any local crime analysis and the development of local crime prevention projects. The physical environment impacts significantly on the fear of crime and how safe people perceive areas to be. Time and budget constraints prohibited the undertaking of a victim survey in order to understand local perceptions of safety. However, a victim survey conducted by the Institute for Security Studies in Durban (2001), showed that feelings of safety varied according to where people lived or worked and according to the time of the day. During the day, less than 50% of those living in the inner city and 51% of those in informal settlements felt safe compared to 78% of those living in the suburbs. After dark, only 13% in informal settlements felt safe compared to 35% in suburbs. The higher levels of fear in informal settlements have been attributed to an overall lack of services and infrastructure (Louw et.al: 2000). The fear of crime is far higher in informal areas than in the more formal areas of the Durban metropolis.

The metro development frameworks, IDP for the North and South Central Council and IDFs for each area, were reviewed, and a summary can be found as an Addendum. The analysis revealed that crime is a priority in the area, in particular it was highlighted that there is low confidence in police, perceptions of safety were poor, fear of crime was high and political tensions have contributed to the crime and violence.

5.4 SAPS precinct areas: environmental analysis

A detailed investigation of the physical environment was carried out in the KwaMashu and Inanda Police Station areas. (See Map 3.) The following findings are presented.

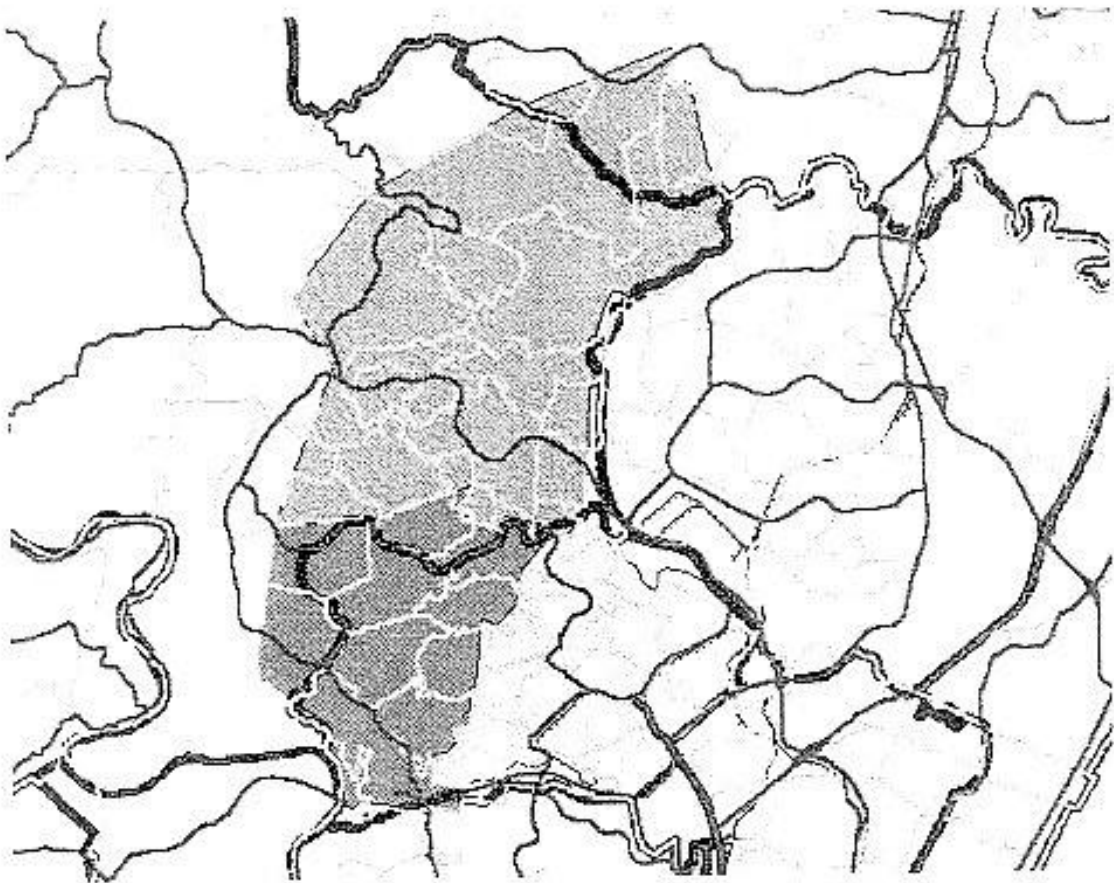


Map 3: KwaZulu Natal Police Station Boundaries in Durban

5.4.1 KwaMashu Police Station

The KwaMashu police station serves the areas of both KwaMashu and Ntuzuma. The station is based in KwaMashu with a satellite station in Ntuzuma C section. This satellite station has two police officers allocated to it. As such it cannot embark on investigations; the lack of

vehicles prohibits its ability to respond to call outs. All cases are referred to the main KwaMashu Station.



Map 4: SAPS Police Station Boundaries (dark black lines) superimposed onto the KwaMashu (light grey), Ntuzuma (dark grey) and Inanda (medium grey) municipal areas.

As a proportion of all crime occurring in KwaMashu, violent crime is the highest, in spite of the prevalence of property crimes. The priority crimes for this SAPS station are:

- Murder
- Attempted murder
- Armed robbery
- Rape
- Assault GBH

Murder and **attempted murder** occur throughout the area. A number of environmental factors contribute to opportunities for murder in the larger KwaMashu Police Station area. Dark areas with no electricity (Figure 1) do not allow opportunities for surveillance and visibility and therefore increase the vulnerability of people using these areas. Murder has been linked to alcohol misuse; therefore the location of shebeens and taverns is seen as problematic. The surrounding areas of a number of shebeens have been identified as prime locations for crime, particularly murder, attempted murder and **assault**. The situation is exacerbated when shebeens and taverns are located next to taxi rank (Figure 2), as this dramatically increases the numbers of people using these areas at specific peak hours.

Another problem area where killings regularly occur is in KwaMashu Section A and more specifically in the area that used to be known as the hostels (Figures 3 and 4). This area

used to serve as a men's hostel although more recently the area appears to have developed into an informal area with shack dwellings springing up in between what used to be single men's lodgings. In addition to the hostels, which are overcrowded and in a bad physical condition, a large number of informal shacks also occupy the land between the hostels.

Overcrowding, a lack of services and infrastructure and the bad condition of existing buildings and infrastructure contribute to the social tensions and violence in this area.



Figure 1: An informal settlement in KwaMashu with no electricity. The power lines suddenly stop as can be seen in the far back.



Figure 2: A taxi rank on the edge between Ntuzuma and Inanda with a local tavern in the background.



Figure 3: An old hostel building in KwaMashu A with an informal shack next to it.



Figure 4: New hostels in KwaMashu A, also with informal shacks in between.

Armed robberies are another major crime problem in the KwaMashu/Ntuzuma area. Several shops (Figure 5) and businesses in KwaMashu have been the target of armed robberies and burglaries, especially in the area called the "ten cents" area. Problems in this area include a lack of sufficient lighting or no lighting in some parts, as well as the bad condition of roads (Figure 6). This area is also apparently notorious for other crime types such as rape, white collar crime, fraud and hijacking, as well as gang related activities. Other problem areas that are identified as experiencing armed robberies, include Ntuzuma E and F, particularly some areas adjacent to the taxi ranks within these areas.

Rape mainly occurs in the numerous overgrown areas that are currently zoned as green areas or public open space. The dense undergrowth and the overgrown land provide ample opportunities for criminals to hide and commit criminal activities without the fear of surveillance or detection. Unused and isolated buildings close to un-surveyed bus stops and

taxi ranks also provides opportunities for rape, as evidenced by Shembe’s ‘rondawel’ being used for this purpose during the night when it is not in use (Figures 7 and 8). Undeveloped open spaces – especially near schools or around sports facilities – present the same problem. The undeveloped parks in Ntuzuma are also identified as areas where rapes occur, as they are overgrown and undeveloped, with no form of lighting.



Figure 5: Shop in the “ten cents” area with no lights.



Figure 6: Informal nature of “ten cents” area.



Figure 7: Bus stop in “no-mans” land –very limited opportunities for surveillance.



Figure 8: Area around Shembe “ronadwel” (rondawel in background under big sign).

The KwaMashu SAPS area also experience a number of other crime types in addition to these priority crimes. These include the use and selling of drugs, pick-pocketing, theft, car hijacking, burglaries, housebreaking and other crimes related to domestic violence.

Drug use exacerbates violent crime such as assault and murder. Ntuzuma C is identified as an area where drug abuse is especially problematic, particularly related to mandrax and dagga. Drug abuse and drug related crime was identified as a major problem in the majority of schools in Ntuzuma.

Pick-pocketing and **theft** occurs throughout the entire area, particularly at taxi ranks, bus stops and certain road intersections, where people with goods and money, or shops providing services, such as the Vodacom shop (Figure 9) are present. The majority of taxi ranks and bus stops are not sufficiently developed or designed to accommodate the large numbers of people using them at peak times. This results in congestion, overcrowding and an escalation of social tensions in these areas, making people more vulnerable to pick pocketing and theft, as well as assault in many cases.

Another problematic location is the pension payout point in KwaMashu section A. Pensioners are forced to stand in long rows over long periods of time hours to receive their money. They consequently become prime targets for thieves. The congestion in the area, partly due to the large number of informal traders and markets in the vicinity contributes to opportunities for crime (Figure 10).



Figure 9: Intersection in KwaMashu where many thefts occur. The Vodacom shop can be seen in the background.



Figure 10: Informal traders in front of the building (in background) where pensions are paid out.

Car theft and **hijacking** are problematic in the KwaMashu police station area. Car hijacking mainly occurs at the major intersections along the arterial routes throughout the larger KwaMashu area. Surveillance opportunities are reduced by the limited number of buildings around the intersections, the presence of vacant land with overgrown vegetation and a lack of street lighting. This contributes to enabling these crime types (Figure 11). The cemetery was identified as a prime location to strip stolen cars and redistribute the stolen parts.

The more affluent areas in KwaMashu are targeted for **housebreaking**. These are the formal areas where the residents earn more than the average income for the area. Ntuzuma C also experiences a large number of housebreakings although no reason was identified.

Domestic violence is a major problem throughout the entire KwaMashu area. This involves children, the youth and the adults and takes the form of numerous crime types such as rape, assault, assault GBH as well as murder. Overcrowding, poverty and unemployment are cited as some of the causes, as well as alcohol and drug abuse. Numerous KwaMashu four-room house in fact accommodate two families. Although attempts are being made to provide more housing (Figures 12), delivery remains slow.



Figure 11: Overgrown area next to regularly targeted intersection. The topography also contributes to a lack of opportunities for surveillance.



Figure 12: new four room houses in KwaMashu.

Further crime related problems that are identified include mistrust of the police and slow response times, especially when responding to crime reports in Ntuzuma. Distrust of the police can result in a general underreporting of crime.

A lack of infrastructure and services especially in the informal areas are cited as contributing factors to the high rates of crime and particularly violent crime. A lack of water and sanitation, the bad state of the roads, limited street names or house numbers, no electricity, limited streetlights and communication facilities or mechanisms, etc., exacerbate problems of crime reporting and prevention. The slow police response times are often due to access and location problems. These reduce the trust of the community in SAPS to carry out its service function effectively. Opportunities for crime are likewise increased because of the lack of surveillance and visibility. Generally the overall degraded feel of the area does not encourage crime prevention.

5.4.2 Inanda SAPS Station Area

The Inanda area although having some formal dwellings, originated as a spontaneous informal settlement. Similar to Ntuzuma the area experienced rapid growth during the early 1990s. Because of its informal nature and hilly topography much of this area is rural and its size increases problems associated with access and service delivery.

The 1991 census figures for the number of people living in the area is 152 432, the IDP document developed by the Local Council estimates the population to be nearer 250 000. However these figures appear to be low. In Amawoti (one of a number of informal settlements within Inanda) the figures for people registered as eligible to vote in the 1999 local elections exceeded 30 000. Taking into account that only those over the age of 18 and those that chose to register are included, the population figure for Amawoti alone could well exceed 60 000.

Meetings with a range of community representatives identified some of the major problems experienced in the area as being:

- the informal nature of the majority of the housing
- the lack of infrastructure and services
- a lack of access to economic opportunities
- a lack of recreational and social facilities

Interviews with the police revealed that the majority of offenders are under the age of 30 years and male, victims are both male and female and from all age groups within the community.

The Inanda SAPS Station area covers an enormous area, including most of Inanda Municipal area (refer to map 3, page 9). A large part stretches into the rural hinterland, with the furthest point practically reaching Pietermaritzburg in the west (see Map 3). The total area that this SAPS station serves is some 882 000 ha. This is bigger than the combined municipal areas of KwaMashu, Inanda and Ntuzuma, and accommodates some 2.6 million people. SAPS operates from four facilities, being the main station and three satellite stations of Amaoti, Newtown and Vela.

The Inanda municipal area has a long history of violence. This culminated in riots in 1985 (as discussed earlier), which resulted in a tradition of a culture of violence and a struggle for the control of the area.

Violent crime represents the most prevalent proportion of crime occurring in the Inanda SAPS station area, in spite of a large number of property crimes also occurring. The priority crimes for this SAPS station are:

- Armed robberies
- Housebreaking
- Common robbery
- Theft
- Rape

Compared to KwaMashu, where all the priority crimes are classified as violent crimes, the priority crimes in Inanda include the property crime of housebreaking. Theft is classified here as either violent or property crime and is dependant on the type of theft.

Armed robberies constitute a major problem in the Inanda SAPS Station Area. Although the amounts that are stolen are smaller when compared to other police station areas, the number of cases by far exceeds these other areas. Armed robberies are especially targeted at businesses and shops. Shops located adjacent to the rapid transport routes are particularly vulnerable (Figure 13 and 14). This highlights the principle of easy access and escape.



Figure 13: Big shopping complex located on rapid transport route in Inanda.



Figure 14: A lack of lighting or proper areas for waiting at this taxi rank increases opportunities for crime.

Housebreaking is especially prevalent in the informal areas of Inanda. The isolated nature of these areas, the nature of the housing, and the lack of infrastructure contribute to the vulnerability of these areas. The isolation is increased by the difficult access due to the topography (steep slopes), the vegetation (densely overgrown areas) and the nature of the roads (most in a very bad condition). The nature of the majority of the dwellings and the lack of formal housing increases the residents' vulnerability to crime in these areas. Their inability to protect themselves and their property is caused by a range of factors including the penetrable nature of the majority of the shacks, doors and windows that cannot lock, a lack of fences around houses, and a lack of access to telephonic and other means of communication to call for assistance. A lack of street lighting aggravates the situation and increases opportunities for criminal activities at night.

Common robbery often occurs at night. People within the informal settlements are the most vulnerable.

Theft is problematic in Inanda. This mainly occurs at taxi ranks and bus stops. The informal nature and generally bad condition of these areas, as well as a lack of lighting contributes to opportunities for crime (Figures 14). Theft is targeted at goods such as food, cell phones etc. as well as money. This latter especially is targeted on month ends and pay days. Copper

cables used by Telkom have also recently been targeted, especially in Newtown A. Theft remains a problem within Inanda schools. This is especially where there is a lack of control due to the absence of a leading figure such as the principal, infighting between staff, fighting between children, etc.

The fifth priority crime in Inanda is **rape**. The girls-dormitory at the Dube school has experienced a number of rapes committed by outsiders illegally entering the school area, despite the presence of a fence around the dormitory and the school. Rapes are also often linked to armed robberies in informal areas. However, despite the continued occurrence of cases of rape, the total number of offences has decreased. SAPS attribute this decrease to the message of Aids and general awareness campaigns.

The Inanda SAPS area also experienced a number of other crime types apart from the priority crimes. These include crime problems related to the use and trafficking of drugs, hijacking, murder, assault and sexual abuse.

Drugs are a major problem in the Inanda area, both in terms of use and trafficking. Drug trafficking often occurs at taxi ranks, increasing the vulnerability of the users to drug related crime as well. Other areas that are vulnerable to drug trafficking and smuggling include Soweto (especially cocaine), Namibia and Bhambayi, in which drug related activities has lead to murders.

Hijacking has recently started to be a problem, being especially aimed at people using the M25 to visit the Shembe church. The nature of this rapid transport route lends itself to easy access and escape possibilities.

Murder and **Assault** occur in the Inanda area from time to time. One high crime area is Ezimangweni. This area is notorious for the number of police killings and assaults that have occurred here. Problems contributing to the area's vulnerability include the nature of the roads (narrow and in very bad state at some places), the lack of opportunities for surveillance due to curvilinear roads (reaction to topography), overgrown vegetation and the absence of streetlights.

Stabbings are cited as a major problem in schools. Another problem that is prevalent in schools is **sexual abuse**, being carried out by both fellow pupils as well as by teachers.

Other crime related problems include vandalism, the general image of the area, the location of formal stalls, high unemployment, the unlicensed selling of beer and meat, and general problems associated with large informal settlements where infrastructure is limited or non-existent. Problems associated with the efficiency and effectiveness of SAPS have resulted in mistrust and attacks on the police. This mistrust is exacerbated by response times being unduly lengthy due to the inaccessibility of the informal and rural areas, problems with detection and the arrest of criminals as well as the nature of the main police station in Inanda.

Vandalism of phone booths limits opportunities for communication, while the vandalism of schools contributes to the bad image of the area. The image projected by a building or a public area has clearly been linked to levels of crime and particularly to the fear of crime. This link is often referred to as "crime and grime". Urban decay and the resultant degradation makes people using these areas feel unsafe: this effectively reduces the number of users, which exacerbates the crime problem. This factor could be true not only for schools, but also to the many undeveloped or degraded public areas in Inanda, such as the taxi ranks, the green open spaces and the parks. Similarly there is no benefit when formal stalls are provided at taxi ranks where no market analysis has been carried out. The lack of planning means that limited resources are further abused. Several taxi ranks in Inanda where formal

trading spaces are provided are not used. This contributes to a bad image and general degradation of these places, as well as providing convenient locations for illegal activities like the selling of drugs.

The Inanda police station requires upgrading. There is insufficient room for its staff, as well as for the storage of exhibits, etc. SAPS cannot easily access the informal and rural areas because of the steep terrain and the nature of the roads. Many of these areas can only be reached by a 4 X 4, the response times to reach complainants are severely limited. The physical features of the steep escarpment influence the distribution of these homesteads

There is little economic infrastructure and settlement is focussed around isolated homesteads in the rural areas of Inanda. Throughout the area schools have poor access to sport and recreational facilities and the high unemployment is evidenced by the scores of young people who roam the area.

Two Amakhosi were interviewed and they both reported the following priority crimes in the rural areas:

- Murder – often with a weapon – including the murder the previous week of a senior Induna
- Murder related to family violence
- Theft – items reported stolen include solar panels from the traditional court roof, computer and chairs from the court building, and stock theft which was continually referred to as a “priority crime”
- Robbery of cell phones at gun point
- Housebreaking, also with a weapon
- Land invasions – people arrive and settle the land without permission and build formal houses
- Faction fighting and family feuds are high
- Witch hunting: the area named as problematic was Matata
- School based violence: a teacher killed at Myeka School and a Principals office burnt down at Maphinda School. The Inkosi reports the police failed to respond
- The amakhosi also reported high levels of Aids related deaths

6. FINDINGS: MAIN ISSUES AND CHALLENGES

6.1 Area Summary: KwaMashu and Inanda

The analysis revealed a number of problems inherent within the KwaMashu and Inanda areas related to crime, the fear of crime and crime prevention. These problems, which becomes challenges to be addressed to assist crime prevention, can be grouped in three main categories:

- Institutional challenges
- Social challenges
- Spatial challenges

These will be discussed separately below. However to bear in mind the diverse nature of the areas. In particular Inanda has urban, peri-urban and deep rural areas and these differences must be taken into account in developmental and crime prevention strategies.

6.2 Institutional challenges

Institutional fragmentation is problematic when there is insufficient communication between different levels and departments within the institutional structures in both the Local Councils

and within SAPS. This fragmentation is also evident between SAPS and Metro police, where there seems to be a lack of an integrated plan and an operational strategy. At a spatial level there is also a lack of alignment across administrative boundaries. This next section will deal with these issues.

6.2.1 Administrative Boundaries

There is a general lack of correlation between municipal and SAPS boundaries within the KwaMashu/Ntuzuma and Inanda areas. This lack of alignment has implications on the efficient functioning and management of the areas.

The SAPS stations report to one Area Commissioner. This enables the adoption of an integrated policing strategy for the entire police area. However, it also has implications for the prioritising of projects and consequent directing of budgets to areas of greatest need. Data and information that lead to the development of selection criteria for projects and places need to be consistent across the two police areas. It must also be taken into account that the current distribution of resources is not always equitable and appropriate.

The fact that SAPS boundaries do not coincide with the municipal boundaries implies several things. Firstly, there can be inconsistencies regarding information pertaining to populations residing within SAPS precincts and different suburbs. Secondly, planning departments in different local councils can have different conceptual approaches to those of SAPS and thirdly people living in one municipal area may be forced to report to SAPS stations falling under a different area. The location of safety and security facilities should be a joint exercise between planning departments and safety and security departments to avoid duplication and increased costs.

Crime statistics are gathered according to SAPS stations and the rates are calculated on the basis of population figures, which make it very difficult to elicit a detailed understanding of the social dynamics and actual crime rates, as well as the allocation of appropriate resources to these areas. Any analysis should include an understanding of the dynamics operating within the society as well as trends which are based on growth rates, age/sex ratios etc. As was indicated earlier in the document during the discussion of the IDP and IDF documents, there are major discrepancies regarding population figures.

The lack of correlation between SAPS station precincts and suburbs and wards also has implications on the development and functioning of community police forums (CPFs). CPFs are supposed to be a joint initiative between SAPS personnel and local councillors. The fact that there is an overlap hinders efficient manner of management of the process.

This lack of physical alignment of different boundaries is also reflected in the divisions and fragmentation of the different sectors of the governing and administrative institution.

6.2.2 Institutional Structure

The lack of integration across line departments within local government is one of the main factors that initiated the LDO and IDP processes. Although crime has been indicated as one of the priority issues in the DMA development framework, the North and South Local Councils IDP document and all the local IDF documents seem to reflect a lack of recognition for the fact that crime can be a unifying issue: crime prevention could be used to integrate across line functions strategies, both horizontally and vertically.

An alignment of the different local government functions with crime prevention principles is necessary in order to go beyond the first step of building on the existing functions of law enforcement and municipal policing.

6.2.3 Partnerships

Partnerships, although providing the greatest challenge to develop and sustain, are essential mechanisms if crime prevention is going to be successful. Because they require vision and commitment, they are difficult to establish. However, because different areas of expertise are necessary to develop an integrated crime prevention initiative, these are essential mechanisms.

The different groupings that might constitute the base of a partnership could include:

- the local authority (including metro policing) and SAPS;
- the local authority, SAPS and civil society (including local community networks and organisations);
- the local authority, SAPS and the private sector (including business, NGOs etc.).

The way in which these can be structured are outlined in the document "Making South Africa Safe: a manual for community based crime prevention" (2000) and the Durban Safer City Strategy (2000).

Because crime occurs within a local context and affects local residents or users of local areas it requires local solutions. These partnerships therefore need to be fostered and developed at the local level.

6.2.4 CPFs and Youth Desks

While CPFs are established and active, there remains some community concerns about police attitudes and how seriously the police take them. In additions, CPFs and the SAPS Youth Desks require strengthening and capacity building for them to operate and function effectively. The interviews and consultation process highlighted the potential for CPFs to play a greater role in improving community safety. In addition this review highlights the urgent need for a greater focus on the needs of youth and the development of strategies to include youth as active participants in community crime prevention activities.

6.3 Social challenges

A number of key challenges arose through the discussions and consultation process for the KwaMashu and Inanda area. These are highlighted as eight social challenge statements below:

6.3.1 Developing a community strategy to address and prevent the proliferation of firearms and weapons.

Historically, this area was characterised by extensive political violence, however the area has now stabilised. The lack of political violence during the last local government elections and the co-operation between different political councillors during 2001 illustrates the shift away from political violence. However, indications and anecdotal evidence suggests that the aftermath of such violence has left, amongst other aspects, a proliferation of firearms in the community.

In addition, the high rate of murder committed by the use of firearms most violent crime occurring in these areas involves a firearm or weapon. This indicates easy access to

weapons and the use of weapons to solve conflicts and differences. Illegal firearms are also a result of negligent licensed firearm owners and often these weapons land up in the hands of criminals.

Research and experience in dealing with firearm violence indicates the need to take both a legislative approach as well as developing community responses to deter, prevent and manage firearm violence. This could entail developing Firearm Free Zones at schools, clinics, shops, shebeens, sports clubs, taxi ranks etc, and improved firearm control mechanisms (in terms of the Firearms Control Bill); as well as community based awareness and education programmes, life skill programmes run through church groups, stokvels and NGOs, as well as conflict resolution initiatives in schools and families.

Gunfree South Africa are implementing a national SAPS tender that is developing a firearm policy and gunfree zones in identified schools in the KwaMashu, Inanda and Phoenix areas.

6.3.2 Developing safer schools to improve the teaching and learning environment and reduce victimisation and offending.

Although no in-depth analysis was undertaken in terms of school safety in this area, the provision of safe and secure teaching and learning environments is essential to provide opportunities for young people to learn, equip themselves with essential life skills, and develop to their potential. However, South African research indicates that schools are not 'safe spaces': bullying, rape, sexual abuse, theft, assault, vandalism, injury and death as a result of firearms, gang activity is often present and substance abuse is often rife. Indications are that many schools in the area face one or more of these factors, and without strong school management and a "School Safety" focus, schools will not be able to meet their primary business of teaching and learning.

Safe School programmes include strategies and activities that focus on addressing the 'system' underlying youth violence (improved school management for example), eliminating the space for violence (school quality and infrastructure improvements, or becoming a Firearm Free Zone) and increasing the resilience of youth (for example conflict resolution, life skills, sport and recreation).

The one high school in KwaMashu that achieves a 95% matric pass rate, is an example of a school that has effective school management and succeeds despite the social, economic and environmental challenges.

The research conducted by IPT in 1997, as well as the Durban Metro School Safety Pilot project indicated a number of key lessons and these need to be taken into account in the future.

6.3.3 Reducing gang violence and criminality

A number of references were made to the high level of gang violence and criminality in the area. Indications are that the gangs are made up of young men and boys from the area, who do not "have anything else to do". Much of the crime and violence was related to them: mugging at taxi ranks, hijackings, murder, rape and robbery. It appears that some of the gang activity is related to crime and drug syndicates. The extent of gang activity and involvement in gangsterism by young people is not known.

Gang membership "is explained as a struggle to develop a control network over an environment that is largely beyond the group's influence. Gang members tend to suffer from low self-esteem and seek a sense of belonging and acceptance by peers – in this case, fellow gang members" (CSIR RRC: Gangs Brochure 2001). In particular, gang formation is often the result of social, political and economic inequality. Gang membership is also attributed to the transition from boyhood to adolescence, particularly where there is a lack of rituals for marking the passage.

Therefore, in developing strategies to address gang violence and crime, a 'critical range' of interventions are required in developing community-based programmes and youth empowerment initiatives, to include socio-economic development, a focus on developing families, safe schools, youth clubs, recreational activities, and relationships between youth and police members. Research indicates that a key success factor in effectively dealing with gangsterism, is to find meaningful and empowering ways for youth to become active participants in community life.

6.3.4 Reducing interpersonal violence: Domestic violence, rape and murder.

Of particular concern in the KwaMashu and Inanda areas are the high levels of reported interpersonal violence. This includes domestic violence, rape, child abuse, attempted murder, murder and assault (GBH). The level of underreporting in this area is not known, however it is assumed relatively high.

A number of risk factors associated with violence are present in the area, and intersect with a number of the other social and environmental challenges highlighted:

- Alcohol and substance abuse is a risk factor for all types of violence;
- Lack of parenting skills or presence is a risk factor for child abuse;
- Negative peer influence, gender inequality and isolation of women, easy accessibility to firearms, social acceptance of violence and a large economic gaps are contributing factors towards violence in a society.

A range of interventions is therefore required to address interpersonal violence. No single intervention will be able to prevent, address and manage interpersonal violence. Various levels of intervention are required:

- At a community, family, school and social level anti-violence strategies need to focus on conflict resolution, life skills, empowerment of groups to turn youth "at risk" in youth "as resources", to develop public campaigns to change beliefs and social issues, and to invest in families, parenting and early childhood education.
- An improved service by the police, justice, law enforcement agencies, local government and health services for example, to effectively prevent and deal with environmental, situational and individual incidents.
- In addition, strategies need to be developed for victims and offenders to break the cycles of violence.

6.4.5 Effectively dealing with substance abuse, shebeens and associated violence.

Substance abuse (is viewed as an enormous public health problem that affects not only an individual's physical health, but impacts negatively on social challenges such as crime, gang violence, domestic violence, sexually transmitted diseases (including HIV/AIDS), unemployment, homelessness, teenage pregnancy, and failure in schools. In KwaMashu and Inanda, a number of councillors and police officers highlighted the enormous number of shebeens and taverns in the area, which were open from early morning to late at night. Some spaza shops and stores also sell liquor and home-brews without adhering to regulations. Anecdotal evidence suggests that that certain shebeens serve alcohol to children and others act as a conduit for the sale of drugs.

Many of the shebeens and taverns are next to taxi ranks, bus stops, schools and on corners where street lighting ends; this creates greater opportunities for crime and violence to occur. In addition, drugs are sold openly at many taxi ranks, schools and on the street, and are viewed as a major problem. The drugs appear to be coming into the area from the Transkei area, and crack and mandrax are rife.

Approaches to deal with this social challenge would need to include, amongst others, the following strategies:

- Developing a local government, community and law enforcement response towards shebeens and taverns: this would include strategies for regular hours to be set, the closure of taverns next to schools, developing 'drug-free schools', enforcing regulations in shebeens or taverns where violence is extensive, prosecuting owners who sell to minors etc.
- Developing a network of service delivery organisations to implement prevention strategies (particularly involving youth, families, parents) and community-based public awareness campaigns; as well as to provide rehabilitation services and alternative activities.
- Providing opportunities for people to find alternative economic empowerment in order to reduce the economic and market dependency for alcohol and drugs.

6.4.6 Breaking cycles of violence: victim support for all.

The depth and breadth of victimisation is extensive across South Africa: at some time most people have been a victim of crime, interpersonal violence, community violence or political violence. Such events can have devastating effects on the psychological and physical health of individuals. Furthermore, the levels of fear of crime and violence can be as debilitating as the reality, and can diminish the quality of lives.

The impact of victimisation can be reduced through effective interventions that focus on the victims of the crime (the primary victim as well as bystanders and family members). These can take the form of Victim Assistance, Support and Empowerment initiatives, as well as Trauma and Crisis Centres. The direct benefit of these services on victims is to help them deal with the immediate negative effects of the crime and they can potentially reduce crime levels. Services to victims of crime discourage the perpetuation of violence by the victims themselves (as they are less likely to be left feeling angry and wanting to take revenge – and hence become an offender), and it encourages a constructive relationship with the Criminal Justice System. The relationship between crime and services to victims of crime is thus significant in crime prevention and management.

Of importance is the need to recognise that it is not only women and children who are victims of crime and violence and require support; many young boys and men are victims (primary and secondary) and need support in overcoming trauma. The high levels of young male perpetration is indicative of the need to develop and empower boys to find ways of constructively dealing with their emotions and to find healthy ways of developing their self-esteem and overcoming trauma. Research into young men in prison highlights the extent of them as victims becoming perpetrators.

An in-depth understanding of levels of victimisation is not available for KwaMashu and Inanda, however the high levels of reported crime indicates extensive victimisation and exposure to trauma. The levels of fear of the residents was frequently highlighted, particularly the fear and threats on women returning from shopping or work especially after dark.

Currently the approach being taken in South Africa is to provide victim support centres and referral systems through Police stations, as well as through community-based and non-governmental organisations. "Lay" community counsellors and peer counselling programmes are also available.

6.4.7 Investing in youth and families: developing meaningful employment, promoting responsible social activities and empowering youth away from crime and violence.

High levels of unemployment and poverty are obviously the most serious factor contributing to high crime levels. One of the key social challenges is the need to develop and empower youth and families in finding meaningful employment (formal, informal, SMME or job creation), which also includes skill development and training. This works hand-in-hand with community developmental initiatives, the promotion of voluntary service to develop skills and participate in the social building of the community, as well maximising the use of amenities available such as sport fields, art centres and community halls or school grounds. This will require an investment into equipment and training of community members (particularly young people) as coaches, mentors or trainers.

The focus on this social challenge in KwaMashu and Inanda cross-cuts and intersects with a number of key challenges that have been discussed above, and is therefore viewed as an important approach towards developing a crime prevention strategy and this needs to be taken into account by the city and province's plans to develop the north corridor node needs to address this issue.

6.4.8 Reintegration of offenders

Unless there are rehabilitation and reintegration programmes in place, released offenders are more likely and more vulnerable to re enter into the criminal economy. Interventions need to address not only those who already actively oppose crime, but also aim to reach offenders themselves and people who support these offenders. Criticism was raised by some stakeholders that existing social crime prevention programmes have been "preaching to the converted" and efforts need to be made to develop programmes that will address the people involved in crime.

The experience and lessons from NICRO will be valuable to inform the development of interventions in this issue.

6.4 Spatial challenges

On a metropolitan scale, the main issue relates to spatial fragmentation. This was also highlighted in all the IDP and IDF documents discussed in section 5.3. The different substructures and police station areas also present this pattern of fragmentation, which in turn enhance the opportunities for crime to occur in the built environment. A need was highlighted for spatial integration at all levels - across the DMA, between sub-metropolitan areas - in this case KwaMashu and Inanda with their surrounding areas - and within KwaMashu and Inanda.

The implementation of many of the law enforcement, institutional and social challenges, also depends on developmental changes in the physical environment. This sections highlights seven main issues and challenges for crime prevention and developmental changes in the physical environment.

6.4.1 Transport routes

Main issue: the nature of rapid transport routes, as well as the design and location of railway bridges.

Challenges to be addressed through urban redesign and development:

- *Nature of rapid transit routes*
These routes offer opportunities for easy access and escape routes to criminals. Stolen goods and hijacked cars are rapidly moved out of the area. This contributes to difficulties police experience in pursuing and/or locating stolen goods. Rapid transit routes create

problems in terms of passive surveillance and police patrolling (active surveillance). The nature of these roads does not allow for surveillance, since many of them are wide and often bordered by vacant land. The fact that these roads accommodate higher speeds also limits visible policing, which in turn exacerbates the possibilities for hijackings at major intersections along for example Dlamini Road in Ntuzuma and the M25 in Inanda.

- *Design and location of road and railway bridges*
The design of road or railway bridges near vacant land can be problematic. Overgrown vegetation hinders visibility and offer waiting places for potential hijackers as in the case of the railway bridge in KwaMashu C.
- *Transport intersections*
In many areas transport intersections are located at dark intersections without lights. Overgrown vegetation grows right up to the corners and hinders visibility, while enhancing the possibilities for hijacking by providing hiding places for potential criminals to survey the area for opportunities. In many cases signs are placed in such a way that they also inhibit visibility and therefore surveillance.

6.4.2 Vacant or undeveloped land

Main issue: large areas of vacant or undeveloped land that is not maintained

Challenges to be addressed through urban redesign and development:

- Land with no use allocated
- Undeveloped areas zoned as public open space
- Vacant council land
- Undeveloped privately-owned land
- Neglected and un-maintained parks

These types of places not only encourage the occurrence of crime within them, but also in their neighbouring areas. The occurrence of crime in these places can be attributed to various aspects, such as poor opportunities for surveillance, limited visibility, access and escape possibilities to criminals, a lack of responsibility for these areas, landscaping, deterioration, etc. Large areas of vacant land reduce opportunities for both active and passive surveillance. The presence of people is limited and those who are there are dispersed across these areas. This makes the people who are forced to cross these areas vulnerable to attack, as there are limited chances of encountering help from passers-by or surrounding buildings. Active surveillance by the police is similarly restricted by a lack of visibility and the extent of the areas they need to cover. In many cases overgrown land and dense vegetation exacerbates this problem.

The occurrence of crime in areas bordering the vacant or undeveloped land can also be linked to these open spaces. Prime examples are found in KwaMashu, Inanda and Ntuzuma. Vacant and neglected land offers hiding places for criminals as well as storage areas for stolen goods.

Alternative uses for some of these vacant areas, such as urban agriculture, could go a long way to address some of the problems. It could also provide job opportunities for some of the youth who roam the street due to unemployment and boredom and therefore become vulnerable to crime, both as victims and offenders.

Environmental design crime prevention projects will generally require the inputs of the local authority. Several times it was enunciated that constraints to implementing projects were felt

by the lack of organisational skills within the community. Notwithstanding this possible need for input by the local authority for community development inputs, many of the problems, for example, would respond positively to a fast clean up of the environment. The community can carry out the clearing and maintenance of vacant land with minimal costs being incurred.

Alternative uses for vacant expanses of land can be identified, however care needs to be taken to ensure that conflict over ownership of the public spaces does not occur. The process therefore needs to be sensitively managed. These alternative uses can include 'peace parks/gardens', communal vegetable gardens and urban agriculture projects, recreational facilities, etc.

6.4.3 Layout patterns, zoning and land use

Main issue: layout of roads, development patterns and mono-functional use.

Challenges to be addressed through urban redesign and development:

- *The temporary nature of informal settlements*
The temporary nature of informal settlements does not support effective crime prevention, due to a lack of infrastructure, public facilities, communication opportunities and developed public open spaces, as well as the penetrable nature of shacks and the poor condition of roads. Overcrowding and a lack of recreational and communal public spaces contribute to violent crime.
- *The dormitory nature of formal townships*
The dormitory nature of formal townships makes the inhabitants vulnerable to crime. Due to a lack of unemployment opportunities in their immediate environment, people are forced to leave these areas during working hours, leaving their properties, the elderly and the children exposed to criminal activities during the day.

Hostels and the size of the majority of the houses (two and four roomed houses) establish overcrowded living conditions and in many cases create a climate for conflict, like for example the hostels in KwaMashu C. The situation is exacerbated by the occupation of the land between the hostels by informal shacks. This places a further demand on already limited and inadequate infrastructure and increases the opportunities for social tensions and violence. Both a lack of communal space as well as the lack of design of the public open spaces contribute to and reinforce the problem.

- *Single residential zoning within formal townships*
Areas zoned for single residential dwellings also contribute to problems in terms of crime prevention. They become ghost areas in the morning, making the properties and houses extremely vulnerable to criminal activities. Mono-functional zoning prescribes particular patterns of use, which in turn enables criminals to predict the patterns and act accordingly.

However, due to the high unemployment rate in KwaMashu and Inanda, these township areas are not always left as ghost areas during the day. This has both advantages and disadvantages. The advantage is that a number of people stay within the area, keeping an eye on the street and houses of fellow residents and therefore possibly the chance to deter potential criminals. The negative side is however that some of the unemployed might revert to crime, in this case leaving the areas open for exploitation.

6.4.4 Public urban spaces

Main issue: the design and management of public urban spaces

Challenges to be addressed through urban redesign and development:

- *Character, appearance and management of main commercial nodes in townships*
Buildings with no windows facing the street do not allow users to survey the public space in front of the building, leaving the street without any “eyes on the street”. This also influences the image of the area and makes users feel unsafe and unprotected having to walk down a street with ‘blank’ building facades. Similarly, un-maintained or derelict buildings in commercial areas can contribute to a general feeling of urban decay, resulting in an unwillingness of business to invest in the areas as well as encouragement to criminals to take over these spaces. In addition, the presence of litter etc. in these urban spaces, as well as graffiti on walls and signposts, may result in a negative perception of safety and a consequent retreat from these areas. Many of these concerns have been addressed in the development plan for KwaMashu prepared by Riel Associates (2000).

Sidewalks form an important part of the public urban space and users should be left with enough room to stroll leisurely down the street. In some cases, for example in KwaMashu section C, informal traders occupy the entire sidewalk, thereby forcing pedestrians to use the street. Some of these hawkers may be targeted by criminals to supply them with information, while the mere presence of others offers an opportunity of camouflage to criminals.

- *Location, design and management of pedestrian walkways*
In many of the urban spaces in the KwaMashu/Inanda area, different uses are not clearly indicated and can lead to confusion, tension and in many cases conflict. Pedestrian routes are often lacking or totally inadequate. This causes many problems in the area where the majority of the population depend on walking to reach the destinations. These all assist in decreasing the safety of pedestrians, who use these areas, and leave them vulnerable to crimes like assault and rape. This is especially a problem on the KwaMashu C side of the railway bridge between KwaMashu P and C.

6.4.5 Public transport facilities

Main issue: the design and location of public transport facilities

Challenges to be addressed through urban redesign and development:

- *The design and location of taxi ranks and bus stops*
Taxi ranks and bus stops should be designed so that they can firstly accommodate the massive numbers of people passing through daily and secondly, to ensure and secure the safety of commuters. Many of the commuters use the public transport facilities during the early mornings or in the evening these times being either before or after the day light hours. A lack of proper lighting, as well as proper signs can lead to confusion, tension and conflict. The legibility of the area is also paramount to its smooth operation: where spaces are not demarcated or set aside for specific uses, can result in confusion and tension. The opportunity for crime at these facilities can be increased due to their location next to vacant or undeveloped land as well as near large open parking areas where passive surveillance is also limited.
- *Relocation of informal traders to formal trading areas at taxi-ranks*
The relocation of informal traders to formal trading areas at taxi-ranks should not be done without a proper understanding of the market forces in that particular area. Traders

choose locations where goods will be the most likely to be sold and the presence of a taxi rank does not automatically implicate good buyers potential, as was the case in Inanda. This contributes to a bad image due to degradation of these areas. It also opens these areas up for other uses such as the selling of drugs.

- *The design and location of modal interchanges*
All the above-mentioned issues are also applicable to modal interchanges. However, the issue of legibility and the demarcation of specific spaces is even more important where different modal means interact or come together. Unmarked routes, exits and entrances can lead to people wandering off into unsafe paths. Upgrading of existing model interchanges should also consider the entire area and not only focus on one side as is the case in KwaMashu section C.

6.4.6 Infrastructure

Main issue: poorly developed or lack of adequate infrastructure

Challenges to be addressed through urban redesign and development:

- *Poor condition of roads*
This contributes to problems in terms of police patrolling and reaction to crime reports, as well as the detection and arrest of criminals hiding in informal areas. Un-tarred roads (particularly in wet weather) and degraded, or badly maintained roads, roads make it difficult for police patrolling or reaction to residents' complaints. Roads that are not maintained limit the use of bicycles or foot patrols as these are inappropriate owing to their condition, the size of the area to be covered and the vulnerability of the patrollers.
- *No access to communication technology*
A lack of access to communication technology in many settlements, especially in some informal settlements, makes it difficult for residents to contact the police or emergency services.
- *No street names and numbers on houses*
Similarly the lack of street names or numbers on houses, limits police or emergency services to locate crime victims or react to complaints.
- *A lack of or poor lighting*
A lack of proper or any type of lighting contributes to the opportunities to commit crime. This often goes hand and hand with no electricity. Surveillance is improved by good visibility. In many urban spaces or pieces of vacant land visibility is reduced by overgrown vegetation, inappropriate landscaping or design and a lack of proper lighting. Many public open spaces as well as informal settlements have no lighting at all, leaving these areas dark at night which heightens the vulnerability of the potential victims and assists potential criminals.
- *A lack of or no maintenance*
The crime situation is aggravated by a lack of maintenance in many areas with respect to broken lights and overgrown and neglected public open spaces. Derelict areas with litter and garbage scattered all over, with graffiti on walls, contribute to urban decay and have a negative influence on the image of the area. In turn, they create a fear of crime and a perception of unsafe public open spaces, with the result that people avoid these areas where possible and fail to take responsibility for them (principle of territoriality).

Attempts are currently in the pipeline to work together with the Parks Department in KwaMashu to assist with the maintenance of parks in this area.

An example of a community project can include their involvement in street and house identification. Street naming projects can occur which will assist in formalising parts of the area. Residents organised in street/block committees can readily undertake this type of project: local small enterprise and vocational entrepreneurs can weld, paint signs with the street names and house numbers, etc.

Small upgrading projects where local residents take ownership of levelling pedestrian pavements, clearing the streets, paving these and even in some instances cooperating to provide water channels can be undertaken. Input from the local authority might be necessary - this could be forthcoming in the form of technical assistance from the engineering and/or roads department.

6.4.7 Recreation and education facilities

Main issue: distribution, location and nature of recreation and education facilities

Challenges to be addressed through urban redesign and development:

- *Undeveloped areas zoned for public open space*
These areas can either enhance or reduce the opportunities for crime. Many of these areas in KwaMashu are not maintained, overgrown and not properly designed and consequently become areas of criminal activity, as opposed to providing recreational spaces. People living in high densities and overcrowded conditions, need outdoor spaces for recreation to alleviate tension and boredom through physical activities.
- *Unequal distribution and poorly-developed facilities*
Sports grounds and recreation centres are not equally distributed throughout the KwaMashu area. Many of the recreation sites in the area are either poorly developed or not developed at all. Crime prevention cannot be successful without adequate access to recreation facilities.
- *A lack of recreational facilities in informal settlements*
Bearing this in mind, the complete lack of recreational facilities in informal settlements exacerbates the crime and social behavioural problems and can be linked to the high levels of violent crimes occurring in these areas. The lack of adequate recreational facilities encourages people to frequent shebeens in search of recreation and socialisation.
- *Unused facilities in townships*
Given the fact that there is a general lack of facilities within township areas in South Africa and specifically in KwaMashu and Inanda, it seems ludicrous not to use those that are there, but are closed due to administrative or other problems. These facilities should be maximised for the use of the residents within the area.
- *The location of shebeens*
SAPS informants indicated that the location of shebeens can be linked to the occurrence of crimes like assault, murder and rape. These crime types are encouraged by alcohol abuse, both in terms of increasing the courage of the offender and the vulnerability of the victim. In many cases shebeens are located opposite schools or crèches, endangering children and making them more vulnerable to crime. Similarly, shebeens opposite taxi ranks also make passengers more vulnerable to crime. Also the location of businesses and houses in their vicinity makes these properties vulnerable to damage of property, burglary and physical attacks. In addition, shebeens that operate during the day as well,

allow potential criminals to abuse alcohol and commit crime in nearby areas when they depart from these places.

- *Design and maintenance of schools*

Schools can become a haven for criminal activities if not designed or managed and maintained properly. This has been the case in both KwaMashu and Inanda. Schools should not be located close to open spaces that are not maintained, since this might expose children to opportunities for crime. Dark alleys or corners within the school complex should also be avoided. Lights should be designed to make vandalism more difficult and attempts should be made to remove graffiti or fix vandalised elements as soon as possible to avoid further degradation and resultant decay. Open spaces should ideally be designed in such a way to allow for surveillance over these areas. The same is applicable to schools sports fields.

6.4.8 Housing

Main issue: a lack of adequate housing and overcrowding

Challenges to be addressed through urban redesign and development:

- *Overcrowding*

Overcrowding and the social tensions that arise as a result of this overcrowding is a major contributing factor to high levels of crime and all the areas identified as residential hotspots are areas where overcrowding is a problem. Often large family units of up to 12 people reside in a two-roomed house. Children and young people in such homes are forced to be on the streets and are therefore vulnerable to becoming either offenders or victims.

- *Informal housing*

People living in informal settlements are more vulnerable to crime and violence due to the informal nature of shacks (see also informal settlements under 6.4.2) and general problems relating to the protection of property or belongings.

When considering interventions in terms of the issues and challenges stated above, coordination with existing development plans, such as the IDF, as well as specific planning projects, are essential. It also calls for the consideration of the impact of development projects on crime prevention initiatives & vice versa. While doing this, it is important to be aware of the extreme poverty and deprivation prevalent in informal areas. This must be kept in mind with identification of types of crime prevention projects in the physical environment to ensure their long-term sustainability.

7. EXISTING INITIATIVES

Many of the above issues are well known to the Durban Metro planners and officials and have resulted in a range of initiatives either being planned or already being implemented by different levels of government and the community. The following highlights what is underway by national, provincial and local government as well as the community responses to these particular problems.

The various IDPs and IDFs for the area outline the need for development and infrastructure in KwaMashu and Inanda. The identifying of KwaMashu as one of the presidential lead area for urban renewal clearly demonstrates this knowledge. At national level therefore there is generally an understanding of the nature of the problem and how to respond in a developmental fashion in order to reduce crime and violence. At provincial level sector ministries/departments are carrying out programmes for example Department of Education

providing schools, Department of Safety and Security initiating this current project – a plan for a community based crime prevention programme.

Local government IDP/Fs likewise identify that KwaMashu urban centre be upgraded, and these existing initiatives need to take into account sound environmental design principles and social crime prevention practice.

A detailed audit of the existing community initiatives in KwaMashu and Inanda revealed the following:

1. Safer Cities Pilot School Project.

Mid 2000 three local authority department of the Durban Metropolitan Council launched a pilot project in eight schools in KwaMashu. The three departments were the Durban Safer cities, the Metropolitan Youth Development programme, the Parks and Recreation. The project has two stated aims:

- To involve youth from these eight schools in sports, arts, literature and cultural activities. The pilot is aimed at encouraging youth to live positive life styles and denounce crime.
- To strengthen youth in the community and support campaigns that contribute to a reduction in crime and violence in the community.

The project has involved both students and teachers from the eight pilot schools and a Champion from the department of Parks and Recreation has been appointed to project manage this pilot.

2. Metropolitan plans for the KwaMashu City Centre.

The Metropolitan Department of Planning and Development currently has an initiative to develop a City Centre in KwaMashu. The Initiative is a result of an extensive consultation process and research conducted at the beginning of 2000. The development of this city centre is aimed towards creating a vibrant economy within KwaMashu.

Extensive work has been done on this initiative and it is now at the stage where all it needs is final approval from the council.

3. KwaMashu L Section Housing Project.

L Section in KwaMashu is one of the areas worst affected by violence and criminal gangs. The Department of Housing within the province has embarked on a housing upgrade scheme in this area. This housing project will upgrade existing houses in the area. The project will also entail moving some residents to a new site where houses will be built for them. The project appears to have the support of all the residents staying in the area.

4. Upgrading of the Police Stations

At the end of 1999 funding was allocated by the SAPS for the upgrading of both the Inanda and KwaMashu police stations. KwaMashu was allocated R4 million and Inanda R2 million for this upgrade. There is some confusion and tension currently linked to why this process has been delayed and no work has started of these upgrades.

5. Inanda Freedom Valley

At the end of 2000 three sites in Inanda namely, Shembe, the Ghandi settlement and Dube's house were declared heritage sites. In addition to this the Inanda dam was selected for a tourism project. The three heritage sites together with the dam have been declared the Inanda Freedom Valley and identified for tourism development.

6. Police Youth Initiatives.

There have been joint initiatives between the youth and the SAPS from both Inanda and KwaMashu around developing recreational alternatives for youth. There were programmes in KwaMashu in both December 2000 and July 2001 involving Youth and the SAPS. In Inanda there was a December 2000 programme and there are plans to host a similar programme later this year. The Inanda and KwaMashu programmes were funded through the Social Crime Prevention Centre in Pretoria.

The Social Crime Prevention Centre has allocated an additional R50 000 to both KwaMashu and Inanda for additional crime prevention activities involving youth.

7. Victim Empowerment Centres.

Both KwaMashu and Inanda have Victim Empowerment Centres. In KwaMashu the centre is run jointly by structures in the area with FAMSA being the lead organisation. In Inanda the lead organisation appears to be NICRO. Both centres are badly resourced.

IPT has done work evaluating the Inanda Victim Empowerment Centre.

8. Operation Crackdown.

At the end of 1999 the Minister of safety and Security launched a crack down in KwaMashu known as Ventilation. The crack down involved bringing support police and the army into the area. Initially Ventilation only covered KwaMashu but in early 2000 this was extended to include Inanda. It is not clear what the current status of this operation is but most of the police from outside KwaMashu have been withdrawn.

There appears not to have been any real assessment of this operation.

9. Structures in the KwaMashu and Inanda

- **Safer Cities**

Safer Cities in 2001 appointed a full time person to work on projects and co-ordinate activities in KwaMashu and Inanda.

- **CPFs**

Both Inanda and KwaMashu have relatively strong CPFs functioning in their areas.

- **Youth Desks**

KwaMashu has a functioning Youth Desk that brings together the police and youth in a formal structure. Inanda only has an interim Youth Desk but it is in the process of launching a formal structure.

- **Development Committees**

Both KwaMashu and Inanda have established operating Development Committees. However while the Inanda committee is very strong and well organised the KwaMashu committee is relatively weak.

- **The Police Stations**

In January 2001 new station Commissioners were appointed at both the Inanda and KwaMashu police stations.

8. RECOMMENDATIONS & WAY FORWARD

It is generally understood that the two areas of KwaMashu and Inanda have experienced extraordinarily rapid rates of urbanisation over the past decade. Evidence of this is noted by the varying and inconsistent population figures presented in the 1991 census and current estimates received from people on the ground. It is furthermore generally acknowledged that service delivery cannot keep pace with such rapid urbanisation and results in a lack of infrastructure and services, informal settlements characterised by shack dwellings, high densities and 'illegal tenure', and inappropriate public spaces and community facilities. When these factors are combined with high levels of unemployment and poverty, particularly among the young men, high levels of crime and especially violent crime will be the consequence.

In order to counteract these forces it is recommended that large-scale infrastructure improvement are implemented as a matter of urgency. Therefore it is important to ensure that Urban Renewal Strategies and interventions and crime prevention (including social crime prevention) initiatives interface and integrate.

Taking into account the necessity for an integrated approach it is essential that the various role players and stakeholders coordinate action in a combined effort. By acting in this coordinated fashion resources (financial, material and capacity) will be most effectively used and duplication will be reduced. Similarly by combining their effort greater multiplier effects can be anticipated. Therefore it is recommended that the three levels of government (national, provincial and local), all work together towards the common goal to reduce crime and violence, and improve the safety of the community.

It is imperative that a local crime prevention strategy rests not only with government. Community members and organisations have a vital role to play in developing and implementing community projects. Mobilisation of communities towards proactive, creative problem-solving approaches provides ownership, belonging and commitment to sustained development and a higher success rate. The government and community processes are not separate; they must compliment each other.

Through the consultation process the following were identified as priority areas for community intervention:

1. Improving school safety, with the following priority areas identified:

Safer school policy and guidelines that involve SGB's, parents and learners, and encourage public awareness and campaigns to support the implementation of the policy and guidelines.

Dealing with issues such as firearms, substance abuse, drugs and violence prevention

Sexual violence in schools

Improving the physical environment of the school – eg. vegetable gardens, removal of graffiti, anti litter campaigns

2. Substance Abuse

Education and awareness campaigns that support families and help them recognise symptoms of abuse and provides appropriate support mechanisms.

Linking appropriate service providers who will give support to families identify, manage and prevent substance abuse

The establishment of drug free zones in the target area such as churches, schools and community centres and encouraging people to “speak out” against substance abuse, drug dealers and “rogue” shebeens who sell to underage youth

3. The proliferation of firearms

Developing an awareness campaign on the implications of the Firearms Bill, including

- *How to keep your gun safe from theft, use by children, and the licensing and procedures for legal ownership.*
- *How to hand in your gun.*
- *The consequences of having an illegal gun and what you can do about it.*
- *Reducing gun violence, death and injury through a communication and community public awareness campaign.*
- *Encouraging “firearm free zones” in places such as taxi’s and taxi ranks, shebeens, clinics, churches, shops and schools.*

4. Domestic violence and rape

Education and awareness campaigns which prevent and deal with victim support and information on issues like “What is rape?”, gendered issues in rape, violence in the home, child abuse, and improving parenting skills.

Alternatives to violence – training workshops which provide alternative skills like mediation, conflict resolution, dealing with trauma and support for victims.

Breaking cycles of violence in particular to reduce the facilitators of violence like substance abuse, guns as a solution to conflict, gang activity and alcohol abuse in the home. This would include improving living conditions, reducing overcrowding, and the promotion of a clean healthy environment.

5. Environment

To improve the living conditions of the community through, for example, removing graffiti, clearing vacant lots by removing car chassis, old tyres, crates, etc, painting street names and numbers, greening the verges, establish collect-a-can points, cleaning up plastic bags and other litter.

6. Improving community capacity

Encouraging community participation and improved management in facilities such as sports fields, community halls, park watches, neighbourhood watches, music, drama and the development of bands, teams, and groups which provide meaningful activity and involvement for community members.

Establishing networks and linkages with role players and community members

Encouraging participation in community policing activities, including building capacity, establishing sub forums, developing networks within the community and encouraging the culture of volunteerism to ensure safe and healthy communities.

In addition to the above, a number of priority areas were identified for the attention of stakeholders at national, provincial and local level:

1. South African Police Service and Metro Police

Implementation of existing legislation and law enforcement, in particular the Firearms Control Bill, legalising shebeens and implementing by laws, implementing the gangs strategy with the Department of Safety and Security.

Encouraging SAPS to act on the Domestic Violence Act, establishing trauma or victim support centres with BAC at the stations and policing the sale of alcohol and drugs to youth.

Co-ordination with the SANDF on the rural protection plan for the rural areas of Inanda and other operational activities.

2. Durban Metro

Ensuring that legislation exists to control the sale of liquor and shebeens and implementing existing by laws

Taking forward the recommended interventions on the environmental and spatial challenges as highlighted previously.

Undertaking an extensive communication and public awareness campaign to mobilise support and citizenship – for example, communicating through electricity bills etc.

Ensuring the delivery of services in the areas, for example, parks and recreational facilities, street lighting, water and sanitation, street names and signposts.

3. Department of Education

Implementing the Safer School and Tirisano programmes in schools in the target areas.

Encouraging principals and educators to provide quality teaching and professionalism.

4. Department of Public Works

Refurbishment of police stations and public facilities.

Undertaking a specific project in each area.

5. Department of Welfare and Health

A consolidated focus of existing campaigns in various aspects of public health such as teenage sexuality, HIV/AIDS, family violence, child abuse, substance abuse, exclusion and social development.

9. CONCLUSION

This document highlighted a number of problems and challenges regarding crime prevention in the KwaMashu and Inanda areas. These can be grouped in three areas, namely institutional challenges, social challenges and spatial challenges. In order to successfully

address these challenges, it is essential that the community is part of development process. Awareness and training workshops could greatly assist in this regard.

It is also important to keep in mind what the likely outcome of any crime prevention projects might be on the community. While these projects can be instruments in promoting peace and reconciliation between antagonistic parties on the one hand, they can, on the other hand, give rise to social tensions or exacerbate unstable situations. Therefore a process that is transparent about the amounts of money available and the criteria for the selection of demonstration projects is critical (refer to Appendix 2).

Another important consideration that needs to be taken into account with the prioritisation of projects is the wide range of role players that need to be involved. Too often it is assumed that crime prevention is only the role of the police. This document again highlighted the variety and complexity of the causes of crime in these areas or the aspects contributing to crime, ranging from institutional and social problems, to problems within the physical environment. Crime prevention projects within each of these areas need to complement each other to ensure the greatest impact.

The crime and environmental problems found in one city or neighbourhood are quite different from one another and therefore each particular place will require different planning strategies and design solutions to address the contextual situation. The KwaMashu and Inanda areas have particular crime problems and these need to be specifically addressed.

The planners' knowledge of the spatial characteristics of a specific place can prove to be highly valuable in this regard, not only to assist with the spatial analysis of the area, but also in terms of the implementation of crime prevention through design principles. The Local Council can therefore play an important role in terms of crime prevention in this regard.

All programmes and projects to prevent crime must be treated on their own merits. This should include the prioritisation of specific projects in order to respond to the specific needs of a particular community and environment. A valuable tool to assist with this process is a community based or local crime prevention strategy. Such a strategy will not only provide a vehicle and short and long-term framework to ensure that all crime prevention initiatives are integrated, but also provide a structure for cooperation through local crime prevention partnerships. In this way all the relevant role-players could work together to create safer living environments and reduced crime rates.

It has become clear from the consultations and discussions with the management committee that a two pronged approach is required: namely to develop immediate interventions and a longer term crime prevention strategy that must be fed into provincial and local government processes and urban renewal projects for these areas. This report provides a base-line study on which such an approach can be developed.

One of the problems identified in reviews of social crime prevention projects, is the lack of evaluation processes and criteria at the outset. This makes the impact of the programmes difficult to measure and learn from for replication, or for further interventions to be developed in the area. It is critical that this be incorporated in the development of social crime prevention interventions and in the further development of a crime prevention strategy for these areas.

The extent of the crime problem in KwaMashu, Ntuzuma and Inanda will also require a two-pronged approach. The first is to identify immediate interventions that can be implemented; the second is to develop a long-term strategy that is fed into local and provincial government processes regarding the urban renewal processes for these areas. The immediate interventions have been highlighted in the previous section.

Safety and security is not a luxury, but a necessity for all. The challenge is to achieve safer cities and towns for all residents, whether rich or poor. For this to happen social crime prevention and safer design must become an integral part of the crime prevention efforts within the identified areas in Durban.

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ANNEXES

Annex 1:

Summary Table comparing the problems and proposed development strategies for the Durban metropolitan Area and all three local study areas, KwaMashu, Inanda and Ntuzuma.

Information is from all the IDP and IDF documents mentioned in the reference list.

5.3 Metropolitan, sub-metropolitan & local areas: IDP/IDF analysis

A number of development projects are currently being implemented in all three-study areas, which can have an indirect positive impact on crime prevention. These range from the upgrading of model interchanges and existing roads to the development of new facilities such as a community centre, new fire station, etc.

5.3.1 Durban Metropolitan Area

Despite the enormous potential of the Durban Metropolitan Area (DMA) as highlighted in a publication by the Centre for Development and Enterprise (CDE) in 1996, there are also a number of problems that has to be addressed to enable this potential to be realised. These problems include:

- Immense social inequalities
- Continuing threat of political violence
- Decline of traditional centres of industry
- Environmental threats
- Existing and perceived crime and violence
- Poor public image
- Negative perceptions of beachfront
- Very high percentage of informally housed residents compared with other metropolitan areas (North and South Central Local Councils IDP Document 1998:16).

A number of policy documents have been develop to address these problems and to guide development in the DMA. The key policy documents which affect development in both the larger KwaMashu and Inanda areas are the:

- Metropolitan Integrated Development Framework (IDF)
- Metropolitan Spatial Development Framework (SDF)
- Durban Metropolitan Integrated Development Plan (IDP)

The IDF advocates the need for reconstruction and development in the DMA and sets out a vision, mission and a number of principles to achieve this overarching goal. The vision emphasises the need for a safe environment to achieve the other goals.

Metropolitan Vision

By the year 2015, metropolitan Durban will be a thriving world class industrial and commercial centre, an attractive tourist destination and a gateway to the KwaZulu Natal and Southern Africa.

*It will be a **clean and safe environment** with full, effective employment, with its residents living in acceptable serviced housing, and with a generally high quality of life that can be sustained.*

Democracy and tolerance will be an established way of life in a united metropolitan area, with a high level of service and development orientation and civic pride.

The SDF is an important part of the Metro IDF and plays an essential role to guide physical development in the DMA. The SDF notes that the spatial form of the DMA is characterised by inequalities, inefficiencies and lack of sustainability. However, the document does acknowledge the major spatial assets within the Durban area. A number of development principles and spatial strategies were developed to address these problems (see table in Appendix 1).

5.3.2 North and South Central Local Council

The local IDP plans was developed according to the municipal boundaries of the different sub structure areas within the DMA, namely Outer West, Inner West, North, North Central, South Central and South. Durban North and South Central Councils developed an Integrated Development Framework, which was published in July 1998. All three study areas, namely KwaMashu, Ntuzuma and Inanda falls within the boundaries of the North Central Council Area (see Map 1), which make this IDP document an important guideline framework for development within these and surrounding areas.

IDP Document for North & South Central Local Councils (1998)

The total population of the North and South Central councils is indicated as roughly 1450 000 or more specifically 1341 293. These are however based on the 1991 census and can therefore, safely be said to be, at the least, outdated and at most totally under reported. Discrepancies also exist with figures quoted in local IDF documents. Unemployment or employment in the informal sector is estimated to be around 40% for the area as a whole. Kwamashu is identified as a formal low income area, while both Ntuzuma and Inanda is considered informal low income areas.

The IDP documents specifically highlights the importance of safety and redistribution and this is further emphasised by one of the goals, namely Goal 9, which is to “create a safe and secure city” (p. iii). Some of the problems related to safety and security within the larger north and south central councils that were identified, included:

- High levels of crime
- Human suffering
- Constant fear
- Pedestrian fatalities
- Impact on tourism
- Safety of council staff (p. 66)

It is important to note that this definition of safety includes more than just safety from crime. Another problem was related to policing. It was accepted that the main challenge was to expand the services of especially the City Police, or Metropolitan Police as they are currently known, to previously excluded areas.

5.3.3 KwaMashu

According to the new Durban Unicity Boundaries, the larger KwaMashu Area are divided into 3 areas which are generally known as KwaMashu Area 1 or Ntuzuma, KwaMashu Area 2 and KwaMashu area 3. Two Integrated Development Frameworks have been done for KwaMashu Areas 2 and 3, and for Ntuzuma. These will be discussed briefly.



Map 1: Showing location of Inanda (in black), Ntuzuma and KwaMashu (next to Inanda) within the North Durban Local Council Area (Source: Towards a Development Plan for Inanda 1998:2-3).

KwaMashu Integrated Development Framework (May 1998)

According to the North and South Central Local Council IDP document the population of KwaMashu is 123 061 (according to the 1991 census) and the area is 1 829 ha, resulting in a density of 75.4 people/ha (see table in Appendix 1). Another document (*Towards a*

Development Framework for Inanda) however, notes the KwaMashu area to be 1 629 ha. In comparison to other townships KwaMashu is relatively affluent, although still far poorer than most other areas of the city. The unemployment rate is high.

One of the main concerns identified in the KwaMashu IDF related to fears of violence and a lack of physical safety (p. 3). In this regards safety and security was identified as one of the top priority issues. A number of problems, categorised into four areas, were identified through the analysis. They included:

- Physical and spatial problems
 - Inadequate infrastructure & services
 - Inadequate and inefficient road transport
 - Degraded physical environment
 - Inadequate housing
- Economic problems
 - Unemployment
 - Inadequate LED
 - Low levels of affordability
- Institutional Problems
 - Service delivery
 - Governance
 - Urban management
 - Civil society
- Socio-cultural
 - Inadequate social services
 - Inadequate community facilities
 - Low level of cultural activity
 - Inadequate education

More specifically related to safety, the KwaMashu IDF document indicated that there was a lack of confidence in the police to maintain public safety. Apparently some members of the police have also been implicated in criminal activity. This served to justify the occurrence and operation of vigilantism in the area. Efforts of police to curb crime and achieve safety are therefore, limited by people's perceptions of police corruption and alignment with various factions in the community, including criminals. On the other hand, police also fear retaliation from criminals, which in turn affects their motivation to effectively fight crime. It is however, not only the police who fear retaliation. Ordinary people also fear retaliation and this affects the accurate reporting of crime within the area.

In order to address the problems, the IDF document identified a number of principles to guide future development in the area:

- Strengthening of spines and nodes
- Promote local economic development
- Define areas for public and private investment
- Encourage mixed-use on spinal roads
- Ensure accessibility of facilities and services (see table in Annex 1).

It also highlighted the need for the investment in infrastructure and the development of vacant land in the KwaMashu area. A few priority areas were identified as well, including the hostels and the elimination of "incomplete" houses.

Existing development initiatives in KwaMashu:

- *Creation of a KwaMashu Town Centre*

The Durban Metropolitan Council is planning the development of a KwaMashu Town centre. (CSIR has the details on this plan). One of the areas identified as an obstacle to investment in this project is high level of crime and violence.

The Metropolitan Department of Planning and Development currently has an initiative to develop a City Centre in KwaMashu. The initiative is a result of an extensive consultation process and research conducted at the beginning of 2000. The development of this centre is aimed towards creating a vibrant economy within KwaMashu. Extensive work has been done on this initiative and it is now at the stage where all it needs is final approval from the Council.

- *L Section Housing Plan*

L section was one of the areas of KwaMashu worst affected by high levels of violence and crime. One of the factors identified as contributing to this violence was overcrowding and living conditions in the area. The government has initiated an upgrading scheme in the area that focuses on housing, health provision of better services for the area. This project has been supported by local residents who have complimented this initiative with a social crime prevention initiative aimed at convincing gang members in the area to lay down their weapons and support development in the area.

Ntuzuma Development Framework (Volume 1) (July 1997)

Ntuzuma is located to the west of KwaMashu. Although it is often considered as part of the larger KwaMashu area, two separate IDFs were developed for KwaMashu and Ntuzuma. According to the North and South Central Local Council IDP document the population of Ntuzuma is 80879 (1991 census) and the area is 1668 ha, resulting in a density of 48.7 people/ha. This is almost half of the density given for KwaMashu (see Table in Annex 1). The Ntuzuma IDF more or less gives a similar figure of 79 999. The validity of these figures are seriously under question, since Ntuzuma has been experiencing rapid growth (both formal and informal) since the early nineties. The IDF also notes that unemployment and poverty is very high in Ntuzuma and that the area is characterised by high densities of development, most of which is informal. Due to the high unemployment rates and low income, the population is very vulnerable to poverty. This has serious implications for social development and planning.

The main problems that were identified are:

- High unemployment and poverty
- Most of communities live in informal settlements
- Low income

Other concerns were also highlighted. These slightly differed between the formal and informal areas.

Formal areas:

Informal areas:

- Job creation
- Safety and security
- Access to land
- Availability of social services (health, education, recreation, housing)
- Access to housing
- Availability of land
- Infrastructure & services
- Safety & security

In both cases safety and security was identified as one of the main concerns. Other specific violence related problems were also identified. The main causes of violence and tensions in the Ntuzuma area were attributed to

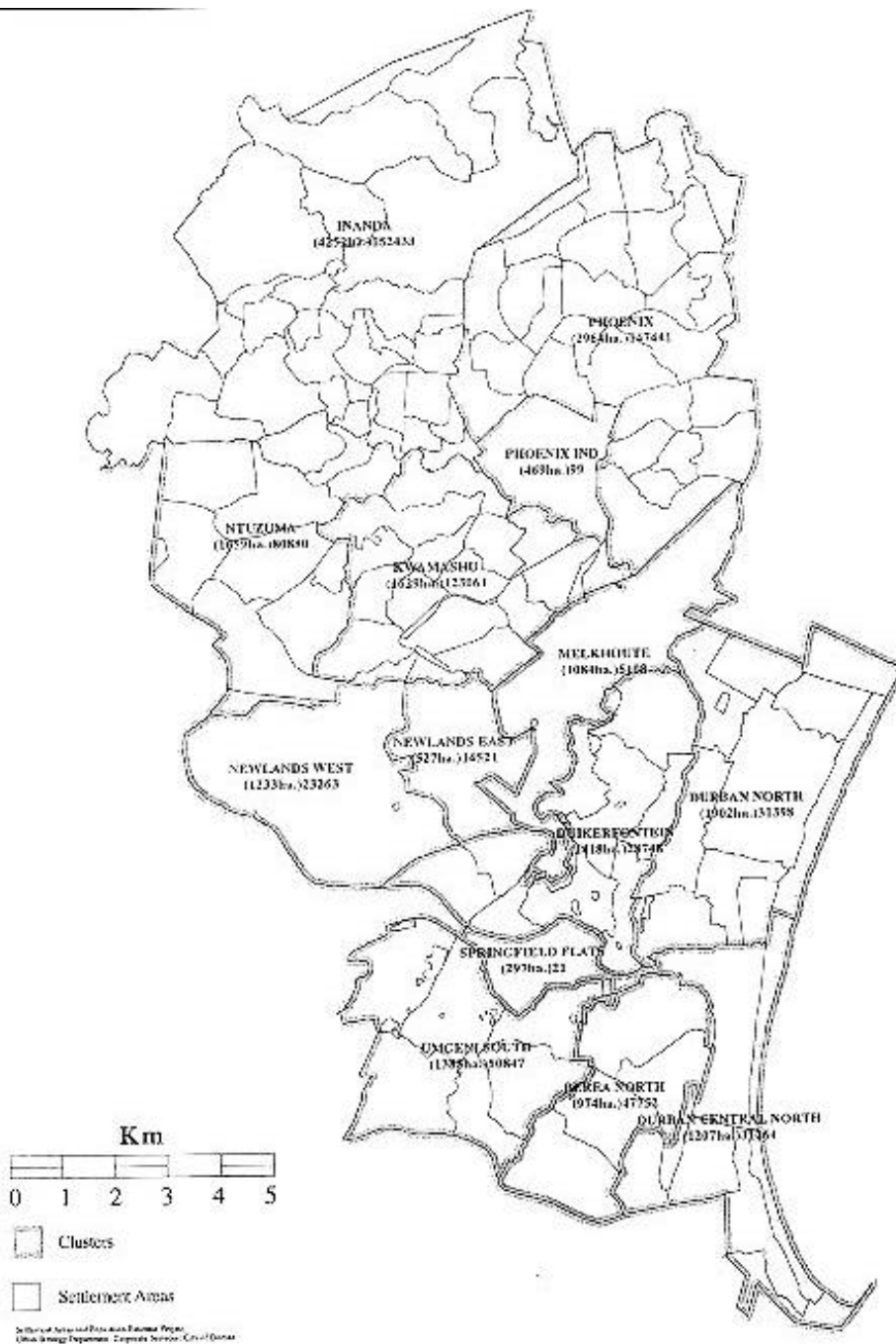
- Different service levels
- Access to land
- Political tensions.

The document identified four main issues to address these problems through future development:

- Provision of infrastructure
- Community facilities
- Access to employment and business opportunities
- Housing

5.3.4 Inanda

Inanda is located to the north of KwaMashu and Ntuzuma (see Map 2). According to the North and South Central Local Council IDP document the population of Inanda is 152 432 (according to the 1991 census) and the area is 4 261 ha, resulting in a density of 35.8 people/ha (see table in Appendix 1). This is less than the densities given for both KwaMashu and Ntuzuma (see Table in Annex 1). The Inanda IDF however points out that according to aerial photograph estimations, the population is closer to 250 000, while more realistic estimations considers it to be closer to 300 000 – 400 000 people. Even these figures could be under estimated given the rapid growth experienced in the area since the 1990's.



Map 2: North Local Council Area showing the location of Inanda at top (northwest), Ntuzuma just below and KwaMashu next to Ntuzuma (right)

Source: *Towards a Development Plan for Inanda 1998:2-4.*

Inanda Development Framework (Volume 1 and Volume 2) (1995)

A detailed development framework (volume 1 & 2) was developed for Inanda in 1995. A planning team was appointed to look at development challenges in a holistic way. The Inanda IDF was based on the RDP principles, of which the first principles refer to the establishment of “decent and safe living environments”. Safety in this sense refers both to safety from crime and safety from environmental and health hazards. Nevertheless, it

recognised that a safe and decent environment is key to the positive development of any area.

The Inanda IDF identified a number of problem areas:

- Dormitory township
- Fragmented community
- Inwardly focussed community
- Weak social & economic links
- Little or no services
- High unemployment and poverty
- Drug abuse, crime and violence
- Fear of crime
- Lack of support institutions
- Sterile land-use pattern
- Little or no social infrastructure
- Massive land shortages
- Non-sustainability (p. iii).

Crime, violence and the fear of crime featured strongly among the problems. In 14 of the 28 workshops held during the development of Inanda IDF, crime was identified as the major concern. Young people feared rape, while older people feared pension theft. Businesses were especially afraid of being targeted by armed robbers. Another crime problem identified was car theft (p. 102).

The Inanda area is well-known for its violence, as well as social and political unrest. The 1985 riots made it notorious as an unrest area. The violence that occurred in this area at that time left a significant mark on the settlement, both in terms of the physical form as well as the social, institutional and political structures in Inanda. Although the violence was related to national unrest during this period, the primary target of violence in Inanda became the Indian community, particularly the landowners and traders. Many of their shops were looted and burned down and a large number of Indian landowners were forced to flee the area (p. 33).

The initial outburst of violence was followed by a struggle for control of Inanda. After the Indian landowners left, effective control of the area fell into hands of local “warlords”. They were self appointed dictators allocating land and maintaining order (Makhatini 1991 cited on p. 33), with the result that power structures based on legitimate ownership disappeared (p. 34). This trend continued till the late 1980s, when youth groups and civic organisations took over control from warlords. Despite the ongoing violence, the influx of people into the area continued. The ongoing political unrest also provided difficulty with implementing projects (p. 38), as the document rightly states:

“The elimination or reduction in violence and instability are important steps towards attracting investment and promoting a smooth development process”
(p. 69)

Another drawback is the extreme poverty and deprivation present in most of the informal areas within Inanda (p. 63), as well as a number of inter community conflicts. Reasons for these internal conflicts include:

- Competition over inadequate essential services (water kiosk, etc).
- Class (tensions between formal & informal areas)
- Land tenure (tensions between land lords and tenants)
- Tribal Authorities (tensions between authority of chief and alternative community based structures)
- Development projects (tensions about roles and responsibilities) (pp. 101 – 102).

In this regard the Inanda IDF rightly acknowledges the key concepts of the Durban Metropolitan Development Frameworks, especially key concept F, which refers to “controlling violence and diffusing social tensions” (p. 69). However, in addressing violence and social tensions it is important to keep in mind that while on one hand development projects can be instruments in promoting peace and reconciliation between antagonistic parties, it can also on other hand, give rise to social tensions or exacerbate unstable situations (p. 69).

The Inanda IDF formulated a vision for Inanda, based on the analysis of the area and a holistic approach to planning and development. This vision centres around four concepts:

- Social environment
- Physical environment
- Development process
- Institutional capacity (p. v).

Towards a Development Framework for Inanda (Second Draft) (1998)

A number of development principles were identified to implement the vision and guide development in the Inanda area:

- Improve quality of life
- Integrate Inanda into DMA
- Ensure long-term sustainable development
- Develop definite priorities, programmes and projects
- Build development partnerships
- Build on current initiatives
- Empower Inanda community (p. 2-6) (also see table in Annex 1 for specific physical problems and suggested interventions)

Existing initiatives in the Inanda area include:

- *Inanda Tourism Trail*

Three sites in Inanda (Dube’s house at Ohlange school, Shembe church and the Gandhi settlement) have recently been declared world heritage sites and a tourism trail is being developed for the area. The strategic plan drafted for this project identified crime as a factor likely to disrupt this initiative. Two of the sites declared heritage sites are already experiencing problems. At Ohlange school there has been violence and cars travelling to Shembe church have been hijacked.

- *Intathakusa*

The Durban Metropolitan council, as a pilot urban agricultural project for the Inanda area, has introduced the Intathakusa programme. This could act as an important model for other future urban agricultural projects.

Annex 2

CRITERIA FOR SELECTION FOR THE KWAMASHU/INANDA SOCIAL CRIME PREVENTION PROJECTS

It is proposed that the projects submitting applications for funding are subjected to the following criteria:

Implementation of the project must be by a locally based community organisation, or an individual, or by a partnership of community organisations. If you are working in a partnership, please provide the Management Committee with a copy of the partnership agreement and explain how you will work together. The projects must meet, or cross cut, one or more of the following critical intervention areas:

1. Improving school safety, with the following priority areas identified:

Safer school policy and guidelines that involve SGB's, parents and learners, and encourage public awareness and campaigns to support the implementation of the policy and guidelines.

Dealing with issues such as firearms, substance abuse, drugs and violence prevention

Sexual violence in schools

Improving the physical environment of the school – eg. vegetable gardens, graffiti, litter.

2. Substance Abuse

Education and awareness campaigns that support families and helps them recognise symptoms of abuse and provides appropriate support mechanisms.

Linking appropriate service providers who will help families identify, manage and prevent substance abuse

The establishment of drug free zones in the target area such as churches, schools and community centres and encouraging people to “speak out” against substance abuse, drug dealers also the proprietors of rogue shebeens who sell to underage youth

3. The proliferation of firearms

Developing an awareness campaign on the implications of the Firearms Bill, including How to keep your gun safe from theft, use by children, and the licensing and procedures for legal ownership. Also how to hand in your gun and the consequences of having an illegal gun and what you can do about it.

Reducing gun violence, death and injury through a communication and community public awareness campaign.

Encouraging “firearm free zones” in places such as taxi’s and taxi ranks, shebeens, clinics, churches, shops and schools.

4. Domestic violence and rape

Education and awareness campaigns, which prevents and deals with victim support and information on issues like “What is rape”. Gendered issues in rape, violence in the home, child abuse, and improving parenting skills.

Alternatives to violence – training workshops which provide alternative skills like mediation, conflict resolution, dealing with trauma and support for victims.

Breaking cycles of violence in particular to reduce the facilitators of violence like substance abuse, guns as a solution to conflict, gang activity and alcohol abuse in the home. This would include improving living conditions, reducing overcrowding, and the promotion of a clean healthy environment.

5. Environment

To improve the living conditions of the community through, for example, removing graffiti, clearing vacant lots by removing car chassis, old tyres, crates, etc. Painting street names and numbers, planting verges and cleaning pavements, establish collect-a-can points, cleaning up plastic bags and other litter.

6. Improving community capacity

Encouraging community participation and improved management in facilities such as sports fields, community halls, park watches, neighbourhood watches, music, drama and the development of bands, teams, and groups which provide meaningful activity and involvement for community members.

Establishing networks and linkages with role players and community members

Encouraging participation in community policing activities, including building capacity, establishing sub forums, developing networks within the community and encouraging the culture of volunteerism to ensure safe and healthy communities.

Preference will be given to projects that:

1. are locally based and have a strong community development orientation and are representative of the community and meet one or more of the focus areas listed above.
2. will work in all of the identified areas and have realistic outcomes. The diversity of the areas will need to be acknowledged – for example projects in Inanda would need to take into account the rural and urban contexts.

Please Note : You may submit more than one application but only one project will be awarded per organisation or individual

Projects must :

- a. Be completed within an 6 month period – January to June 2002
- b. Submit a final report will be due by the 15th July 2002
- c. Be prepared to be profiled or used for communication and research purposes in order to facilitate replicability
- d. Attend a financial management workshop which outlines procedures
- e. Submit written report every 6 weeks and a interim financial statement at the end of the 3rd month
- f. Be prepared to be visited on a monthly basis by the project team

Project proposals should be no more than **six pages** long and must clearly state the following :

1. The *aim* of the project
2. A *brief description of the project*, indicating how it will contribute to urban renewal and social crime prevention
3. The *project objectives*, including planned activities which must meet the needs of the community and be measurable
4. A *time frame* for the implementation of the project which fits the 6 month funding period
5. The organisations name, background, contact details, and brief overview of previous experience and activities must be included
6. Details of the accountability structure of your project team
7. Indicate the *key stakeholders* that you will be working with eg SAPS, or Provincial Departments and how you have structured your working agreement or relationship
8. A *detailed budget* for the project, which details budget lines. Please see attached example. Transfer of funds will take place in three instalments, one after the signing of the agreement and the financial workshop, the second half way through the project and the final after receipt and approval of the final report and financial statement. Tax clearances will not be required because this is not a State Tender process.
9. Please provide detail how your project will *evaluate* its impact – provide the following information and build this into your action plan and budget:
 - i. Provide the criteria of how you will measure each of your objectives in the short and longer term
 - ii. Indicate how and when you will measure this during the project
 - iii. State what you expect to change because of this project.
 - iv. Towards the end of the project, have a feedback or review of what worked in the project, what didn't, what could have been done differently, and what the people involved in the project have learnt from the process
10. Indicate how the project will end or how it will be sustained or replicated in other areas of the community.

The selection committee will evaluate project proposals according to the following criteria and scale:

- a) Project proposal 40%
- b) Local implementation/management feasibility 10%
- c) Cost and budget 30%
- d) Meeting criteria 20%

The decision of the Management Committee is final and no correspondence or discussion will be entered into.

Submission of Proposals :

The Closing Date for Proposals is : 6th December 2001 at 16.00 hrs. Please place proposal in the box provided at the Idasa Offices, 1904 Maritime House, Salmon Grove, Durban or Safer City office, Site 11139 Nombela Road, KwaMashu

Please submit one copy of your proposal and budget in a sealed envelope and ensure that you sign the receipt book provided when you deliver it.

A project proposal briefing will take place on 12th November at 10.00 am the KwaMashu Safer City office and 13.00 hrs at Inanda at the Bester's Hall.

A business planning meeting which is designed to help you complete your proposal will be held on the 20th November 2001. Venue to be announced.

Information package will be available at the Idasa office and the Safer City Office.