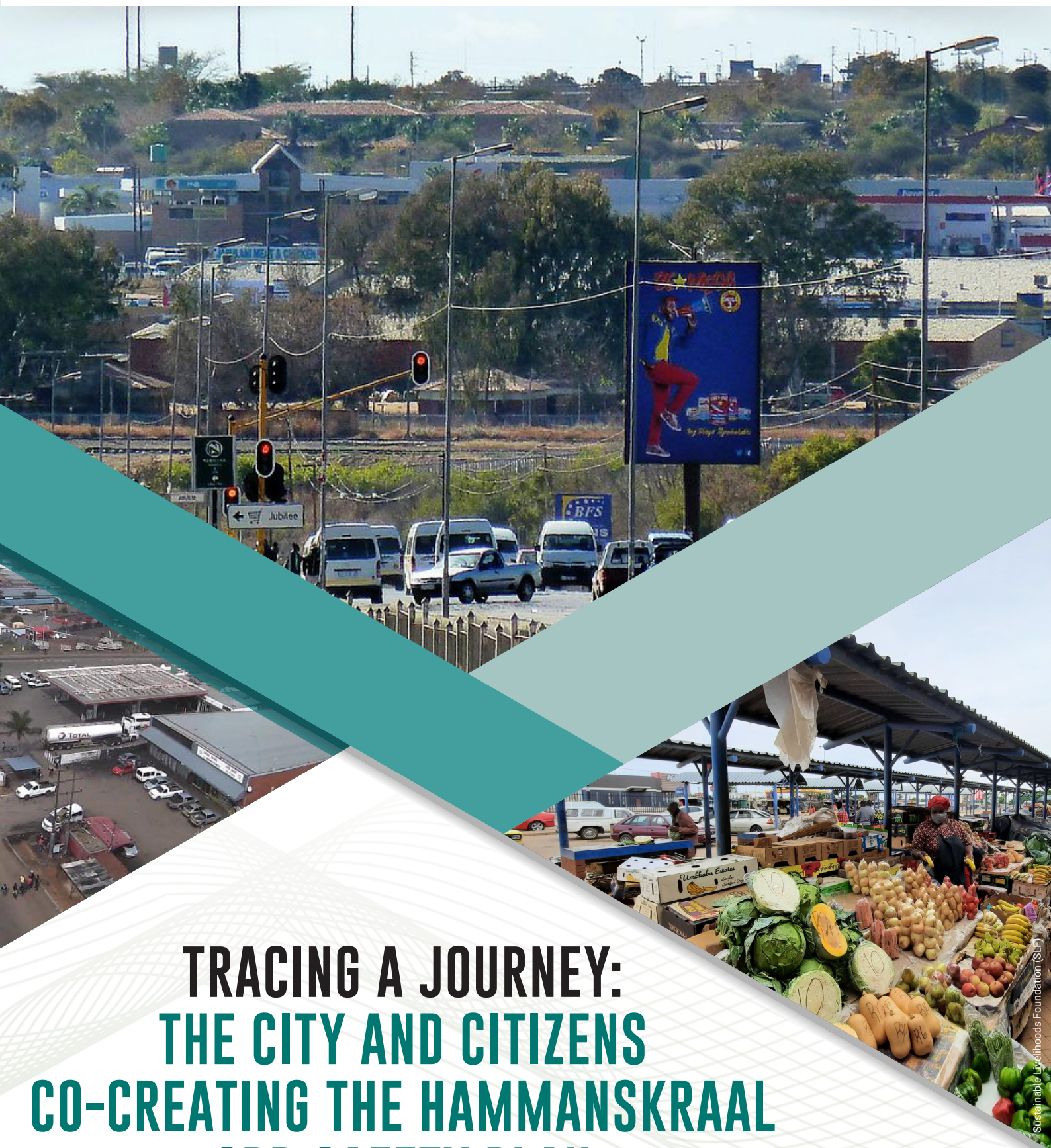




TRACING A JOURNEY: THE CITY AND CITIZENS CO-CREATING THE HAMMANSKRAAL CBD SAFETY PLAN

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EXECUTIVE SUMMARY

The South African Cities Network (SACN) promotes good governance and management in South African cities. The SACN responds to strategic challenges facing South African cities through research, peer learning and knowledge generation. The Network further promotes shared-learning partnerships between different spheres of government in order to support and strengthen the management of South African cities.

The Urban Safety Reference Group (USRG) is one of the thematic reference groups within the SACN. The USRG facilitates advocacy and peer-to-peer learning on the subject of urban safety and is convened by the SACN with the technical support of the Inclusive Violence and Crime Prevention (VCP) Programme. The VCP Programme is a joint development programme between the governments of South Africa and Germany. It is implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and co-financed by Global Affairs Canada (GAC).

One of the core themes of the USRG relates to evidence-informed decision-making for safety. This theme prioritises gender-centred and community-oriented approaches to violence prevention.

In September 2023 the SACN issued terms of reference for a project entitled “Designing and Applying Precinct-Based Safety Interventions”. This project required community engagement and the co-design of a precinct-based safety plan that would shape a holistic safety intervention within the precinct of the Hammanskraal CBD. The aim of the project was to provide the City of Tshwane and its area-based management interventions with an integrated

and holistic crime/ violence prevention plan and set of interventions that could be integrated into a precinct plan.

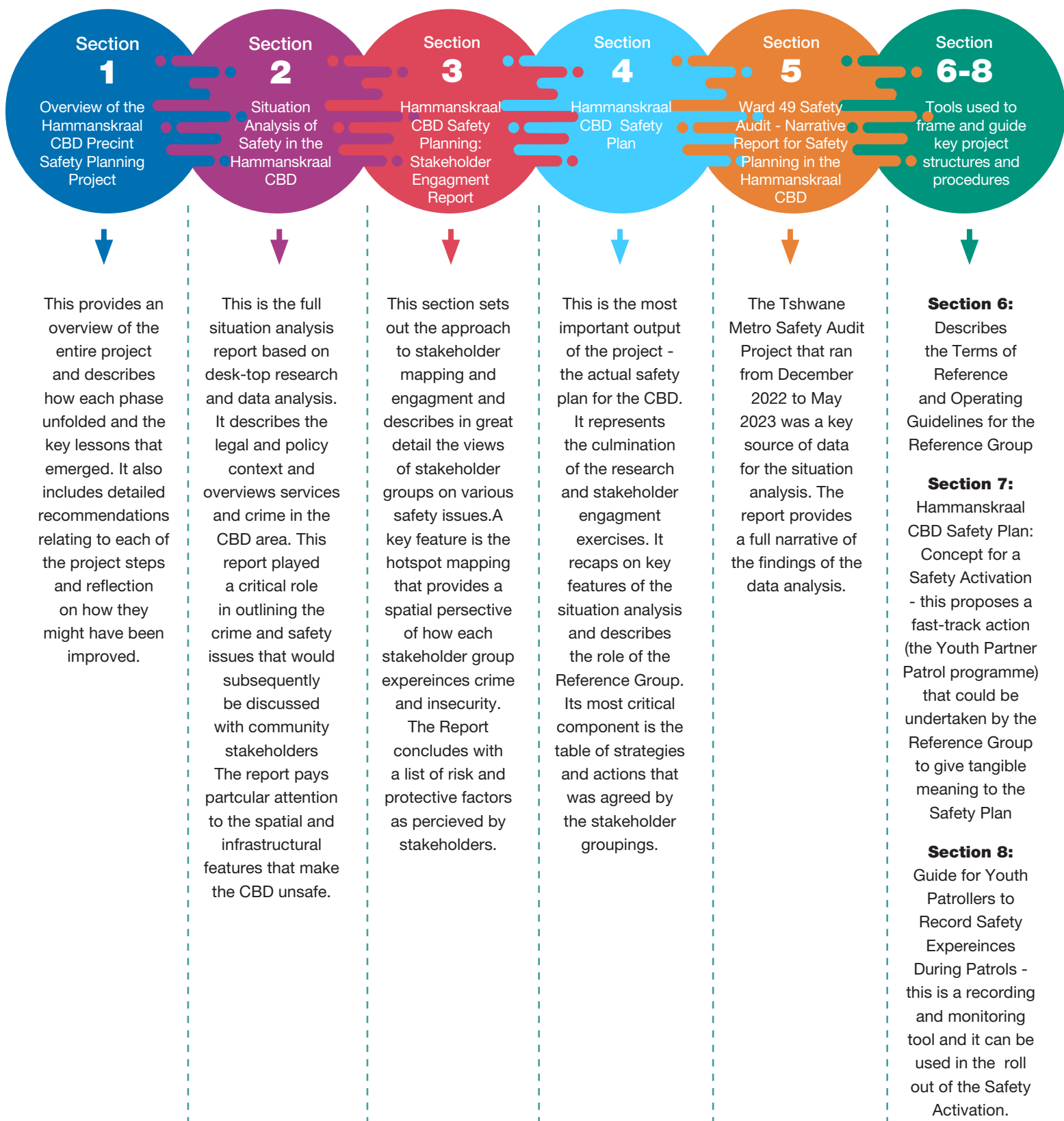
In October 2023, a service provider partnership of Mbumba Development Services and Planact were appointed to implement the project over a period of approximately 11 months. The key outputs of the project involved five key phases, namely:

1. The analysis of the existing safety status quo in the Hammanskraal CBD;
2. An extensive engagement with key stakeholder groups;
3. The establishment of a community-based reference group;
4. The participatory development of the safety plan / safety interventions and
5. The public launch, in partnership with the Tshwane Metro Police Department, of the plan

The full set of outputs and milestones are described in the main body of this report.

This package of reports and other resources is aimed at documenting the process and providing learning tools for other cities and public entities that may wish to undertake a similar precinct-based safety planning exercise. The package is structured in order to provide a clear overview of the entire process but also to allow users to ‘dip into’ and select individual resources for their own usage.

The structure is as follows:



When the SACN funded phase of the project concluded in July 2024, the Tshwane Metro Police Department had partnered with the Reference Group to launch the Safety Plan at a high-profile public event in Hammanskraal. The TMPD had also assumed the role of providing support to the Reference Group and was exploring training needs and the possibility of formalised public works programmes to undertake further components of the safety plan.

10
MONTHS

13
STAKEHOLDER GROUPS

15
FOCUS GROUPS /
INTERVIEWS



2
COMMUNITY
POLICING FORUMS



15
ACTS / POLICIES



6
MEMBER IMPLEMENTATION
TEAM



9
KEY SAFETY TOPICS



2
MONTHS OF STAKEHOLDER
ENGAGEMENT



1



OVERVIEW OF THE HAMMANSKRAAL CBD PRECINCT SAFETY PLANNING PROJECT



ABBREVIATIONS AND ACRONYMS

CBD	Central Business District
CoT	City of Tshwane
CPF	Community Police Forum
CSF	Community Safety Forum
CSP	Cities Support Programme
GBV	Gender-based Violence
GIS	Geographic Information System
NT	National Treasury
RG	Reference Group
SAPS	South African Police Service
SLF	Sustainable Livelihoods Foundation
StatsSA	Statistics South Africa
TED	Township Economic Development Project
TMPD	Tshwane Metropolitan Police Department
TRS	Township Revitalisation Strategy

HAMMANSKRAAL CBD PRECINCT SAFETY PLANNING PROJECT

Background

The Hammanskraal CBD Safety Plan was developed as a precinct-level initiative to assist the City of Tshwane to identify and develop integrated violence prevention interventions that reflect the spatial aspects of the central business district. The Safety Plan will ultimately form part of a larger precinct plan that helps to shape the City's safety and area-based management interventions. Key features of the planning exercise are:

- It should include community engagement and co-design of the planning process and outcomes;
- It should encompass the community's experiences, challenges and recommendations and co-create context-specific safety measures;
- It should consider how public spaces are accessed by women and other vulnerable groups and the safety implications that arise.

The Hammanskraal Central Business District with its chaotic trading spaces, crazy traffic and startling examples of both planned and opportunistic crime could easily be regarded as a case study in "social disorganisation." Social disorganisation theory suggests that crime happens when relationships between different stakeholders in the

community are non-existent or breakdown¹. On the face of it, different stakeholder groups in the Hammanskraal CBD are at loggerheads; traders compete with pedestrians for space on the walkways, mall owners use private security to create islands of safety in a sea of crime, taxis are a law unto themselves and irritate everyone - until they step in to save a hapless shopper from muggers.

It would be easy to dismiss the Hammanskraal CBD as a public space fraught with competing economic and social interests. Visually it lacks any semblance of order or regulation and seems to shrug off most planning and development initiatives, be it from the private or public sector.

But this precinct level safety project also reveals a thriving economic hub, indispensable to the people who live, work and play there. Community engagement revealed a surprising consensus in the way different community stakeholders perceive crime and disorder and how they would like it remedied. For many stakeholders the CBD is a critical livelihood source, part of an unavoidable commute to school or work. It is also a concentrated hub of public and commercial services as well as a regional terminal for much longer journeys.

Stakeholders view the CBD in different ways but experiences of crime tend to be common. The core

¹ See for example Shaw, Clifford and Henry McKay (1942) *Juvenile Delinquency and Urban Areas*, Chicago, University of Chicago Press

stakeholders that emerged from more than a dozen stakeholder groups to form the Reference Group for this project do not necessarily share a particular view on how the CBD should be designed, managed and policed. They do however share a common concern about existing levels of crime and social disorder. If safety and security is an outcome of social cohesion, as many theorists suggest, then the CBD has a long way to go. But this engagement and planning exercise, drawing primarily from those who actually use and rely on the CBD, suggests that abstract notions of cohesion may be less important than a pragmatic commitment to pursuing common safety interests. This is an underlying principle of the Reference Group and has shaped its role in the project in a profound manner.

The project was conceived as a precinct-level safety planning exercise, rolled out largely in support of larger scale infrastructure and economic development initiatives for the area. Stakeholder engagement took a new direction once it became clear that the different groupings not only wished to have input into the plan but also wanted action as soon as possible.

The following sections of this resource describe how the engagement and planning process unfolded. It includes reflections and lessons for other government and non-government entities that may wish to follow a similar path.

Overview of the process

Spread over a period of 10 months, the project followed the following phases:



Situation analysis

The full results of the situation analysis are contained within the report *Situation Analysis of Safety within the Hammanskraal CBD and the Ward 49 Safety Audit: Narrative Report for Safety Planning in Hammanskraal CBD*.

Description

Stakeholder identification and mapping was part of the situation analysis and was undertaken to clarify who the key stakeholders are and how they are affected by crime and violence. It also examined how gender, age, sexual orientation and other markers of vulnerability effect experiences of crime and violence in the precinct. The Community Mapping step developed a list of stakeholders and described their link to the safety issues identified in the situation analysis and their potential function and roles where applicable. The final step in the stakeholder identification /community mapping phase was the site visit held on 23rd November 2023. The site visit helped to clarify certain contextual realities. The final Stakeholder/Community Mapping instrument was developed after the site visit. The *Community Mapping* resource therefore comprises a list of stakeholders and how they are impacted by or impact safety in the CBD. Also included is the intended format by which each stakeholder will be engaged. Thirteen key stakeholder groups were identified for engagement (not all of them participated in the subsequent planning.)

Reflection & Lessons

The information and resources provided by the Cities Support Programme (CSP) and the Tshwane Metro Police Department proved to be critical. Without ready access to such data, an entirely new stream of literature searching and data sourcing would have been required. Matching stakeholders to key safety issues was essential and allowed research instruments to be fine-tuned. It also ensured that subsequent focus groups had the necessary emphasis and structure. (See *Stakeholder focus group and interview guide*)

Its main function is that it references the contextual realities that emerged from the situation analysis. The relevant and critical stakeholders that should contribute to the safety plan for the Hammanskraal were initially defined at broad level and then refined as it became clear how they related to crime and violence. In the subsequent engagement and planning exercise, new stakeholders and potential role-players continuously emerged. A careful balance needs to be made between community representativity / useful voices and those that are in a position to make informed inputs into the safety plan. Constantly expanding representation may create the sense of popular endorsement but can become unwieldy and ultimately handicap the planning process.

Stakeholder engagement

The approach to stakeholder engagement is set out in the Stakeholder focus group and interview guide. The findings of the engagement are contained within a report that consolidates the records of more than a dozen focus groups / interviews, namely the Hammanskraal CBD Safety Planning Stakeholder Engagement Report.



Description

The engagement process and tools were geared to discovering how specific vulnerable groups are impacted by crime and how urban design and management applications could reduce such vulnerability. The focus group methodology was structured (See *Stakeholder focus group and interview guide*) and included generic questions which were relevant to all stakeholders as well as stakeholder specific questions which were only posed to the relevant group. Apart from focus groups, interviews were also used to engage certain groups / individuals. Analysis was conducted according to hotspot areas – each stakeholder group undertook the task. Focus areas included gender-based violence, youth violence and public space / environmental factors that shape the likelihood of violence and criminality. The *Hammanskraal CBD Safety Planning Stakeholder Engagement Report* was formatted to allow comparison of stakeholder response to each of the safety issues under discussion. For each safety issue, there is a dedicated assessment. The report concludes with a summary of risk and protective factors identified by stakeholders and a template for prioritisation of issues to be used in the next planning step.

Reflection & Lessons

A key feature of this research method is that it encourages the interrogation of quantified data by community members. 'Scientific' expertise is thus subject to experiential interpretation and verification by stakeholder groups. However, it is also important to avoid endorsing popular misconceptions or 'leading' the discussion towards pre-determined outcomes. Research queries and the number of questions must be manageable to avoid focus group 'overload'. In some instances, the stakeholder response was brief or contained limited insight – skilled and experienced facilitation is critical in avoiding these pitfalls. Generic questions on safety typically make respondents feel comfortable, promote discussion and allow responses to be compared across stakeholder groups (because people are responding to the same question.) Sector-specific questions are also important however and may require more skilled facilitation. GBV discussions, for example, were unpredictable and tended to follow narratives that did not match data analysis or evidence. There appears to be a significant level of community scepticism around official GBV discourse, whether it emanates from NGOs or government.

Community meeting

Three community meetings were planned as part of the engagement process, however since the stakeholder engagement exercise became a far more intensive exercise with more than a dozen interactions, the community meetings were scaled back to a single event.

Description

The community meeting in Hammanskraal drew 33 participants with many of the stakeholder informants also attending. The meeting was called to present the outcome of the stakeholder engagement exercise and to notify the public of the safety planning process underway. In the interests of accessing participants with a real interest in community safety, invitations were issued via the existing stakeholder groups with the request that they broaden it out to their networks and peer organisations. The meeting covered:

- Project objectives
- Stages of the project
- Stakeholder mapping
- Findings of the stakeholder engagement
- Summary of risk and protective factors identified by stakeholders.

In discussion with the facilitators, the participants endorsed the idea of a *planning reference group* to review and make contributions to drafts of the safety plan. The idea of *safety platform or forum* was also raised repeatedly. This did not however follow the prescripts of a conventional Community Safety Forum (CSF).

Reflection & Lessons

The participants engaged strongly with the safety findings presented and confirmed the main findings of the research. Discussion between some organisations, particularly the trader's association and the CPF was especially robust. Neither the ward councillor nor the taxi association (both previously engaged as key stakeholders) were present and this sparked considerable public criticism. (However, a representative of the office of the ward councillor subsequently joined the Reference Group and currently plays a lead role.) It emerged that there was underlying dissatisfaction with the performance and integrity of local government, the police and most of the authorities responsible for public infrastructure and services in the CBD. The bridge over the R101 was a particular focus of public criticism and distrust of government. The meeting confirmed that the CBD constitutes 'contested space' for different stakeholder groupings. However, it was also evident that the majority of stakeholders see the need to pursue the plan as a unified collective. Stakeholders who are players within conflicts clarified that they are willing to make constructive efforts to resolve those disputes. Stakeholders continue to engage collectively and positively around the plan including the possibility of establishing a *safety forum*.

Reference group formed and operating

The rational, functions and operating guidelines for the Reference Group are set out in the *Terms of Reference and Operating Guidelines for a Hammanskraal Safety Plan Reference Group (HSPRG)*

Description

The background to the Reference Group has previously been explained. The purpose of the Hammanskraal Safety Plan Reference Group is to provide input on the priorities and strategies of the Safety Plan. Apart from making inputs on the safety plan, the RG's tasks include inter alia, keeping the ward councillor informed of progress, overseeing key attributes of the safety plan (inclusivity, realistic etc), exploring the prospects for establishing the safety platform and, where appropriate, implementing decisions to take the Safety Plan forward. The membership, leadership and operating guides are contained in the Terms of Reference. The RG met formally on four occasions to consider and make input

Reflection & Lessons

The Reference Group (RG) is essentially the voice of the stakeholders who contributed their concerns and ideas to the safety plan. It ensures that stakeholders have an on-going say in the way the plan is refined and eventually implemented. The RG cannot claim to represent the full Hammanskraal public and thus endorses the concept of a broader safety platform or forum. The RG has shown great commitment to the safety planning process. Meetings are generally well-attended even though members often sacrifice time that could be used in securing their livelihoods. As described, organisations on the RG often debate key safety issues such as the balance between trading and business and the need for

on drafts of the safety plan or related aspects. Various other interactions were held virtually or via social media. Previously supported by the service provider, the RG has now been assisted to form a working relationship with the TMPD and has even allowed a senior manager within the Office of the Chief of Police to lead some of its meetings.

safe, clean and orderly urban spaces where by-laws are enforced. In general, however the RG appears committed to positively resolving conflicts. Since making input on the safety issues within the plan however, the RG has struggled with carrying plans forward to strategy and action. Some participants may regard the safety plan as purely an advocacy instrument to elicit a response from government, others clearly feel that the stage has been reached where those actioning key parts of the plan should be remunerated. These expectations are valid and reflect one of the dilemmas inevitably reached when community volunteers take on a public interest project of this nature. Currently (July 2024) the RG has made slow progress with the Activation (a concept that requires one key element of the safety plan to be piloted / tested). Meetings with the TMPD continue however and the Activation Concept is now leaning more towards capacitation and public awareness activities.

Draft and final safety plan

Although formally represented as a distinct step in the planning process, the substance of the plan was developed incrementally throughout all phases of the project. The outcome was the *Hammanskraal CBD Safety Plan – Final Draft June 2024*.

Description

The main output of the project is a precinct-based holistic safety plan and intervention shaped by evidence and the needs and aspirations of stakeholder groups – mainly women but also at-risk youth and other vulnerable groups identified during the community engagement stage. The important sections of the plan deal with the situation analysis (especially perceptions of safety and policing & crime). Also important are the role of the Reference Group, strategies and actions and institutional matters and organisational structure. Strategy and actions cover 10 areas, of which the following are key:

1. Infrastructure changes (the bridge but also other infrastructure)
2. Trading in the CBD/ law enforcement
3. GBV and victim support services
4. Vacant land and neglected public spaces
5. Risks to youth and learners
6. Citizen surveillance
7. Private spaces and safety
8. The targeted rehabilitation of sports / recreational complexes and parks.

Because there is no budget for the plan, activities have not been costed however specific government and non-government respondents are identified (see the linkages to other plans and programmes). The Plan includes a simple organogram for the structure of the Community Safety Platform. This would allow specific components of the Plan to be driven by sub-forums.

Reflection & Lessons

The Safety Plan reflects the issues identified by stakeholders and aligns with the desk-top analysis. The plan is action orientated but at this stage fairly broad in operational details. Priorities have been determined by the stakeholders but the RG still has to determine how these priorities will translate into the sequencing and timeframes of key activities. The determination of timeframes and benchmarks as well as monitoring and evaluation systems will be part of the future refinement. The identification of respondents for particular actions reflects the assumption that resources for implementation must flow through existing programmes earmarked for the CBD. This includes for example, CSP motivated infrastructure investment, Tshwane Metro's overall Community Safety Framework, the *Precinct Development Plan and Strategy for the Hammanskraal Urban Hub* (which includes an investment plan and identified projects) and /or the Gauteng Province's Community Safety Strategy. *The Hammanskraal CBD Safety Plan: Concept for a Safety Activation*² is part of the Plan. This was framed as a 'lead' or 'pilot' activity of the Plan. Currently, it seems that RG is only prepared to launch this activity once there is assurance of funding support. By July 2024 the TMPD had assessed that the RG would require capacitation and further interaction with the public in order to continue the momentum it has already achieved.

² This includes a reporting tool for youth patrollers – *Guide for Youth Patrollers to record safety experiences during patrols*

Safety platform established

Description

The terms of reference for the project correctly anticipated that some form of community forum would be useful to draw together and possibly coordinate the safety stakeholders for further implementation of the Safety Plan. In the course of the project, the Tshwane Metro's policy framework for community safety structures remained fluid and does not as yet outline a role for precinct-level community safety forums.

Reflection & Lessons

Through stakeholder engagement and feedback from the RG it has been established that a safety platform or forum is indeed necessary and should have the following functions:

- a. A forum for on-going review and update of the safety plan including public engagement and awareness creation.
- b. A coordinating platform for safety communication and joint action between government and community stakeholders with a strong emphasis on ensuring that there is proper communication around any new developments / infrastructure development in the CBD.
- c. An operational platform for any joint initiatives with TMPD, SAPS and Gauteng Department of Community Safety.
- d. A forum for addressing and resolving any disputes or conflicts between stakeholder groups and finding new ways in which stakeholders can collaborate and unify to pursue common objectives.
- e. The safety voice of the community in establishing contact with related development programmes in the area including National Treasury's Township and Industrial Area Revitalisation Programmes.
- f. Liaise with relevant stakeholders in the CBD including businesses and civic organisations, taxi associations, traders, the CPF, SAPS and the municipality in order to launch joint programmes or projects around safety.
- g. Keep relevant stakeholders, including partners, and the municipality, fully informed of progress in implementing the safety plan and seek feedback and the building of goodwill.
- h. Ensure strong endorsement of the Safety Plan and its implementation efforts, particularly from the municipality and police as well as all stakeholders.

RECOMMENDATIONS

- There are several reasons to undertake area-based or locality specific community safety plans. Possibly most widely endorsed is the idea that it allows for community ownership and evidence-based interventions strongly grounded in a thorough understanding of the specific risks and protection factors of the locality. Another reason is that it allows law enforcement and policing resources to be deployed with maximum impact. Decentralised planning with community participation has taken many forms over the past decade but the objectives and benefits are not always clear. In the case of Hammanskraal the rationale is clear. An economically thriving but chaotic urban space with little regulation, widespread crime and high conflict potential clearly justifies a custom-made solution. Most other metro precincts however may not require this level of safety intervention, especially if there are already safety-inclusive ward plans in place or CPF plans of reasonable scope.
- The steering committee or reference group that takes on the role of leading stakeholder participation in the planning phase should first be trained in basic community safety concepts. They should also be made familiar with the key steps in the planning process, in particular the necessary shift from broad discussion / venting of issues to more strategic discussions of priorities and actions.
- Skilled and highly experienced facilitation is critical, especially when dealing with safety issues that directly impact particular stakeholder groups or issues where different stakeholders are in dispute.
- The planning process should be carefully explained in advance and the functions of each step should not be allowed to merge into other steps. For example, discussions at focus group level can be open, unstructured and loosely managed. Actual planning sessions should be structured, have clear objectives and be tightly facilitated to avoid becoming simply a *talk shop* or debating forum.
- Various stakeholders have a sound experiential understanding of space, infrastructure and land usage matters in their own locality. Matching these to the professional norms and conventions of town planning is a challenge, especially in relation to more abstract concepts of usage zones / corridors and technical decisions on the function of key spaces. Interactions between those who have the formal planning mandate for the locality and the stakeholders should be more direct - new modalities for achieving this need to be developed.
- The task of integrating stakeholder-driven plans into formal plans like the IDP, other infrastructural programmes and metro-driven framework like precinct and decentralised safety planning should not be underestimated. An in-principal commitment means little unless:
- Official planning and programme development frameworks that apparently offer tangible resources or useful alignment, are realistically assessed in terms of likely prospects for implementation. Government and its service providers tend to present these as solid commitments or *eminent realities* whereas they are often nothing more than development concepts;
- Stakeholders may grow to understand that there are planners, engineers and services staff back at the municipality ready to adopt and act on the safety plan as soon as it delivered. That is not the case. Precinct-level plans will require advocacy, direct engagement with officials and political networking before they have any prospect of being recognised or implemented.
- In advance of community engagement, there should be a clear understanding of what influence stakeholders will have over existing infrastructure / management of public space / services and future designs for the use of space and contentious land parcels. The local authority and relevant service providers should realistically outline the scope for change and the political and administrative levers that will be used to affect this change.
- Three public meetings were originally envisaged as part of the overall engagement strategy but only one was held due to the required number and frequency of stakeholder focus groups. On reflection, and if time and resources allowed, it might have been more effective to have held public update meetings on the findings of the stakeholder engagement, the formation of the Reference Group and the draft safety plan.
- There should be a strategic decision on forming a *community safety forum*. On the one hand this can be an effective forum to communicate with and maintain on-going communication with the public on safety developments. It can also ensure some level of coordination amongst safety role-players. But implementation of the Safety Plan requires organisational and operational capability which is

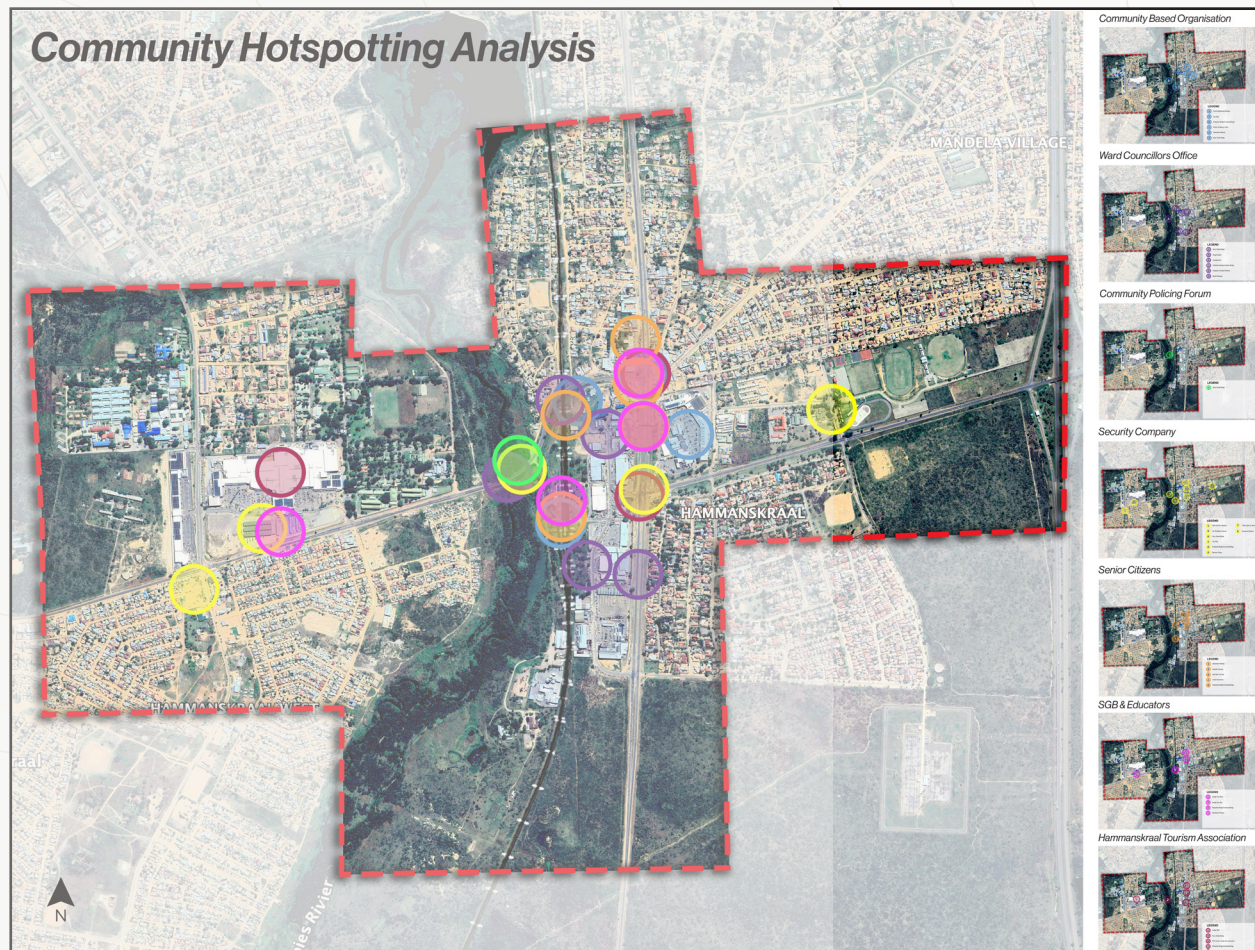
not necessarily achievable through an occasionally convened public forum. In the Hammanskraal situation it is likely that the TMPD will assist the RG to launch the Safety Forum and possibly act as a secretariate thereafter. This however is an innovative safety solution rather than a policy certainty. However, having fully operational sub-forums (as outlined in the Safety Plan) drawing only on community volunteers, may be unrealistic. Organisational options outlined in the *Situation Analysis Report* include the *CoT Municipal Service District (IMSD) Framework & Community Upliftment Precinct initiatives (CUP)* but this model also relies on voluntary community inputs. The realities of operational capacity and the need for funded activities should be considered before opting for a model.

- Precinct-level and area-based safety planning needs to be reconciled and aligned with CPF safety plans and other neighbourhood-level safety planning initiatives. CPF safety plans are (in theory) developed and applied at station level. CPF plans are often only reflective of actions and programmes in which SAPS is active however, in recent years SAPS has attempted to broaden the scope of such plans to include for example social crime prevention. Safety plans for municipal wards are also a likelihood in the near future. Clear policy and improved cooperative governance are required to ensure that these different localised planning initiatives do not overlap and lead to duplication and wasted resources / effort.



Sustainable Livelihoods Foundation (SLF)

SITUATION ANALYSIS OF SAFETY IN THE HAMMANSKRAAL CBD





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ABBREVIATIONS AND ACRONYMS

CBD	Central Business District
CoT	City of Tshwane
COGTA	Cooperative Governance and Traditional Affairs
CSP	Cities Support Programme
FCS	Family Violence, Child Protection and Sexual Offences (Unit)
GIS	Geographic Information System
MSDF	Municipal Spatial Development Framework
MTEF	Medium-Term Expenditure Framework
NDPP	Neighbourhoods Development Partnership Programme
NT	National Treasury
SLF	Sustainable Livelihoods Foundation
SMME	Small, Medium and Micro-Enterprises
SPLUMA	Spatial Development and Land Use Planning Act, 2013
StatsSA	Statistics South Africa
TED	Township Economic Development Project
TRS	Township Revitalisation Strategy

1. Introduction

This situation analysis is the first step towards the development of holistic precinct-based safety plan and a trial safety intervention in the Hammanskraal CBD. Both outcomes will ultimately be shaped by evidence and the needs and aspirations of stakeholder groups – mainly women, at-risk youth and other vulnerable groups identified during the scoping / community engagement phases. The desk-top research component of the project was followed by a site visit and engagement with key role-players in the policing / safety sector. The aim is to describe and begin to understand the spatial distribution of crime and violence, how it manifests and what drives these forms of urban insecurity. Reviewing existing literature, research outputs and project concepts helped to set the parameters and key discussion points for the site visit and initial stakeholder engagement. The stage has therefore been set for further community engagement with Hammanskraal CBD stakeholders who will be assisted to identify the specific vulnerabilities they experience and explore ways to reduce such vulnerability.

Desk-top research is also useful in understanding how the precinct is described and understood in official situation reports, plans and government strategy. This is important in delineating likely assistance and resources that the precinct site could draw upon and possible symbiotic contributions from other government agencies. Participatory or stakeholder-directed planning draws upon the prior engagement exercises, quantified data and other evidence gathering procedures. Community participants are encouraged to engage with and provide a first-hand interpretation the crime and violence realities of the precinct and how these can be reversed or transformed to reduce vulnerability and enhance safety.

Planning and strategy formulation must consider the realities of institutional settings and programmatic context. For this project, the convergence with existing or proposed programmes and resource streams of the Cities Support Programme sponsored *Township Economy Development* (TED) project at Hammanskraal is critical. It is also important that the CBD safety priorities identified by stakeholders begins to shape and add substance to the *Hammanskraal Urban Hub Precinct Development Plan and Strategy*. In parallel with this situation analysis, the TED team for Hammanskraal is in the process of commissioning service provider to develop a precinct management plan and operational strategy for the CBD area.

The findings of this desk-top survey will therefore inform

subsequent engagement exercises with a range of stakeholders such as informal trade associations, ward committees, youth organisations, women's groups and relevant metro role-players such as Tshwane Metropolitan Police, community policing structures, the Tshwane Local Economic Development Unit and the South African Police Service at station level.

2. Legislative and policy context

This section provides an overview of relevant legislations and policies that shape the role of local government in community safety and precinct development

In the broadest legal sense, the South African Constitution, the Municipal Systems Act, the Municipal Structures Act (discussed further in the table below) and municipal by-laws passed by individual municipalities regulate how local governance and public administration is applied. These foundation instruments are supplemented by technical legislation related to infrastructure development, services, land usage and management and many other regulatory functions too numerous to detail here.

In respect of the two municipal Acts mentioned however, it should be noted that these do not contain specific provisions on community safety but frame broad municipal functions, systems and planning conventions. It is within this framework that community safety is planned and operationalised.

In terms of policy, the National Development Plan (NDP), the 2016 White Paper on Safety and Security (WPSS), the 2016 White Paper on Policing (WPP), the Integrated Urban Development Framework (IUDF), the Integrated Social Crime Prevention Strategy (ISCPS) and the Community Safety Forum Policy (CSFP) provide an overarching framework to guide the decisions of government relating to community safety. These policies are applied and given regional specificity in various provincial safety strategies and policies such as the Gauteng Safety Strategy.

The 2016 White Paper on Safety and Security places specific emphasis on the role of local government (with support from provincial government) in developing comprehensive IDPs and community safety plans that respond to the specific needs and challenges of a community. With this key policy as the point of departure, the relevance of specific laws and policies are presented in the table overleaf.

CORE POLICY

National Development Plan	Chapter 12 of the NDP speaks to 'Building Safer Communities', and includes the following objectives: Using an integrated approach to safety by addressing the underlying drivers of crime and violence Building community participation in community safety; and Strengthening the criminal justice system and professionalising/ demilitarising the police Prioritising the safety of women and children	The key message is that SA's high levels of crime and violence have slowed down South Africa's economic growth The NDP sets the tone and direction for the WPSS
White Paper on Safety and Security (2016)	The WPSS advocates an integrated and multisectoral approach to community safety through six themes: Effective criminal justice system: Early childhood interventions to promote safety: Victim support services: Integrated and effective service delivery: Safety through environmental design (STED): Active public and community participation The WPSS acknowledges the vulnerability of women and children and LGBTIQI+ communities and calls for interventions to address gender-based violence.	An important principle is that CS interventions should be evidence-based A key focus is the respective responsibilities of different spheres and depts of government
Community Safety Forum Policy (2011)	Community Safety Forums (CSFs) are intended to serve as a platform for the coordination, integration and monitoring of multi-sectoral crime prevention and community safety initiatives. All municipalities should take responsibility for establishing and operating CSFs with strong public / community representation. CSFs align to municipal boundaries and may include more localised sub-structures CSFs are assisted by the CSPS but local government has broad institutional and leadership responsibility for the CSF, including secretariat services, a budget and infrastructure for CSF functioning. The CSF annual program of action which must be incorporated into the municipal IDP.	Note: CSF programmes, must comprise an integral part of the municipal IDP. M&E tools are provided for evaluating CSFs CSFs are key to public participation in the CS plan, monitoring of the plan and the launch of partnerships with CSOs for projects and programmes arising from the CSP

Integrated Urban Development Framework	The IUDF is South Africa's urban development policy for South African cities and towns. It attempts to steer urban growth towards sustainability and spatial transformation, reversing the apartheid spatial legacy and building liveable, inclusive and resilient towns and cities. The IUDF includes urban safety as one of three crosscutting issues and incorporates matters of community safety, and violence and crime prevention in its nine policy levers. These policy levers relate to the integration of functions like spatial planning, transport, sustainable human settlements, urban infrastructure, land governance and management, inclusive economic development, active communities and effective urban governance. The IUDF proposes five key safety strategies all of which are directly relevant to local government: - The development of integrative local safety plans. - The improvement of the urban built environment. - A focus on prevention initiatives. - The incorporation of social components into prevention initiatives. - The incorporation of community/public participation in prevention initiatives.	Important to remember: A key focus is the linkages between urban and rural economies and the special risks associated with large densely settled urban areas. The IUDF includes many short and medium-term interventions that can positively impact community safety. These include local government functions such as the upgrade of informal settlements, inner city and township regeneration, inclusive housing strategies and local economic development.
Integrated Violence and Crime Prevention Strategy, ICVPS (2021)	The ICVPS gives expression to the principles of the White Paper on Safety and Security in the form of a strategic plan to prevent crime and violence in South Africa. The strategy applies to the three tiers of government, community, civil society and private sector. It advocates for an integrated and developmental approach with evidence-based planning and implementation. The strategy aims to clarify the role of local government in safety by developing guidelines on the relationship between spheres of government as well as provide guidelines on resources and institutional capacity. The strategy calls for the implementation of programmes and interventions aligned to crime and violence prevention outcomes.	In order to be effective, crime and violence interventions must address both risk and protection factors and should be context appropriate. Vulnerable and at-risk groups are a priority
National Strategic Plan on Gender-based violence and Femicide 2020-2030 (NSP-GBVF)	Key elements of this plan have already been described in Chapter 2. The (NSP-GBVF) is a 'multi-sectoral strategic framework to realise a South Africa free from gender-based violence and femicide. It recognises all violence against women (across age, location, disability, sexual orientation, sexual and gender identify, nationality and other diversities').	Key principles include the equality of all gender groups including the LGBTIQI+ community Accessing services is a human right.

POLICING AND COMMUNITY SAFETY LEGISLATION

Civilian Secretariat for Police Service Act (& Regulations 2016)	The Civilian Secretariat for Police Service Act 2 of 2011 (and Regulations of 2016) establish the Civilian Secretariat for the Police Service in the Republic and define the objects, functions and powers of the Secretariat. Much of the Act is administrative and deals with alignment with the national and provincial spheres of government and the manner in which the Secretariat is organised, staffed and managed. Cooperation with SAPS and police oversight bodies such as IPID is also covered. The Regulations (2016) include key provisions relating to the basic purpose of the CSPA including monitoring and oversight of the police. A fundamental aim is to enhance the democratic accountability and the effectiveness of the police service through constructive engagement.	A key purpose is the continuous improvement in the effectiveness of the police service while enhancing democratic accountability and transparency. The CSPA has a key role to play in managing and assisting community safety and policing structures at municipal and community level -including CSFs and CPFs
South African Police Service Act (No 68 of 1995)	The South African Police Service Act (No 68 of 1995) provides for the establishment, organisation, regulation, and control of the South African Police Service, and related matters. The Act deals extensively with leadership and office holders within the SAPS and the powers and duties of these different offices. Staffing and disciplinary systems are described. The structure of the police in relation to different crime types is outlined. Chapter 7 deals with community policing and the establishment, functions and procedures of Community Policing Forums (CPF's) and Boards. Chapter 12 (Section 64) deals with municipal and metropolitan police services and the categories of local government that may establish such services. In 1998 the White Paper on Safety and Security began a process of focusing on the role of local government in social crime prevention and a 1998 Amendment to the Police Act (No 83 of 1998) highlighted the importance of local crime prevention strategy. This led to an understanding that municipal policing should go beyond by-law enforcement and traffic management and should include crime prevention.	Chapter 7 of the Act and the interim regulations¹ deal with CPFs, how they are constituted, their functions and managerial provisions (Boards)²

¹ South African Police Service Interim Regulations for Community Police Forums and Boards: 11 May 2001;

² The Act has been extensively amended and is currently before Parliament for further amendment however the Chapter 7 provisions remain the primary legislative provision for CPFs.

PROTECTIVE POLICY & LEGISLATION

The Domestic Violence Act 116 of 1998	The Domestic Violence Act 116 of 1998 tries to provide protection to people experiencing violence whilst committing the government to stopping domestic violence. The DVA provides a wide-ranging definition of a 'domestic relationship' and describes procedures for court issued protection orders against an abuser which regulates how they may interact with the victim. The definition of abuse is not confined to physical violence but extends to emotional, psychological, sexual and verbal violence. Actions like stalking, harassment, destruction of property and other abuses are considered an offence. The process for obtaining a protection order is explained and measures that may be enforced against the perpetrator are set out.	Both the abuser and victim may be of any gender Child abuse is regarded as a serious offence, and must be reported to the police The duties of the police are clearly set out The Act is clearly one of the key instruments that can be used to combat GBV
Draft National Youth Policy 2020-2030³	The Draft National Youth Policy 2020-2030 is multi-sectoral in scope and aims at positive youth development by all three spheres of government. The policy sets out to enhance the capabilities of young people so that they act responsibly and contribute to their community and society. Youth outside the social, political and economic mainstream are to be guided to positive choices and relationships. Broad policy proposals cover youth education, mental and physical health, job and livelihood creation, and youth development institutions. The policy envisions a society where youth act as guardians of community peace by participating in efforts to curb violence and criminality in their communities.	Included in the safety provisions are community safety centres to prevent crime, community sports and recreation to direct youth to healthy and active lifestyles.
National Drug Master Plan 2019 – 2024⁴	The Department of Social Development's National Drug Master Plan 2019 – 2024 follows the United Nations Drug Control Programme (UNDCP) format of a drug master plan. The plan has seven goals: Demand reduction through prevention and treatment of drug use, misuse and abuse. Supply reduction through multi-sectoral cooperation. Ensuring availability of and access to controlled substances exclusively for medical and scientific purposes, while preventing their diversion. Identify trends and control of New Psychoactive Substances (NPS). Promote governance, leadership, and accountability for a coordinated multi-sectoral response, including economic development at community level. Strengthen data collection, monitoring, evaluation, and research evidence to achieve the goals. Stimulate robust and sustainable economic growth aimed at reducing poverty, unemployment and inequalities. The plan calls for strategies to address gangs, crime and substance abuse.	Local community dialogues are suggested as a means to remedy social ills All spheres of government including local government play a role in monitoring the implementation of the plan and strengthen data collection, M&E, and research for an evidence-based response to drug abuse. The collaboration described above should (in theory) facilitate information and data sharing that could contribute to the municipality's own safety planning

³ Draft National Youth Policy 2020-2030 (<https://static.pmg.org.za/nationalyouthpolicy-nyp-draft.pdf>)

⁴ National Drug Master Plan 2019 – 2024 4th Edition (https://www.gov.za/sites/default/files/gcis_document/202006/drug-master-plan.pdf)

LOCAL GOVERNMENT LEGISLATION

Local Government: Municipal Structures Act 117 of 1998	The Act provides for the establishment of different categories of municipality, (A=Metro, B=Local, C= District) and the regulation of internal systems including political governance, the purpose of council and how community needs are addressed. Section 84 includes provisions regarding the division of functions and powers between district and local municipalities including Integrated Development Planning. District municipalities must provide assistance and support to local municipalities – this obligation extends to community safety planning although it is not stated in the Act⁵ The core components of the IDP are stipulated in section 26 of the Act – currently this does not include community safety plans, however the WPSS suggests that community safety should indeed be part of the IDP	Category A municipalities have slightly stronger revenue raising and housing powers which can impact community safety performance Local and district municipalities are required to plan in an integrated and coordinated manner and ensure alignment with provincial and national plans
The Local Government Municipal Systems Act, 2000	The Act describes the core principles, systems and processes for municipalities and their legal status and powers and functions. It further provides the framework for planning, performance management and resource provision. Political and administrative systems are set out. Monitoring and evaluation systems and mechanisms for community participation are also stipulated. Chapter 4 requires municipalities to develop a culture of community participation including participatory governance. and mechanisms and processes for community participation. Chapter 5 sets out the process of municipal planning through the integrated development planning process.	The principles of public participation and engagement in planning, budgeting, performance management etc are key to successful safety planning
Municipal Finance Management Act, No 56, 2003	The Act aims to ensure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government and apply treasury norms and standards for local government The Act also aims to put in place a sound financial governance framework by instituting checks and balances in the financial responsibilities of the council, the mayor and officials.	Community safety planning and operations occur in a resource-stretched environment. Sound financial management and governance are critical
The Spatial Planning and Land Use Management Act 16 of 2013	The Act provides a framework for spatial planning and land use management in the SA. It describes the relationship between spatial planning and the land use management system and other kinds of planning and the principles that should be applied i.e. inclusivity, developmental, equitable and efficient spatial planning at the different spheres of government. The Act places municipalities at the centre of spatial planning and decision making related to land use management.	The Act underlines the imperative on local government to track, analyse and respond to crime and violence through a spatial lens

⁵ The WPSS picks up on this provision and makes it specific to community safety planning

Precinct or area-based planning

There are few if any provisions in legislation that deal with planning and especially safety planning at the sub-municipal or neighbourhood level. However, in most of the policy outlined above, some level of decentralised citizen's involvement may be inferred as an imperative. Local government in the recent past has also experimented with several programmes involving community-based planning (CBP) and ward-based plans. Area-based violence prevention interventions (ABVPI), an initiative of the South African - German Development Cooperation and particularly the VCP programme are currently the most prominent in this arena.

*"Specifically focussing on ABVPIs, local government's responsibilities include establishing community safety forums (CSFs) and conducting community safety audits. Both the CSFs and safety audits highlight the important role that communities play in the efforts to reduce violence and crime. In discussing the role of Municipal Councillors in building safer communities, CSPS and SALGA (2016) emphasise that "communities [are] to play an active role in identifying safety challenges and developing appropriate solutions."*⁶

The Municipal Systems Act, Chapter 4 is the principle legal instrument underpinning such an approach and provides for participatory local governance where communities are actively involved in planning, budgeting, implementation and performance monitoring and assessment. Precinct development initiatives, although fairly simple provisions in much older local government ordinance, are not specifically provided for in the post-apartheid legislation. In fact, municipalities undertaking such initiatives have been obliged to highlight that they are not entering into arrangements that would infringe Part 2 of the Act (sections 76 – 82) which relate to procurement of goods and services and outsourcing.

A model used with considerable success around the world and in some South African cities for turnaround strategies in decayed and crime afflicted CBDs is the "city improvement district". The model is essentially a financial instrument to generate funds from ratepayers that are directed to special crime prevention and other development priorities within specific neighbourhoods. In the South African context, the CID model creates a Special Rates Area in terms of the municipal Property Rates Act, Section 22 accompanied by an SRA bylaw. The funds thus generated are used to fund complementary top-up services in addition to those rendered by the municipality and the South African Police Services. The top-up services generally include safety and

security, cleansing and urban management and sometimes social development. In CBDs this often manifests as a "business improvement district" (BID) run by a non-profit organisation with its own board of directors and links to both the public and private sectors. An obvious requirement for financial viability is an adequate rates base and a rates compliant business sector.⁷

The City of Tshwane has adopted an Internal Municipal Service District (IMSD) By-law approved by Council on 25 February 2021. In summary, the aim of the by-law is inter alia:

- The promotion of local economic development;
- The enhancement of the social, economic and spatial integration of the municipality;
- Not to entrench or materially contribute to unjustified disparities in the provision of municipal services;
- Enhance and supplement the municipal services provided by the municipality
- Facilitate investment in the IMSD;
- Facilitate a sense of ownership and a co-operative approach between the municipality and the private sector in the provision of municipal services and generally foster cooperation between various role-players;
- An appropriate balance between facilitating self-funded community initiatives that aim to improve and / or upgrade the IMSD by making use of a Non-Profit Company ("NPC") structure as contemplated in the Companies Act, 2008;
- To generally achieve the constitutional mandate of local government.

In order to finance the improvements in the district, the municipality may determine a tariff for the improvements or impose a special surcharge in the district on the tariff for the service or increase the tariff in the district for the service to be improved.

Alongside the IMSD the CoT also has a policy framework for the implementation of community upliftment precinct initiatives (CUP). In addition to improving the business climate in the City, the CUP also prioritises safety and security and emergency services. The main thrust of the policy appears to be to unlock voluntary effort and resources within the community to uplift the immediate area. No mandatory financial mechanisms are required and the CUP sets out to streamline processes that might be more complex within the IMSD framework.

⁶ SPRINT (2021) ABVPIs in Municipal Planning

⁷ See for example Lincoln Institute of Land Policy (2020) *Special Assessment Districts and the Financing of Infrastructure in South Africa: The Innovative Use of a Special Rating Area in Claremont, Cape Town* Working Paper WP20WM1

3. Overview of the Hammanskraal CBD currently

This section provides a general overview of the CBD and the problems of functionality and safety that it presents. It begins the stakeholder mapping process and discusses how these stakeholders appear to use and relate to key spatial and infrastructural aspects of the CBD. It further mentions units and departments from the municipality, other government agencies and private sector actors who may be relevant for the development and implementation of a precinct-level safety plan

Greater Hammanskraal and the Hammanskraal Central Business District (CBD) are located within Ward 49 of the Tshwane Metro Municipality. The CBD is a busy and often chaotic urban space where both formal and informal trade exists side by side with crime. The TED project describes the main functions of the CBD as trade and transport with little provision for housing, offices or recreational spaces. However, on reflection it also becomes clear that such spaces do intersect with the CBD albeit in ways that are less than ideal. The Hammanskraal informal economy consists mainly of business owners or partnerships with about 39% of economically active persons in employment.⁸ Access to utility services is generally informal. The main reported challenges to operating and growing a business are infrastructure followed by crime. The majority of businesses within the CBD operate from business hives with some level of formal infrastructure. The economic real estate in the CBD is said to be adequate but requires better connectivity, optimisation of land and precinct management. The CBD is regarded as distant from key settlements and public facilities with an no passenger rail service and is poorly served by pedestrian facilities. The CBD is generally fragmented in spatial terms and services such as waste management, ablutions are inadequate.⁹ Taxi operations, despite three clearly demarcated ranks, are chaotic.

The CBD is linked in economic terms and commuter patterns, with the Babelegi Industrial Park, about 5 kilometres to the North. The TED project notes that the Industrial Park provides employment to surrounding communities but requires reinvestment and revitalisation to reach its full potential. Youth employment is considered a priority within the proposals for the revitalisation of the Park. However, the Park faces its own crime and violence challenges. Business owners within the Park have serious concerns about crime including violent crime.¹⁰

Unfortunately, although Stats SA released the 2022 Census data in October 2023, no small area data was available at the time of drafting this report. Basic demographic and economic statistics for Hammanskraal could therefore not be compiled. For the City of Tshwane, general socio-economic data from the Stats SA Census (2022) suggests: ¹¹

- › The area holds a population of about 4 040 315 people within 1 322 252 households.
- › Amongst those in the range 20+ years, 22.2% have higher and 3.9% have no schooling.
- › 70,9% of the population fall within the working age (15-64 years)
- › The average household size is 3,1 persons
- › Formal dwellings constitute 86,3% of all dwelling types
- › Access to municipal services are as follows:
 - o Flush toilets connected to sewerage 81,5%
 - o Weekly refuse disposal service 81,0%
 - o Access to piped water in the dwelling 71,3%
 - o Electricity for lighting 91,8%

Perceptions of safety

The 2021 Customer Satisfaction Survey for the City of Tshwane provides an opportunity for households, businesses and embassies/consulates to express their views regarding the standard of, satisfaction with the delivery of municipal services. The context for Tshwane Metro as a whole is that more than half (55.5%) of household feel unsafe living in the Metro, while 68.5% feel unsafe in their neighbourhood at night.

In Region 2, that includes Hammanskraal:

- 19.82% of households feel unsafe living in their neighbourhood during the day (the lowest for all regions)
- 59.76% of households feel unsafe living in their neighbourhood during the night (the lowest for all regions except region 5.)
- 15.68% feel unsafe in business nodes - excluding the main inner city (the lowest for all regions except region 7.)
- 17.68% feel unsafe using public transport (mid-range compared to other regions)
- 32.21% feel unsafe using taxis (mid-range compared to other regions)

⁸ Sustainable Livelihoods Foundation TED Project Team (2021) Cities Support Programme Township Economy Development Project, Situation Analysis Report Project Site: Hammanskraal, City of Tshwane

⁹ Ibid

¹⁰ National Treasury (2023) Babelegi Industrial Park Safety and Security Implementation Framework, presentation by Rudewaan Arendse

¹¹ Stats SA Census 2022

It may be concluded therefore that Region 2 incorporating the Hammanskraal CBD, is not especially unsafe in the eyes of its citizens, compared to other regions of the CoT.

Risk of civic disruption and violence that is socially generated

The City of Tshwane uses the concept of “social hazards” to encompass a broad range of risks that include social violence, social atrocities, civil unrest, crime, illegal mining and cable theft. According to the City these risks occur “...as a result of human behaviour and in response to economic drivers, internal conflict and other social barriers and challenges.” Collectively and individually, these factors can threaten community safety.¹² Civil unrest was identified as a priority hazard. The City uses a “Disaster crunch model for civil unrest” to assess vulnerability. The model factors underlying causes like inequality, and political instability and other dynamic causes in conjunction with unsafe conditions like informality.¹³

A CoT Disaster Risk and Vulnerability Assessment was undertaken by the Tshwane Emergency Service Department (Disaster Management is one of their divisions). Using data on the number of violent protests provided by the TMPD, Disaster Risk Management found that between 2017 and 2019, the areas of Hammanskraal and Mamelodi experienced the highest number of violent civil unrest events. The City suggests that this is linked to the existence of low-income or disadvantaged areas, characterised by a large number of informal settlements with limited or no basic services. Region 2, incorporating Hammanskraal, is deemed to have high levels of social vulnerability and therefore a very high risk of civil unrest and socially motivated violence.¹⁴ The City suggests that public violence and criminality can be linked to service and governance failures: “Monitoring of high risk areas is imperative in the short term in order to identify potential conditions for civil unrest, before they become actualised. Ongoing and transparent communication is required between CoT and its inhabitants in disadvantaged areas to ensure expectations are managed and adequately met with regards to service delivery.”¹⁵

Infrastructure and public facilities

The Hammanskraal CBD is located at the centre of converging north-south and east-west transport systems. The township radiates outwards from the CBD – particularly to the north-west. This constrains pedestrian connectivity between amenities in Hammanskraal. The

CBD functions mainly as a business, government services and transport hub. The TED project notes poor east-west connections – further separating the township into eastern and western portions. It appears that settlement and human movement is fragmented by roads carrying high speed traffic.

The TED project notes that the defunct railway infrastructure and its on-going decay constitute a major obstacle to development and a safer urban environment. The rail line currently does not provide a passenger service, has no station and is currently subject to vandalism and theft. The TED project describes the facility thus, “The Hammanskraal station precinct is a ‘hang-out’ for thieves and drug-users and thus harbours security risk.”¹⁶

The pedestrian bridge over the R101 appears to present similar problems, “The pedestrian bridge in the CBD has been inappropriately designed. As a result of security risks, the bridge is not used by pedestrians. It has become a ‘hang-out’ for Nyaope (cannabis, heroin and antiretrovirals combination) addicts.”¹⁷ The TED project proposes that, “Pedestrian paths / bridge connections (be)established to link residential areas to the CBD and retail hubs.” The link between the CBD and Temba is especially important. The TED project has developed further concepts for trader stalls on the bridge for improved surveillance and new access / departure points.



Public facilities serving transport and informal trading in the CBD are in place and are well-used but need to be enhanced and managed better. It seems likely that stakeholders are exposed to crime and other social ills in the current situation. From the site visit it was apparent that every available space is used for informal trading, ranging from street / subsistence level to larger shops and even small strip malls.

There are four taxi ranks/bus stops in the CBD. Informal pedestrian routes connect the CBD node to the Temba node and Jubilee Mall. As previously noted, the pedestrian

¹² Bureau for Market Research - University of South Africa (2021) *Customer Satisfaction Survey for the City of Tshwane*

¹³ City of Tshwane, Disaster Risk Management: Report: *Comprehensive Disaster Risk & Vulnerability Assessment 2019/2020*

¹⁴ Ibid

¹⁵ Ibid

¹⁶ Sustainable Livelihoods Foundation TED Project Team (July 2022) *Cities Support Programme Township Economy Development Project, Township Economy Development Strategy, Project Site: Hammanskraal, City of Tshwane*

¹⁷ Ibid

bridge over the R101 is described as unsafe and not utilised due to its poor location. Narrow pavements congested by traders, place pedestrians at risk.

The CBD has experienced violence and destruction of property (e.g., taxi offices) during political conflicts. In August 2022 one of the taxi associations involved in a rivalry dispute, joined by a commuter association, called on the Minister of Transport to intervene to avoid further violence.

Poorly maintained public open space and under-utilized land within the CBD, including PRASA land, attracts illegal refuse dumping (especially in residential green belts) and poses a risk to community safety.

Virtually all of the problems outlined above are to be addressed in a TED proposed precinct / public environment management plan. The TED is about to appoint consultants for this project.

Pedestrian routes

Most of the available planning and situation analysis suggests this is a key safety issue with many related problems in different localities. The pedestrian link between the Hammanskraal business node and Temba-Jubilee node is a priority. The Precinct Development Plan (2021) includes bold proposals in this regard, for example, a pedestrian walkway to extend from the eastern end of the Sports and Recreation Precinct right through the central part between the Institutional Precinct and Education and Skills Development Precinct, and up to the shopping centre. The larger network of walkways should also be accompanied by informal trading stalls, following the same routes. These improvements could have safety benefits, for example improving surveillance along these routes. Clearly proper provision for informal trading, including transport routes, taxi ranks and other areas of public movement, also has other benefits such as keeping informal trade off the sidewalks.

Urban space within the CBD

Urban space in the CBD is scheduled for improved design and management via the City of Tshwane Metro's Precinct Development Plan and Strategy for the Hammanskraal Urban Hub (May 2021). The Plan includes a development concept with an investment plan and identified projects. The Plan foresees the CBD as a high-density, mixed-use precinct that contains a diverse variety of land uses, services, and activities. At the core will be a transport facility and a system of public spaces and walkways. The CBD will function as a town centre for the surrounding settlements and will include land uses such as retail,

services industries, recreation, offices, community facilities and government services as well as high density housing.¹⁹ The Plan identifies several precincts within the CBD, including:

1. Sports Precinct
2. Institutional Precinct
3. Hammanskraal Business/Commercial Precinct
4. Modal Transfer Facility.

Also important to the CBD's future development are precincts 6. (Institutional Precinct - Police Training College, Jubilee Hospital, University of Pretoria, School for the Deaf) and precinct 7. (Jubilee Mall - Business). The apparent core precincts proposed for the CBD, are described thus:

- **Precinct 1:** (Slightly distant of the R101 to the East) is a regional sports and recreation precinct providing an extensive range of sports facilities and services to the community. *[The Precinct Plan provides a detailed breakdown of these facilities and other facilities of recreational value. Depending on their current state of repair / functionality, it seems likely these facilities could feature in a safety plan as a significant 'protective' feature.]*
- **Precinct 2:** (Also to the East but closer to the CBD) is predominantly earmarked as an institutional precinct comprising a range of existing social services and facilities, including a library, community hall, municipal offices, clinic, skills development centre, and police station.
- **Precinct 3:** (At the centre of the CBD) is the Hammanskraal retail/commercial precinct located along route K97, and which offers a wide range of economic activities including four shopping centres and a number of motor trade and building material related commercial enterprises.
- **Precinct 4:** (Also at the centre but slightly West) is the Hammanskraal railway station – currently neglected but potentially a regional transfer facility.



¹⁸ See <https://seskhonane.co.za/hammanskraal-taxi-association-call-for-intervention-in-taxi-violence/>

¹⁹ City of Tshwane (May 2021) *Precinct Development Plan and Strategy for the Hammanskraal Urban Hub*

Several residential areas adjoin the CBD from the West and North-West. The Precinct Plan notes that the CBD area “...is largely developed but it experiences urban decay due to poor management of the public environment. This includes crime like selling of drugs, muggings and hijackings.”²⁰ If this precinct plan comes to fruition, many safety issues related to transport, human movement, land use and management and spatial / infrastructural issues may be significantly remedied.

Street trading and informal business

This appears to be a major feature of the informal economy across Hammanskraal and the CBD. The potential for conflict, violent competition and clashes with City law enforcement in this sector clearly exists given the congested space in which it operates. There is little information on levels of social cohesion in the sector, however 70% of the micro-enterprises are operated by South Africans followed by Zimbabweans (14%) and traders from Mozambique (5%).²¹

Business ownership is heavily skewed in gender terms with 72% being male owned.²² The majority (62%) of micro-enterprises operate from informal trading spaces such as open ground or non-demarcated trading sites close to the street.²³ Because of congestion, street trading puts pedestrians at risk, however the threats faced by traders, and especially women traders is not documented. Given the poorly regulated space in which trading occurs, it is likely that the threat of opportunistic crime, e.g., violent robbery, exist.

Informal traders, especially shack-based businesses and trading stands have limited access to utility services - 46% rely on informal access to utility services (through paying cash to neighbours or collecting water off-site), whilst 16% had no utilities access at all. This is likely to create some level of vulnerability to exploitation and perhaps even extortion. With this also comes health risks the potential for disputes and interpersonal violence.

Informal traders use both informal trader stands provided by the City of Tshwane and unregulated informal trader structures on land not necessarily assigned for such usage. This is clearly a flash point for conflict with CoT law enforcement which appears to have limited success in enforcing the relevant by-laws and zoning regulations. The Hammanskraal CBD is in an area designated for mixed use development.

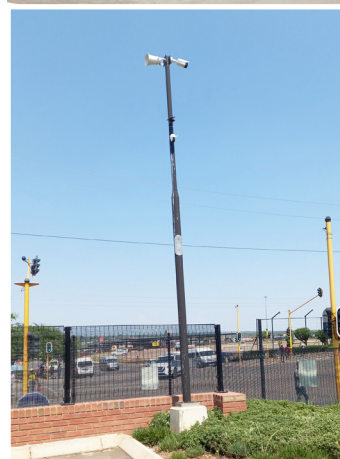
Homelessness

The extent of this problem in the Hammanskraal CBD is hard to determine however homelessness and rough sleeping are clearly a feature of the CBD. The CoT considers homeless women and children the most vulnerable group among homeless people. The pedestrian bridge and the land along the river / rail line and other vacant land, appear to be sites of rough sleeping and illegal settlement. Resettlement of displaced persons will become a challenge if these areas are to be cleared and properly managed.

Formal business and business migration

The Hammanskraal CBD is an important retail and service node within the wider township area. Retail activities include:

- Two privately managed shopping malls;
- A number of independent and corporate retail stores,



Although there is some indication that the CBD still attracts corporate / formal business, the overall pattern seems to be a business migration out of high street areas. Growing informality may therefore bring with it the risk of increased crime and social disorder. The

Temba City Mall (outside the CBD) is an example of a facility largely abandoned by tenants who have relocated elsewhere. Abandoned malls and other facilities typically attract criminal activity. The newer malls, for example, Jubilee also experience crime, despite security measures such as fencing and guards.

²⁰ Ibid

²¹ Sustainable Livelihoods Foundation TED Project Team (2021) *Cities Support Programme Township Economy Development Project, Situation Analysis Report Project Site: Hammanskraal, City of Tshwane*

²² Sustainable Livelihoods Foundation TED Project Team (July 2022) *Cities Support Programme Township Economy Development Project, Township Economy Development Strategy, Project Site: Hammanskraal, City of Tshwane*

²³ Ibid

Stakeholders

From the above it seems evident that while the government stakeholders and role-players are easily identified, the identification of CBD stakeholders at community and civil society level is a more complex exercise. From a provisional scan of the TED project literature, and consideration of the community safety / violence prevention sector the following seem evident:

Local civil society & business

- › HITHA & other informal trade associations but especially street traders
- › Taxi Associations.
- › Formal businesses & associations
- › Commuters & associations
- › General community that shops and accesses services within the Hammanskraal CBD (but who will represent their voice?)
- › Community safety and policing structures like CPFs, NHW, Business Against Crime
- › Local organisations supporting victims of crime and GBV or providing services to vulnerable groups (youth at risk, substance abusers etc.)
- › Residents / ratepayer associations within the CBD
- › Private associations working for the improvement of the CBD

National government / Para-statals

- › National Treasury
- › SAPS
- › PRASA
- › Department of Social Development

Provincial government

- › Department of Health
- › Gauteng Department of Human Settlement
- › Gauteng Department of Education
- › Gauteng Department of Community Safety
- › Social and Economic Development Department

City of Tshwane

- › Tshwane Metro Police Department
- › Economic Development and Spatial Planning Department
- › Department of Health (Health care)
- › Regional Operations and Coordination (Regional Executive Director)
- › Roads and Transport Department

- › Community and Social Development Services
- › Ward Councillor / Ward Committee

In relation to risks of crime and civil unrest, the CoT identifies primary government role-players as follows:

- › SAPS
- › Gauteng Community Safety
- › SANDF
- › TMPD
- › Disaster Risk Management
- › Fire and Rescue Operations

5. Safety in the IDP and other city-wide plans

This section focuses on the safety element in City's key planning instruments and safety as a component of development planning. The integration of safety considerations into various other strategies and development concepts is discussed throughout this report

The City of Tshwane 2023 – 2024 Review of the 2022 – 2026 Integrated Development Plan (May 2023) includes a chapter on “Mainstreaming Community Safety into the IDP”. The IDP Review notes that this inclusion was motivated by public concerns about “...high rates of crime and violence in hotspot wards and that poor management of the physical environment (i.e., tall grass, poor lighting, absence of safe recreational space) and inconsistencies in the enforcement of by-laws...” Community Safety emerged as the fourth most common issue raised by communities.²⁴ Strategic Priority 4 of the IDP: *Enhancing city safety, security, and emergency services* will be used as a framework for developing a Community Safety Plan for in the upcoming financial years.

The IDP crime analysis includes reference to SAPS statistics and reference to the priority crime patterns for the Temba and Hammanskraal SAPS station areas already described. The Temba SAPS station area, with 5 526 total contact crimes in 2020/2021 is one of the Tshwane precinct areas falling in the top 30 Contact Crime stations in the country. However, it should also be noted that Temba SAPS serves parts of three different provinces (a very expansive area.) Contact crimes reported at Temba in 2020/2021 dropped by more than 11% on the previous financial year – a trend that is also reflected across other key Tshwane station areas.²⁵ Sexual offences reported at Temba follow a similar pattern with the station occupying 8th position in the country with 210 incidents – but also decreasing by nearly 10% on the previous year. The rate

²⁴ City of Tshwane 2023 – 2024 Review of the 2022 – 2026 Integrated Development Plan (May 2023)

²⁵ Ibid

of sexual offences reported at Temba may be misleading due to referrals from other stations areas - the Temba Family Violence, Child Protection and Sexual Offences unit (FCS) in fact serves five stations (Temba, Lewatle, Dube, Rietgat and Hammanskraal.)²⁶

A 15-year analysis of different crime types for Tshwane per 100 000 people indicates a general decline (with the COVID-19 pandemic crime analysis yet to be conducted). In terms of this crime to population analysis, the most notable declines are in relation to property crime and sexual offences. Over the same period the following crime types have remained roughly stable:²⁷

- Robbery with aggravating circumstances
- Driving under the influence of alcohol or drugs
- Assault (GBH)
- Murder

Road safety analysis in Tshwane over the previous five years (2016 – 2021) shows a decline in fatal accidents from 229 in 2018/2019 to 134 in 2020/2021 however according to TMPD, this decline was mainly attributable to the Covid 19 lockdown. Within the Gauteng Province, the City of Tshwane contributed to 24% of road traffic

fatalities for the period of April 2019 to March 2022. Hammanskraal is not a hotspot for road fatalities.

For community safety, the CoT IDP has the following policy focus areas:

1. Safety through Environmental Design (STED)
2. Build community capacity for safety
3. Restore culture and respect for the law
4. Early interventions
5. Victim and vulnerable group support
6. Partnership approach

The CoT undertakes to mainstream Safety through Environmental Design (STED) in various precinct plans such as the Garankuwa and Hammanskraal Urban Hubs as well as other infrastructure and human settlements programmes are a further opportunity for the city. By-law and traffic policing are considered critical drivers of local community safety. Various partnerships with other law enforcement agencies have been arranged to respond to crime hotspots and to advance focus area 3 (Restore culture and respect for the law.)

For 2023 – 2026 the following interventions are planned:

Safety Outcome	Interventions
Safety through environmental design (SPTED)	Proactive Inclusion of SPTED in the Metropolitan and Regional Spatial Development Frameworks Inclusion of SPTED in Precinct Plans Re-design On-going liaison with stakeholders to address urban management issues at existing crime hotspots
Build community capacity for safety	Conducts community safety audits to identify key safety priorities in communities Utilise public employment opportunities to empower and capacitate communities to participate in safety planning Compile evidence-based participatory Safety Plan for the City
Restore culture and respect for the law	Road Policing operations By-law Policing operations Crime prevention operations Encourage active participatory citizenship On-going joint interventions with key role-players to enhance law enforcement impact and outcomes
Partnership approach	Establishment of partnerships to enhance safety Smart City approach to improve incidence responses and coordination amongst role-players
Early interventions	Support for Early Childhood Development Safer Schools social crime prevention interventions
Victim and vulnerable group support	Social crime prevention interventions Substance abuse programme Public Employment Programme / Expanded Public Works Programme Gender mainstreaming

²⁶ Report of the Portfolio Committee on Women, Youth and Persons with Disabilities on an Oversight visit to the North West and Gauteng Provinces from 18 – 23 April 2022, dated 06 September 2022

²⁷ City of Tshwane 2023 – 2024 Review of the 2022 – 2026 Integrated Development Plan (May 2023)

Other possible relevant IDP content related to safety at Hammanskraal include:

- A facility (protective) - Hammanskraal social integrated facility (ECD, Community Day Care Centre for the Elderly, Office Accommodation)
- The industrial site at Hammanskraal is proposed for revitalisation in order create jobs and Hammanskraal is recognised as an economic node. The Hammanskraal CBD Precinct is earmarked for the Neighbourhood Development Programme (NDPG). The City is also piloting the Hammanskraal Township Economic Development initiative with National Treasury through the City Support Programme.
- The Hammanskraal Urban Hub Precinct Development Plan and Strategy was approved by Mayoral Committee on the 08 June 2022 for public participation
- The 2023/2024 MTREF capital budget per marginalised area allocates R123 555 376,00 to the township across the 3-year timeframe 2023 – 2026
- The creation of paved Walkways in Temba & Hammanskraal West is allocated nearly R60m across the same timeline
- Hammanskraal is one of the areas where the CoT has established gender forums to support the City of Tshwane efforts to reduce gender-based violence and femicide.
- Hammanskraal is included in Integrated Residential Development Programme (IRDP) projects to be funded by the Urban Settlement Development Grant (USDG).

Safety is a component of ward-level planning,²⁸ albeit mainly through the CoT disaster management function. Although crime does not fall within the prescripts of disaster management legislation, it does form part of the risk assessment process conducted via the Risk Quartile Matrix (RQM) tool which is applied for each ward in CoT.²⁹

6. Crime and community safety profile of the City and Hammanskraal

This section reviews existing data resources such as police crime statistics, quality of life surveys, and Tshwane Metro Police Department (TMPD) own analysis of crime in the City and appropriate responses. It includes a discussion on institutional arrangements for policing in the City. Most importantly it also begins to draw out findings and conclusions on crime patterns and safety issues that suggest a strategy for stakeholder engagement and the framing of a safety plan

South African Police Crime Statistics for 2021/2022 reflect that for the Hammanskraal police station precinct, murder remained stable at 11 reported incidents compared to the previous financial year. Temba station had a much higher total of 54 incidents and increased by 35% on the previous year. Sexual offences (usually under-reported) reported at Hammanskraal increased by 28.3% on the previous year (total of 53 incidents) whereas the increase at Temba was 29.5% off a very high base of 210 incidents in the previous year. Attempted murder at Hammanskraal also increased (11.8%) to 19 incidents with a similar increase of 12.1% at Temba but again with a much higher absolute figure at the latter of 65 incidents in 2021/2022. Reported assault GBH at Hammanskraal increased by 8.7% to 250 incidents compared to 1072 incidents at Temba – an increase of 8.4% on the previous year. In Hammanskraal common assault increased by 25% to 240 incidents and at Temba the increase was 33% with a total of 1189 incidents. While total contact crimes reported at Hammanskraal increased only marginally in the latest reported year, this was off a very high peak in 2018/2019 and 2019/2020 when more than 920 incidents were reported. At Temba the same comparison shows a total of 3525 contact crimes in the latest reported year – an increase of 23.6%. Contact crime in Temba shows consistent year on year increases since 2017/2018. At Hammanskraal, the most recent increase (75%) in sexual assault is especially worrying, whereas at Temba the increase was 22.2%. Total sexual offences at Hammanskraal increased by 28.3% to 68 incidents and at Temba by 29.5% to a concerning 272 incidents. Robbery at non-residential premises (regarded as an aggravated crime) showed a marked 78.6% increase at Hammanskraal but curiously only a 7.2% increase at Temba over the same period. Total property crime reported at Hammanskraal increased slightly but shows some reduction over the past 10 years. Temba follows a similar trend showing a steady decrease since 2014/2015.

²⁸ No examples of ward-level plans were provided at the time of drafting this report

²⁹ City of Tshwane, Disaster Risk Management: Report: Comprehensive Disaster Risk & Vulnerability Assessment 2019/2020

Feedback from SAPS at regional and local level confirms that both Temba and Hammanskraal SAPS stations serve the Hammanskraal CBD, however Temba SAPS station also covers a much larger residential area, including rural

villages. Also, as previously noted, the Temba Family Violence, Child Protection and Sexual Offences unit (FCS) in fact serves five stations (Temba, Lewatle, Dube, Rietgat and Hammanskraal.)



Further and more recent data analysis by the Institute for Security Studies (ISS) for the Tshwane Metro Police Department (TMPD) indicates a more reassuring pattern when crime incidents are related to population levels - the following are the trends for the period April 2021 – March 2022:³⁰

- The murder rate for the Temba & Hammanskraal SAPS station area per 100 000 of the population fell in the range 0 -16 – amongst the lowest in the Gauteng Province. However, the Temba station reported a relatively high number of actual incidents (51-77). Feedback from the local SAPS during the site visit suggests that this is because Temba covers a much larger residential area, including many rural villages that fall within the North West Province.
- The rape rate for the Temba SAPS station area per 100 000 of the population fell in the range 60 – 73. This was much higher than the rate reported at Hammanskraal SAPS (35 – 47). The same pattern is even more pronounced when considering absolute rape numbers reported – Temba is amongst the highest reported figures for the Province at 190 – 303 incidents whereas Hammanskraal was mid-range at 65 – 94 incidents. It should be noted however that the above patterns may relate to the fact that Temba SAPS serves four other stations through its FCS function. Furthermore, Temba is largely residential and industrial whereas Hammanskraal is mixed use with extensive commercial and public service spaces. In general SAPS crime stats indicate that

³⁰ Tshwane Metro Police Department (TMPD) presentation to the SACN 14 November 2023

the victim or perpetrator residences are the primary occurrence of rape followed by public places.

- Grievous Bodily Harm Assault rates reported at Tembisa SAPS (270 – 310) were also much higher than Hammanskraal (200 – 240). The number of actual incidents also supports this pattern with Tembisa numbering amongst the highest in the Province (630 – 1100) whereas Hammanskraal reports mid-range GBH assaults (220 – 300). Arguments, misunderstanding, road rage / provocation are the top causes of Assault GBH within the Gauteng Province.
- As previously noted, the Hammanskraal township experienced relatively high numbers of violent civil unrest between 2017 and 2019. This is similar to Mamelodi and Pretoria

The CoT does not as yet have a full city-wide community safety plan or strategy. In terms of institutional responses to crime and apart from the SAPS, the City has its own Metropolitan Police Department (TMPD). The TMPD is independent of the South African Police Service (SAPS) and accountable to the City with the prescribed functions of:

- Traffic or road policing;
- By-law policing; and
- Crime prevention – targeted interventions aimed at reducing victimisation and deterring crime and criminals.

The Tshwane Metro Safety Audit

The Tshwane Metro Safety Audit project was conducted between December 2022 and May 2023. The fieldwork relied on community members recruited through the Public Employment Programme (PEP). The PEP project involved 337 community members from the seven regions of the City in data collection and also developed their capacity to work in community safety. The research will be used to develop Tshwane's Community Safety Strategy and Implementation Plan. The project was less of a pure research exercise rather than an attempt to empower communities to participate in safety planning. Safety audit templates were developed covering various areas of concern. For the purpose of this project, the following data sets were used :

A: General safety audit - conducted December 2022 to January 2023

B: Gender-based violence safety audit - conducted January to February 2023

The general safety and GBV safety data for Ward 49 (covering the Hammanskraal CBD) has been analysed by Mbumba Development Services (2024) specifically

for this project. The resulting report is entitled *Ward 49 Safety Audit: Narrative Report for Safety Planning in Hammanskraal CBD*.³¹ The main findings of this report are as follows:

- The incidence of crime in Ward 49 is high as revealed both through the individual experiences and people hearing about such incidents. Less than half of those interviewed feel safe in their homes at night and only slightly more than a third feel safe when travelling, however significantly more feel safe at work. Over the previous 12-month period, the largest segment of the community does not think that their community has become safer.
- Amongst the violent crimes, assault and assault GBH are highly prevalent. Although community members do see sexual assault occurring often, by its nature and impact it must be considered a priority. Indeed, over 90% of respondents said sexual assault occurs with some degree of frequency.
- Unemployment and poverty are seen as widespread and linked to crime and violence, including GBV. The problem of single parent households and substance abuse is very widely perceived. For reasons that are still to be clarified, high perceived levels of domestic violence are not necessarily linked to gender inequality in the eyes of community respondents.
- While the majority of Ward 49 respondents are aware of the principles of gender equality, there may be some confusion about how this is applied outside of a purely cisgender formulation and what exactly constitutes *gender-based violence*.
- Despite a widely held in principle understanding that GBV is unacceptable, GBV may still exist as something of a *norm* in local society. More than two-thirds believe they can access GBV services should they become a victim
- Perceptions of police capability to deal with GBV and willingness to report GBV is generally positive. Almost all respondents claim that they would report GBV to the police but only slightly more than two-thirds believe such reporting is common practice. More than 40% of people are uncertain that the police will be "understanding and helpful" in dealing with such cases.
- Demanding sex from a partner is clearly understood as unacceptable by most people, however it is of great concern that 25% believe that sex is a right in a relationship.
- The most commonly understood forms of GBV are child abuse and physical and sexual violence. The level of observation of sexual assault, including rape

³¹ Available from the SACN / City of Tshwane on request.

(between 68% and 76%) is extremely worrying given that such offences are generally 'hidden' and / or under-reported.

- Some of the data suggests that a significant minority of the community does not see rape as an offence if it occurs within a marriage or a relationship.
- Roughly equal and very clear majorities thought that unemployment, drug / alcohol abuse and unhappy marriages collectively contribute to GBV. Other behavioural factors such as bullying and poor communication are also seen as contributing factors.
- Only about half the respondents appeared to access fairly basic services related to GBV such as GBV education and medical support to victims. The most commonly accessible service was police support for GBV victims, although previous sections suggested that the value of such support was questionable. Worryingly, critical services such as places of safety were only accessed by 37% of respondents.

In conclusion, the safety audit suggests that people feel most **unsafe** in their homes at night and when travelling. Safety strategies in the CBD therefore need to reflect both residential and public space components. For the latter, commuter routes and facilities, especially those used at night, should be a priority.

Police services are reasonably visible but people do not trust that these services are effective, free of corruption or friendly to those who become victims of crime and GBV. Safety planning must therefore include components that focus on partnerships that help the police to improve services and make the police more accountable to victims of crime and GBV. **Community partnerships** with the police should focus on:

- › Helping the police to improve crime intelligence
- › Refining and expanding services to victims of GBV
- › Addressing perceived bribery / corruption
- › Expansion and improvement of operational and strategic partnerships like Neighbourhood Watch, patrollers, CPF and a safety forum
- › Improved efficiency in addressing residential burglary and other property crime

Child safety is a key concern, especially when traveling to school and possible exposure to illicit drug and alcohol trade within the CBD. This suggests the need for better route planning within the CBD and more effective safety forums / platforms that monitor by-law / Liquor Board regulations.

The social circumstances and physical environments under which **sexual assault** occurs needs to be better understood and communicated in public discourse. Whereas public safety interventions may be able to reduce

such incidents in public spaces, sustained programmes and public education are needed to address the main problem, namely 'hidden' incidents that occur in the home or other private spaces.

Violent crime is highly prevalent both in the form of robbery related crime and alcohol / drug or dispute-driven incidents. Prioritised safety strategies need to reflect this distinction and should factor in lesser-known drivers like conflict over access to key consumer markets and the commercial use of spaces and facilities.

Public knowledge and **awareness of GBV** and the way it manifests should be prioritised, including the intersection between gender inequality and domestic violence and perhaps a simpler and more accessible understanding of the forms of GBV. This should focus on addressing problematic norms and orthodoxies, rather than underlining the 'correct' messaging that is already well covered in media / public education programmes.

The **safety structures for the area** should be better coordinated via a forum (existing or new) that is able to facilitate evidence-driven interventions (from the safety plan), support and strengthen existing success stories like the patroller programme and maintain oversight of the scope and capability of various support services for victims of crime and violence. Included in the latter, for example, would be a periodic review of experiences of members of the LGBTQI+ community in reporting and addressing victimisation. **Services** to victims of crime and GBV need to be part of public awareness and should not rely on persons accessing such services only when they become a victim.

Specialist services providers in the social work / GBV / at-risk youth sector should be encouraged to develop programmes that explain the link between economic circumstances and vulnerability to crime and GBV – many of the existing themes remain relevant i.e. toxic masculinity, breaking the cycles of violence etc.

The Tshwane Ward-based Strategy for Policing

The TMPD has also developed a ward-based strategy for policing in order to effectively cover all seven regions of the city. Region 2, in which Hammanskraal falls, is assigned two sectors according to the TMPD regionalisation model. TMPD has several specialised units dealing with various crime types. Of particular importance to this project are the following:

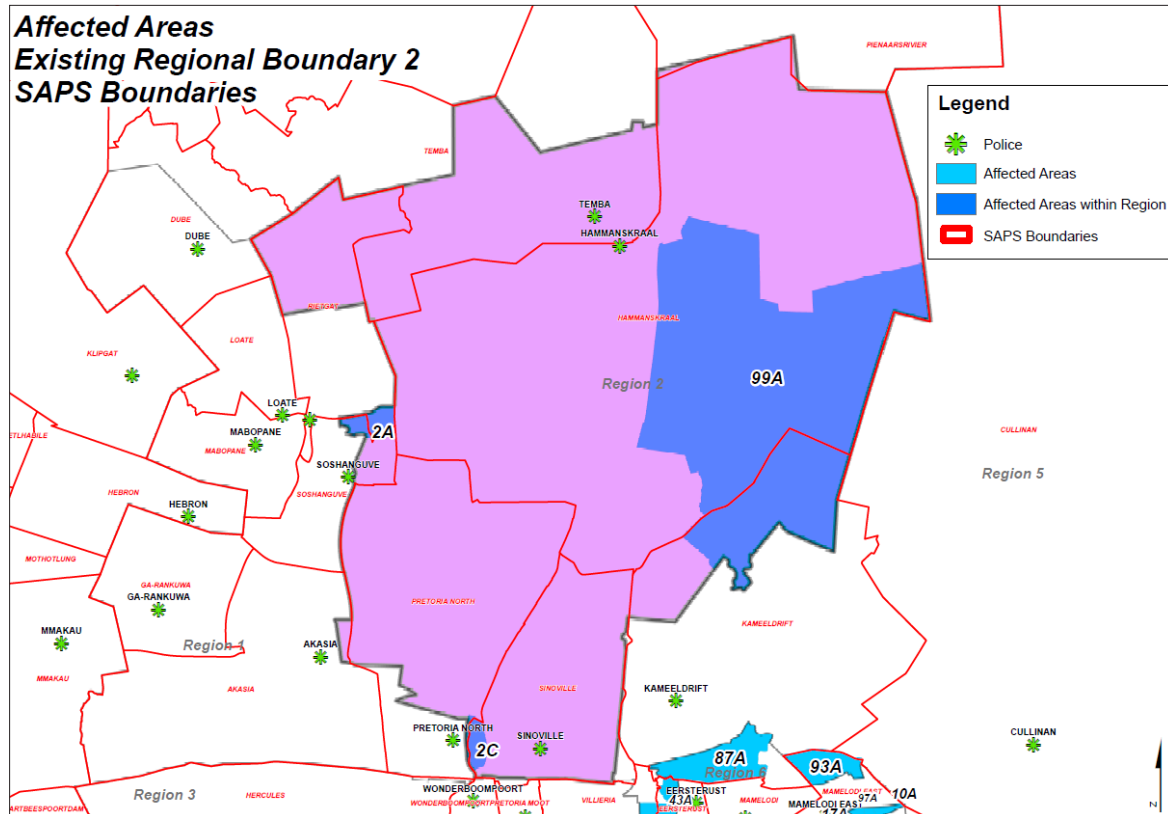
- By-law Policing – responsible for regulating public order to ensure that CoT is an orderly community and city to reside and work in.
- Social crime prevention, which is adapted to changing social environments, focusing on offenders as human beings that can be influenced to act in ways that are

less criminal, and includes community education and awareness;

- Crime prevention through environmental design which focuses on designing systems to reduce the opportunity for crime and increase the ease of detection and identification of criminals.

Within the two sectors of Region 2, SAPS has three stations:

- Sector 1: Temba; Hammanskraal
- Sector 2: Sinoville (distant from the CBD area)



The CoT recognises the value of community policing that is conducted via neighbourhood watches (NHW) and Community Policing Forums (CPFs). The City tries to involve communities in local policing to ensure reduction of crime, increase criminal case reporting and also to assist with the gathering of intelligence with regards to potential civil unrest activities.³² The City aims to expand its support to CPFs in high crime areas. A programme to rehabilitate youth addicted to substances is identified as a need within the Hammanskraal Urban Hub.

From the site visit and CPF minutes the following patterns and issues are evident:

Jurisdictional matters / coordination

- An overview of the SAPS boundaries (Temba and Hammanskraal SAPS) clarifies that both are responsible for the CBD – the basis for separating responsibilities / cases was not clear. It will be important to establish how the two stations divide their respective services to the CBD.
- SAPS argue for an 'all of government' approach to

crime. The Gauteng Liquor Act for example, used to give SAPS the authority to act on the building requirements, inspection powers and other regulatory functions. Currently however, licences are issued to problematic outlets adjacent to sports fields and other sensitive facilities. The Department of Labour should also check for business compliance. Sports and Recreation and Economic Development should be called upon for skills training. Municipal by-law enforcement and building inspections / compliance are essential.

- There appears to be disputes between SAPS and Metro police related to areas of jurisdiction (see CPF Minutes)
- On land owned by traditional authorities, by-laws cannot be enforced. In these areas, a traditional policing structure has been established and SAPS have a working relationship with such structures. Further clarity is needed on whether SAPS regard their powers as limited in traditional authority areas, and if so, the underlying reasons.

³² Ibid

Community policing

- The most significant crime impact by the CPF is the Hammanskraal Patrollers programme which entails decentralised sub-groups of the CPF patrolling specific hot spot areas during high-crime periods e.g. commuters who leave for work very early in the morning. The patrollers also protect shop owners, including foreign owners. Each SAPS precinct is divided into sectors with daily and night patrols. The CPF meets monthly with SAPS to exchange information. Currently there do not appear to be any NHW in place.



- There are conflicts within the CPF itself related to particular office holders and also linking to the patroller programme and the coordinator.
- The CPF formed a Youth desk in October 2023 – the desk plans to conduct sports programmes / chess and run clean-up operations at illegal dump sites.
- Sector policing is the basis for patroller organisation (rather than NHWs) however there is an allegation that some sector heads have collected money for their own benefit.

Formal policing – operational approaches



- By way of example, recent (October 2023) SAPS arrests during special operations involved mostly public drinking and illegal mining offences (Operation Zama Zama), with a handful of arrests related to illegal immigration, drug possession and counterfeit cigarettes. Operations are regularly conducted at shebeens and the SAPS also checks that they close

on time. Law enforcement typically targets taverns, drugs and firearms. Within the CBD, Sam's Tavern and the liquor outlet near the Shell Garage are linked to CBD crime issues, other taverns are in residential areas.

- There are regular weekly operations against Spaza shops, focused on illegal migrants and fake goods.
- SAPS believe that unplanned operations have most effect – otherwise suspects are 'tipped-off'.
- When major policing operations are held there is crime displacement from the target precinct to other nearby precincts.

Crime and environmental design in the CBD

- SAPS endorse CPTED principles, especially basic elements such as street lighting in township areas and along the N1.
- CCTV installations are regarded as a useful crime follow-up (but not for intervention unless monitored). There used to be CCTV cameras at the Renbro centre but these are not working or stolen. There are also camera and public surveillance blind spots within the CBD.



- At the taxi ranks, taxi associations keep the immediate area safe but do not address crime outside the rank. There are also many taxi monitoring vehicles (marked) in the area however their purpose appears to be solely to protect the trade – the role of these vehicles in voluntary surveillance should be investigated.
- Congestion contributes to crime and disorder with taxis making illegal stops, unregulated street trade obstructing foot traffic and general lack of management of pedestrian, traffic and trading corridors. TMPD enforcement of by-laws is constrained by the scale of the problem and likely backlash by affected groups.
- Vacant and unmanaged land around the CBD, especially along the river and rail track, creates the scope for criminal use, land invasion, despoilation and vagrancy. Land is also sold illegally.
- In other parts of the CoT there have been good

experiences in supplementing municipal traffic management with Outsurance Pointsmen Project volunteers at peak congestion times – training is provided by Metro Traffic Services

Crime trends

- Contact crime is persistent and serious with murder, assault and robbery cases playing a dominant role. Contact crimes include business robberies (armed), drug addicts at the parking area who steal from vehicles, and muggings (with knives).
- Gender-based violence and GBH assault are priority issues, emanating from Kekana and other areas. Liquor and drug use is a key contributor.
- Drug crime is prevalent, for example, 21 suspects were arrested in October 2023
- House robberies increased in 2023 compared to the previous year.
- The CBD is intersected by small agricultural plots (smallholdings) – house robbery and stock theft are the most common crimes in these areas.
- The N1 freeway is a major concern with vehicles being stopped by spiking tyres and people being robbed when stopping to relieve themselves. Stone throwing is also a risk. These crimes tend to occur on Thursdays, Fridays and Saturdays (from 16:00 to 03:00). SAPS addresses these issues through Operation Shanela.
- Identified crime hotspots include the railway line, the area close to Appies River, Jubilee Mall and the pedestrian bridge.
- Loadshedding creates additional risks because peak traffic begins at 04:00 and when traffic lights are out of order - smash and grabs occur as traffic is congested.

Economic impact of crime

- Business owners are targeted by criminals on the basis of high value goods such as cell phones. Police advise that shops should not display real high value goods like phones. Crime has also closed key tourist attractions e.g. an iconic coffee shop. Tourists are

not adequately guided via signage or other means, to safe routes and areas.

- Bank related and financial crime: ATM bombings and robbery / scamming of pensioners are issues within the Hammanskraal CBD. On-line scams include using social media to draw in and target people from out of town, for example for truck hire services – they are then robbed.
- Informal traders operate on municipal land, PRASA land and other land parcels. There are two informal trader's associations - Barekesi and HITHA. Informal shops do not have drop safes or other means of securing their takings and work in cash which creates a vulnerability to robberies. Even traders who do not operate from demarcated sites tend to keep their space clean but do not appear to trust TMPD and avoid contact.
- Business robberies tend to occur during the day and on weekends, whereas house robberies are mostly at night.

Protective services / victim support

- There is a need for a substance use rehabilitation centre in Hammanskraal
- More information is required on the scale and scope of victim support and other protective services in the CBD

A Snapshot of GBV Services at the Temba Police Station

As part of its oversight responsibilities, the Portfolio Committee on Women, Youth and Persons with Disabilities visited to North West and Gauteng Provinces from 18 – 23 April 2022.³³ The purpose of the visit was to assess the progress and outcomes of departmental programmes addressing GBV, gender equality and youth unemployment.

The visit to the Temba SAPS station was a follow-up to a previous visit on 8 December 2021. The committee noted the following:

Participating SAPS members	Acting Station Commander Colonel Godfrey Zwane, Sergeant Grace Ramagoma, Captain JK Biloane and Captain Pitso Diphapang
Responsible unit	The Family Violence, Child Protection and Sexual Offences unit (FCS) handles GBV cases from medical examinations, placement to the shelter, investigations and prosecution. The unit also manages the evidence collection kits and where required, termination of pregnancy kits. The Temba FCS serves five stations (Temba, Lewatle, Dube, Rietgat and Hammanskraal.)

³³ Report of the Portfolio Committee On Women, Youth and Persons with Disabilities on an Oversight visit to the North West and Gauteng Provinces From 18 – 23 April 2022, dated 06 September 2022

Staffing complement	Of the 349 support staff members, 113 (less than half) are females and 236 are males. 67 staff members are trained to deal with cases related to domestic violence 48 staff members are trained to deal with sexual offences cases 67 staff are trained to deal with gender-based violence.
Description of SAPS GBV services	In respect of GBV or domestic violence the victim is offered various options: the victim can choose to open a case docket the victim can choose to apply for a protection order or to request for the two processes to run concurrently. in addition to opening the docket and obtaining statements, SAPS transports the victim to the Jubilee Hospital for examination, psychosocial support and placement in a shelter, if required.
Psychosocial support to victims of GBV	Provided by Imisebe ye Langa, an NGO in the area that has office space within the police station.
Issues identified by SAPS relating to GBV cases	The high rate of GBV cases is attributed to substance abuse The withdrawal of cases – the following was reported to the committee in April 2022:³⁴ 41 cases of rape were withdrawn 31 domestic violence related to women victims were withdrawn 10 cases related to domestic violence against children were withdrawn. 31 cases related to domestic violence (rape) were referred for prosecution per month Of the overall cases referred for prosecution, 29 cases were acquitted. The acquittal of cases in courts were due to lack of sufficient evidence, loopholes when questioning by witness, withdrawal of cases in court, DNA issues and insufficient investigations Informal financial settlements result in many cases being withdrawn The Temba station is (unfairly) categorised as a statistical hotspot (high rates of GBV cases) due its vast spatial coverage.³⁵

7. Alignment and possible links with other programmes

This topic has already been largely covered in preceding sections of this situation assessment dealing with possible overlap, alignment and integration with other plans and strategies. Clearly this presents opportunities for resource generation and shared services / assets. It is nonetheless worth noting that the most significant potential alignment occurs in relation to the TED project.

One of the TED project's criteria for project selection is that priority projects should "...enhance social cohesion, improve safety and contribute to environmental sustainability."³⁶ Of the eight projects selected for the Hammanskraal TED project, the following are likely to impact safety in the CBD:

- Enhancing public facilities in the CBD through infrastructure interventions, increased connectivity for pedestrians and NMT, traffic control and precinct management. The TED project will develop an urban management and development plan for the Hammanskraal CBD sub-precinct that outlines a series of CoT management interventions, as well as detailed designs for infrastructure improvements.
- Developing non-motorised transport infrastructure (NMT) The project aims to improve accessibility and connectivity between the Hammanskraal CBD, Temba City precinct and Jubilee Mall (Temba local node) and Babelegi Industrial Park by providing safe NMT facilities that include suitable environmental design (for maximum visibility, safety and crime reduction goals in mind) with dedicated lanes, hardened surfaces and universally accessible infrastructure (including and enabling environment with gender

³⁴ The committee report did not clarify the period over which these figures were recorded – possibly one financial year.

³⁵ The station serves three provinces namely parts of Gauteng, Limpopo and North-West. The FCS serves five stations which are Temba, Lewatle, Dube, Rietgat and Hammanskraal

³⁶ Sustainable Livelihoods Foundation TED Project Team (July 2022) *Cities Support Programme Township Economy Development Project, Township Economy Development Strategy, Project Site: Hammanskraal, City of Tshwane*

and disability inclusiveness and emphasis on encouraging cycling by school learners). These identified areas attract high pedestrian and NMT traffic volumes. This project will feed into the City's Integrated Transport Plan. While designed to have positive safety outcomes this project could also introduce new safety risks by increasing the flow of

commuters and persons in transit through the CBD.

- Improving access to business support for micro-enterprises is likely to improve livelihood security, especially if it is directed to women and economically vulnerable persons e.g., youth headed households. This project is not specifically directed to the CBD.



Source: TED Project Hammanskraal CBD Preliminary Concept Proposal



Note: the Hammanskraal Virtual Imbizo (FB) could possibly function or be replicated as a tool for stakeholder engagement.

Also funded by National Treasury is the *Babelegi Industrial Park Revitalisation programme* – part of a national revitalisation strategy directed at industrial areas in South Africa. The revitalisation programme includes a *Safety and Security Implementation Framework* that covers: ³⁷

- Situational Assessment
- Cost of Crime Assessment
- Approach to Safety and Security
- Crime Prevention Through Environmental Design (CPTED)

- Industrial Park Interventions
- Geo-Spatial Analysis in Support of Safety and Security
- Community Interventions
- CPTED Audit of Temba-Hammanskraal

The programme is still largely at the conceptual phase but has done some relevant situation analysis related to business experiences of crime and crime statistics of the Temba police station. It has also laid out in mapping format the proposed basis for a CPTED audit of key nodes and localities in the area, including the Hammanskraal CBD. This audit is expected to inform:

³⁷ National Treasury (2023) *Babelegi Industrial Park Safety and Security Implementation Framework*, presentation by Rudewaan Arendse

- Retrospective improvements to the local physical environment in support of crime prevention.
- Revitalisation initiatives.
- Local area plans, ward planning, precinct planning and the local SDF.
- Sector and site planning (transport, water, electricity, waste, local economic development).
- Project planning (housing, public facilities, economic infrastructure, etc.)
- Addressing specific categories of crimes against youth and crimes committed by youth.
- Place-based social crime prevention programmes. For example, public and school-based education against crime programmes, and awareness interventions focused on vulnerable groups.

The Safety and Security Framework adopts many of the principles associated with the ecological model of violence and safety prevention such as coordinated social crime prevention alongside more conventional surveillance and target hardening (for example CCTV solutions). For the Hammanskraal CPTED audit, the following objectives have been framed:

- To determine community safety factors which increase actual and perceived vulnerability for users.
- To determine measures and design applications which will enhance the safety of a site for users.
- To identify measures and design applications which will deter potential offenders (for example, by increasing the actual or perceived risk of apprehension).

The Framework extends to crime within the Temba community and proposes broadly framed solutions such as integrated social crime prevention programs, victim support centres and services and Area-Based Violence Prevention (ABVP) interventions. There is a strong technical focus on crime / risk mapping and analysis and some of the proposed solutions appear to assume the capability for far-reaching turn-around of government institutions and systems, for example:

- Calibrating police operations based on spatialized local crime incidence, prevalence, concentration, and trend analysis. For example, assigning crime abatement teams to weekly or seasonal hot spot locations.
- More efficient and effective allocation and scheduling of policing and law enforcement manpower and resources - to enhance operations, e.g., patrol/visible policing route optimizing.
- Strengthening social protection, crime prevention, and criminal justice (police, courts, corrections) responses to crime and violence against women and girls.

Other proposed solutions are more practical and tested and align with existing community safety practice:

- Targeted community policing, public programming, and civil society interventions.

8. Possible focus areas for the safety plan & activation

These focus areas are provisional and will be supplemented in further phases. They will form the basis of the stakeholder engagement process and can be verified, expanded upon or discarded according to stakeholder feedback.

- What “stake” do the various identified groups actually have in the CBD? What do they bring to the safety ‘party’ and what do they expect to take away? Is there scope for:
 - » Financial contributions towards safety
 - » Partnership in maintaining and upgrading CoT provided facilities (including trading stalls, social amenities and sports facilities etc.)
 - » Non-financial contributions towards safety e.g. sweat equity
 - » Voluntary relocation (if required)
 - » Adopting and looking after public spaces (cleansing, maintenance etc)
 - » Endorsing and popularising key by-laws
 - » Better collaboration between formal shops and malls and informal trading
 - » More cooperation / consultation in the location of trading sites
 - » Can banking facilities including ATMs be improved to protect shoppers, tourists and traders
- How do we understand informality – the difference between healthy informality and informality that carries risk and insecurity? How should this influence government regulatory and urban management functions? Possible discussion to be held with stakeholders
- Complementary stakeholder interactions and engagements that will unlock the full safety potential of identified and planned spatial and infrastructure improvements in the CBD e.g. participatory review of ‘White Elephant’ sites and facilities such as the pedestrian bridge
- Aligning the safety needs of traders and commuters

- / pedestrians / shoppers – self-governance and regulation mechanisms and renewed relations with law enforcement and other City authorities
- How do we address the safety of school children when using or commuting through the CBD? What are the risks and vulnerabilities that arise when children are drawn to the CBD for illicit purposes (e.g. buying drugs and alcohol)?
- Explore initiatives with private entities / partnerships with government programmes that can redirect youth engaged in high-risk lifestyles
- Engaging with and mapping the new spatial logic of the CBD – popularising the vision, applying a gender-based perspective and identifying opportunities for active citizens' involvement
- Child and youth safety is a key concern, especially when traveling to school and being exposed to illicit drug and alcohol trade. Recreational facilities in the CBD seem to have little diversionary benefit – how can the CBD be made less of a high-risk temptation to young people?
- GBV and sexual violence is generally understood as abhorrent in terms of formal principle and official discourse but still operates as something of a norm at other levels – what new forms of messaging and public discourse can overcome this?
- The relative threat of GBV in public versus private spaces is poorly understood by the community in general – this issue may require interventions outside of a safety plan (which is largely concerned with public institutions and spaces.)
- Services to victims of crime and GBV need to be part of public awareness and should not rely on persons becoming aware of such services only when they become a victim.
- Support services to victims of crime and GBV are largely absent in the CBD with the exception of Temba SAPS – is it realistic to locate such services in this busy and chaotic space?
- Currently little is known of how women and persons within the LGBTQI+ community experience crime and vulnerability in the CBD. How can the safety plan tap into specialist knowledge and insight via organisations and stakeholder experience?
- SAPS services related to GBV and domestic violence seem adequate at the Temba station but thinly stretched in serving four other station areas – can this be overcome and is there an argument for more decentralisation?
- Unpacking the role of key stakeholder groups in monitoring and responding to risks of civil unrest and violent disruption of civic life in the CBD
- Community driven identification and engagement with poorly maintained public open space and under-utilized land within the CBD (including PRASA land) – developing new visions of equitable use and risk reduction & advocacy strategies
- Exploring new ways to coordinate community safety and policing – bringing CPFs, SAPS TMPD and other key stakeholders together in a CBD focused safety forum to frame practical strategies for community safety
 - » Unpacking the jurisdiction challenges of the two station areas and the scope for community-driven solutions.
 - » Building on the success of the existing patroller programme. Does the patroller programme need to become more formalised e.g. as a NHW? Could it expand its services? Are WhatsApp groups useful?
 - » Is there scope for improved working relations between CPF / patroller volunteers and private security – can formal business play a role in leveraging this?
 - » Maintain oversight of the scope and capability of various support services for victims of crime and violence. Included in the latter, for example, would be a periodic review of experiences of members of the LGBTQI+ community in reporting and addressing victimisation.
- Stakeholder driven audits of key safety resources and protective factors in the CBD – resource mapping / compare threats & risks to safety assets and scope for improved alignment e.g. changing the function of certain spaces to ensure citizen surveillance after dark or dual functions for trader stalls (night shelter)
- Who are the main stakeholders in relation to key facilities and infrastructure and what do they have to lose or win? *Possible discussion to be held with stakeholders beyond the engagement exercise*
- Gender & crime audits of key facilities and infrastructure – assessing risk and opportunities of key installations (bridges, walkways, shopping spaces, taxi ranks, bus terminals, rail station etc) who is most vulnerable, how does vulnerability arise / can locally designed safety indicators help us understand how these facilities should be better managed?
- Understanding the risks and safety opportunities for key stakeholder groups who regularly use or move through the CBD (school children, commuters, shoppers, women traders, youth in transit etc)
- Understanding the key interface between different and sometimes competing CBD user-groups: how to reduce conflict and advance compatible user

patterns. Is there a need for a permanent on-site mediation facility – possibly part of the precinct management function?

- Understanding what the different precincts that intersect at the CBD actually mean for user groups and community safety – how can the safety benefits be realised / what civic actions are required / who drives & manages?
- Can the success of the CPF Patroller Programme be expanded upon e.g. formalising sectors into NHWs, conducting public education programmes on the need for management strategies and by-law enforcement to improve safety in the CBD?
- Many recyclers in the CBD have addiction problems and use the proceeds of recycling to buy drugs – the recycling activities present an opportunity for intervention but how would this unfold, can the system be formalised to the point where rehabilitation is a supplementary service?
- Youth are both the perpetrators and victims of crime in the CBD. How do youth understand the CBD and what draws them to it? Why are existing recreational and sporting facilities not working optimally in providing

an alternative to crime and high-risk behaviour?

- Visually the CBD does not appear to be a user-friendly or a safe space for people with disabilities and elderly persons. What priority enhancements to public facilities and private spaces would turn this around?
- The taxi industry is a powerful and influential presence in the CBD and many regard taxi operators as agents for safety albeit, in their own spaces and on their own terms. But the industry also contributes to violence and problems of urban management. How can the potential for violence in the industry be monitored and managed? Can the assets and capabilities of the industry, (e.g. safety measures at ranks, taxi monitoring vehicles) be harnessed for broader public safety benefits?
- It appears that the services and infrastructure deployed by private security forms an important supplement to formal policing in the CBD. Whereas such services are primarily geared towards protecting private property, the industry increasingly recognises that spillover benefits for the community are essential to maintaining legitimacy and market share. How can this window of opportunity be optimised?



Sustainable Livelihoods Foundation (SLF)

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HAMMANSKRAAL CBD SAFETY PLANNING: **STAKEHOLDER ENGAGEMENT REPORT**





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1. Introduction

The stakeholder engagement exercise forms the core of the safety planning project in the Hammanskraal CBD. The aim of this exercise was to generate information and data informed by the community's experiences, challenges and recommendations related to safety at the project site. This stakeholder feedback will determine how safety in the CBD can be enhanced through precinct level urban design, improved public management interventions and other partnership driven safety measures. The planned transformation of the urban space (CBD) has been designed and implemented to prioritise the inclusion of women, youth and other vulnerable groups.

Stakeholder identification and mapping was undertaken throughout the situation analysis phase of the project and included desk-top research and interaction with agencies already engaged in development and planning projects in the area. In this regard, the information and resources provided by the Cities Support Programme and the Tshwane Metro Police Department proved to be critical. This first phase of the project identified the key

stakeholders and began a process to understand how gender, age, sexual orientation and other markers of vulnerability to crime and violence function in relation to the precinct.

The final step in the stakeholder identification / community mapping phase was the site visit held on 23rd November 2023. The site visit helped to clarify certain contextual realities that emerged from the situation analysis. The relevant and critical stakeholders were identified incrementally with an understanding that early listings would be provisional and could be supplemented or revised, according to the relevance and interest that the respective groups expressed in CBD safety. The Community Mapping step developed a list of stakeholders and described their link to the safety issues identified in the situation analysis and their potential function and roles where applicable.

The information below represents the output of engagements that included mapping exercises, focus groups and interviews conducted over a period of approximately two months.

2. Profile of the Stakeholder Groups

Hammanskraal CPF¹	The Hammanskraal CPF serves part of the CBD area including from the KFC intersection (R101) going South. Five executive members of the CPF attended the focus group, including the chairperson, public relations officer, and regional coordinator. This CPF is mostly active in the central CBD.
Temba CPF	The Temba CPF also serves part of the CBD. The CPF was represented by the chairperson, the PR officer, the Region 2 CPF coordinator, the GBV and Women's rights officer, their secretary as well as the Temba SAPS station manager who is the regional liaison for community policing and works closely with the Temba CPF.
High School SGB	The School Governing Body (SGB) serves the high school in Hammanskraal. The focus group was attended by Fannie, an educator at Hammanskraal High School, and Tsholofelo, a teacher's aide and parent on the Hammanskraal High School Governing Body. The respondents shared their experiences, not only as educators and people who are closely linked to students and youth, but also as people who were born and grew up in the area.
Mandela Kind Youth	The Mandela Kind Youth Forum is a voluntary sports association working in Hammanskraal and based at the Mandela Community Centre. The forum focuses on getting the youth involved in extracurricular activities in a bid to keep them off the street. They currently work with young men in the area but are planning to involve more sporting codes and activities that will attract young women. The focus group was attended by Victor the chairperson as well as three members of the forum.
Office of the Ward Councillor	The Ward Councillor for Ward 49 is Mashapa Matome Adam. Councillor Adam nominated his "permanent secretary" to conduct the interview.

¹ The Hammanskraal CPF and local / regional SAPS also played a major role in the site briefing and visit and their views are form an important part of the *Situation Analysis Report*

Private Security	The private security industry in the CBD was represented by Ramalepe Security. The company was started by siblings who grew up in Hammanskraal. Diane is currently the director and oversees the operations and the contracts that they hold in Hammanskraal. Ramalepe has several security contracts in various industries, but the bulk of the company's work is guarding state buildings around the Hammanskraal area.
Recycling Group	This sector was represented by the owner of a recycling business. The engagement was conducted as an interview. Casey is the owner of King Frigo Recyclers located along the R101. He was born and raised in Hammanskraal and took over the recycling business from his father in 2018. He knows a number of the informal recyclers in the area and notes the potential criminal activity that takes place within the industry. His recycling centre mostly deals in plastic recycling. Casey was particularly concerned that there are many unlicensed recycling businesses that take advantage of the lack of regulation in the industry.
Tourism Association	The Hammanskraal Tourism Association was represented by Bontle, who is a tourism officer and also guides tourist groups that come to Hammanskraal. She notes that the tourism areas within the CBD are mostly Mandela Village as well as the Jubilee Mall side of the CBD. Tourists typically eat and shop at the Mall after seeing the sights and engaging with the traditional dancers, jewellery makers, etc.
Civil Society Organisation: Regomoditswe Ba Pelo²	This foundation works around raising awareness and advocating for vulnerable people in the greater Mandela Village area (part of the CBD). The focus group was attended by four members of the community-based organisation including the founder, Itumeleng Kwakwa.
Temba Taxi Association (TTA)	The TTA is the major transport service provider in Hammanskraal. Ten members of the TTA attended the focus group, including the chairperson, the secretary, the training officer, marshal handlers, the taxi rank officer as well as other members of the executive committee.
Hammanskraal Informal Traders & Hawkers Association (HITHA)	HITHA was formed in 2003, when there were clashes with SAPS and the Metro police. The members of HITHA are owners of stalls, spaza shops and some are informal recyclers. There is a strong presence of women in the group who came together to challenge the COVID restrictions that threatened their livelihoods. The association has legal representation that helps them settle cases of violence/abuse and harassment in the CBD. They also focus on community development and uplifting youth. The focus group was conducted with five executive committee members of HITHA
Community Oriented Substance Use Programme (COSUP)	The COSAP programme is a substance abuse centre that supports recovering drug users. They are situated in many different regions around Tshwane but do not currently have offices in Hammanskraal, however they <i>do</i> provide mobile services in the area. COSAP was represented by Hendrik Lefoka.
Women in Local Economic Development	The Women in LED focus group was conducted with two women entrepreneurs who spoke about their experiences in the CBD. Both women run their businesses from their homes but the CBD is an important part of their business model.
Imisebeyelanga Services NPO	Imisebeyelanga Services is a Non-Profit Organization founded in 2004. The NPO provides services in early childhood development, victim empowerment and NPO capacity building and empowerment. Imisebeyelanga works throughout South Africa with a current focus on Gauteng, Limpopo, Mpumalanga and North-West Provinces. Imisebeyelanga is the current provider of GBV services and victim support at the Temba and Hammanskraal SAPS stations. This is a full-time service but not necessarily 24 hours. The NPO also makes use of fieldworkers / social workers and works closely with Family Violence, Child Protection and Sexual Offences (FCS) ³ units at both stations. The Imisebeyelanga Services Director, Rina Ferriera was interviewed.

² This foundation works around raising awareness and advocating for vulnerable members of the communities in the greater Mandela Village area.

³ What is the FCS unit in SAPS? The Family Violence, Child Protection and Sexual Offences Units (FCS) provides a 24 hour service in dealing with sexual offences against children, person-directed crimes (where the family is involved), illegal removal of children under the age of 12 and crime facilitated through the electronic media.

3. Hotspot Mapping

Stakeholder groups were invited to identify locations within the CBD that are especially dangerous or pose a high level of risk. This resulted in the following mapping

outcomes. The different stakeholder groups had a very similar understanding of the location of hotspots and for this reason a sample of eight of the maps are contained within this report.



CBO



Youth



Tourism



Recyclers



Office of Ward Cllr



Private security



Senior citizens



SGB & educators

4. Feedback from Stakeholders

TOPIC: Why is the CBD important to you as a stakeholder group?		Follow-up discussion ⁴
Hammanskraal CPF⁵	The CBD is the heart of the community. Economic opportunities are found there There is vibrancy and excitement in the CBD with shopping and services As the CPF they visit the police station every day There is a hospital in the CBD Many people visit the CBD for work purposes Patrollers are working there	NOT APPLICABLE
Temba CPF	It is more convenient that trying to get to the main Pretoria CBD You can socialise there Employment and other economic opportunities are to be found in the CBD, for example there are factories in the CBD Services are easily accessed by vulnerable groups like pensioners Hammanskraal brings people from 4 different provinces It is important for the CPF because the CBD is used by so many different stakeholders. The CPF sees it as a key area because of the levels of crime	NOT APPLICABLE
High School SGB	There are economic opportunities. Shopping and services The CBD is the heart of Hammanskraal	NOT APPLICABLE
Mandela Kind Youth	The things I need are in the CBD, I shop, I pay bills and use the services there. The CBD is where I look for jobs, most people advertise opportunities there. Lots of entrepreneurs open shops there The CBD has better educational opportunities than rural/township schools Others visit the CBD to explore	NOT APPLICABLE
Office of the Ward Councillor⁶	The CBD is not only important to the office of the councillor but also the community as well. It is the economic hub of the area, which links all activities of Hammanskraal and the surrounding areas. For this reason, the activities in Hammanskraal bring together people from all different walks of life to fulfil their social and economic needs.	NOT APPLICABLE
Private Security	That is where we get our daily needs met. We also get employment opportunities in the CBD and it also a place for some to have a social life. There are education and shopping facilities in the CBD.	NOT APPLICABLE

⁴ These discussions were open-ended and guided by a few points that appeared specific to the particular stakeholder group. These discussions are reported in relation to the most relevant topics and stakeholders were not obliged to discuss all topics in this manner.

⁵ The Hammanskraal CPF and local / regional SAPS also played a major role in the site briefing and visit and their views are form an important part of the Situation Analysis Report

⁶ The permanent secretary represented the councillor.

Recycling Group⁷	The CBD is where they collect most of their recyclables. The CBD makes the recycling viable, recycling plastics and cans, etc. They can find trash and scrap metal.	NOT APPLICABLE
Tourism Association	The CBD is where you find malls and restaurants. The CBD is where the Mandela village is located - tourists could be interested in visiting. There is a lot going on to keep you entertained.	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo⁸	It is where the business/ economic opportunities are and also job opportunities	NOT APPLICABLE
Temba Taxi Association (TTA)	The CBD, especially Jubilee Mall is extremely important because that is where they make their money. There are a lot of services in the CBD, - they can do our shopping and get all the help and goods we need The TTA's customer base is in the CBD	NOT APPLICABLE
Hammanskraal Informal Traders & Hawkers Association (HITHA)	Informal traders contribute to the local economy in the CBD, even though they are not recognised. There are people coming from Limpopo, Mpumalanga and the North West to shop and do their business in Hammanskraal. Informal traders rely on busy areas because they do not have advertising so they work on foot traffic and word of mouth. The congestion in the CBD is the reason their businesses are viable	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Drug users are always in the CBD is because there are economic opportunities in the CBD and they can link with the dealers who trade there. They can beg for money from mall goers. They can also easily sell small goods that they have acquired in the CBD. This is also where drug users get their substances	NOT APPLICABLE
Women in LED	The CBD is where they get their supplies and where they shop for basics. The taxi ranks bring people to the area	NOT APPLICABLE
Imisebeyelanga Services NPO	Because the NPO is a service provider in the area rather than a direct stakeholder per se, the question was slightly adjusted, <i>How do women and other victims of GBV make use of the Hammanskraal CBD – what draws them to it? What activities or duties in the CBD generally lead to them being targeted?</i> Women and other GBV clients use the CBD for a variety of reasons – its hard to say whether these are linked to the reasons they are targeted. The reasons for targeting have more to do with cultures of male domination and men feeling that they are being “pushed too far”, in other words the stresses of life. Its interesting to note that our clients are 60% women and 40% men. Most of the abuse occurs in the home and is verbal and emotional rather than physical.	Verbal

⁷ This sector was represented by the owner of a recycling business. The engagement was conducted as an interview.

⁸ This foundation works around raising awareness and advocating for vulnerable members of the communities in the greater Mandela Village area.



ASSESSMENT

The CBD is the economic and services heart of the area. It is experienced by stakeholders as a complex, multi-functional hub providing jobs, trading opportunities, transport, shopping, entertainment, banking and other commercial services. It is also a public service node for stakeholders with hospitals, police stations, schools / other educational institutions. This complex mix of functions also attracts criminality and high-risk lifestyle patterns such as drug use. All stakeholders recognise the risks and safety threats that exist in the CBD and the inconvenience that arises from poor spatial and infrastructure design, limited law enforcement and congestion but for most it is unavoidable. Informal traders, for example are highly reliant on the CBD for livelihoods, for taxi operators it is the major transport hub in the region. For those who exist on the margins of the local economy, the opportunity for subsistence via recycling and drug-related livelihoods is important. While most stakeholders experience the CBD in similar ways, there are real and latent conflicts at play. Informal traders compete with formal business for the right to use certain spaces and often come into conflict with private security. The taxi industry is unhappy with the informal traders using certain spaces and traders claim they are extorted and resent the informal authority wielded by taxi operators. Law enforcement appears to tread a fine line between allowing critical aspects of the local economy to function and the need to preserve order and safety through by-law enforcement, traffic management and compliance with trading regulations. Clearly a rigorous enforcement of all applicable laws and urban management regulations would be ideal but it would also carry the risk of heightened conflict and public disorder and possibly even violence. To some extent, the very danger of the CBD and the opportunity for illicit activity / goods may add to the allure of the area, especially for young people and those who rely on marginal livelihood systems.

TOPIC: Main safety risks/threats that you face when visiting or using the CBD?		Follow-up discussion
Hammanskraal CPF	Stealing of goods from cars People are commonly under the influence in this area. The infrastructure in the area is not safe and badly designed (bridge) Petty theft and muggings are too common as are fraud and ATM scams Complexes have multiple entrances and not all of them are guarded	
Temba CPF	Transnet's vacant land is a risk. The train station needs to be revived or removed and there are abandoned buildings around the CBD. There are many areas that are not well managed Targeted crime includes stealing goods from trucks There is not enough lighting Parking lots do not have cameras and cars get stolen Drug abuse is very high in the CBD area. Business tenants often leave because of safety concern Bylaws are not enforced Loadshedding adds to crime risks Lack of cameras and police visibility makes the CBD unsafe	
High School SGB	There is substance abuse and the high school dropout rate is high. People coming from other provinces/areas lead to overcrowding. Cars can get stolen Learners are always getting mugged and stabbed when they walk from the school to the mall. Crime is chasing away investors/business owners	
Mandela Kind Youth	There is a lot of petty crime, like people getting pickpocketed and phones getting stolen. There are drug dealers and users in the CBD, fraud and a lot of scammers. Especially for those people who are not familiar. Child theft/ human trafficking is rising Security not being trustworthy	
Office of the Ward Councillor	Crime is a major risk in the CBD and people are using drugs. There are card scammers and a lot of petty takes place in the CBD. This pushes people out of the CBD because it is not safe	
Private Security	Crime is very high in the CBD and inside jobs are common in the area. There is also poor fencing and lighting and a lot of buildings in the area do not have functioning security measures (cameras, etc). Hijacked buildings and abandoned factories in the CBD add to the problem as does load shedding There are high instances of drug and substance abuse in and around the CBD.	

Recycling Group	Theft is a problem - the recycling industry works with many people including drug users and there are chances that the recyclables – especially metals – are stolen. There is a lot of theft of aluminium. People break into the recycling centre to steal some stuff. There are petty crimes where they take your phone, etc. Lack of regulation in the recycling industry, people front with plastic but they are dealing in copper and other metals.	They (recyclers) generally feel safer in the afternoon than when “knocking off” in the morning. In the morning it’s quiet and they feel they could be targeted. The CPF has also discontinued activities at this time “so you are on your own.” Drugs are rampant in the recycling industry. Certain hard drug users include the Crystal Meth (Methamphetamine) users who steal items.
Tourism Association	Drug abusers commit a lot of petty theft and people with lots of cash are targeted. Tourists are at risk when they wander off.	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	Robbery/petty theft are common as is car theft, drug abuse and being targeted by thieves when leaving an ATM and ATM scams. Stealing of goods from cars that are stopped at robots stuck in traffic is common There is also kidnapping/ human trafficking	NOT APPLICABLE
Temba Taxi Association (TTA)	Threats are mainly around the banks. Due to the high needs for cash in the CBD, people are targeted at the ATMs, followed and robbed. There seem to be inside jobs that let criminals know when people leave with large amounts of money. Card scams are common in the CBD around the banks Drivers have to risk their lives helping customers There is competition with people who are giving private taxi services around the CBD Cars are not safe at all at the mall. The security cameras in most complexes do not work. Delivery trucks are targeted in traffic and goods are stolen from the back of cars.	NOT APPLICABLE
Hammanskraal Informal Traders & Hawkers Association (HITHA)	They receive little support from SAPS in the CBD and the crime rate in Hammanskraal is extremely high There is not enough shelter for informal traders in the CBD. Traders are not only exposed to the elements but also the criminals Private security and centre managers are constantly harassing traders demanding bribes to stay on private property. Private security also chases informal traders from municipal land. The storage areas that are provided by the city are not safe enough and often get broken into, resulting in them losing their stock Competition in the informal sector is extremely high because they are all chasing the same small group of consumers	HITHA is a member of the SAITA-South African Informal Traders Alliance. HITHA has tried time and time again to engage their city authorities but they are always brushed aside. Traditional leadership in and around Hammanskraal complicate the type of plans that can be made in the area. Station commanders in Hammanskraal and Temba are hostile towards informal traders

Community Oriented Substance Use Programme (COSUP)	Pick pockets and petty theft are common in the CBD. The stigma around drug users poses a huge risk to them as they are always accused of crime and as a result they are often targeted. The CBD around Hamaanskraal includes the newer area of business (Jubilee) so it is better patrolled and there is more pedestrian traffic than the Mandela Village side of the CBD. There are areas where it is quiet and you can be marked and followed.	NOT APPLICABLE
Women in LED	The CBD has Nyaope users and other shady characters. There are scammers (usually in front of Spar) using SIM cards and pick pockets. People pose as workers from the stores - they ask to buy grocery for you at a discount (they are scammers).	NOT APPLICABLE
Imisebeyelanga Services NPO	The CBD is not so unsafe – not like the trains in some parts of Tshwane. Much of the crime is opportunistic – for example we helped women to set up popcorn trading stalls and some were robbed of money and even the popcorn machines but this could easily happen even in more affluent areas. Most of our fieldworkers are women and they do not find the area unusually dangerous. Taverns and pubs are a problem for sexual assault. Men seem to believe they can get sex by buying women a drink. There is research that shows that a high percentage of men admit to rape in these circumstances.	NOT APPLICABLE





ASSESSMENT

The different stakeholder groups describe the main safety threats in the CBD in very similar ways and most seem to be equally concerned with a broad set of safety issues, namely opportunistic street crime (including threats of violence through mugging), non-violent theft including theft out of vehicles, financial scams often related to e-banking or ATM services, theft of vehicles, targeting of visitors and tourists and the concern that SAPs / private security cannot always be trusted to act effectively. One over-riding threat that appeared to be prioritised by all stakeholders was the threat of crime arising from drug / substance abuse and the related trade in these substances. Most criminal activity is linked to some aspect of the built / physical environment, for example:

- › Theft out of vehicles due to traffic congestion
- › Robbery and other contact crime due to unlit or secluded urban spaces or poorly maintained land / abandoned properties
- › Risks to pedestrians because of poor traffic management and over-traded / congested sidewalks

Some threats are more directly associated with the concerns of specific stakeholder groups:

- CPFs – a strong concern for poorly managed public spaces and land and decayed public facilities and services such as street lighting
- High School SGB & Youth group – threats to learners including substance abuse and child trafficking
- Private Security – poor security infrastructure and ‘inside jobs’
- Recycling Group – theft of recyclable material and criminal activity within the recycling industry
- Tourism Association – opportunistic crime targeting non-guided tourists
- Civil Society Organisation: Regomoditswe Ba Pelo - robbery/petty theft, ATM crime and kidnapping/ human trafficking
- Temba Taxi Association (TTA) - robbery/petty theft of cash linked to ATMs and banks sometimes directed by insider information, drivers at risk when protecting customers, competition from private taxi services (with the prospect of conflict / violence) and targeting of commercial delivery vehicles for theft / robbery

- Hammanskraal Informal Traders & Hawkers Association (HITHA) - poor working relationship with SAPS, lack of shelter and non-secure storage / protection for trading activity, poor working relations with private security and centre managers in respect of trading on private property and competition / conflict amongst informal traders
- Community Oriented Substance Use Programme (COSUP) - the stigma around all drug abusers being regarded as criminals. This results in them as a group being targeted
- Women in LED – scams involving people who pose as workers at stores - they offer to buy groceries at discounted prices
- Imisebeyelanga Services – taverns present special problems of sexual assault. Most domestic violence occurs in the home, therefore solutions oriented towards the public spaces will not impact domestic violence.



People Living with Disabilities mapping crime hotspots

TOPIC: What is the main contributor to crime/violence in the CBD?		Follow-up discussion
Hammanskraal CPF	Groups/construction mafias⁹ Rape commonly occurs in the evening Unemployment leaves the youth without hope and it contributes to GBV and substance abuse. Crime is attractive to youth that cannot get jobs and where the poverty rate is high. Crime is worse where there are no streetlights and no cameras and where there is less police visibility. Multiple taverns in the CBD contribute to the levels of substance abuse	NOT APPLICABLE
Temba CPF	Unemployment and substance abuse are the main contributors. Informal traders also increase crime in the CBD and there is mismanagement of hawker stalls Taxis do not vet their customers and they are often trafficking drugs Mob justice can be problematic Where there are no streetlights, crime is worse	NOT APPLICABLE
High School SGB	Unemployment and drug abuse are the contributors with not enough police presence and corruption. Lack of skills development and lack of guidance for the youth can result in depression. Learners do not have enough counselling Mainly young people are perpetrating the crime in the CBD	NOT APPLICABLE
Mandela Kind Youth	Drug usage is a major contributing factor to the crime in the area There is a lot of peer pressure in our age range - people influence each other into making easy money. The unemployment rate is way too high in these areas. People are desperate and turn to crime. Young girls fall into dating older men and dropping out of school while they are pregnant – this makes them unemployable	NOT APPLICABLE
Office of the Ward Councillor	There is high substances abuse in the CBD and they are using the CBD as a hideout... people end up making risky decisions under the influence	NOT APPLICABLE
Private Security	Protection of criminals by the community and high unemployment rates are contributing factors. Stakeholders don't come together to protect a space and there are a lot of unauthorised liquor spaces in the CBD.	NOT APPLICABLE
Recycling Group	Drugs are a main factor and unemployment is a contributing factor because people have a lot of time on their hands, and they need money. The youth is not kept busy around Hamaanskraal, they need more recreation activities. Load-shedding, this is a problem because the cameras are not working and criminals know that.	NOT APPLICABLE

⁹ This refers to the groupings that have come to be known as Business Forums. They usually demand a financial stake in every project implemented in (their) communities. They have become more vicious and they often threaten or use violence to achieve their goals. They (ab)use the apparent clause in the BEE or BBBEE policy that requires that 30% of projects in communities should benefit SMMEs. They usually do not have the requisite skill or documentation.

Tourism Association	Poverty and desperation contribute to crime. The youth doesn't know what to do with themselves - they are easily tempted into a life of crime due to unemployment. Corruption in construction tenders in the CBD leads to violence as communities react with mob justice.	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	Inside jobs with security contribute to crime People in Hammanskraal are unemployed. Private business owners are not cooperative Police in Hammanskraal are not visibly doing their job Drug abuse is also a factor	NOT APPLICABLE
Temba Taxi Association (TTA)	Most of the people in the CBD are not employed. Poverty forces people to make bad decisions, trying to secure food for their families. The youth is unemployed, they are the quickest to turn to crime. There are a lot of people coming in and out of Hammanskraal and a majority of them are untraceable (IDs, Passports), this anonymity allows them to move illegal substances increasing the drug problem in the country. Tjo-tjo (bribery / corruption) is a major contributing factor to crime. Load Shedding is also a factor	NOT APPLICABLE
Hammanskraal Informal Traders & Hawkers Association (HITHA)	Corrupt politicians contribute to crime¹⁰ There is a lack of communication between the centre managers and the informal traders near their land Due to the lack of regulation in the CBD there are too many people coming from different provinces and countries to keep track of who is coming in and out and committing these crimes The clashes between informal traders and foreigners sometimes cause a lot of commotion in the CBD. There is also not enough unity in the informal sector so there is violence within ourselves. During the festive season people have a lot of cash so the crime rate spikes. Drug users are rampant in the CBD.	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Unemployment and poverty – the location of Hamaanskraal means that there are lots of people coming from outside and they get preyed upon.	NOT APPLICABLE
Women in LED	Unemployment and poverty contributes to crime - people are trying to survive Overcrowding/congestion - on certain dates like Sassa week, the crime is too high, due to overcrowding Nyaope users contribute to crime and darkness due to non-functioning street lights	NOT APPLICABLE
Imisebeyelanga Services NPO	Unemployment and poverty certainly and also drugs. Crime is a way of making a living. There is also the problem of cultural entitlement – if women dress in a particular way, it is seen as an invitation (for sex).	NOT APPLICABLE

¹⁰ It is unclear precisely what form of corruption is referred to. According to one informant, this relates to some councillors facilitating construction mafias. Apparently, since councillors have access to information on tenders and amounts involved, they share the information with the 'construction mafia'. The construction mafia then disrupts project progress, sometimes violently and with heavily armed persons.



ASSESSMENT

Unemployment was the most commonly identified contributor to crime and violence in the CBD, followed closely by drug / substance abuse. Other commonly identified contributors were built environment factors like street lighting, the absence or non-visibility of police and the volume of people moving through the CBD. Sexual violence and GBV is generally 'behind closed doors' but attitudes of sexual entitlement drive many instances of GBV. Some perceived contributing factors are more directly linked to specific stakeholder groups were:

- Hammanskraal CPF – construction mafia or other organised criminal groups
- CPF - Informal traders increase crime in the CBD along with mismanagement of hawker stalls, taxis do not vet their customers and they are often trafficking drugs, mob justice can be problematic
- High School SGB – corruption, lack of skills development and guidance / counselling for the youth, depression, young people are the main perpetrators the crime in the CBD
- Mandela Kind Youth – this group shared many of the concerns of the SGB about the vulnerability of the youth and the lure of crime and drugs but added further thoughts on how this can trap youth into poor decisions based on peer pressure that also shut down employment prospects
- Private Security - this group offered unusual insights about how criminals are sometimes protected by the community, the lack of unity amongst stakeholders in protecting certain spaces and the prevalence of illicit liquor sales
- Recycling Group – loadshedding disables certain security systems like CCTV and is thus exploited by criminals
- Civil Society Organisation: Regomoditswe Ba Pelo - inside jobs with security (this might relate to what was also referred to as corruption). There was also some sense that the private sector does little to advance safety and fight crime (outside of their immediate interests.)
- Temba Taxi Association (TTA) – also shared the view that “Tjo-tjo” (bribery / corruption) is a major contributing factor to crime (but the reasoning is not unpacked.) In addition, the heavy volume of people movement is seen to cause ‘untraceability’ and thus criminality – the informal hawkers / traders share this view
- Hammanskraal Informal Traders & Hawkers Association (HITHA) - corrupt politicians, lack of communication between the centre managers and the informal traders near their land. It is also clear that this group perceives tensions between themselves and ‘foreigners’, whose significant presence and movement they regard as unregulated. This tension may arise from trading competition, but the group also recognises a lack of unity within their own ranks.

- Imisebeyelanga Services – cultures that promote male dominance and male attitudes of sexual entitlement

The widely understood contributors to crime and violence are unemployment / poverty, corruption and related issues of drug / substance abuse. However, the high volume of human movement through the area not only raises the prospects of non-regulation, disorder and criminality but is also what makes the CBD a thriving business space, attractive to many different user groups. Cohesive forces between different stakeholders and even *within* certain stakeholder groups, are lacking, not because they lack common interests but seemingly because this commonality often goes unrecognised in the pressure to retain an economic niche in the CBD. Some issues require further investigation, for example the repeated view that criminality is supported by some level of corruption or *tjo-tjo* as the taxi drivers call it. This appears to suggest that some criminality is protected by the collusion of the police or other organs of the state including politicians but stakeholders are understandably reluctant to specify exactly how this operates. One perceived consequence however is a greater propensity for mob *justice*.



Hammanskraal Elderly Association participate in a focus group

TOPIC: What are the things within the CBD that make you feel unsafe?		Follow-up discussion
Hammanskraal CPF	The presence of drug users, lack of police visibility, lack of security cameras in strategic spots within the CBD and bogus taxi operators cause people to feel unsafe No cameras	NOT APPLICABLE
Temba CPF	At night the CBD is dark. Emergency services take a long time to arrive at a scene and there are poorly maintained facilities and faint road markings Groups of people loitering and overcrowding all contribute to feeling unsafe There is not adequate fencing throughout the CBD	NOT APPLICABLE
High School SGB	Having cash on you, you immediately feel like a target. The CBD lacks proper development and there is open drug use and lack of security cameras. There are a lot of undocumented foreigners – they sell questionable products Hive 5 (private security) and the CPF patrolling the area makes you feel safe Some areas are unsafe – for example, learners do not gather on the other side of the R101, they stay close to the school	Learners are not safe in the CBD. They are targets of mugging and crime. Drug addicts follow students. Maintenance issues at certain facilities are leaving students with nowhere to go.
Mandela Kind Youth	There is not enough police visibility. Even the CPF patrollers, - when there is a problem, you cannot find anybody to help you The CBD is not a place I want to be when it is dark – there are lack of street lights. I'm fine during the day but not at night There are passages between buildings that can be used but if you have a lot of groceries on you could be a risk The crime rate is very high in December because the criminals know that people have a lot of money on them during the festive season Nyaope users make us feel unsafe	NOT APPLICABLE
Office of the Ward Councillor	There are a lot of criminals in the CBD. Congestion in the CBD means that criminals are blending into the crowd. There is not enough lighting in the CBD and dead/quiet zones attract more criminals. It's not safe for us There is a large number of undocumented foreign nationals that have businesses as a front and contribute to the ills of the CBD. There are theft networks operating in the city, it becomes nearly impossible to find stolen goods In the quiet hours it is easy to get robbed and there are really no CPF patrollers out in the morning (04:00-06:00) Dilapidated buildings sitting vacant in the CBD house substance abusers, this creates crime hotspots	NOT APPLICABLE

Private Security	Corruption is letting crime thrive in the CBD. Poor lighting in the evening and lots of quiet areas make it feel unsafe. Undocumented foreign nationals also contribute to this sense of being unsafe	NOT APPLICABLE
Recycling Group	My business is cash based – this causes risk Hijackings occurring at the robots – apparently becoming more organised / planned Nightlife in Hamanskraal is becoming unsafe because there is a place that is like a club. You find a lot of criminal activities and people can follow you home at night The majority of the streetlights are not working and there are no public services around the recycling centre, so your safety is up to you	NOT APPLICABLE
Tourism Association	Later in the evening and at night the drug abusing youth gather and they rob people in groups. Not having anyone to meet you at the designated stop/taxi drop is unsafe Nyaope users are in the CBD	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	Drug abusers and lack of visibility of police and safety wardens leads us to feel unsafe – there are many different types of crime that can be committed against you – for example getting harassed when you get off the taxi and informal traders are selling drugs. There are no streetlights and cameras	NOT APPLICABLE
Temba Taxi Association (TTA)	The police do not respond quickly enough when they are needed. Booms are not enough to keep the CBD safe There are not enough streetlights around the CBD. If they are there, they do not work. There are not enough pedestrian walk ways and there is low police visibility around the CBD	NOT APPLICABLE
Hamanskraal Informal Traders & Hawkers Association (HITHA)	The area is served by three police stations but the crime rate is insanely high There are two big CPFs operating in the area but the crime is still extremely high Hearing your family and friends tell their story of crime everyday makes you have an attitude towards the CBD The taxi association in Hamanskraal thinks they own informal traders. They harass them, demand protection money and try to control traders Drug abusers sleep in their stalls and take over the trading spaces	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Lack of police visibility as well as security personnel makes people feel unsafe The perception of safety must be considered in the CBD, people do not feel safe in the presence of drug users The lack of streetlights makes the CBD extremely dark and it feels very dangerous at night	NOT APPLICABLE

Women in LED	Private security are only concerned with their own buildings and there is a lack of police visibility People walking around with large sums of cash in the CBD are at risk	NOT APPLICABLE
Imisebeyelanga Services NPO	Upbringing plays a role – some youngsters are allowed to roam around but other families are strict. Men are generally seen as a threat and some of this fear is raced-based. But not everybody feels that way – many women still go to taverns and feel free to dress as they wish. Some of these issues arise because there is no other form of entertainment.	NOT APPLICABLE



ASSESSMENT

The most commonly mentioned aspect of the CBD that makes the largest segment of stakeholders feel unsafe is the decayed urban environment in the CBD with dilapidated buildings and poorly designed / non-maintained infrastructure including alleyways and other non-secured spaces that are prone to crime. This is exacerbated at night by poor public lighting and the absence of security infrastructure like CCTV. An additional source of perceived danger is congestion accompanied by the free movement of persons perceived to pose a threat (drug dealers, unruly youth, pirate taxi operators, opportunistic muggers and what was often described as “undocumented foreigners”) involved in crime or ‘shady’ businesses.¹¹ Carrying cash, shopping or other valuable goods heightens this sense of insecurity. Interestingly, few respondents, including the GBV NPO, thought women were especially at risk. There is also a sense that the CBD may be penetrated by criminal networks who have access to ‘insider information’ in order to direct their criminal activity. Particular risks arise for persons using the CBD for ‘nightlife’ or having to commute through during quiet hours. The absence of police, private security or safety patrollers adds to the sense of risk.¹²

Some perceived aspects that create a sense of risk for specific stakeholder groups were:

- Hammanskraal CPF - bogus taxi operators.
- CPF – poor response time by emergency services.
- High School SGB – drug dealers and petty criminals who directly target learners
- Recycling Group - hijackings occurring at the robots, some apparently organised
- Tourism Association - later in the evening and at night, drug abusing youth gather and they rob people in groups

¹¹ It is not impossible that these views were linked to xenophobic attitudes

¹² The safety patroller programme however is welcomed and the general concern was for its expansion

TOPIC: What are the things within the CBD that make you feel safe?		Follow-up discussion
Hammanskraal CPF	Banks, malls and establishments that have security guards The visibility of CPF patrollers, the reflector jackets help at night On the occasion that you do see the police Knowing the security cluster is working on patrolling paths As an individual I do not feel safe	NOT APPLICABLE
CPF	The visibility of CPF patrollers and contact points/ satellite police station There are a lot of taxi pick up and drop of points especially near the malls Self-service stations, you don't have to interact with as many people	The relationship with the Hammanskraal CPF is very high (good?). SAPS demarcates the station / CPF areas. North of the R101 is Hammanskraal station / CPF and South is Temba station / CPF
High School SGB	The Metro Police Station and police visibility generally. Taxi ranks also feel safer as do shopping complexes that have private security and cameras Learners feel safer in Mandela Village because this is a clustered and vibrant area. It's a bit enclosed	NOT APPLICABLE
Mandela Kind Youth	The CPF helps us to feel safe. On the odd occasion that you do see the police you feel a bit better. Being near the police station is where I feel safe I trust taxi drivers - when I am lost, they are very helpful Seeing people, I recognise in the CBD - it's better to walk in a group	NOT APPLICABLE
Office of the Ward Councillor	The CBD feels safer during the day. Shops often have security guards around them and petrol stations are a safe island because they always have people. Taxi ranks have low theft rates because taxi drivers are strict	NOT APPLICABLE
Private Security	Implementation of the community safety warden programme Visibility of police and traffic officers on patrol The quiet areas must not be left to deteriorate There are stop and search programs that help clean up the CBD	NOT APPLICABLE
Recycling Group	Hammanskraal is a small town, so SAPS and Metro are in close proximity There is CPF patrolling at night, so you feel safer at night and the CPF has given people whistles that can ensure their safety	NOT APPLICABLE

Tourism Association	The CBD is busy during the day and there are police stations well positioned around the CBD. Patrollers are very visible at night. They are always working and their reflector jackets are easy to see in the dark. The taxi association is very active in spaces where they are present. Students in school are not allowed to loiter (this is safer for the students and the general area) People in uniforms - these people are regarded as more trust worthy because they work at the bank or are security guards.	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	We do not feel safe in the CBD Knowing people that can help you in the area. (personal networks) Taxi drivers do try to get involved when crime is committed	NOT APPLICABLE
Temba Taxi Association (TTA)	There is nothing in the CBD that makes me feel safe. We create safety for ourselves as taxi operators. I only feel safe INSIDE shops because there are less people and there is usually security walking around.	NOT APPLICABLE
Hammankraal Informal Traders & Hawkers Association (HITHA)	Unity within the association (HITTHA) brings them a feeling of safety because their fellow members are close by. Other than that, they rely on themselves. There is nothing that makes them feel safe.	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Spaces where there is neatness in the CBD and order in the CBD, where things are well taken-care of. Complexes like Renbro centre are clean and there is enough security (but are still a site for drug use.) The Jubilee half of the CBD is new, and it is better planned and designed with taxi ranks, filling stations, malls etc. The placement of the Jubilee taxi rank makes it safer because it is in the centre of movement. There is a police station and clinic / hospital close by and lots of people – makes for safer movement.	NOT APPLICABLE
Women in LED	Being at home or the mall during the day The satellite police station but it is non- functional and the CPF patrollers used to make us feel safe but they are not around anymore. During December the safety wardens are visible – but they intimidate so you cannot approach them with a problem.	NOT APPLICABLE

Imisebeyelanga Services NPO

Visibility plays a big role – both for the public and also people who work to improve safety. The “Brigadiers” deployed by the Department of Community Safety were out in the open and directed people to where they can get help. The safety wardens (deployed by the Province) were also visible. But there are places that remain dangerous, such as the taverns and other places where people ‘jol’. Private homes are not impacted by these services and thus cannot be made safer. Neighbours do not intervene when they hear domestic violence next door and the victim often withdraws the case at SAPS. SAPS are not trusted. Many problems are based on poor self-esteem, this often causes domestic violence or previous experiences of violence / rejection cause repeated victimisation. Many victims however do rebuild.

NOT
APPLICABLE



ASSESSMENT

The majority of stakeholder groups gain a sense of safety from proximity to police stations or the visible presence of SAPS, metro police and to a lesser extent uniformed private security. Closely associated with this is the safety benefits associated with the CPF and the patroller programme. However a significant segment make no mention of the police or law enforcement services as a source of safety – this includes the civil society organisation, Regomoditswe Ba Pelo (who rely on personal networks and taxi driver intervention), Temba Taxi Association (who also rely on their own organisation to feel safe but also note the safety benefits of shops and other commercial spaces with security) and Hammanskraal Informal Traders & Hawkers Association (who also rely on their own organisation to feel safe). The possibility that these three significant stakeholder groups derive little or no sense of safety from SAPS and other law enforcement agencies is of great concern and could suggest alienation from government actors mandated to prevent crime and violence. Also of concern is the view by Women in LED that initiatives that previously provided some degree of safety (CPF patrollers, satellite police stations and safety wardens) have collapsed or no longer provide a sense of safety. Imisebeyelanga Services noted that most GBV occurs in the home and is to a large extent not impacted by solutions directed to public spaces.

A sense of safety is also widely reported in respect of formally managed and well-developed private spaces such as malls, other formal shops, banks, taxi ranks and petrol stations – often due to the presence of private security. The is best captured in the response by COSUP, “ Spaces where there is neatness in the CBD and order in the CBD, where things are well taken care of.” Surprisingly, many look to taxi operators for safety and this may not necessarily relate just to commuter activity and the rank environment, one youth representative noted “I trust taxi drivers when I am lost, they are very helpful.”

TOPIC: What public services ¹³ and infrastructure within the CBD make you feel safer?		Follow-up discussion
Hammanskraal CPF	Police stations, taxi ranks and bus terminals. The CPF itself (<i>they consider themselves a public entity because of their partnership with SAPS</i>)	NOT APPLICABLE
Temba CPF	The satellite police station and TMPD metro (although it is far away)	NOT APPLICABLE
High School SGB	TMPD, CPF patrollers and the SAPS satellite office The built infrastructure in the CBD is not well maintained – for example, the Mandela Centre is not well maintained. The youth used to spend their free time there but now they cannot	NOT APPLICABLE
Mandela Kind Youth	The CPF, informal traders/hawkers, Appolo lights, taxi ranks and the satellite police station.	NOT APPLICABLE
Office of the Ward Councillor	The majority of the infrastructure in the CBD that is privately owned creates a sense of safety as does the SAPS satellite offices	NOT APPLICABLE
Private Security	Police stations	NOT APPLICABLE
Recycling Group	SAPS/Metro police Having a sports ground that is a safe environment for recreational activities	NOT APPLICABLE
Tourism Association	Police stations, taxi ranks, community patrollers, and security in the malls.	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	Nothing makes us feel safe, police don't do their job, the satellite police station is always closed.	NOT APPLICABLE
Temba Taxi Association (TTA)	There is nothing in the CBD that makes me feel safe - we create safety for ourselves as taxi operators. I only feel safe INSIDE shops because there are less people and there is usually security walking around	NOT APPLICABLE
Hammanskraal Informal Traders & Hawkers Association (HITHA)	There is nothing that makes them feel safe. Calling the police does not help because they do not respond on time. The services/infrastructure are not well located. The pedestrian bridge is badly designed and poorly located - it is a risk.	In consultation, the association suggested that the bridge go from KFC to Shell garage, and (be) a simple bridge that has good visibility.
Community Oriented Substance Use Programme (COSUP)	See previous answers - complexes/mall are well developed. There is also private security in malls and complexes.	NOT APPLICABLE
Women in LED	Basically, there are no public services and facilities that make women feel safe. Even the clinic is not a safe place for women, the treatment is foul and the clinic often closes. Women would rather pay for better service.	State infrastructure is not being maintained and is not kid friendly. There is nothing in the way of art and culture within the area. The library is no longer interesting. There are skills programme (in) but there are not advertised well (BULA MAHLO within the abet school). There are lot of spaces/ buildings that are vacant. The community needs to take more initiative.

These don't really exist. Even the roads in informal areas are not paved, street lighting is not good and there are no pedestrian walkways. These things could make life a bit safer but they can't change domestic violence – that requires better knowledge levels of GBV. Often SAPS don't open cases.

NOT
APPLICABLE

ASSESSMENT

This section of the stakeholder engagements reinforced previous evidence that it is only the presence of police facilities including metro police and related actors like the CPF, that makes people feel safe. To a lesser extent, the public facilities that are relatively well-managed and therefore impart a sense of safety are the taxi ranks and bus terminals. All other infrastructure that imparts a sense of safety is privately owned. Other infrastructure such sports grounds, public lighting systems, youth and adult development centres etc. could clearly improve the sense of safety, if they were properly maintained and mirrored the management standards of private spaces. Other public infrastructure such as roads, bridges, pavements and pedestrian walkways are regarded as a safety liability. The safety deficit is created not so much by the absence of infrastructure and services but by the fact that some like the bridge are poorly designed and located, in other instances there is no maintenance and sustained management to preserve the basic functionality of the infrastructure – the railway station is probably the worst example of this.

Some stakeholders like Hammanskraal Informal Traders & Hawkers Association (HITHA) have specific ideas about how certain infrastructure like the notorious bridge could be remedied – *it needs to be removed from the KFC area and rebuilt at the Shell garage, and (be) a simple bridge that has good user visibility.* Basic services like clinics, which are important to women and children, may be present but their service is regarded as poor. The Women in LED focus group summarised well the general sentiment that “State infrastructure is not being maintained and is not kid (or women) friendly.”

¹³ This includes services and facilities like roads, pavements, street lighting, police services, CPF patrols, traffic management, walkways, pedestrian bridges, parks and developed public spaces, lighting, taxi ranks and bus stops etc

TOPIC: Do you feel that vacant land and open spaces within the CBD are managed in a manner that improves public safety? (Explain)		Follow-up discussion
Hammanskraal CPF	People do not occupy their land quickly enough and land invasion is problematic	NOT APPLICABLE
CPF	Grassy areas are not cut often enough and this gets dangerous When a shop closes, that store front is left abandoned Trees are not cut creating dark areas and blocking walkways Criminals are running into the bushes and then they are impossible to find The owners of the parcels of land are hard to track down	NOT APPLICABLE
High School SGB	There is not enough security on that land and there is not enough support for people to develop land - so they buy and it sits. Around the CBD people make sure their land is fenced off	NOT APPLICABLE
Mandela Kind Youth	Open spaces are often left to degenerate The bridge is a hot spot for crime and they wait for people to use the bridge to corner unsuspecting people. The bridge is not well managed. It is full of trash and human waste, so it is unpleasant for most people to use The station has been nonfunctional for a long time and that area is unsafe The public spaces in general are not managed well	NOT APPLICABLE
Office of the Ward Councillor	Vacant land and open spaces are not well managed to improve safety and thus end up inviting criminals and drug users. There is no grass cutting and maintenance and these spaces becoming illegal dumping sites.	NOT APPLICABLE
Private Security	There are a lot of open spaces that belong to the chieftdom and they are not well managed - they are easily invaded.	NOT APPLICABLE
Recycling Group	Public parks are not managed well enough to improve the life and safety in Hamaanskraal. The business owners have vacant lots in the area - these pose a threat to the safety of the community. Vacant land is being used to house stolen cars in the area.	NOT APPLICABLE
Tourism Association	Parks are a problem. They are not properly managed The facilities that are protected (like Mandela Stadium) are locked up and safe. Public/open spaces are usually left to fend for themselves and stripped for scrap materials.	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	These areas attract criminality and illegal dumpin	NOT APPLICABLE
Temba Taxi Association (TTA)	Large, open areas that have no security can be problematic – criminals in these areas harass people when they take shortcuts in these open spaces.	NOT APPLICABLE

Hammanskraal Informal Traders & Hawkers Association (HITHA)	PRASA has increased the danger in the CBD because of the abandoned train station/tracks. People get robbed and women get raped in the abandoned area surrounding the track. The issue is that people who cannot afford taxis have to cross the train track to access the rest of the CBD. People are risking their lives everyday crossing this section of Hamanskraal.	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Vacant spaces are not well managed. The open area underneath Harry Gwala bridge is not well managed as is the grave site between Renbro and Jubilee. The area is bushy with no grass-cutting. The footbridge is not well manged or designed and it is dangerous – pedestrians cross the road instead.	NOT APPLICABLE
Women in LED	In the CBD there is no functional park, the parks that exist are not maintained well. Vacant areas are now dump sites. In some areas of the community, people maintain vacant areas themselves. The youth stay away from these vacant areas because they are not safe. Women feel safer with their kids playing in their homes, they would rather drive to other places for parks. Even at school there's no longer sport so the grounds aren't maintained. Children are not safe, there have been cases of kids being stolen (kidnapped).	NOT APPLICABLE
Imisebeyelanga Services NPO	Not sure about safety on the open land around the river and the adjoining roads, much of it seems not to be used. It's obviously better to walk in groups but movement through these areas seems relatively safe. It's important not to understand congestion and busy places as being necessarily dangerous – but there is obviously some risk.	NOT APPLICABLE

ASSESSMENT

From all stakeholder groups there is a general view that not only is vacant land and public space within the CBD not maintained and well managed to preserve public safety but this vacant land constitutes an active threat to the community and the staging point for criminality that has both on-site and wider impacts. Spaces specifically identified as unsafe are:

- The pedestrian bridge and surrounds
- The railway station and surrounds
- Open land under the jurisdiction of traditional leadership
- All public parks in the area
- The open area underneath Harry Gwala bridge
- The grave site between Renbro and Jubilee

A good illustration is the following description by Hammanskraal Informal Traders & Hawkers Association (HITHA)

PRASA has increased the danger in the CBD because of the abandoned train station/tracks. People get robbed and women get raped in the abandoned area surrounding the track. The issue is that people who cannot afford taxis have to cross the train track to access the rest of the CBD. People are risking their lives everyday crossing this section of Hammanskraal.

- It is worth noting that the Imisebeyelanga Services NPO that works in the GBV sector, was least concerned about the danger posed by neglected open spaces and derelict properties, possibly because their client base comes mainly from private residences. It was not clear that there was any actor or agency dealing with risks to women and children in public spaces. In fact, the NPO noted that while women and children clearly encounter higher levels of risk in such spaces, not all such attacks are gender or sexually motivated but simply by a perception of 'easy prey.'
- In respect of privately owned vacant land, it seems that neglect, lack of fencing and illegal occupation contributes to poor safety conditions. The ownership and responsibility for many parcels of land is not always clear. Beyond land owned by national government / state-owned enterprises, traditional leadership and privately, it must be assumed that the metro bears some responsibility for administration. Even in respect of the former, local government retains authority inter alia for by-law enforcement, environmental health and rates collection. It is not clear that such municipal authority is being wielded in a manner that advances community safety. For women and children, the absence of safe parks in the area is a major drawback.

TOPIC: Who are the private role-players that effect safety in the CBD? (business, mall owners, taxi operators, street vendors, private security) How could they contribute to a safer CBD?		Follow-up discussion
Hammanskraal CPF	Shopping complexes have security	NOT APPLICABLE
Temba CPF	Some of the shops have overhead lights. The taxi industry takes care of their ranks (Safety Ranks Committee) Private couriers to transport stock/groceries homes to avoid people waiting at taxi stops with large amounts of goods. Taxi patrol squads, check the routes and safety of the commuters. A safety forum from the community could improve safety	NOT APPLICABLE
High School SGB	The community should play a role in up-keeping safety Private security companies are there but they are focused on their clients	NOT APPLICABLE
Mandela Kind Youth	I feel safer at the garage, petrol stations and hawkers/ informal traders also make me feel safer Private security only helps within the complex where they are hired. If you are robbed on the street and they drive by they will not help. Even with security you are never safe, crime and violence can still occur. Private entities keep to themselves. If you are not on the land, you can get robbed at the gate	NOT APPLICABLE
Office of the Ward Councillor	Private entities are not contributing enough. Petrol stations are safe places The private sector could be assisting the CPF with resources	NOT APPLICABLE
Private Security	There are NPOs that are involved in improving the quality of life in the area. They are driving development and have a strong interest of controlling crime in the CBD and usually work with their CPFs. Private security will get involved if they are requested to by the community programs currently running in the area	NOT APPLICABLE
Recycling Group	The CPF (however there is a rumour that the CPF asks for a protection "contribution") Private security only takes care of their designated establishments but not overall security	NOT APPLICABLE
Tourism Association	Private security at the malls are helping to increase the safety zones in the CBD Alarm response companies work and are very helpful in crime situations	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	Taxi operators and street vendors advance safety	NOT APPLICABLE
Temba Taxi Association (TTA)	The safety is in pockets, like around Pick n Pay and the mall should be more concerned with safety in the area. We would say as the taxi association we are (involved in making the CBD safer)	NOT APPLICABLE

Hammanskraal Informal Traders & Hawkers Association (HITHA)	The taxi operators are actually abusive. They cause trauma with some of their methods. They look after women but their methods often clash with men	
Community Oriented Substance Use Programme (COSUP)	Roleplayers like the CPF – but it is mainly active during the festive season. The CPF needs to <i>own</i> the CBD. Also, the Amapanyaza (crime wardens) and taxi patrols Complexes have security personnel and the presence of other organisations and prominent people help to create a sense of safety	
Women in LED	Restaurants and the mall/centres that have private security The taxi rank is the safest place in Hammanskraal-Nyaope users don't sell there anymore or even go there	
Imisebeyelanga Services NPO	These players need to be more upfront; NGOs and other groups are not so effective in mobilising for clinics etc. All players need to be more involved. For example, we don't meet with the taxi owners, we need to come together and drive our own initiatives with more community outreach. Taxi owners could put up pamphlets on GBV and encourage people to open up, especially male victims. All players should help with resourcing, for example by offering free transport.	



ASSESSMENT

According to the majority of stakeholder groups, private role-players that improve safety in the CBD include mall owners who provide security, taxi operators, street vendors and private security. Generally, however this is not seen as an *intended public benefit* but simply a consequence of their core business, by illustration:

- Mall and shop owners attract more shoppers when their premises are safe
- Well-lit petrol stations with busy forecourts and 24/7 staffing provide safe nodes and routes through the CBD simply by their presence
- It is in the interest of taxi operators to protect their customers
- Private security may deter crime simply by their presence / visibility
- The presence of informal traders brings some level of surveillance to otherwise secluded / dangerous spaces

Some actors however appear to impact safety more broadly and can be said to act in the public interest:

- ✓ Taxi operators and taxi safety patrols clearly extend their protection more widely than the vehicle and the rank and are acknowledged to provide safety to shoppers, women and other people on the street.
- ✓ Private security and alarm response services may have deterrence benefits beyond their immediate clients and some will even respond to emergency situations involving non-clients. Private security respondents to the engagement noted, "Private security will get involved if they are requested to by the community programs currently running in the area."
- ✓ Other private or non-profit contributions of resources or person power may be mobilised via the CPF (although stakeholder expectations in this regard are not always clear).

Imisebeyelanga Services motivated for greater coordination of non-state stakeholders and role-players. The need for greater cooperation and coordination was also implicit in many other engagements and could be seen as the rationale for a platform such as a community safety forum.

TOPIC: Are there services/assistance facilities for victims of crime, GBV and at-risk youth in the CBD? (Describe and explain)		Follow-up discussion
Hammanskraal CPF	Trauma units at hospitals and police stations.	NOT APPLICABLE
Temba CPF	Trauma units in police stations and clinics.	NOT APPLICABLE
High School SGB	Trauma units and counselling at the clinics Renstoun has a social worker There is not much direction or knowledge of what to do when you get robbed	NOT APPLICABLE
Mandela Kind Youth	They usually give you the advice to go to the police station There are few services to help you immediately Police stations do affidavits	NOT APPLICABLE
Office of the Ward Councillor	There are none of these facilities in the general CBD	NOT APPLICABLE
Private Security	The SAPS police stations in the area have these (trauma) units There are social workers in the area that provide services to the community for free The Metro police do at times go beyond their mandate	NOT APPLICABLE
Recycling Group	There is none other than going to the police station to report. The police station has a domestic violence unit, but people are not aware.	NOT APPLICABLE
Tourism Association	SAPS has counselling services and the CPF usually acts as a support base for victims of domestic abuse in residential areas Public clinics and hospitals also tend to have counselling services	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	None that we know of	NOT APPLICABLE
Temba Taxi Association (TTA)	The police station is where you could possibly get some help	NOT APPLICABLE
Hammanskraal Informal Traders & Hawkers Association (HITHA)	The complexes feel a little safer because of the security guards but they are still a hotspot	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Apart from the hospital and police station there are no services in the CBD. COSUP also does not have a permanent office in the CBD however they refer drug users to social workers and clinics that are readily available in the CBD.	NOT APPLICABLE
Women in LED	There are no assistance facilities – if there are people who <i>do</i> assist in this way, citizens don't know where they are. The police station is the only place to go if there's crime and apparently there are counsellors in the Hammanskraal police station.	NOT APPLICABLE

Imisebeyelanga Services NPO

There are few other services apart from social workers – about 45 are assigned to the area but some are more effective than others. We also use auxiliary social workers, although they are not supposed to counsel. The Lifeline course is very useful for counsellors. Some social workers run groups that assist with income generation. We tend to recruit people who have experienced violence and are able to communicate the message about GBV. Our offices generally have about four workers – they receive referrals from SAPS. There is no shelter for GBV victims, they have to go to town (Pretoria). We need to get the GBV message out. The Department of Social Development has a GBV team in Tshwane but some lack passion for their work.

Hammanskraal SAPS station is currently undergoing renovations so there is no space for GBV but the fieldworkers are still active. Temba and Hammanskraal SAPS are only 4 – 5 kms apart.

NOT
APPLICABLE



ASSESSMENT

Most stakeholder groups are only aware of trauma services at police stations, clinics and hospitals. Three groupings are aware of the opportunity to refer victims and people in need to social workers. In general, the understanding of these networks of support is vague. Two stakeholder groups (Ward Councillor's office and the CSO Regomoditswe Ba Pelo) thought that there were no services in the CBD for victims of crime, GBV and at-risk youth. COSUP noted that drug users are referred to social workers and clinics in the CBD that are readily available – this was the most positive response. Imisebeyelanga Services possibly has the best overview of victim support services but is largely concerned with counselling and social work services for GBV victims. The sense of any integrated system with clear referral channels (from front-line trauma assistance to longer term counselling and support) was notably lacking. As previously noted, it is also not clear that the CBD would be the correct location for a full range of victim support services. It may be that the current SAPS criminal charge laying function, supported by trauma services is the only realistic and feasible front-line response in an area as busy and chaotic as the CBD.

TOPIC: If you could change one thing in the CBD to improve public safety, what would it be?		Follow-up discussion
Hammanskraal CPF	More police visibility and the CPF uniform needs to stand out more. There need to be more street lights Pavements needs to be fixed so people can use them Cameras at the robots – one of the places that people get mugged Recreation centres for youth Bodycams for police	CPF needs to be better resourced with cars, equipment, uniforms, etc.
Temba CPF	Increase the security cameras in the area There are issues of people stealing cars at shopping centres, complex managers need to consider spikes at entrances There need to be facilities for youth/children. There need to be flood/Apollo¹⁴ lights to light up busy areas and cameras, electric fences and lights need to have solar panels. Upgrading of satellite police stations. The taxi ranks need to increase the number of CPF patrollers they are working with	NOT APPLICABLE
High School SGB	Increased transportation to the CBD and improved sports and recreation facilities There need to be more mobile and satellite police stations Youth services (Counselling, Career Guidance, Arts and Culture) There need to be more speed humps to slow down traffic Business owners should work together to bring car guards and security facilities to the area that their shops are in. Awareness campaigns (opportunities for youth, where to go when you get mugged). More security cameras and drones and more police visibility Develop the CBD as a whole, we can't just have pockets of development The CBD needs more cashless technology	NOT APPLICABLE

Mandela Kind Youth	Have more/ different satellite offices (CPF & Police) in different locations within the CBD with more lighting and more police visibility Skills development and youth guidance centres and revive sport and recreation	There are not enough opportunities for youth to develop here. Once somebody is done with matric their options are limited! Skills development centres are needed. There are not enough opportunities for sports and recreation. Guidance centres are needed for everybody in the community.
Office of the Ward Councillor	The different stakeholders in the CBD must come together and tackle the issues of crime and violence and the community at large should try and play a role Working streetlights are needed and infrastructure must be maintained	NOT APPLICABLE
Private Security	Safety regulations need to increase Leadership in the community needs to stand up and own their responsibilities. The city needs to work with private security (stakeholders coming together, the public sector coming together with the community.) More attention must be given to the abandoned areas in the CBD Employment opportunities need to be focused on, there are factories sitting here doing nothing Think of ways to reduce corruption Any recommendations will be futile without the government making efforts to assist	The private sector is already supplementing the police. The training is very similar. The justice system needs to come to the table. People get arrested, the case gets struck off the roll and the perpetrators are back on the street in a couple of weeks.
Recycling Group	The CPF should be improved and more proactive Taking care of the drug hotspots to clean those areas up Crime prevention should be deployed in more strategic areas There needs to be something that keeps the youth busy during the day. (Skills Development centre) If there was ample lighting in Hamaanskraal, it would feel a lot safer	NOT APPLICABLE
Tourism Association	The Hammanskraal CBD desperately needs rehab facilities in the area - a public facility that would be able to assist low-income households Police visibility in the area needs to increase. Now they just stay at the actual station and that is not helping the average person on the street	NOT APPLICABLE
Civil Society Organisation: Regomoditswe Ba Pelo	Increased visibility of security personnel (cops, safety wardens, CPF), deal with the drug issues in the CBD and open a rehabilitation facility Employment opportunities must be created and youth need recreation so even if they don't have jobs, they are busy with something	NOT APPLICABLE

Temba Taxi Association (TTA)	There need to be spikes (exit control and limitation on the use of getaway cars) at the entrances of shopping complexes. Security cameras need to be fixed and the footage should be easily accessed Police response time needs to increase Street lights need to be fixed and increased Better control over pedestrian traffic at busy intersections There needs to be an increase in police visibility and patrolling Control of drug users in the CBD There needs to be more vigilance with customers, make more efforts to protect you There are well known (crime) spots. They need to be patrolled better Better ethnic mix within the local police force The R101 needs backups for their traffic lights, too many accidents happened when the power is out	A lack of diversity in Hammanskraal is costing the crime rate. There needs to be more efforts to develop Hammanskraal, to invite investors and businesses. There needs to be better information on how people are being traced (tracked by criminals.) Customers are followed to the taxis and robbed on their way to the bank. Customers have reported being asked for the exact amount of cash or exact goods that they just purchased from the mall.¹⁵
Hammanskraal Informal Traders & Hawkers Association (HITHA)	There needs to be more recognition of the informal sector and more transparency in the sector. Metro and SAPS could work together with traders to come up with safety plans and routines. Private security and complex owners must communicate more with informal traders. Decisions need to include more people on the ground The different organisations need to come together to unite under the issue of safety PRASA must be engaged on the abandoned train track, it is an extremely dangerous place	NOT APPLICABLE
Community Oriented Substance Use Programme (COSUP)	Better lighting and the intentional management of open land Engage the community and try and deal with the stigma of drug use and crime. We can't justify crime via drug use but we need to disrupt this cycle without being punitive. Most car guards are drug users – this must be turned around. There are some services like SANCA but it's not enough. GBV violence services are run by NGOs at SAPS. COSUP offers mobile service via an outreach office which links users with social development and other relevant departments. We cannot provide comprehensive services in a mobile set up	<i>Is the CBD with its busy spaces and chaotic flow of people the right / realistic place for victim support / counselling services?</i> Some services like hospitals need to be close to issues like 1st response trauma – others should be in less exposed locations to avoid further trauma and stigma for victims.

Women in LED	The pedestrian bridge over the road should be removed – its unsafe. Had they used steel poles and nets there would have been visibility. Create more job opportunities by reviving the factories Redirect the youth's energy (through youth development, whether through technical skills or mental health). There should be more awareness about skills centres and promoting entrepreneurship. Social development needs to intervene More working street lights There should incentives to work with the CPF and more police visibility, action against drugs and more collaborations to deal with crime and unsure safety.	NOT APPLICABLE
Imisebeyelanga Services NPO	People doing GBV work need to be passionate about their work – it is not just a job.	NOT APPLICABLE

¹⁴ A particular light manufacturer – may be associated with bollard & other lighting in public parks etc

¹⁵ Appears to support the idea that some crime involves an 'inside job.'



ASSESSMENT

This discussion was intended to elicit some level of prioritisation namely, to identify one change that would make the major difference to safety in the CBD. Stakeholders, however made it clear that only a package of integrated interventions can improve safety in the CBD. These 'packages' tended to overlap but were distinctive to some extent in that they were shaped by the interests and / or mandate of the particular groups.

- Community policing structures spoke mainly to policing interventions, target hardening, environmental improvements like street lighting and surveillance technology. Most stakeholders also made suggestions for more visible policing and the deployment of police in a more strategic manner including hotspot targeting. Preventative social interventions like youth and child centres were also noted but to a lesser degree. An interesting notion worth further investigation is the expansion of the collaboration between taxi safety initiatives and the CPF patroller programme.
- The High School SGB and the youth group (Mandela Kind) were mainly concerned with learner safety and facilities related to the safeguarding and development of youth (counselling, career guidance, arts and culture). But these stakeholder groups also mentioned technical security solutions like CCTV, drones, reduced need for cash and the need to involve business in collaborative solutions that would ensure that economic and infrastructure development in the CBD benefits the entire area rather than just 'pockets'. Clearly the safety interests of youth and learners in the CBD require solutions that make the built environment safer, provide services to victims and also set in place longer terms solutions that direct young people to healthy lifestyle choices and livelihood security.
- The need for functioning infrastructure that impacts safety, especially lighting is a key concern for most stakeholders including the ward councillor's office and civil society stakeholders. Stakeholders seem less clear about where this responsibility rests, although the obvious answer (excluding the rail and some road infrastructure and properties owned by the Department of Public Works) would seem be the Tshwane Metro.
- The majority of stakeholders see services and infrastructure solutions happening only through improved collaboration between government, business and the community. This however is not only the only motivation for greater cooperation between the various role-players. Some level of social cohesion or at least pragmatic accommodation needs to be instituted between the informal and informal economy in order to reduce the spatial and environmental feature that allow crime to flourish.
- The risks posed by the drug trade in the CBD and those who abuse drugs is a major concern for all stakeholders however the NPO specialising in this sector also points out that punitive measures and further stigmatisation of users and addicts is unlikely to make the CBD safer. Rehabilitation services feature in several stakeholder suggestions, as do diversion strategies for youth and area-based 'clean-ups'. No stakeholders have suggestions to resolve the well-recognised link between substance abuse and subsistence livelihoods like recycling and car guarding.
- Although the CBD thrives economically, it is not necessarily a generator of formal jobs. Local women entrepreneurs recognise that youth employment prospects will remain limited, even with career guidance support and skills development interventions, if the employment prospects within the Babelegi Industrial Park are not fully realised.

5. Other engagements

Babelegi Industrial Park Revitalisation Project

An unstructured interview was conducted with Rudewaan Arendse who works for the National Treasury's Industrial Park Revitalisation Programme (IPRP). Mr Arendse kindly provided supplementary information¹⁶ after the interview. Mr Arendse is currently responsible for Babelegi and several other industrial areas across the country targeted for revitalisation. The programme has three focus areas:

- 1) Services and infrastructure
- 2) Land and governance
- 3) Safety and security

In assessing the Babelegi crime situation, the Babelegi Industrial Park Safety and Security (BIPSS) project found (2020) high levels of business concern about crime levels. In surveys of company representatives, 100% identified the main form of crime as property crime (burglaries, theft, vandalism) and 84% noted violent crime (assault, armed robbery, hijacking) with 52% citing employee theft. The most common crime prevention measure employed by 95% of businesses is an alarm system, 86% of the firms installed security lights whilst 88% make use of security cameras and 88% have security guards. Most companies (77%) incur more than R20 000 per month on security and related expenses. The implementation framework for Babelegi also draws attention to negative crime trends within the region and particularly at the station¹⁷. The project commits to a spatial and time-based analysis of SAPS reported contact crime and sexual offences, however it is unclear this has been implemented as yet and the proposed community interventions are notional approaches such as ABVP, victim support services and integrated social crime solutions. A Hammanskraal integrated social crime prevention initiative would therefore include public education, school-based programmes and awareness programmes directed to vulnerable groups. A rigorous and highly detailed CPTED audit of Police Precinct Area and Hammanskraal CBD Node is proposed. This is expected to inform:

- Retrospective improvements to the local physical environment in support of crime prevention.
- Revitalisation initiatives.
- Local area plans, ward planning, precinct planning and the local SDF.
- Sector and site planning (transport, water, electricity, waste, local economic development).
- Project planning (housing, public facilities, economic infrastructure, etc.)

In Babelegi the Safety and Security Implementation Framework covers:

1. Situational Assessment
2. Cost of Crime Assessment
3. Approach to Safety and Security
4. Crime Prevention Through Environmental Design (CPTED)
5. Industrial Park Interventions
6. Geo-Spatial Analysis in Support of Safety and Security
7. Community Interventions
8. CPTED Audit of -Hammanskraal

The safety intervention in Babelegi takes into account the CoT's adoption of Safer City principles, including theoretical approaches such as CPTED, situational crime analysis and basic elements of the ecological model. There is a dedicated team focusing on safety and security issues and the general approach is to examine basic solutions like coordinated crime prevention measures by stakeholders, surveillance and target hardening (for example CCTV solutions). The programme recognises that industrial parks "are not an island" but connect with the local community and are impacted by local SAPS service quality. A National Treasury package of safety and security interventions has been developed and will be applied in parks like Babelegi. These interventions include CPTED, energy efficient public lighting and partnerships with private security to provide public benefits.

In Babelegi it is noted that both Metro and SAPS police services in the area (), suffer from staffing and resource constraints and lack of public trust. Interventions therefore attempt to focus additional safety and security resources on the problem via the private sector. By way of example, in other industrial parks, big corporations like Toyota have sponsored control rooms that operate CCTV networks that are able to monitor not just the park but also nearby community and commercial spaces. Wadeville industrial hive near Germiston and Boksburg, within the municipality of the city of Ekuruleni, has adopted this system and members of the community are trained to work in the control room. Another approach is for different big business to form security associations in order to streamline the procurement of security services. Instead of each company contracting different security services, a single security provider is contracted to serve multiple companies – Capital Air is one example of such an appointment. Currently the Babelegi safety project seems to have progressed to developing the implementation framework and demarcating key sites for CPTED audits.

¹⁶ National Treasury (2023) *Babelegi Industrial Park Safety and Security Implementation Framework*, presentation by Rudewaan Arendse

¹⁷ However, this statistical evidence does not take into account the large catchment area of, the actual crime rate (per 100 000 of the population) or the fact that SAPS provides victim support (GBV) to four other stations.

6. Summary of Risk and Protective Factors Identified by Stakeholders

Protective Factors	Risk Factors (as perceived by stakeholders)
Two well established police stations (Temba & Hammanskraal) and the TMPD complex in close proximity to the CBD	Insufficient visible patrols, low level of public trust in effectiveness of police and some perceptions of corruption Mob justice or vigilante action remains a risk when confidence in the police is low or the police response to crime appears ineffective
Satellite police stations	Satellite police stations / CPF office are often closed or non-functional
Two functional CPFs (Temba & Hammanskraal) with strong patroller programme	Some perception of irregularity regarding CPF finances, the scope and regularity of patrols may need to be improved
GBV / victim support services are provided at both SAPS stations and apparently also the local clinic and hospital. Some stakeholders are aware of back-up support provided by social workers	The GBV / domestic violence services at Temba may be overstretched due to also serving other station areas Apart from the above, support for victims of crime and violence may be limited and / or not ideally located to serve the CBD The role and scope of social workers in providing support to families and victims of crime / violence is not widely known within the community
The busy and vibrant nature of the CBD has created a reality of citizen surveillance especially by informal traders and taxi operators	Parts of the CBD have become too busy and chaotic making any form of regulation and order difficult and creating high crime risk The CBD is an entertainment drawcard for youth and learners who can be exposed to robbery, sexual violence, substance and alcohol abuse and other risks when visiting the area. The CBD is a high risk area for banking / ATM fraud and related scams involving e-transactions
The private spaces in the CBD such as malls, smaller shopping complexes, banks and petrol stations that are effectively managed, well-lit and have security are seen as safe spaces.	Several stakeholder groups see private business and security as operating in a selfish manner by only protecting the spaces and properties that serve their business interests Vacant land and neglected public spaces as well as derelict private and government owned properties create several nodes of criminality and high-risk areas across the CBD
The Babelegi Industrial Park is close by and potentially could provide jobs to at-risk youth if revitalised	Although the CBD is a vibrant economic node, the scope for employment in the retail and wholesale, government and services sector is limited – entrepreneurial activity is mainly informal, poorly supported by services and de-linked from other economic streams
Many stakeholder groups with economic ties to the CBD, including traders, formal business, private security and taxi operators, recognise the need for collaborative action and community mobilisation to reduce crime and violence	Some stakeholders who rely on the CBD for livelihoods / business operate in a state of real or potential conflict over the use of public and private spaces. This includes informal traders, formal business and the taxi industry. Such conflicts tend to daw in SAPS, law enforcement and other metro authorities who are not always seen as neutral role-players.

The CBD is a hub for many government services such as police, education and training institutions etc. It is also multi-functional, meeting shopping and entertainment needs. With proper design and appropriate access routes, it could provide convenient and safe one-stop access to such services.

Users of services and facilities in the do not necessarily have safe routes to access what they need

The high volume of human movement through the CBD, much of it from other regions and provinces, means that perpetrators of crime are hard to monitor and trace. Criminals are often protected by sectors of the community.

The CBD has high instances of drug use and drug trading with associated risks for the youth and the public generally. Addiction is also associated with petty theft and robbery and other criminal networks such as the trade in stolen materials like copper and aluminium.

Tourists and out-of-town visitors are at risk from opportunistic criminality when visiting the CBD, especially when they are not guided or assisted.

Traffic congestion, poorly designed roads and limited traffic management increases the risk of theft out of vehicles and hi-jacking

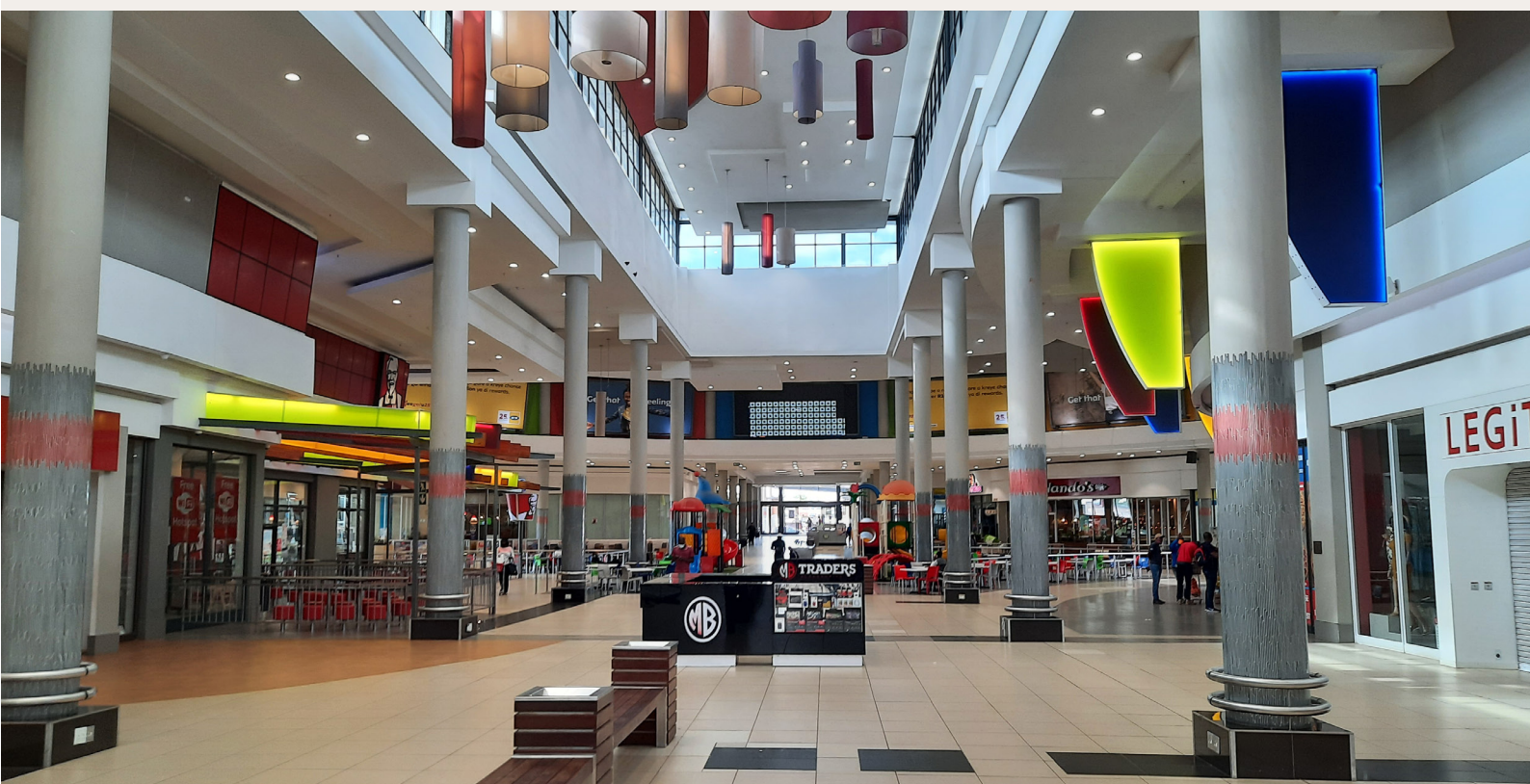
Much of the infrastructure, and public facilities in the CBD are either poorly designed and located and/ or lack proper care and maintenance and therefore create the circumstances for criminality and violence – street lighting is a prime example.

The CBD has several sports / recreational complexes and parks which could benefit youth in providing an alternative to poor lifestyle choices and risk leisure activities.

Many of the sports facilities have fallen into disrepair and neglect through lack of management and maintenance and some have become unsafe locations

The taxi operators and the ranks they operate including taxi safety patrols are widely acknowledged as having broader community safety benefits including protecting women commuters and preventing criminals from operating in key spaces.

Although not widely mentioned, there is some indication that taxis are also used by criminals, that operators are “a law unto themselves” and the industry is frequently in conflict with other stakeholders such as informal traders and law enforcement



7. Provisional Prioritisation Tool

A guide for further interactions with the public and stakeholder representatives that participate in the planning process

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HAMMANSKRAAL CBD SAFETY PLAN

JUNE 2024





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ABBREVIATIONS AND ACRONYMS

CBD	Central Business District
CoT	City of Tshwane
CPF	Community Police Forum
COGTA	Cooperative Governance and Traditional Affairs
CSF	Community Safety Forum
CSP	Cities Support Programme
FCS	Family Violence, Child Protection and Sexual Offences (Unit)
GBV	Gender-based Violence
GIS	Geographic Information System
MSDF	Municipal Spatial Development Framework
MTEF	Medium-Term Expenditure Framework
NDP	National Development Plan
NDPP	Neighbourhoods Development Partnership Programme
NT	National Treasury
SAPS	South African Police Service
SLF	Sustainable Livelihoods Foundation
SMME	Small, Medium and Micro-Enterprises
SPLUMA	Spatial Development and Land Use Planning Act, 2013
StatsSA	Statistics South Africa
TED	Township Economic Development Project
TRS	Township Revitalisation Strategy

1. Introduction

The SA Cities Network (SACN) through its Urban Safety Reference Group (USRG) has facilitated the development of this precinct level safety plan for the Central Business District (CBD) of Hammanskraal. The guiding principle of this safety planning process is that it represents the views and aspiration of the stakeholders who live and work in the CBD. The Hammanskraal Safety Plan Reference Group (HSPRG) has emerged from the larger group of stakeholders who provided insight on safety conditions and issues within the CBD. The Reference Group has worked with the contracted service providers, Mbumba Development Services and Planact in developing this plan. This Safety Plan should be read in conjunction with:

- Hammanskraal CBD Situation Analysis February 2024
- Consolidated Stakeholder Engagement Report 3
- Ward 49 Safety Audit: Narrative Report for Safety Planning in Hammanskraal CBD February 2024
- Terms of Reference and operating Guidelines for a Hammanskraal Safety Plan Reference Group

2. Legislation and policy

The South African Constitution, the Municipal Systems Act, the Municipal Structures Act and municipal by-laws passed by individual municipalities regulate how

local governance and public administration is applied in South Africa. These laws are supplemented by technical legislation related to infrastructure development, services, land usage and management and many other regulatory functions too numerous to detail here.

In respect of the Municipal Systems Act, the Municipal Structures Act, there are no specific provisions on community safety, however the respective Acts frame broad municipal functions, systems and planning conventions. It is within this framework that community safety is planned and operationalised.

In terms of policy, the National Development Plan (NDP), the 2016 White Paper on Safety and Security (WPSS), the 2016 White Paper on Policing (WPP), the Integrated Urban Development Framework (IUDF), the Integrated Social Crime Prevention Strategy (ISCPS) and the Community Safety Forum Policy (CSFP) provide an overarching framework to guide the decisions of government relating to community safety. These policies are applied and given regional specificity in various provincial safety strategies and policies such as the Gauteng Safety Strategy.

The 2016 White Paper on Safety and Security places specific emphasis on the role of local government (with support from provincial government) in developing comprehensive IDPs and community safety plans that respond to the specific needs and challenges of a community. Further details of the relevance of specific laws and policies are presented in the report *Hammanskraal CBD Situation Analysis February 2024*





3. Situation analysis – Hammanskraal

As previously indicated, a full and detailed report *Hammanskraal CBD Situation Analysis February 2024*, accompanies this Safety Plan. The essence of the situation analysis is a descriptive overview of the Hammanskraal CBD.

• 3.1 Population & service access

Although Stats SA released the 2022 Census data in October 2023, no small area data was available at the time of drafting this report. For the City of Tshwane, general socio-economic data from the Stats SA Census (2022) suggests:

- The area holds a population of about 4 040 315 people within 1 322 252 households.
- Amongst those in the range 20+ years, 22.2% have higher and 3.9% have no schooling.
- 70,9% of the population fall within the working age (15-64 years)
- The average household size is 3,1 persons

- Formal dwellings constitute 86,3% of all dwelling types

Access to municipal services are as follows:

- Flush toilets connected to sewerage 81,5%
- Weekly refuse disposal service 81,0%
- Access to piped water in the dwelling 71,3%
- Electricity for lighting 91,8%

• 3.2 Urban environment & local economy

- Greater Hammanskraal and the Hammanskraal Central Business District (CBD) are located within Ward 49 of the Tshwane Metro Municipality. The CBD is a busy and often chaotic urban space where both formal and informal trade exists side by side with crime.
- The Hammanskraal informal economy consists mainly of business owners or partnerships with about 39% of economically active persons in employment. The majority of businesses within the CBD operate from business hives with some level of formal infrastructure¹.

¹ Sustainable Livelihoods Foundation TED Project Team (2021) *Cities Support Programme Township Economy Development Project, Situation Analysis Report Project Site: Hammanskraal, City of Tshwane*

- The CBD is regarded as distant from key settlements and public facilities with an no passenger rail service and is poorly served by pedestrian facilities. The CBD is generally fragmented in spatial terms and services such as waste management, ablutions are inadequate. Taxi operations, despite three clearly demarcated ranks, are chaotic².

• 3.3 Perceptions of safety

Public perceptions of Safety In Region 2, that includes Hammanskraal indicate that:³

- 19.82% of households feel unsafe living in their neighbourhood during the day (the lowest for all regions)
- 59.76% of households feel unsafe living in their neighbourhood during the night (the lowest for all regions except region 5.)
- 15.68% feel unsafe in business nodes - excluding the main inner city (the lowest for all regions except region 7.)
- 17.68% feel unsafe using public transport (mid-range compared to other regions)
- 32.21% feel unsafe using taxis (mid-range compared to other regions)

• 3.4 Policing & crime

Hammanskraal CBD is served by both Temba and Hammanskraal SAPS stations with the following reported 2021/2022 crime patterns evident. It is important to note however that Temba station serves a much larger and more populous area.

- For the Hammanskraal police station precinct, murder remained stable at 11 reported incidents compared to the previous financial year. Temba station had a much higher total of 54 incidents and increased by 35% on the previous year,
- Sexual offences (usually under-reported) reported at Hammanskraal increased by 28.3% on the previous year (total of 53 incidents) whereas the increase at Temba was 29.5% off a very high base of 210 incidents in the previous year.
- Attempted murder at Hammanskraal also increased (11.8%) to 19 incidents with a similar increase of 12.1% at Temba but again with a much higher absolute figure at the latter of 65 incidents in 2021/2022.

- Reported assault GBH at Hammanskraal increased by 8.7% to 250 incidents compared to 1072 incidents at Temba – an increase of 8.4% on the previous year. In Hammanskraal common assault increased by 25% to 240 incidents and at Temba the increase was 33% with a total of 1189 incidents.
- While total contact crimes reported at Hammanskraal increased only marginally in the latest reported year, this was off a very high peak in 2018/2019 and 2019/2020 when more than 920 incidents were reported. At Temba the same comparison shows a total of 3525 contact crimes in the latest reported year – an increase of 23.6%.
- Contact crime in Temba shows consistent year on year increases since 2017/2018. At Hammanskraal, the most recent increase (75%) in sexual assault is especially worrying, whereas at Temba the increase was 22.2%.
- Total sexual offences at Hammanskraal increased by 28.3% to 68 incidents and at Temba by 29.5% to a concerning 272 incidents.
- Robbery at non-residential premises (regarded as an aggravated crime) showed a marked 78.6% increase at Hammanskraal but only a 7.2% increase at Temba over the same period.
- Total property crime reported at Hammanskraal increased slightly but shows some reduction over the past 10 years. Temba follows a similar trend showing a steady decrease since 2014/2015.

Note: because station areas differ in size and population numbers, crime statistics are best understood as rates per 100 000 of the population. Data analysis by the Institute for Security Studies (ISS) for the Tshwane Metro Police Department using the same data sets referred to above, adopted such an approach. However, the findings were provided within ranges rather than absolute rates which adds to the complexity of analysing and understanding the significance of such figures. What the ISS figures did clarify is that for certain serious contact crimes like rape, Temba has extremely high reported case numbers, even taking into account the large population it serves⁴.

The Tshwane Metro Safety Audit conducted between December 2022 and May 2023 generally aligns with the statistical evidence from the two abovementioned police stations:⁵

- The incidence of crime in Ward 49 is high as

² Ibid

³ Bureau for Market Research - University of South Africa (2021) Customer Satisfaction Survey for the City of Tshwane

⁴ Tshwane Metro Police Department (TMPD) presentation to the SACN 14 November 2023

⁵ Ward 49 Safety Audit: Narrative Report for Safety Planning in Hammanskraal CBD

revealed both through the individual experiences and people hearing about such incidents. Less than half of those interviewed feel safe in their homes at night and only slightly more than a third feel safe when travelling, however significantly more feel safe at work.

- Amongst the violent crimes, assault and assault GBH are highly prevalent. Community members do not see sexual assault occurring as often as the abovementioned crime types.
- Unemployment and poverty are widespread and seen as the main contributing factors to crime and violence, including GBV.
- High perceived levels of domestic violence are not necessarily linked to gender inequality in the eyes of community respondents.
- Ward 49 respondents are aware of the principles of gender equality but may be less clear about how this is applied outside of a purely cisgender formulation. There may be conflicting or at least unclear understanding about what exactly constitutes gender-based violence.
- Perceptions of police capability to deal with GBV and willingness to report GBV is generally positive. Almost all respondents claim that they would report GBV to the police but only slightly more than two-thirds believe such reporting is common practice. More than 40% of people are generally uncertain that the police will be understanding and helpful in dealing with such cases.

- Demanding sex from a partner is clearly understood as unacceptable by most people, however it is of great concern that 25% believe that sex is a right in a relationship.
- The most commonly understood forms of GBV are child abuse and physical and sexual violence. The level of observation of sexual assault, including rape (between 68% and 76%) is extremely worrying given that such offences are generally 'hidden' and / or under-reported.
- Most people think that unemployment, drug / alcohol abuse and unhappy marriages collectively contribute to GBV.
- The most commonly accessed service was police support for GBV victims, although previous sections suggested that the value of such support was questionable. Worryingly, critical services such as places of safety were only accessed by 37% of respondents.

The Situation Analysis Report concludes with a set of potential focus areas that were used to frame interactions with stakeholders. These included the meaning of "being a stakeholder", the possibility of aligning stakeholder needs, spatial issues that are especially important to certain stakeholders, partnership opportunities, applying a gender perspective, the opportunity for new forms of coordination and several other 'filters' that could assist in helping stakeholders to engage with and make sense of the data. These focus areas were provisional and were explored further during stakeholder engagements.

4. The planning methodology

Stakeholder identification and mapping was undertaken throughout the situation analysis phase of the project and included desk-top research and interaction with agencies already engaged in development and planning projects in the area. In this regard, the information and resources provided by the Cities Support Programme and the Tshwane Metro Police Department proved to be critical. This first phase of the project identified the key stakeholders and began a process to understand how gender, age, sexual orientation and other markers of vulnerability to crime and violence function in relation to the precinct.



The final step in the stakeholder identification /community mapping phase was the site visit held on in November 2023. The site visit helped to clarify certain contextual realities that emerged from the situation analysis. The *Community Mapping* step developed a list of stakeholders and described their link to the safety issues identified in the situation analysis and their potential function and roles where applicable. The engagement exercise itself included hotspot mapping exercises, focus groups and interviews conducted over a period of approximately two months.



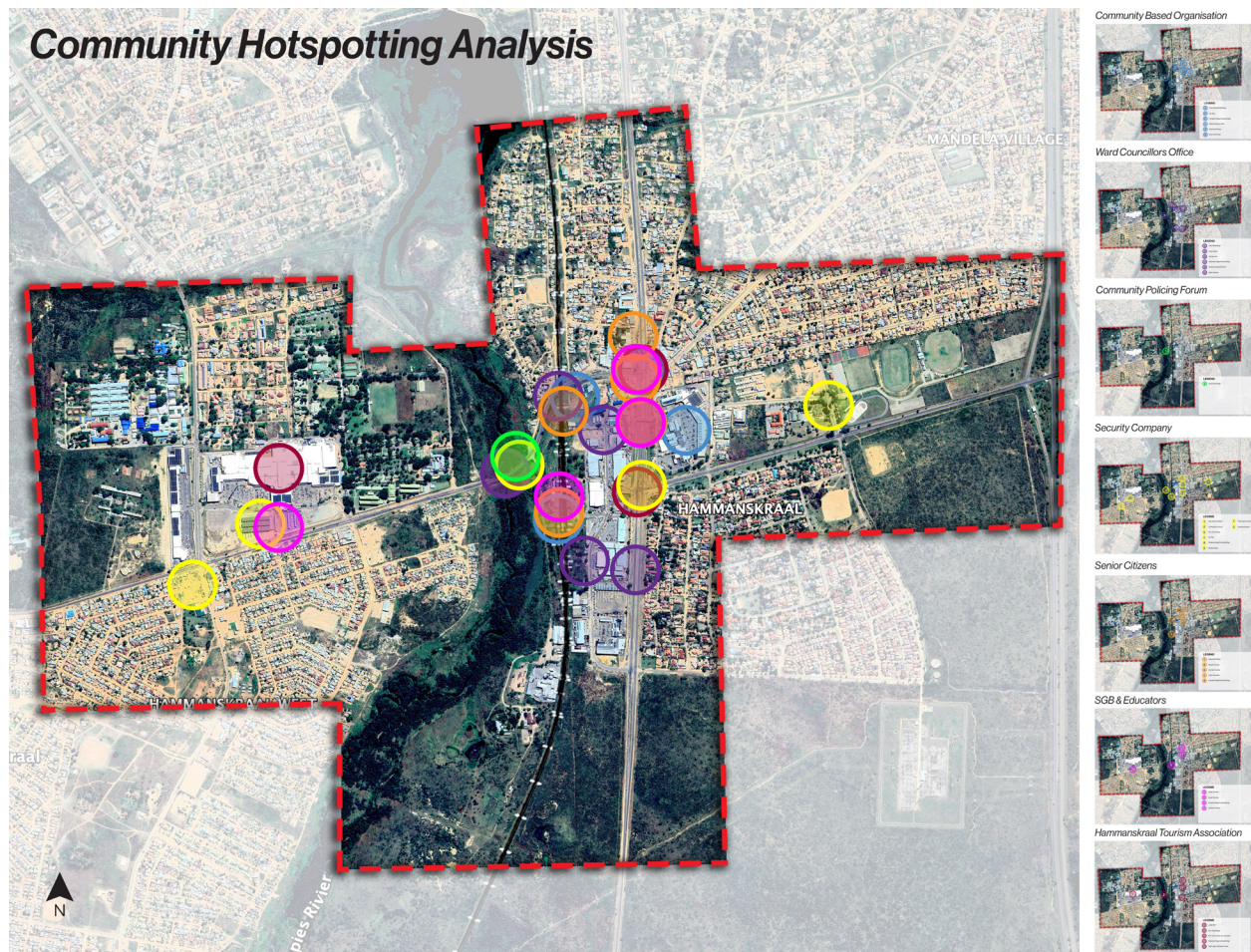
Hotspot mapping

The hotspot mapping exercise was undertaken by individual stakeholder groups in order to compare the spatial understanding of crime and violence threats. The groups that completed the exercise were:

- A community-based organisation
- The office of the Ward Councillor
- The Community Policing Forum
- A security company
- Senior citizens
- School governing body & educators
- Hammanskraal Tourism Association

What is noteworthy about the outcome is that there was a generally common understanding of the spatial distribution of crime / violence hotspots. The most frequently identified hotspots were:

- The area under and around the Harry Gwala bridge
- The pedestrian bridge over the R101
- Informal pedestrian routes near Shoprite
- Poorly maintained buildings near busy intersections
- Abandoned railway facilities including the station
- Goldstar and Jubilee taxi ranks
- Jubilee Mall
- The bus terminus
- The busy intersection near Renbro Mall, the Harry Gwala / R101 intersection as well as the intersections near Renstown Corner and the Caltex garage



The culmination of the stakeholder engagement was a *Consolidated Stakeholder Engagement Report* which described how each stakeholder group experienced crime and violence in the CBD, how threats manifested and how issues of urban design, land administration, infrastructure and services impacted the nature and severity of crime and violence.

The *Consolidated Stakeholder Engagement Report* was presented at a Hammanskraal community meeting in March 2024 for interrogation and verification by all stakeholder groups. Out of this meeting, a Reference Group was nominated to make input on the Safety Plan and to steer the process towards a sustainable platform that will drive and oversee the implementation of the plan in partnership with the Tshwane Metro.

5. The role of the Hammanskraal Safety Plan Reference Group (HSPRG)

The role of the Hammanskraal Safety Plan Reference Group ("the HSPRG ") was to provide input and analysis on all priorities and strategies that emerged from the Situation Analysis and Stakeholder Engagement phases of the project. The HSPRG has contributed to a vision-driven and holistic precinct-based safety plan, framed and

developed by the stakeholders themselves. Over time it is envisaged that a safety platform or forum, comprising a representative array of state and non-state role-players and actors, will own and drive the implementation of the Safety Plan in conjunction with the Tshwane Metro Police and other law enforcement agencies. The plan will function as a dynamic and evolving instrument that helps to ensure that current and future developments in the CBD are strongly shaped by community safety considerations. As the Safety Plan evolves, the HSPRG undertakes to avail itself of any opportunity to include additional stakeholders or role players whose insight, expertise and positioning would bring additional value or resources to the process.

6. Timeframe

The realistic timeframe for the activities in the matrix below differs. Some activities can be completed in a matter of months, while others may take several years. The Safety Plan is currently high-level and seeks to outline the overall strategy and focus areas of the measures needed to reduce crime and violence in the CBD. As the operational realities of the various interventions become clearer, it will be useful to set more specific timeframes, performance benchmarks and measures for monitoring and evaluation. At this point the overall timeframe of the Safety Plan is five (5) years.

7. Strategies and actions

The matrix below emerged from several planning sessions of the Hammanskraal Safety Plan Reference Group, henceforth referred to as the Reference Group. The Reference Group undertook a facilitated discussion of the safety topics identified during the stakeholder engagement exercise and the community meeting. The Reference Group assessed each of the safety issues by considering:

- Is the identified safety issue a priority and at what level?
- If the issue is remedied, will it have wider safety benefits for the community as a whole?
- Are there realistic prospects for addressing (not necessarily fully resolving) the issue through a locally driven CBD Safety Plan?
- Can we identify practical actions that could form part of the remedy?



Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
The pedestrian bridge over the R101 is poorly located and poses a danger to users because of its design (pedestrians are not visible when using it.)	Infrastructure	Demolish or repurpose the existing bridge Build a new, 'simpler' bridge with a design that reflects safety and functionality Locate the new bridge at the Shell Garage / KFC Restaurant site The new bridge should improve visual aspects of the CBD	Pedestrians crossing the R101 and the broader community	High	Tshwane metro as the planning authority (IDP unit) and infrastructure investor National Treasury's TED programme in the area
A poor relationship has developed between informal traders and law enforcement agencies in the area (including Tshwane LE, SAPS and CPF) over the use, management and maintenance of trading space in the CBD. Many traders perceive the policing agencies as mis-directed, gender-biased and heavy-handed. On the other hand, the traders are seen by some to shield criminal activity and contribute to disorder in the CBD.	Governance systems	Establish a forum where the various stakeholders are represented – the main aim is to promote cooperation and a harmonised working relationship between traders and law enforcement and to resolve tensions as they occur Review and update by-laws relating to trading. ⁷ Such review should recognise the urban bias of existing by-laws and reflect that peri-urban / semi-rural places like Hammanskraal have different trading conditions Create public awareness that by-laws protect everyone and should be fairly administered A social charter should be introduced in the meantime to guide the behaviour of the respective parties (traders, SAPS, Tshwane Law Enforcement), seeing that by-law amendment is a lengthy process.	Traders Customers Metro law enforcement	High	SAPS, Tshwane Law Enforcement

⁶ Where the relevant respondents were not clear or part of the Reference Group discussion, the facilitators have suggested respondents

⁷ The TMPD representative acknowledged as follows: trading by-laws were last reviewed in 2006/2007; search and seizure operations are of limited benefit and partnership is preferred; the CoT has a pilot project in the pipeline looking into the relationship between the Metro and traders

Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
GBV / victim support services are provided at both SAPS stations, the local clinic and hospital. However not all stakeholders are aware of such services and the back-up support provided by social workers. Services generally reach GBV victims in the home rather than public spaces such as taverns.	Social services	Establish a GBV sub-forum / support group⁸ where various stakeholders work together to reinforce existing institutions and programmes, in particular those funded by the Dept. of Social Development. One of the functions of the abovementioned forum would be to conduct seminars or briefings on intimate partner violence and conflict resolution in domestic settings Within the sub-forum, facilitate a men's programme that focuses on men and the root societal issues/ pressures, background and upbringing that can contribute to a propensity for violence. The aim is to have a platform where men can speak openly and candidly about why they resort to violence. The forum will also refer perpetrators (both men and women) to professionals, e.g. social workers and counsellors. Establish a support group for social workers involved in GBV cases Support GBV Brigades - Door to Door programme⁹ and MASPO- Men as Safety Promotion Officers	Women who live, work, shop or commute through the CBD	High	GBV programmes of the provincial government and Tshwane Metro Department of Social Development

⁸ This and other forums will constitute forums within an overall Safety Platform

⁹ According to the Gauteng Provincial Government GBV Brigades are "volunteers who have voluntarily raised their hands saying enough is enough on GBV and femicide. GBV Brigades are frontline workers in their respective wards within their communities who are expected to visit each household to educate and create awareness on the impact of gender-based violence."

Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
Many stakeholder groups with economic ties to the CBD, including traders, formal business, private security and taxi operators, recognise the need for collaborative action and community mobilisation to reduce crime and violence. Currently there is no collective platform to achieve this objective.	Civic organisation	This is already covered to some extent in the idea of establishing a Safety Platform (forum) for Hammanskraal CBD The traders will be supported to join the CPF, on the basis that they are role-players in crime prevention and have in-depth knowledge of street life seeing that they are on the ground for most of their working day.¹⁰ Taxi operators participated in the safety engagement exercise but not thereafter. The RG will approach the local leadership for their concerns / potential contribution. Options for engagement may include formal correspondence and /or sending a delegation to meet the associations (HATHU & TTA)	Stakeholders who have business / livelihood interests in the CBD	High	CPF plus any business / crime programmes within Tshwane Metro and Provincial Government (especially Dept of Community Safety) Taxi industry

¹⁰ There may be a need to explore further collaboration between stakeholders who have business / livelihood interests in the CBD over time

Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
Vacant land and neglected public spaces as well as derelict private and government owned properties create nodes of criminality and high-risk areas across the CBD. These are reflected in the hotspots identified by various stakeholder groups. There is no current strategy to address safety risks at the pedestrian bridge, the railway station , open land under the jurisdiction of traditional leadership, public parks, the open area underneath Harry Gwala bridge and the grave site between Renbro and Jubilee	Land use and administration	There was extensive discussion of the land owned by PRASA and the lack maintenance and vandalism of property associated with PRASA's neglect of such land. The RG members noted a long history of approaches and meetings with PRASA, which resulted in red tape referrals or non-response. The following actions were proposed: Keep a record of any further engagements with PRASA in order to establish a paper trail Repurpose key parcels of land for useful public facilities e.g. a creche or feeding scheme Mount a clean- up campaign by the community. Establish a trader market on land that is well-suited for this purpose Seek the support of the Metro in opening lines of communication with PRASA Fence off the graveyard and ensure that is managed and maintained by seeking official status with the Tshwane Metro¹¹	The community as a whole	High	PRASA Tshwane Metro Land Administration & Planning, Cemeteries Dept

¹¹ The understanding of the RG is that the current graveyard is 'traditional' and has no official status. Although the graves may be considered 'illegal', the option to exhume remains would be lengthy and costly. Assuming the land is suitable for graves, a graveyard should be developed in-situ.

Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
Youth and learners are exposed to robbery, sexual violence, substance and alcohol abuse when visiting the CBD. The CBD also has high instances of drug use and drug trading with associated risks for the youth and the public generally. Addiction is also associated with petty theft and robbery and other criminal networks such as the trade in stolen materials like copper and aluminium. Conventional policing strategy appears to have limited impact.	Social systems	Motivate for the establishment of a SANCA branch in Hammanskraal and for stronger outreach activities by all role-players that intervene in addiction Seek CoT support for investment in and maintenance of facilities that support a wider spread of healthy lifestyle choices and sporting codes at sports and recreational centres. CPF to invite youth and youth leaders to go out with the CPF patrollers so they get better insight into risky areas, GBV patterns and crime threats¹² COSUP will establish an outpost near the Hammanskraal CBD by June 2024 COSUP to maintain social compact with SAPS drug unit and keep the safety forum briefed on developments	Drug abusers. Recovering addicts Youth at risk Persons at risk of substance abuse	High	SAPS, COSUP, SANCA, CPF, CoT (Sports & Culture) Department of Social Development

¹² This will be the focus for an **Activation** that will draw upon this key element of the Safety Plan and demonstrate a practical intervention by the RG / SC. (See Activation Concept)

Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
The busy and vibrant nature of the CBD has created a useful reality of citizen surveillance especially by informal traders and taxi operators. The positive impact of this cannot be optimised within the urban design and layout, especially walkways and roads. There needs to be more formal urban planning for citizen surveillance.	Active citizens & Crime Prevention Through Environmental Design (CPTED)	Citizen surveillance needs to be ‘matched’ to tech surveillance i.e. concentrated on areas not served by CCTV. Draw upon people who work in the CBD and have ‘eyes on the street’ Motivate for current and future urban planning to consider opportunities for citizen surveillance in urban design Motivate for current CCTV networks to feed into a control room that is staffed 24/7 – law enforcement to manage / train and employ local staff¹³ Explore possible use of drone-based surveillance	All users of the CBD	High	National Treasury’s Babelegi Industrial Park Revitalisation Project ¹⁴ CoT Urban Planning & Law Enforcement
Some of the private spaces in the CBD are considered safe. This includes malls, smaller shopping complexes, banks and petrol stations that are effectively managed, well-lit and have security. There is however no current strategy to extend or share these benefits to surrounding public spaces.	Private-sector partnership / social responsibility	Motivate for the installation of solar-powered street lights (high masts that mitigate theft). Engage private property owners (shopping malls/ complexes) to request that they consider extending the reach of their security (including cameras, guarding services and lighting) to nearby public spaces	All users of the CBD	High	Organised business in the CBD Owners / managing agents of the major malls

¹³ The Babelegi Industrial Park Revitalisation Project may consider such a motivation on the basis that a control room within the park could extend its network to the CBD

¹⁴ Contact Rudewaan Arendse at rudewaan.arendse@gmail.com

Safety issue	Nature (e.g. infrastructure, new service /service improvement, systems adjustment etc.)	Remedy / Action (may require different components / timing sequence)	Main stakeholder beneficiaries	Priority	Relevant respondents (is there a responsible entity, is it likely to be resolved through a pre-existing plan or programme, is there scope for govt. community and business partnership) ⁶
The CBD has several sports / recreational complexes and parks which could benefit youth in providing an alternative to poor lifestyle choices and risky leisure activities. Many of the sports and recreation facilities have fallen into disrepair and neglect through lack of management and maintenance and some have become unsafe locations.	Infrastructure	Identify and approach the officials who are responsible for these facilities, voice concerns, request turn-around plans and following- up consistently. Establish decentralised sporting complexes within residential areas to discourage CBD loitering. Participate in IDP discussions to help direct the budget of the municipality.	Youth	High	CoT and other government line departments responsible for Sports, Art & Culture
Much of the infrastructure, and public facilities in the CBD are either poorly designed and located and/ or lack proper care and maintenance and therefore create the circumstances for criminality and violence – street lighting is a prime example.	Infrastructure and services	The Reference Group notes that Hammanskraal is faced with a water crisis that has left citizens without clean potable water. While adequate basic services are critical for community safety, the rehabilitation of such services (sheltered trader stalls, maintained tar roads with markings, adequate drainage, clean, running water, ablution systems, street lighting, electricity) are part of longer-term development plans for the area. The roll-out of these will be monitored against community safety criteria.	All users of the CBD	High	CoT and all national-level development programmes scheduled for Hammanskraal

8. Application of urban planning and design principles

The application of urban planning and design principles is implicit in many of the safety interventions described in the above matrix, however it is useful to unpack select interventions where these principles are especially relevant.

Safety issue	Intervention / remedy	Urban planning and design principles
The unsafe and poorly located bridge over the R101	Demolish or repurpose Construct a new, 'simpler' bridge at new location Redesign the bridge to include safety features	Connectivity/linkage with land usage: the proposed new bridge will now be at a strategic location from the west and east of the R101/Old Warmbaths Rd. This will facilitate more connectivity as the access points of the bridge will be anchored by functional land uses that will attract more pedestrian foot traffic. Enhancing the public realm: the proposed new bridge is intended to enhance functionality through design i.e. it should be wider to create space for traders with the necessary infrastructure and street furniture. In addition to attracting more foot traffic, it should also ensure that users are visible at all times thus increasing citizen surveillance. The existing bridge fails to perform as a public space as none of the above has been accommodated.
Poor relationship between traders and TMPD law enforcement (but also SAPS, & CPF) over use, management and maintenance of trading spaces	Establishing a forum where protagonists are able to engage and avoid escalated conflict Review and update by-laws. Social charter until such time as by-laws are mended	Urban management / inclusion and active citizenship: Restoring and enhancing the use of walkways, pedestrian spaces and better managed trading spaces. The forum brings citizens into the process of managing urban space and eventually making input on appropriate by-laws. A social charter provides an inclusive framework to managing urban spaces pending formal legal reform.
Different economic stakeholders the CBD, including traders, formal business, private security and taxi operators, recognise the need for collaborative action	Traders join the CPF Avenues of communication with taxi industry are maintained and enhanced	Urban management and active and empowered citizenship: The responsibility of urban management is shared across government and civil society actors with the possibility of releasing new resources and social capital. Social cohesion is enhanced as the mandate for safety in the CBD becomes a collective undertaking rather than simply falling to the police, CPF, business etc.
Vacant land and neglected public spaces / properties are hotbeds of criminality	Engagement with landowner (PRASA) Repurposing the land (eg. Crèche, feeding scheme). Clean- up campaign. Establish a trader market. Fencing /formalising the graveyard.	Enhancing the public realm & placemaking: the public realm in the Hammanskraal CBD is in disarray. This will see the community reclaim their public spaces and restore their functionality and aesthetics – this is essential for placemaking.

Citizen surveillance is constrained by urban design shortfalls	Citizen surveillance is 'matched' to tech surveillance. Expand 'eyes on the street' Urban planning to consider opportunities for citizen surveillance in urban design Current CCTV networks to feed into a control room that is staffed 24/7 Explore possible use of drone-based surveillance	Passive surveillance & eyes on the street: given the physical sprawling nature of the CBD, the inclusion of cameras and drones in strategic locations will aid and reinforce the benefits of passive citizen's surveillance in the CBD. Future urban design in the CBD should maximise the potential for citizens' surveillance.
Maximising the public benefit of private security infrastructure and services	Installation of solar- powered street lights (high masts that mitigate theft). Engage private property owners (shopping malls/ complexes) to request that they consider extending the reach of their security (including cameras, guarding services and lighting) to nearby public spaces	Public-Private Partnership & social cohesion: collaboration between community, business and government not only unlocks social capital and tangible solutions but enhances social cohesion. Communities that act in a collective and consensual manner are typically more resilient to crime and violence.
The CBD has several sports / recreational complexes and parks which could benefit youth in providing an alternative to poor lifestyle choices and risky leisure activities but to realise this potential due to neglect	Approach the responsible officials for turn-around plans Establish decentralised sporting complexes within residential areas to discourage CBD loitering. Participate in IDP discussions to help direct the budget of the municipality.	Adequate provision of functional recreational facilities: This is basic principle of CPTED and is widely understood to contribute to communities that are more resilient to crime and social disorder. Walkability & Diversity: i.e. the provision of better and more diverse recreational facilities that can be reached without private transport is also a key principle since the current sports complexes tend to be concentrated on one side of the CBD.
The infrastructure, and public facilities in the CBD are either poorly designed and located and/ or lack proper care and maintenance – street lighting is a key example	The development / upgrade of safety-related services, especially public lighting, will be monitored against community safety criteria	Technical solutions that maximise human benefit and draw upon renewable energy / resource efficiency: Such solutions ideally involve for example, the use of neighbourhood street-level lights that are conducive for public spaces in the CBD and are more 'people-oriented'; impacting on their overall safety in the space. Sustainability and resilience principles should be paramount given the nature of infrastructure/services challenges in the CBD

9. Institutional matters and organisational structure

This Safety Plan primarily represents the concerns and aspirations of key community stakeholders in the Hammanskraal CBD who are impacted by violence and crime. The planning approach has also been shaped by the Tshwane Metro Police Department and their concern to have precinct level plans for the City. This Safety Plan is therefore jointly owned and driven by the Hammanskraal community stakeholders (represented by the Reference Group) and the TMPD. The TMPD has pledged to support the implementation of the Safety Plan provided that the community remains committed and active in the process. The TMPD further pledges that while it remains a local law enforcement agency and is a *player* in some of the contentious safety issues, it will endeavour to remain impartial in the role-out of the Safety Plan.

Through the procedures described in the above planning matrix, the following structure is proposed to oversee the further refinement and implementation of the Safety Plan.



10. Links to other plans and programmes

It is critical that this Safety Plan aligns and integrates with relevant development plans and programmes of the CoT. The *Situation Analysis* provides extensive detail of possible overlap, alignment and integration with other plans and strategies. Clearly this presents opportunities for resource generation and shared services / assets. The most significant potential alignment occurs in relation to the National Treasury's *Cities Support Programme* – including the Township Economy Development Strategy for Hammanskraal.

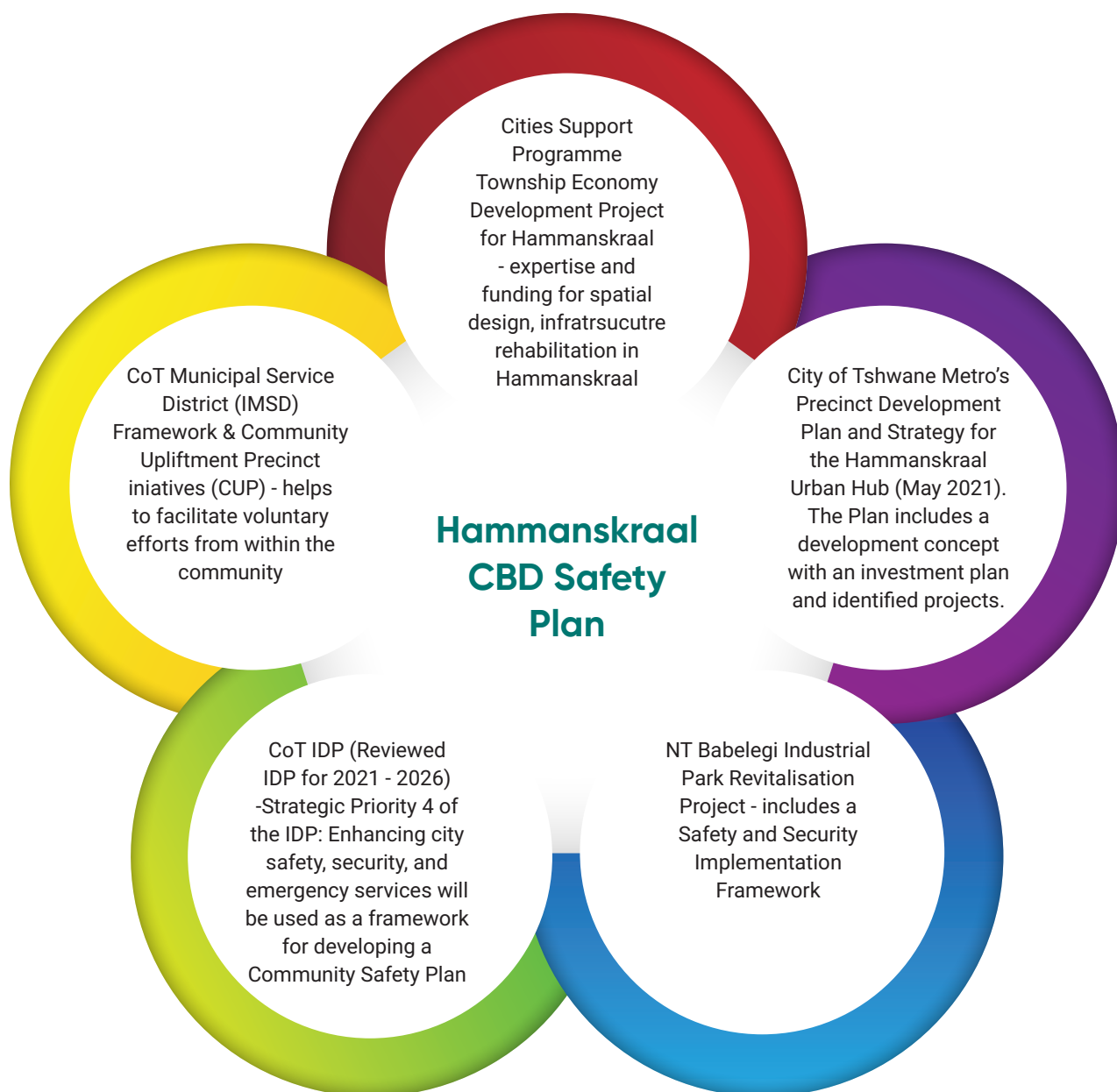
In terms of official planning frameworks, the most important point of reference is the CoT IDP 2023 – 2026 which has the following safety components:

- Safety Through Environmental Design (STED): spatial frameworks to include safety, precinct plans to include STED and liaison with stakeholders regarding urban management issues at crime hotspots
- Build community capacity for safety: community audits, communities empowered for planning and a safety plan developed
- Restore culture and respect for the law: road & by-law policing, crime prevention and active citizenship

- Partnership approach: safety partnerships and Smart City approach for improving incidence response and coordination of role-players
- Early interventions: Early childhood development and safe schools / crime prevention
- Victim and vulnerable group support: social crime prevention, substance abuse, public employment and gender mainstreaming

In respect of Hammanskraal, it is noted that investment is earmarked for ECD and other protective facilities and the revitalisation of the Babalegi Industrial Park. The Hammanskraal CBD Precinct is earmarked for the Neighbourhood Development Programme (NDPG). Hammanskraal is also one of the areas where the CoT has established gender forums to support the City's efforts to reduce gender-based violence and femicide.

These and other relevant plans and programmes that support this Safety Plan are illustrated below:



References

City of Tshwane (May 2021) *Precinct Development Plan and Strategy for the Hammanskraal Urban Hub*

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South African Police Service *Interim Regulations for Community Police Forums and Boards*: 11 May 2001

SPRINT (2021) *ABVPIs in Municipal Planning*

Sustainable Livelihoods Foundation TED Project Team (2021) *Cities Support Programme Township Economy Development Project, Situation Analysis Report* Project Site: Hammanskraal, City of Tshwane

Sustainable Livelihoods Foundation TED Project Team (July 2022) *Cities Support Programme Township Economy Development Project, Township Economy Development Strategy*, Project Site: Hammanskraal, City of Tshwane

WARD 49 SAFETY AUDIT: NARRATIVE REPORT FOR SAFETY PLANNING IN HAMMANSKRAAL CBD

1. Introduction

This report has been compiled with the assistance of the Tshwane Metro Police Department. The purpose of the report is to integrate key findings of the Tshwane Safety Audit into the *Situation Analysis Report* that will constitute the main source of evidence and information for the *Hammanskraal CBD Precinct Safety Plan*. Hammanskraal CBD is just one geographic component of Ward 49. This report has nonetheless been developed on the basis that circumstances and public perspectives across the Ward as a whole, are likely to have relevance for the precinct as the CBD is a transit point with high levels of mobility. This narrative report is based on raw data emerging from the safety audit. Much of the data is provisional and at the time of writing, the data cleansing process was still underway. Consequently, some of the data is approximate and may contain errors of about 1% - 2%.

The **Tshwane Metro Safety Audit Project** ran from December 2022 to May 2023 and the fieldwork relied on community members recruited through the Public Employment Programme (PEP). The project was less of a pure research exercise rather than an attempt to empower communities to participate in safety planning. Safety audit templates were developed covering various areas of concern:

- A. General safety audit – conducted December 2022 to January 2023
- B. Gender-based violence safety audit - conducted January to February 2023
- C. Public transport and non-motorised transport safety audit – conducted March to April 2023
- D. School safety audit – conducted April to May 2023

The audits for each template were conducted sequentially i.e. with different research populations. The sample size for each of the A and B audits was 104 persons. This report is a provisional analysis compiled from the data returned for templates A and B. The data is important because is unique in its focus (safety and GBV) and relates to Ward 49 of which Hammanskraal CBD is a busy and densely populated hub. However, it is important to note that at the time of writing, the returned data had not yet been fully cleaned and the writer of this report had limited insight into the applicable research methodology and protocols. The research set out to be community-driven rather than highly formal. In effect this meant that the sample was not random nor representative by design. The PEP fieldworkers were allowed to select respondents who were easily accessible to them. The managers of the audit note that “...non-probable

(convenience) sampling was used.” The samples (respondents) are therefore different for the respective templates. The sizes of the samples for template A and B are nonetheless similar.

2. General safety audit

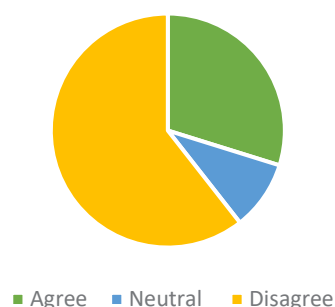
The General Safety Audit covering Ward 49 included 104 respondents however not all answered all the survey questions. Sixty respondents (58%) identified as female, 37 (35%) as male, one as non-binary and six did not specify. The largest segment (31%) was in the age category 18 – 29, 25% were between 18 and 29, 28% were between 30 and 39, 24% were between 40 and 49, 10% were between 50 and 59 and seven were sixty or older. Black African respondents constituted 98% of the sample with one Coloured respondent, no Asian or White respondents and one not specified.¹ Education levels amongst respondents was 10% no education, 16% primary school, 52% high school and 23% post high school. Those who provided employment status revealed that 56% were unemployed, 15% were self-employed, 14% had part-time employment and 15 % held full-time employment. Amongst the respondent group 32 of the 104 respondents were from Hammanskraal. Two respondents identified as disabled.

General perceptions and experiences

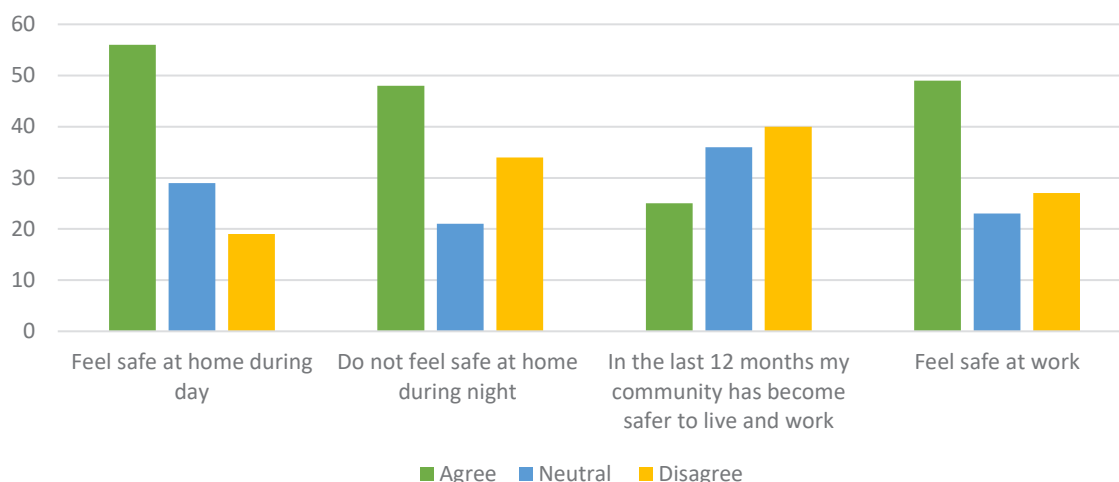
This section dealt with general perceptions and experiences of crime and required that respondents reply to statements related to experiences of crime and knowledge of crime incidents and types. It also examines different environments where crime occurs, feelings of safety and crime directed at certain vulnerable groups. The option to choose “neutral” is presumed to imply that the person did not hold a view on the matter or chose not to express that view.

- Thirty percent of respondents had been a victim of crime within the previous 12 months and 45% knew someone who had been a victim of crime. Fear of being robbed on the streets is common, “I have observed that we are afraid to walk freely around my neighbourhood because of robbery on the streets.”
- During the day, only 56% of respondents felt safe in their home. During the night 47% did not feel safe at home. Remarkably more respondents felt safe at work – 50% affirmed this experience but only 37% felt safe when travelling and about a third do not share this view. A typical comment was “One of the biggest safety concerns in my neighbourhood is crime, we don't feel safe when we go out during the night.”

Victim of crime in previous 12 months

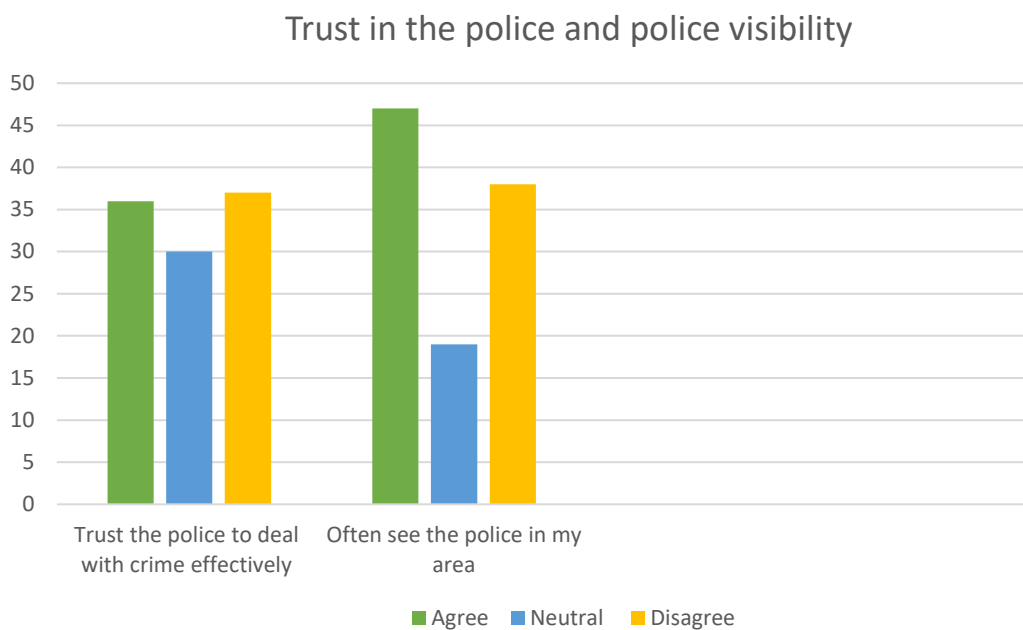


Feeling Safe



¹ It seems that the sample was not designed to be racially representative and this may have impacted the findings. The Stats SA 2022 Census indicates that the population of the Tshwane Municipality is 82.8% Black African, 13.4% White, 1.8% Coloured and 1.7% Indian / Asian

- In terms of crime trends, only 25% said that in the last 12 months their community had become a safer place to live and work and 40% explicitly disagreed with this statement.
- About one third of respondents believed they lived in a caring community and 45% trusted their neighbours.
- Trust in the police to act effectively differed. The largest segment of respondents (37%) did not trust the police to deal with crime effectively but only slightly less (36%) said they *did* trust the police in this undertaking. Police visibility received a better response with 45% saying they often saw the police in their area. In general people made the following appeals with regard to policing:
 - » More police patrols
 - » Better crime intelligence especially with regard to the drug trade
 - » Less bribery / corruption
 - » Better use of partnerships like Neighbourhood Watch, patrollers and a safety forum



- A clear majority (65%) thought children were safe when at school and only 20% disagreed with this assertion. However, 45% did not feel it was safe for children to walk to school. One respondent suggested, "School patrollers must be there for children in the morning and afternoon for safety." Illicit liquor sales were commonly mentioned as a threat to children, for example, "The owners of the taverns must stop selling alcohol to children under age, they must provide the identity book before they can sell to them."
- Questions related to whether elderly people, women, children and LGBTQI+ persons living in my community are *sufficiently supported and provided for* showed a similar spread of views with only about one third of respondents affirming this view. Confidence in the provisions for children was highest at about 36%. A typical comment was that "Social workers should be involved by making rounds in our community to honour the safety of kids daily."
- In the last 12 months the majority of respondents (51%) had not participated in a community meeting to discuss safety. Several respondents made calls for the initiation / expansion of the patroller programme.

The incidence of crime in Ward 49 is high as revealed both through the individual experiences and people hearing about such incidents. Less than half of respondents feel safe in their homes at night and only slightly more than a third feel safe when travelling, however significantly more feel safe at work. Over the previous 12-month period, the largest segment of respondents does not think that their community has become safer. Less than half of respondents trust their neighbours and only a third believe the community as a whole is "caring." Perceptions of police effectiveness in fighting crime is split evenly – possibly reflecting different experiences but a notable 36% do not see the police as effective. Police visibility at community level is assessed more positively with nearly half saying they often see the police in their area.

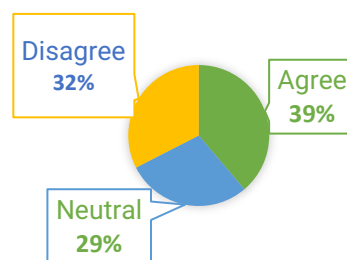
The value of the above data was somewhat diminished by the high level of 'neutral' responses (averaging 29%). Since the questions were generally clear and often required only the perception of the respondent (rather than special knowledge or insight), the reason for this marked trend is unclear. Although unlikely, some respondents may have found the questions controversial or potentially exposing them to risk if clearly answered. Another explanation may lie in the manner in which the questionnaire was administered and the familiar pitfall of non-committal responses being the easiest / safest.

Crime trends

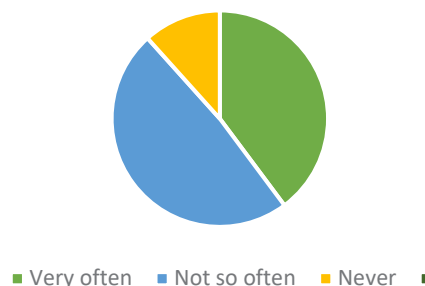
This section required respondents to make a definitive assessment of the frequency of different crime types by answering "very often", "not so often" or "never". The crime types under consideration were comprehensive and ranged from murder to various property crimes such as stock theft.

- The largest percentile (48%) said that murder occurs but "not so often" whereas a significant 30% said it happened "very often."
- About half the respondents said sexual offences (rape, sexual assault) occurred "not so often" but a significant 41% said "very often."
- Roughly 74% of respondents said that both common assault and assault with the intent to inflict grievous bodily harm occurred very often². The comments of several respondents suggest that they are aware of the nature and timing of such crimes, for example "We need more street lights to work because they normally assault us during the night and in the early of the morning."

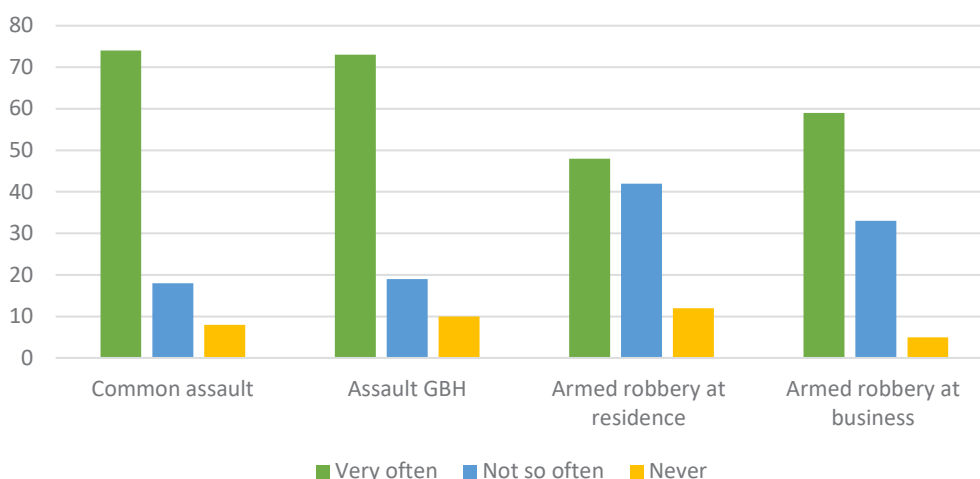
SECTION B



Prevalence of sexual offences



Prevalence of some violent crimes

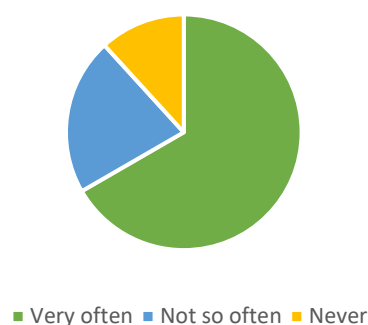


- Common robbery (without a firearm) received the 2nd highest mention (80%) as a crime that occurred very often and was only exceeded by drug and alcohol related crimes (81%).
- Armed robbery as a crime that occurs very often is likely to be at business premises (59%) rather than residences (48%) according to respondents. Burglary at a residence was seen as slightly more prevalent (56%) than burglary at a business (52%).

² Since these crime classifications are derived from SAPS who use them for reporting purposes, it is unclear that respondents were always able to make a distinction between the two.

- The largest percentile of respondents (39%) think that hi-jacking occurs “not so often” but a third think it occurs very often – this roughly even split may reflect the nature of different areas.
- There was a slight difference between the segments that thought malicious damage to property occurred often (40%) or less often (46%).
- Theft of motor vehicles occurred very often according to 47% whereas fewer (37%) said it was not so often. Theft out of motor vehicles reversed this trend with 46% saying it occurred not so often.
- Stock theft is obviously a crime limited to certain rural or peri-urban areas and this is reflected in the fairly even split between those who consider it frequent or infrequent. It was also the crime with the highest number of respondents (37%) saying it never occurred, possibly reflecting the absence of livestock in such areas.
- Driving under the influence of alcohol and/or drugs is seen as a frequently occurring crime by 79% of respondents and therefore is likely amongst the most pervasive crimes.
- Theft of cables and infrastructure is seen to occur very often by 60% of respondents and less often by 26%. Several comments linked this to community safety concerns for example, “Theft of cables and other infrastructure may lead to burnt houses and people in the community.”
- Many respondents made a call for more effective action against drug and alcohol abuse, for example, “Police must be in every corner to stop this drug and alcohol abuse. Kids must have entertainment and sporting to keep them busy.”
- A clear majority (68%) thought that domestic violence occurred very often but a surprising 12% said it never occurred.

Prevalence of domestic violence



Perceived frequency of occurrence is just one way of understanding crime. The relative significance and impact of crime types also needs to be considered. The level of violence involved, the severity for particular victim groups and any gender dimension is obviously more important than prevalence. Amongst the violent crimes, assault and assault GHB are highly prevalent but although sexual assault is not seen to occur often³, by its nature and impact it must be considered a priority. Indeed over 90% of respondents said sexual assault occurs with some degree of frequency. Along with murder, violent robbery and hi-jacking and domestic violence, such crimes are often by their nature, less visible or acknowledged and must therefore retain priority irrespective of whether they apparently occur often or not.

Social challenges

This section required respondents to assess social problems in their community such as unemployment, poverty, economic inequality, gender inequality, single parent households, child headed households, child abuse, domestic violence and several other social issues. Respondents were asked to rate these as occurring *very often*, *not so often* and *never*. The respondents were not required to explicitly link these to issues of crime or safety.

- Unemployment is the most prevalent issue mentioned – 90% said it occurred very often. One respondent outlined the reason for this concern, “It is clear that the problem (lack of safety) is because of the high unemployment rate of the youth therefore they need to be uplifted and the government must include the youth in activities that will lead to self-employment.”
- The next most frequently identified factors all fall within a similar range: single parent households (80%), substance abuse (79%), poverty (76%), domestic violence (67%), bullying (66%), poor parenting practices (66%)
- Factors identified by slightly more than half the respondents were: lack of support services for victims of crime and violence (54%), lack of recreational facilities (54%) and gangs (52%) Comments alluded directly to a “Lack of support services for victims of crime and violence.”
- Remarkably the majority (57%) said that gender inequality occurred *not so often* or *never* despite the fact that 67% said domestic violence occurred very often.

³ Frequently due to under-reporting

- Factors identified by a significant minority were economic inequality, gender inequality, child headed households, child abuse, marital conflict, political conflict and poor education. Despite this moderate rating, *child abuse* featured as a concern in many comments, for example, “The biggest safety concerns in my neighbourhood is child abuse.”
- Cultural beliefs that support violence and a culture of not obeying the law were identified by less than 30% of respondents as occurring very often – remarkably 39% said the latter never occurred in their community.

The findings from this section support the impression emerging elsewhere in this audit that unemployment and poverty are seen as highly prevalent and perhaps of greatest concern to the community. The problem of single parent households and substance abuse was very widely perceived. Interestingly, high perceived levels of domestic violence are not necessarily linked to gender inequality. Surprisingly nearly 40% of respondents think that a culture of not obeying the law never occurs in their community, despite several indicators and many comments suggesting that lawlessness is widely in evidence.

3. Gender based violence audit

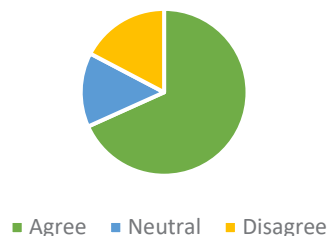
The gender-based violence survey covering Ward 49 included 104 respondents however not all answered all the survey questions. Sixty respondents (58%) identified as female, 42 (40%) as male, none as non-binary and two did not specify. The largest segment (37%) was in the age category 30 – 39, 25% were between 18 and 29, 15% were between 50 and 59 and four were older than sixty. All respondents who responded to the racial classification question were Black African i.e. there were no Coloured, Asian or White respondents.⁴ Education levels amongst respondents was 20% primary school, 70% high school and 12% post high school. Those who provided employment status revealed that 51% were unemployed, 13% were self-employed, 17% had part-time employment and 14 % held full-time employment. Amongst the respondent group 29 of the 104 were from Hammanskraal. Two respondents identified as disabled.

General perceptions

This section dealt with general perceptions and experiences of gender and required that respondents reply to statements related to gender and safety – the option to choose “neutral” is presumed to imply that the person did not hold a view on the matter or chose not to express that view.

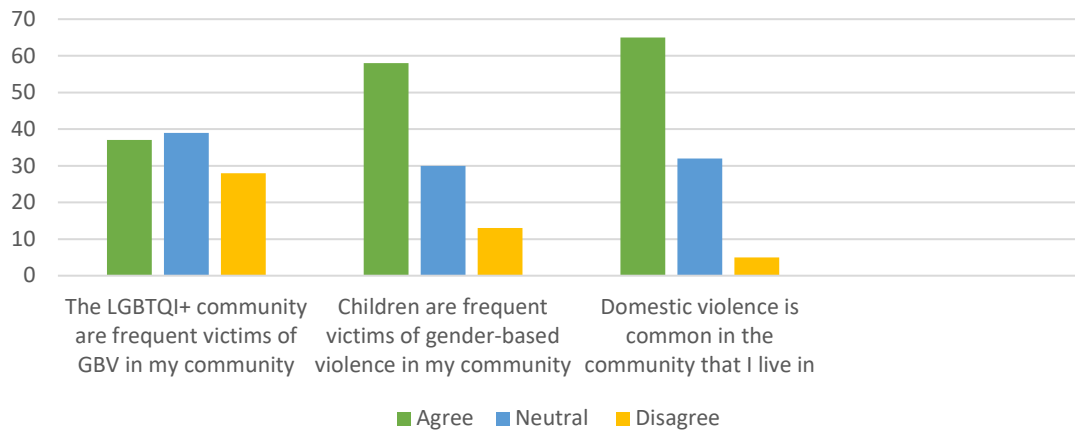
- The majority of respondents (68%) agree that with the statement that “People of all genders have equal rights in the community I live in.”
- The majority of respondents (nearly 78%) agree with the statement that “People of all genders have the right to make their own decisions regarding their own gender identity.”
- A smaller majority of respondents (slightly over 62%) disagree with the statement “Only woman and girls can be a victim of gender-based violence.” However, 38% either agree with the statement or are neutral suggesting some level of confusion with the understanding of GBV in the South African context. However, a very clear majority (over 80%) knew that “Men can also be victims of gender-based violence.” Similarly, a clear majority believe that “All genders can be perpetrators of gender-based violence.”
- Views were split on whether GBV has an economic determinant i.e. whether “Gender-based violence mainly occurs among poor people.” Most (about 59%) did not know and roughly equal percentiles thought that it did or were neutral on the matter. There was a similar spread of views as to whether other determinants such as employment status, marital status, and educational levels acted as determinants for the likelihood of GBV.
- Only about 38% of respondents thought that “Members of the LGBTQI+ community are frequent victims of gender-based violence in my community.” Roughly the same segment was neutral on the matter and a significant 27% disagreed. Similarly, the largest segment (57%) thought that children were frequent victims but a significant 30% opted to remain neutral on the topic.

People of all genders have equal rights in the community I live in



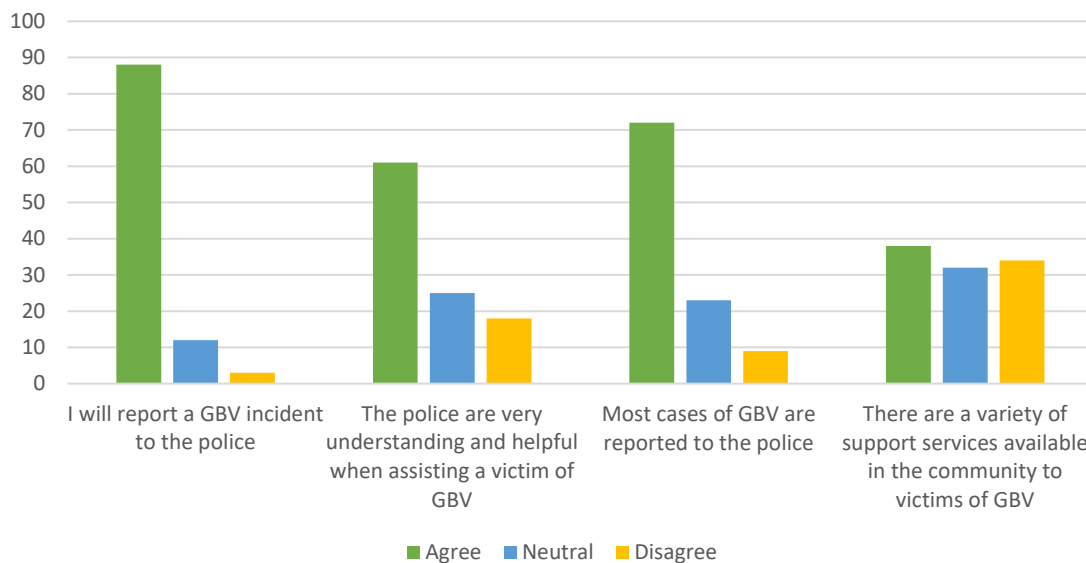
⁴ See previous footnote on representativity

Vulnerability to GBV



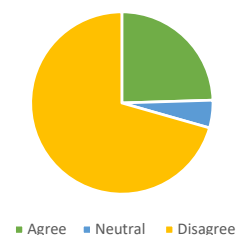
- A majority (63%) believe that domestic violence is a common occurrence in their community but a significant minority (32%) chose to remain neutral on the topic. About 25% believe that a person has the right to demand sexual intercourse with their partner against their will
- A very clear majority (about 85%) said that they will report a gender-based violence incident to the police but only 59% believe the police are “Very understanding and helpful when assisting a victim of gender-based violence.”⁵ By contrast, just under 69% believe that most cases of gender-based violence are reported to the police and a significant 22% remained neutral on the topic.

Policing and other services related to GBV



- Only 36% thought that there are a “variety of support services available in the community to victims of gender-based violence” with roughly equal percentiles either disagreeing or remaining neutral. This spread of opinions may have resulted from the need for the respondent to interpret the term “variety.”
- The largest respondent segment (46%) opted for neutrality on the issue of whether “Human trafficking is a common occurrence in my community” whereas 34% agreed with this view.
- A clear majority (over 70%) disagreed with the view that “A person has the right to demand sexual intercourse with their partner against their will.” However, as previously noted, a worrying 25% agreed with this view.

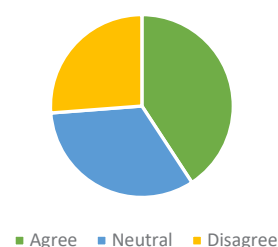
A person has the right to demand sexual intercourse with their partner against their will



⁵ The question is somewhat ‘loaded’ and uses value laden terms to describe the standard of service assessed

- Nearly 46% of respondents believe ending gender-based violence is the responsibility of government but a significant 36% disagree. Only 33% said there are services in their community that provides gender-based violence education and the remainder disagreed or opted to remain neutral. However nearly 68% said they knew how to get help should they become a victim of gender-based violence.
- Slightly more than 40% of respondents believe most forms of gender-based violence take place in public spaces with 27% disagreeing and the remainder being neutral. Again, this suggests a need for better public education on the circumstances under which GBV is likely to occur.

Most forms of gender-based violence take place in public spaces

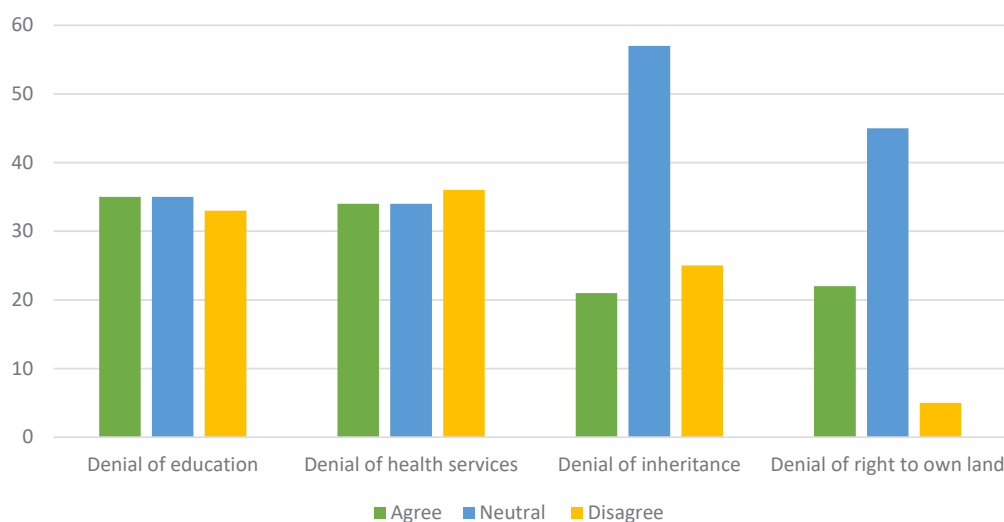


What this section seems to reveal is that while the majority of Ward 49 respondents are aware of the principles of gender equality, there may be some confusion about how this is applied outside of a purely *cisgender* formulation and what exactly constitutes gender-based violence. There is some sense that despite this wide understanding of principles, GBV still exists as something of a norm in local society. One respondent suggested that the key was a willingness to break with this 'norm' "Think for yourself. Don't follow the crowd and don't give into peer pressure." What is clear is that the respondents understand that GBV is not simply about men physically abusing women. Perceptions of police capability to deal with GBV and willingness to report GBV is generally positive. Almost all respondents claim that they would report GBV to the police but only slightly more than two-thirds believe this is a common practice and more than 40% are not confident or do not hold a view on whether the police will be understanding and helpful in dealing with such cases. Direct comment on the police differed however - they were generally cited in negative terms suggesting poor service, lack of visibility and being prone to corruption. Experiences of support services are hard to assess but a minority believe there is a variety of such services on hand and only one third have access to educational GBV services. However, it is reassuring that more than two-thirds believe they can access GBV services should they become a victim. Demanding sex from a partner is clearly understood as unacceptable by most however it is of great concern that 25% believe that sex is a right in a relationship. The fact that most GBV occurs in the home rather than public spaces is not widely known.

Forms of GBV

The research instrument enquired into the respondent's observation of different forms of GBV in their community. In addition to the common understanding that GBV may manifest as physical assault, psychological and emotional abuse, threats of physical or sexual violence etc, the questions included forms of violence such as denial of education, health services, inheritance, right to own land, use of internet and/or social media, having a smart phone and many other rights-based matters. Since this expanded understanding of GBV may not have been familiar to the respondents, it is likely that many may have had difficulty in responding – the average *don't know* response was 28% and reached 57% on matters such as denial of inheritance and denial of right to own land (45%).⁶

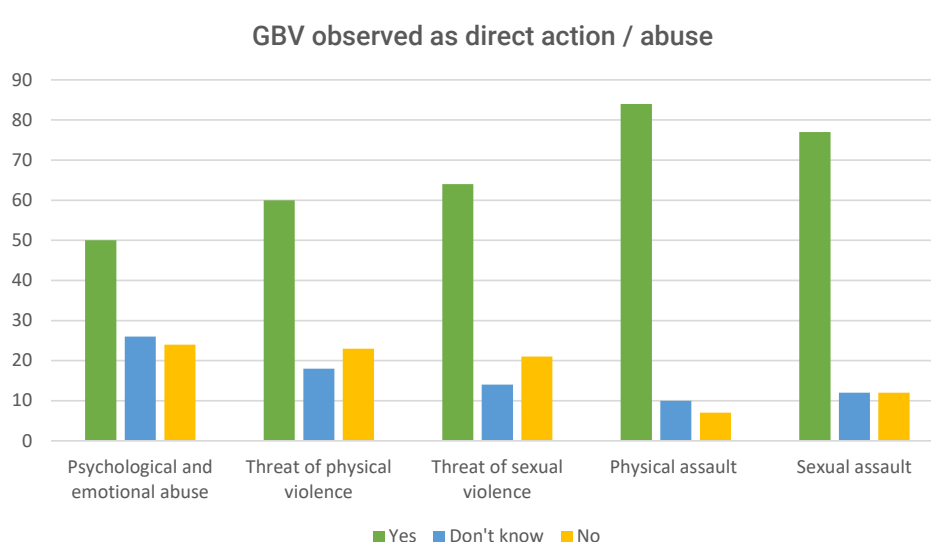
GBV as a denial of rights



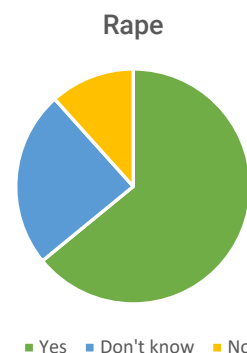
⁶ It is impossible to say whether these respondents did not know the answer to the question or did not consider the violation specified to be a form of GBV

The more discernible trends were:

- In relation to the denial of rights to using internet and/or social media, having a smart phone and the right to save, between 50% - 59% of respondents had not observed GBV.
- In relation to psychological and emotional abuse nearly 50% of respondents had observed GBV.
- The threat of physical violence had been observed by 59% of respondents and of sexual violence by 63% of respondents.
- Online harassment/ bullying (internet) as a form of GBV had been observed by 65% of respondents.
- The most widely observed form of GBV was child abuse (85%) followed by physical assault (punching, slapping, burning, etc.) with 83% reporting such abuse. The next most observed abuse was sexual assault (76%) followed by inappropriate touching (68%).⁷



- Observation of forced marriage (28%) was less prevalent than child marriage (35%).
- Rape was widely observed with 65% of respondents observing such incidents⁸ and marital rape was observed by 46%. One respondent noted that "You don't have to force someone to have sex with you - it's okay for someone to say no to you even if you guys are married." It was unclear however if the majority did not view forced sex in a relationship as GBV or simply had not been witness to such incidents.



The understanding of forms of GBV was explored through a very broad spectrum of GBV phenomena, consistent with South African and international policy but not necessarily understood amongst ordinary citizens. This probably led to the high degree of uncertainty in responses. The most commonly understood forms of GBV are child abuse and physical and sexual violence. The level of observation of sexual assault, including rape (between 68% and 76%) is extremely worrying given that such offences are generally 'hidden' and / or under-reported. When considered in relation to previous responses, it is possible and a concern that, a significant segment does not see rape as an offence if it occurs within a marriage or a relationship. The cited denial of certain devices and services as a form of GBV may have to have been contextualised to elicit a meaningful result.

⁷ Sexual abuse is by its nature unlikely to be easily 'observed.'

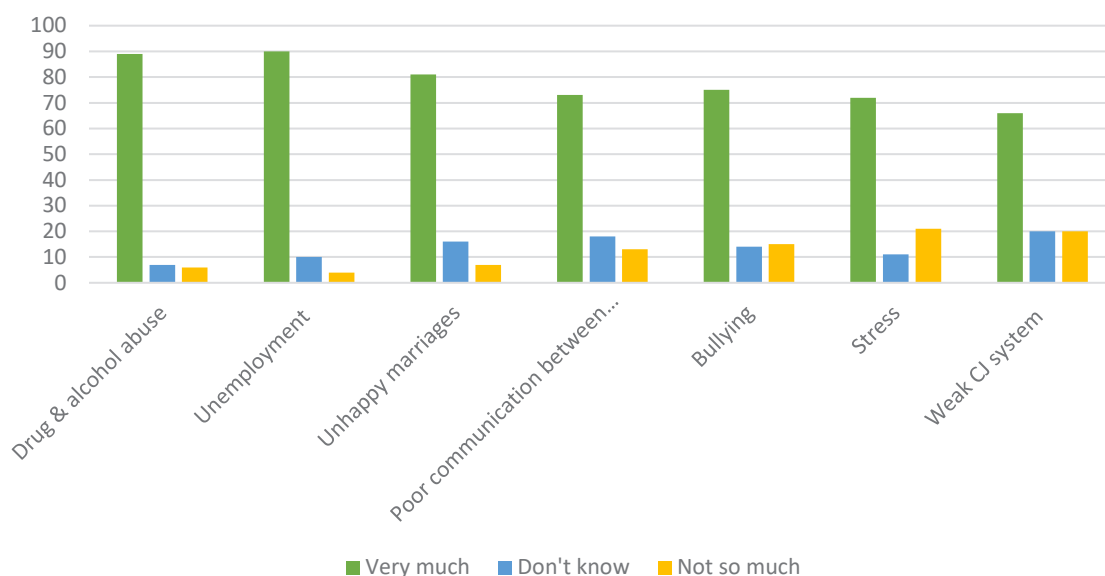
⁸ Given the nature of this crime, it is more likely that respondents heard about such incidents rather than directly observing.

Drivers of GBV / domestic violence

The research instrument posed the question, “To what extent do you believe the following factors contribute towards gender-based violence in your community?” It is possible that respondents would have responded to both options of GBV and/or domestic violence separately or drawn no distinction between the two topics.

- The most widely perceived driver of GBV was unemployment – 89% of respondents thought this was “very much” a factor in driving GBV. The next most endorsed factor was drug and alcohol abuse (88%) followed by unhappy marriages (80%). The link is most clearly demonstrated in the comment by a respondent that “Unemployment - because married couples end up fighting because they have to provide for their kids.”
- Other factors that were perceived as significant drivers were bullying (74%), poor communication between partners (72%), stress (71%), a weak criminal justice system (65%) and broken families (64%).
- Drivers attributed by 50% or slightly more respondents included religious beliefs, low levels of education, a history of violence, psychological conditions, controlling behaviors, male sexual pride and low self-esteem.
- Drivers that were considered of less significance were cultural beliefs - about 40% chose the “not so much” option, followed by low self-esteem (31%)⁹, economic inequality (30%) and social alienation / isolation (28%). It is interesting that unemployment was endorsed by nearly 90% as a contributing factor whereas economic inequality was rated as of low significance by nearly one third of respondents.

Main perceived drivers of GBV



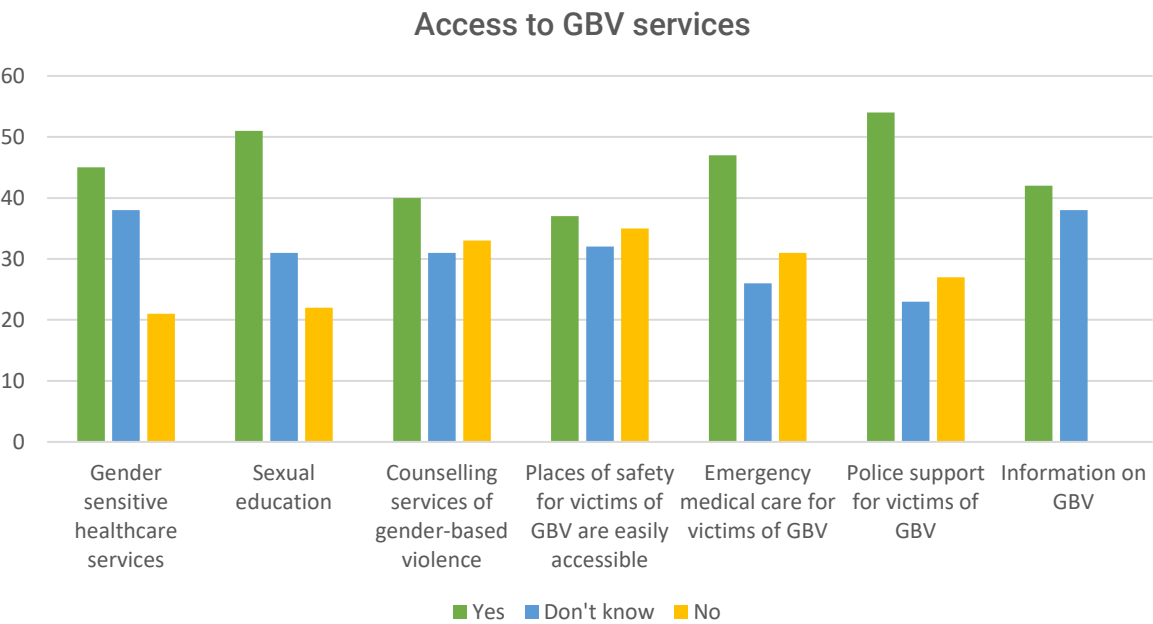
This set of questions perhaps needed a clearer distinction between underlying causes, circumstances that can lead to GBV and symptoms associated with GBV. Roughly equal and very clear majorities thought that unemployment, drug / alcohol abuse and unhappy marriages collectively contribute to GBV. Other behavioural factors such as bullying and poor communication are also seen as contributing factors but these could also be seen as forms of GBV rather than ‘drivers’ per se. Factors outside of the home and personal control such as a weak criminal justice system (endorsed by 65%) would need to be explored further to understand why they do not act as a disincentive to GBV. Factors such as religious beliefs, low levels of education, a history of violence, psychological conditions, controlling behaviours, male sexual pride and low self-esteem are also seen as drivers. However, to what extent some are more important than others did not emerge clearly and neither did the possible causal links between these drivers. There was a strong sense that people believe that men become the perpetrators of GBV because of the need to establish dominance under circumstances that threaten their stereotypical status as a male, “To me I can say it is anger as it involves dominance - many men they have anger issues and they will attack anytime as they feel threatened or undermined, so they want to establish dominance through physical abuse.”

⁹ Clearly there was some difference of opinion amongst respondents as 57% regarded this as a significant factor

Access to services

The research instrument required respondents to respond to the statement, “In my community I have access to the following services.”

- The service most widely accessed was police support for victims of GBV (54%) followed by sexual education services (51%), education and awareness of GBV (49%), emergency medical services for victims of GBV (47%) gender sensitive healthcare (45%), support to teenage mothers (43%), information on GBV (42%).
- Access to places of safety, a basic service, was reported by only 37%.
- Experiences of accessing gender-linked services appears to vary significantly as many services reported as accessed by some were not accessed by others, for example whereas 43% said they could access support for teenage mothers, a significant 35% reported no access to such services.



Only about half the respondents appeared to access fairly basic services related to GBV such as education and medical support to victims. The most commonly accessible service was police support for GBV victims, although previous sections suggested that the value of such support was questionable. Worryingly, critical services such as places of safety were only accessed by 37% of respondents. Obviously the often equal weighting between those who said they could access a service and those who said they could not, could be explained by whether the respondent had used the service previously or heard about it. It cannot therefore be regarded as an assessment of accessibility per se.

4. Concluding remarks and implication for the Hammanskraal Safety Plan

- People feel most unsafe in their homes at night and when travelling. Safety strategies in the CBD therefore need to reflect both residential and public space components. For the latter, commuter routes and facilities, especially those used at night, should be a priority.
- Police services (no distinction was made between the various agencies) are reasonably visible but people do not trust that these services are effective, free of corruption or friendly to those who become victims of crime and GBV. Safety planning must therefore include components that focus on partnerships that help the police to improve services and make the police more accountable to victims of crime and GBV.

- Community partnerships with the police should focus on:
 - » Helping the police to improve crime intelligence
 - » Refining and expanding services to victims of GBV
 - » Addressing perceived bribery / corruption
 - » Expansion and improvement of operational and strategic partnerships like Neighbourhood Watch, patrollers, CPF and a safety forum
 - » Improved efficiency in addressing residential burglary and other property crime
- Child safety is a key concern, especially when traveling to school and being exposed to illicit drug and alcohol trade. This suggests the need for better route planning within the CBD and more effective safety forums / platforms that monitor by-law / Liquor Board regulations.
- The circumstances and environments under which sexual assault occurs needs to be better understood and communicated in public discourse. Whereas public safety interventions may be able to reduce such incidents in public spaces, sustained programmes and public education is needed to address the main problem, namely 'hidden' incidents that occur in the home or other private spaces.
- Violent crime is highly prevalent both in the form of robbery related crime and alcohol / drug or rage-driven incidents. Prioritised safety strategies need to reflect this distinction and should factor in lesser-known drivers like conflict over access to key consumer markets and the use of spaces and facilities.
- Public knowledge and awareness of GBV and the way it manifests should be prioritised, including the intersection between gender inequality and domestic violence and perhaps a simpler and more accessible understanding of the forms of GBV. This should focus on addressing problematic norms and orthodoxies, rather than underlining the 'correct' messaging that is already well covered in media / public education programmes.
- The safety structures for the area should be better coordinated via a forum (existing or new) that is able to facilitate evidence-driven interventions (from the safety plan), support and strengthen existing success stories like the patroller programme and maintain oversight of the scope and capability of various support services for victims of crime and violence. Included in the latter, for example, would be a periodic review of experiences of members of the LGBTQI+ community in reporting and addressing victimisation.
- Services to victims of crime and GBV need to be part of public awareness and should not rely on persons becoming aware of such services only when they become a victim.
- Specialist services providers in the social work / GBV / at-risk youth sector should be encouraged to develop programmes that explain the link between economic circumstances and vulnerability to crime and GBV – many of the existing themes remain relevant i.e. toxic masculinity, breaking the cycles of violence etc.

TERMS OF REFERENCE AND OPERATING GUIDELINES FOR A HAMMANSKRAAL SAFETY PLAN REFERENCE GROUP (HSPRG)

Background

The SA Cities Network (SACN) through its Urban Safety Reference Group (USRG) is facilitating the development of a precinct level safety plan for the Central Business District (CBD) of Hammanskraal. The guiding principle of this safety planning process is that it represents the views and aspiration of the stakeholders who live and work in the CBD. The Hammanskraal Safety Plan Reference Group has emerged from the larger group of stakeholders who provided insight on safety conditions and issues within the CBD. The contracted service providers for this process are Mbumba Development Services and Planact.

1. Purpose and Mission Statement

The purpose of the Hammanskraal Safety Plan Reference Group ("the HSPRG ") is to provide input on the priorities and strategies of the Safety Plan. It is anticipated that this input will result in the development of a vision-driven and holistic precinct-based safety plan and the piloting of a Safety Platform as a trial safety intervention in the Hammanskraal CBD. The planning process will be as inclusive as possible and the HSPRG should avail itself of any opportunity to include additional stakeholders or role players whose insight, expertise and positioning would bring additional value or resources to the process.

2. Tasks and Focus Areas

The HSPRG, supported by the service providers, will undertake the following tasks:

- i. Meet and collectively consider / provide input on the draft Safety Plan emerging from the stakeholder engagement process. Should the HSPRG wish it may nominate individuals or sub-groups to deal with particular aspects of the Safety Plan.
- ii. The main focus of the HSPRG will be the Prioritisation & Planning Tool (PPT) that emerged from the Stakeholder Engagement Report already presented at the community meeting in March 2024. The PPT includes all key safety issues identified in the situation analysis and stakeholder engagement phases of this project.

- iii. The HSPRG should keep the Ward Councillor for Ward 49 fully apprised of its progress in developing the Safety Plan.
- iv. The HSPRG should aim for a Safety Plan that is inclusive, comprehensive, and sustainable, with achievable goals that reflect a realistic assessment of the resources on hand. Implementation markers and monitoring and evaluation mechanisms will be included.
- v. At its first planning session the HSPRG should also consider the formation of the “Safety Platform” widely mentioned at the community meeting in March 2024. Stakeholder input to date suggests that this platform should function as:
 - a. A forum for on-going review and update of the safety plan including public engagement and awareness creation.
 - b. A coordinating platform for safety communication and joint action between government and community stakeholders with a strong emphasis on ensuring that there is proper communication around any new developments / infrastructure development in the CBD.
 - c. An operational platform for any joint initiatives with TMPD, SAPS and Gauteng Department of Community Safety.
 - d. A forum for addressing and resolving any disputes of conflicts between stakeholder groups and finding new ways in which stakeholders can collaborate and unify to pursue common objectives.
 - e. The safety voice of the community in establishing contact with related development programmes in the area including National Treasury’s Township and Industrial Area Revitalisation Programmes in the area.
 - f. Liaise with relevant stakeholders in the CBD including businesses and civic organisations, taxi associations, traders, the CPF, SAPS and the municipality in order to launch joint programmes or projects around safety.
 - g. Keep relevant stakeholders, including partners, and the municipality, fully informed of progress in implementing the safety plan and seek feedback and the building of goodwill.
 - h. Ensure strong endorsement of the Safety Plan implementation mechanisms particularly from the municipality and police as well as all stakeholders.
- vi. Make and implement decisions on how to take the Safety Plan forward, including the proposed safety platform.

3. Membership of the Hammanskraal Safety Plan Reference Group and Quorum

- i. Membership of the HSPRG shall comprise no less than five (5) members and no more than eight (8) members. This is based on the need for adequate stakeholder representation offset against the practical need to convene easily and have manageable procedures.
- ii. The Group shall review its membership from time to time with a view to identifying other relevant safety stakeholders not previously part of the process
- iii. The Group can consider including a municipal representative and / or a councillor.
- iv. Where appropriate, officers from the municipality and SAPS and other key stakeholders may be invited to attend meetings in an advisory capacity.
- v. The HSPRG will require a quorum of 50% to meet and make decisions. Members may however delegate their right to make input and decisions to a smaller group provided this is recorded in the notes of the meeting.

4. Leadership and Chairing of the Hammanskraal Safety Plan Reference Group

The Group shall elect a Chairperson and Secretary at its first meeting

- i. Because the group is voluntary and informal, operating procedures associated costs shall kept to the minimum.
- ii. The Chairperson is responsible for convening meetings of the Group and ensuring continuity in the tasks required to finalise the Safety Plan.
- iii. The Secretary shall provide administrative and logistical support to the Chairperson, including taking notes at meetings.
- iv. Once the Safety Plan is finalised, the Chairperson in discussion with the Group, shall determine the mechanism to launch and sustain the Safety Platform (provisionally this is understood to be a Safety Platform Steering Committee)
- v. Once the above step has been completed and a new leadership structure is in place, the HSPRG may choose to dissolve.
- vi. Should the Safety Platform choose to formalise its status as sub-structure of any of the safety structures in the Tshwane Metro, it may do so in terms of the White Paper on Safety and Security and applicable regulations for Community Safety Forums (CSFs) or other bodies of similar purpose.
- vii. The Safety Platform should retain a strong focus on safety issues in the Hammanskraal CBD and is answerable to the broader community through the stakeholders already identified.

5. Operating Arrangements for the Hammanskraal Safety Plan Reference Group

- i. The following meetings are provisionally envisaged for the HSPRG
 - a. 1st meeting to consider and make input on the draft Safety Plan (in-person)
 - b. 2nd meeting to consider the final Safety Plan (virtual)
 - c. 3rd meeting to nominate / arrange Steering Committee to take forward the Safety Platform (virtual)
- ii. All draft plans and associated documents will be shared and responded to via e-mail. Any need for additional meetings or working sessions should be addressed via virtual platforms whenever possible.
- iii. The HSPRG shall keep an attendance register for meetings and notes of proceedings which will be open to public scrutiny.

THE HAMMANSKRAAL CBD SAFETY PLAN: CONCEPT FOR A SAFETY ACTIVATION

Premise

The Safety Activation should draw upon a key element of the Safety Plan and demonstrate a practical intervention that gives expression to at least once key principle of the Plan. The Safety Activation also allows the RG/SC to establish a visible and active presence in the CBD and test its capability for further safety interventions. Youth safety and the protection of at-risk youth have emerged as a high priority within the Safety Plan. This activation aims to build on and expand the role that youth already play as ordinary patrollers in the CPF based Patroller Programme.

Basic concept

The Activation will be known as the **Youth Partner Patrol programme**. The aim is to formalise youth participation in the CPF Patroller Programme and facilitate the exposure of a broader spectrum of youth and youth leadership to safety risks within the CBD. This will allow participating youth to gain a deeper understanding of the risks that are of special significance to youth and carry this awareness back to the organisations they represent. This will in turn create the foundations for youth organisations to become more active and effective in crime awareness and avoidance.

Implementation principles

The safety of youth is critical and visits to hotspots will only be undertaken within the formal structures and under the supervision of the CPF Patroller programme. The CPF Patrollers, in conjunction with existing youth patrollers, will invite 2-3 youth leaders to join patrols to selected sites at particular times when risk to youth is high. The format will be that of the familiar police *ride-along* model where civilians are invited to join the police in their regular patrols in order to create insight and understanding of the nature and circumstances of crime and the police response. Other important principles are:

- Formally establish a youth desk/component within the Patroller Programme and ensure gender representation within patrollers and gender awareness within the overall programme;

- Invited youth participants and leaders should include whenever possible, women, LGBTQI+ persons and representatives of organisations that specialise in promoting gender equality and combating GBV;
- Invited patrollers are to observe and record their own impressions and never to intervene;
- The programme may be exciting but every effort must be made to avoid actual danger;
- Youth participants must agree to follow all the instructions of the lead patroller;
- The patrollers, including existing youth patrollers, decide the sites and times of the visits and brief the invited youth on the reason for choosing these sites;
- The patrollers and especially existing youth patrollers will draw from the Situation Analysis and hotspot mapping to select sites that have relevance for at-risk youth, namely:
 - » Sites where (public) GBV is known factor
 - » Derelict sports and recreation facilities that have become *youth hangouts*
 - » Drug dens and non-compliant taverns – GBV should be a key focus for the latter
 - » Pick-up points used by 'Blessers'
 - » Mugging hotspots
 - » Public facilities that become dangerous after hours e.g. taxi-ranks and parks
 - » Crime hotspots that occur along routes to school and other facilities routinely used by youth and especially young women
 - » Hawking sites where drugs and other illicit substances are traded near or outside school premises or within the proximity of school premises
- Each patrol should end with a debriefing where the lessons of the experience are unpacked and discussed. GBV and understanding the gender dimension to exiting crime and violence should be at the core of the debriefing. Emerging ideas and findings should be shared on social media and youth platforms;
- Youth are encouraged to ask questions but should avoid entering into debate about the patrollers / SAPS actions;
- Encourage the youth patrollers to draw upon their experience to conduct an outreach program with local schools and sports / recreation centres, etc. A key example is the opportunity for CPF youth patrollers to work with the Mandela Kind Youth Forum to promote sports and recreational ideas to keep the youth off the streets;
- Patrolling youth should be encouraged to post their impressions on relevant CoT e-platforms and other appropriate social media and subscribe to a protocol governing how such information is presented. Youth will receive a set data / subsistence / transport allowance for this purpose;
- Local community radio stations will be approached and requested to set aside programme time for updates from youth patrollers covering crime and safety developments in the CBD;

Expected outcomes

- Increased awareness of crime and violence in the CBD that impacts youth;
- Youth learn to 'use' the CBD in new ways that avoids unnecessary exposure to risk;
- Youth leaders are encouraged to join or support the Patroller programme;
- The allure of key hotspots e.g. taverns and drug dens is reduced;
- Youth gain knowledge and insight which allows them to navigate the CBD along routes that are safer;
- Youth have increased knowledge and insight to advocate for the rehabilitation of key sports and recreation facilities including parks;
- The Patrollers receive direct insight from youth that allows their programme to better protect youth and understand youth needs;
- Youth establish their own platform for engaging CoT and other government agencies on matters of safety and urban design;

Facilitation roles

- The service providers will present the concept to the RG, and most importantly the CPF, and facilitate an implementation plan and design any reporting tools. The service providers assisted by the SACN / TMPD should arrange the necessary social media links and network;
- The RG should communicate the programme to youth structures and in conjunction with the CPF and existing youth patrollers, invite youth leadership to participate, brief participants and coordinate a list /schedule of participants;
- The CPF Patrollers and in particular youth patrollers, are the implementers and coordinators of the programme;

GUIDE FOR YOUTH PATROLLERS TO RECORD SAFETY EXPERIENCES DURING PATROLS

Your safety is critical and visits to hotspots should only be undertaken within the formal structures and under the supervision of the CPF Patroller programme. As a youth patroller you should observe and record your own impressions and never intervene in a crime or any other dangerous incident.

1. Briefly describe the patrol route you followed.
2. What sites did you visit? Describe these sites as follows:
 - a. Time of visit?
 - b. Response of the people present to the patrollers.
 - c. What special dangers / risks did the site pose for young people?
 - d. If the site felt safe, explain why?
 - e. If young people are attracted to the site or are forced to use it in some way, explain why (for example on the route to school)?
 - f. What was the state of public services and properties at the site (roads and pavements, streets lights, buildings, open spaces)?
3. Did you encounter any sites or areas where the following were clearly risk factors – explain:
 - a. Prone to muggings or street robbery?
 - b. Drug sales and usage?
 - c. Selling liquor to young people illegally?

- d. High risk to women and LGBTQI+ persons and likelihood of gender-based violence / sexual assault?
- e. Prone to general criminality / illicit trade?
- f. Seemingly used by 'blessers' or persons engaged in human trafficking / abduction?
- g. Sites that become dangerous during 'quiet hours' for example, trading areas, taxi and bus ranks, certain pedestrian routes?

4. Describe facilities such as sports grounds / parks and recreational centres where neglect and lack of maintenance have reduced the usage benefits for young people.

- a. Why do you think the facility has fallen into disrepair?
- b. What is required to remedy the problem?
- c. Who should take responsibility?

5. How could the high-risk sites you encountered be made safer for young people – try to touch upon the role of the:

- a. Police / Tshwane law enforcement
- b. CPF / patrollers
- c. Local community
- d. Youth structures

Please take the time to discuss your patroller experience amongst peers, within organisations and clubs and on social media. Remember that your experience can help other young people to avoid risks and encourage them to join community policing / safety programmes like the patrollers.

The Urban Safety Reference Group

The *DOCUMENTATION OF THE HAMMANSKRAAL CBD PRECINCT SAFETY PLANNING PROCESS* is an offering of the Urban Safety Reference Group (USRG) as a programmatic response to its key priority area:
Area-based Violence Prevention Interventions.

The USRG is the first institutionalised forum in South Africa that enables practice-based learning on the topic of urban safety and violence prevention; aimed at government practitioners to inform improved policymaking, planning, budgeting, implementation and management.

The USRG has proven a valuable platform for peer-to-peer learning and knowledge sharing among practitioners from SACN participating cities, as well as other key government role-players in crime prevention and safety promotion in cities.

The USRG was established in 2014. It is convened by the South African Cities Network (SACN) with the support of the Inclusive Violence and Crime Prevention (VCP) Programme. VCP is a joint South African-German intervention, with co-financing from Global Affairs Canada (GAC). It is steered by the South African Department of Cooperative Governance (DCOG), and other departments, and implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ).

For more information on USRG research, urban safety and related topics, please visit:

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