PHASE TWO

HAMBA UPHEPHILE: A PUBLIC TRANSPORT STAKEHOLDER CRIME PREVENTION PARTNERSHIP IN DURBAN

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16. INTRODUCTION

16.1. BACKGROUND

A limited amount of research has been conducted in the area of crime on public transport in the South African context. Such studies as have been done note that formal crime prevention strategies could help to reduce crime on public transport. Despite some of these strategies having been implemented over the years, crime continues to affect public transport commuters.

In a recent (Meyer, 1998)[1] transport research project by the CSIR (focussing on crime at Modal Interchanges) it was found to that the solution to safer public transport lies in the hands of the communities served and in a close relationship between communities and their law enforcement agencies. The present study was designed to establish, implement and evaluate a partnership between informal crime prevention groups, official law enforcement agencies and public transport providers.

Towards the end of 1998 a consortium consisting of the CSIR, Human Sciences Research Council (HSRC), and the Centre for the Study of Violence and Reconciliation (CSVR) was established to undertake research into crime and crime prevention on public transport and more specifically, to develop and implement indigenous crime prevention models at public transport modal interchanges and/or on public transport facilities. The Innovation Fund of the Department of Arts, Culture, Science and Technology (DACST) funded this multidisciplinary study.

16.2. Scope of the study

The project, as registered in 1998, broadly aimed at the development, implementation, evaluation and sustainability of a crime prevention model at three modal interchanges, Berea Road in Durban, Belle Ombre in Pretoria and Wynberg in Cape Town. From the results of the study it soon became clear that the study was too ambitious, since the socio-demographics of the three geographical areas, as well as the crimes and social problems experienced both by residents of these areas and commuters to and from them differed vastly and the time frame of two years, as well as the financial and human resources were not sufficient to enable a sound developmental and evaluation study to be carried out. The consortium, on the advice of the technical advisor, consequently narrowed the focus to one modal interchange, the Warwick Junction Precinct in Durban.

16.3. Objectives of Phase 2

The objectives of Phase 2 are:

- To provide a sound theoretical framework to utilise as an appropriate study methodological strategy, as well as appropriate data collection methods to guide the execution of the research;
- To outline the evaluation framework used in the development of the partnership that was established between the official law enforcement agencies, the informal crime prevention groups and the public transport stakeholders to combat and prevent crime in Durban, Kwa-Zulu- Natal;
- To give a description of the Hamba Uphephile Partnership (HUP), a coordinated crime prevention initiative between law enforcement agencies, public transport providers and informal crime prevention groups in Durban;

- To describe key activities undertaken by the Consortium in the development of the Hamba Uphephile Partnership (HUP), building capacity for the informal stakeholders and in ensuring the sustainability of the initiative beyond the initial two years of the project, and

- To outline key lessons learnt and important recommendations for future research.

16.4. Methodology of the Phase 2 study

Qualitative research methods were used in the development of the initiative and these are elaborated on in Chapter 2. The key activities embarked upon are briefly summarised in Figure 16.1.
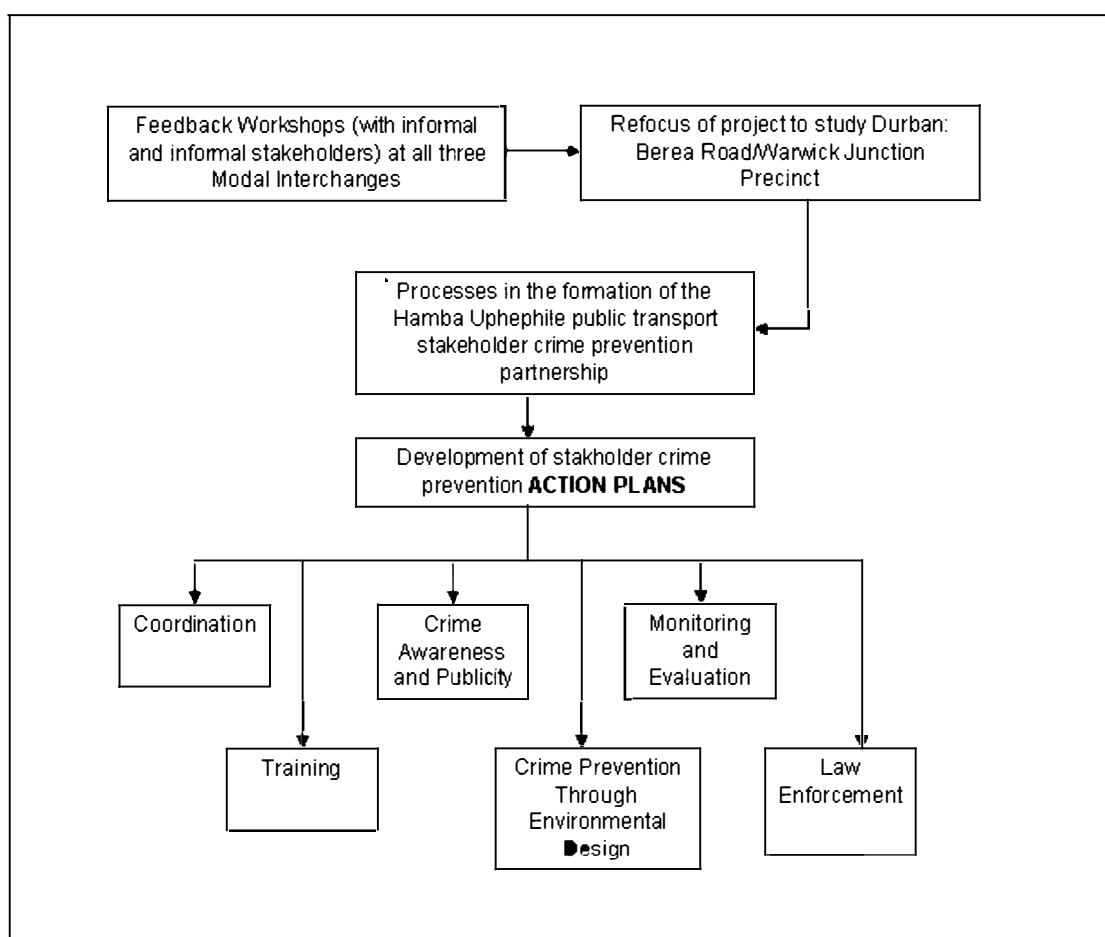

Figure 16.1: **Key activities in Phase 2**

16.5. Structure of the report

This report is structured as follows:

Chapter 16   Introduction

Chapter 17   Methodological and Theoretical Frameworks

Chapter 18   Focussing the project

Chapter 19   Process of developing a stakeholder crime prevention partnership/model

16.6. SUMMARY

This chapter presented an introductory overview of the background, aims and scope of the study, the methodology used (processes and steps taken in the formation of *Hamba Uphephile,* a public transport stakeholder crime prevention partnership) and the structure of the report.

17. METHODOLOGICAL AND THEORETICAL FRAMEWORKS

In this section the methodological and theoretical frameworks of the study, namely, qualitative methodology and participatory action research (PAR) will be outlined. This will be followed by a description of the data collection methods that were employed.

17.1. Research methodology

17.1.1 Qualitative methodology

The decision to use qualitative methodology was informed by:

- the exploratory nature of the study and the need to solicit the research participants' perceptions of crime and crime prevention in their respective areas;
- the identification of the most relevant stakeholders who should participate in crime prevention strategies; and
- the need to ensure active participation of the stakeholders in the development, implementation, evaluation, and sustainability of the crime prevention partnership.

Loflands (1984)[2] outlines the elements that are necessary for undertaking a qualitative study. These include intensive immersion in a sector of social life to gain an 'intimate familiarity' with what is going on, focusing on and depicting the situation with which the scrutinized actors are dealing and their interactional strategies and tactics for dealing with the situation. The qualitative focus on situations, events, strategies, actions, people and their activities exposes reality at its most mundane level.

Schurink (1997)[3] complements Loflands' description and provides additional insight into qualitative research methodology. The following 7 features of qualitative research as provided by Schurink (1997)[3] are particularly relevant:

- It uses an inductive form of reasoning, developing concepts, insights and understanding from patterns in the data.
- It uses an *emic* perspective on inquiry, deriving meaning from the subject's perspective.
- It approaches reality in a subjective way.
- It seeks to understand phenomena.
- The research design is flexible and unique and evolves throughout the research process. There are no fixed steps to be followed and the design cannot be fully replicated.
- Data are analysed by extracting themes.
- The unit of analysis is holistic, and the relationships between elements and contexts etc. are the focus of attention. The whole is always more than the sum of the parts.

17.1.2 Participatory action research

The study utilises PAR. Utilised within a qualitative paradigm, it satisfies in large measure the Loflands' criteria identified above, in particular the immersion into the life of the people being studied. In PAR, communities and their members are not treated as passive subjects. Whyte (1991:20)[4], making a distinction between PAR and pure research, states:

'In PAR, some of the people in the organisation or community under study participate actively with the professional researcher throughout the research process from the initial design to the final presentation of results and discussion of their action implications.'

As an applied research strategy, PAR stimulates local people's understanding of their own situation through their involvement in the research. It ensures accountability to communities on the part of the researchers, as they have to verify their data with and report back their findings to the participants. More importantly, PAR changes the shape of intellectual space as it allows for new entrants and ideas into the research arena.

PAR was integral to the focusing of the study in that it assisted the researchers to decide in which of the three geographical areas the Consortium's crime prevention initiative should be launched. It also informed decisions regarding the boundaries of the research site in Durban, and the partnership/model that was established between informal and formal agencies and organizations involved in crime prevention in the research site as well as on board public transport to and from the site.

17.1.3 Symbolic interactionism

Symbolic interactionism is based on the view that people use social constructions to make sense of their social worlds. It was therefore decided to investigate the research participants' social constructions of crime, crime prevention, safety and related phenomena. Because symbolic interactionism is primarily concerned with people's views and interpretation of social reality, it was selected as the general theoretical framework for the research.

Symbolic interactionism has profoundly influenced the study of small-scale interaction, personality and deviance (Bilton et al., 1981)[5]. It emphasises the diversity of social roles and subcultures as well as the manner in which participants construct roles and identities through interaction with others. Interpretation, according to symbolic interactionists, is neither an autonomous act nor an act determined by any specific force. People only come to know themselves or their own social identities through the responses of others. They interpret with the help of others (e.g. people from their past such as family members and school friends, and people they meet in settings in which they work or relax). However, such people do not interpret their worlds for them; they do it themselves. They typically develop shared perspectives or common definitions in a given situation because they interact and share experiences, problems and backgrounds. Shared definitions are sometimes accepted as the truth, but meaning is always subject to negotiation (Bogdan & Biklen, 1992)[6]. Often individuals create new definitions because the original ones that informed their behaviour had negative repercussions for them. It is this development of definitions that constitutes the most basic area of research for the symbolic interactionist. To understand behaviour, interactionists must understand definitions and the process by which they are formed. People are actively engaged in creating their world, and an understanding of the intersection of biography and society is therefore essential to the interactionist. This has been much the case for the participants in the chosen study area.

17.2. Data collection methods

This section describes the research methods utilized to achieve the aims of the study while integrating the research elements described by both Lofland (1984)[2] and Schurink (1997)[3]. More particularly these methods were used to gather participants' perceptions on crime incidents, crime prevention strategies, formal and informal crime prevention strategies, and the ideal research site where the Consortium's initiative should be launched, etc.

17.2.1 Unstructured face-to-face interviews

Unstructured interviews are used to collect data with the aid of an interview guide containing questions and themes that are important to the research. Although the questions do not have to be asked in a particular sequence they have to ensure that all the relevant questions are

canvassed during the interview. Unstructured interviewing could be described as a social interaction between equals in order to obtain relevant research information where interviewers, unlike ordinary social interaction, do not participate with the purpose of voicing their feelings, thoughts or observations. Instead, the interviewees are the ones who share their feelings, experiences and beliefs with the interviewer.

Schurink (1997)[3] states that, 'the face-to-face interview is a pipeline for extracting and transmitting information from the interviewee to the interviewer. In this way, the face-to-face interview helps us to understand the closed worlds of individuals, families, organisations, institutions and communities. It helps us to learn about places we have not been and could not go and about settings in which we have not lived ... about cultures and values they sponsor and about the challenges people confront as they lead their lives'.

Face-to-face interviews revealed valuable information about the participants' perception of crime and crime prevention on board public transport and at modal interchanges.

17.2.2 Stakeholder meetings

Various meetings with both informal and formal stakeholders were held, during which feedback of the research was provided and valuable viewpoints and ideas generated from the participating stakeholders. See Annexure D for the list of all stakeholder meetings held during the process.

17.3. Summary

In this section the methodological and theoretical frameworks of the study were outlined. This was followed by a description of the data collection methods that were employed during the execution of the study.

18.   FOCUSSING THE PROJECT

18.1. Introduction

Deciding on the area where the intended initiative should be launched was extremely difficult. The idea of voluntary community crime prevention was seen as a crucial factor to the success of the project and was thus applied as the core criterion for selection. Since the Berea Road/Warwick Avenue modal interchange in Durban is the only modal interchange at which a well-recognized informal/voluntary crime prevention initiative exists, it was decided to launch the Consortium's initiative there.

18.2. Dynamics of the Berea Road/Warwick Avenue Interchange

The more exact location of the initiative was decided during a number of meetings and interviews with Durban stakeholders. The boundaries of the study area were extended in order to accommodate a number of taxi ranks and bus terminals in the surrounding areas as well as Durban station. These boundaries, as well as important characteristics and facilities of the study area are indicated on the map below.

18.2.1 History[1] And Current Situation In The Study Area

The Warwick Avenue Triangle (WAT). is positioned at the juncture of major metropolitan road and rail routes coming into the Inner City from the south and west and represents the main gateway or entrance point forming the main entrance to Durban through which both public and private transport users pass (Physical environment service unit report for committee, 1997:1). The study area is bounded by Smith Street, Aliwal Street, the Durban Railway Station, Carlisle Street, Warwick Avenue, Berea Road and Cleaver Street. (For a more detailed demarcation see the map of the project study area.)

The WAT flourished as a working class residential area between 1900 and 1940, and most of the flats and houses in the area were built during this period. It then represented the centre of trade for the majority of the low-income people in the Durban area. As accommodation became available in Chatsworth, Phoenix and Newlands East, the Department of Community Development (DOCD) forced residents to move out of the area. The relocation contributed to the rapid decline of the WAT in the 1970s. Not everyone moved, however, and the area retained its integrated racial character.

The uncertainty surrounding the future of the area led to a considerable degree of urban blight. Privately owned buildings suffered from lack of maintenance and large tracts of vacant land on sites where buildings had been demolished by the government were used as car lots or as rubbish dumps.

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[1] This presentation of the historic background is based on an article by Maharaj, Brij, 'The integrated community apartheid could not destroy: the Warwick Avenue Triangle in Durban', Journal of Southern African Studies, June 1999, Vol. 25, Issue 2.
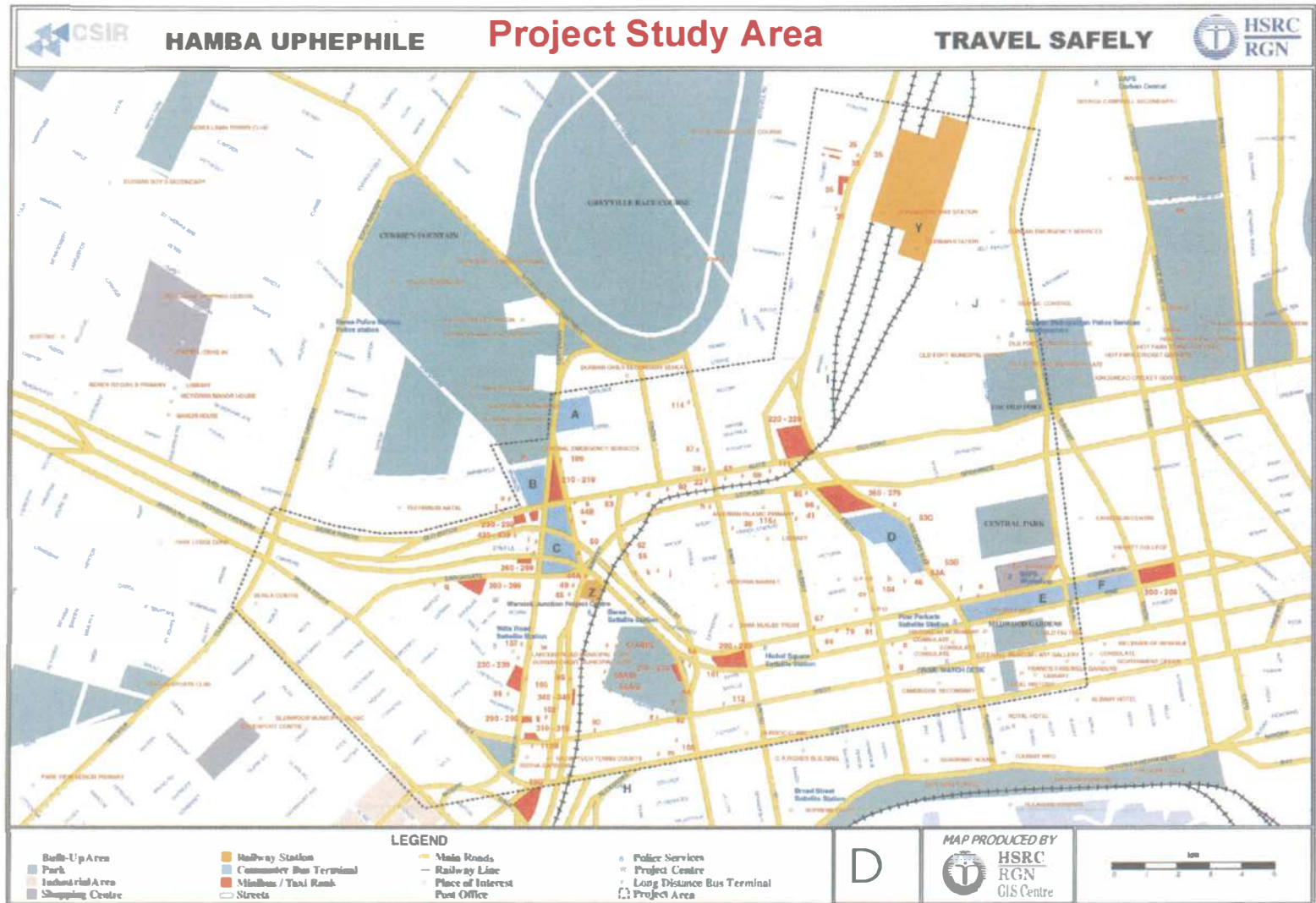
Figure 18.1: The Hamba Uphephile Map

By 1988 the WAT had become a slum area and was no longer reflected on maps. Although it was still home to people whose families had settled there at the turn of the twentieth century, it was described as no man's land and one of the city's most neglected areas. Vacant plots owned by the DOCD and the Durban City Council (DCC) had become a haven for hooligans and criminals and, because the area had been 'frozen', no improvements could be effected.

In June 1984, the Durban Central Residents' Association (DCRA) conducted a survey in the WAT in order to assess the attitudes of WAT residents to their impending removal. The survey concluded that, if they were forced to move, the majority of the residents would relocate to distant townships like Phoenix and Newlands East. This would lead to increased commuter and housing costs for the majority of families. A significant proportion of the community would be severely affected by any such increase in living costs. More than half of the households received an income of less than R800 a month. Significantly, a spot survey conducted by the Daily News revealed that whites also supported the preservation of the WAT's integrated status. The survey concluded that:

> ... the community is well located at present, with respect to the workplace and central city services and facilities ... the community does not wish to move but would rather see an upgrading of the environment ... this is a logical and rational demand ... it is the most appropriate option. Relocation is likely to have highly negative consequences for the vast majority of the families.

In numerous submissions to the DCC and the central government the DCRA requested that the WAT be declared an open residential on the grounds that the residents in the area had lived there together for decades as a non-racial community. Specifically, the DCRA demanded that:

- the WAT be recognised and proclaimed an integrated residential area;
- slum improvement and re-development plans be immediately introduced in consultation with the DCRA and local residents, taking cognisance of the socio-economic background of the community and
- there be a clear understanding and consensus between the residents, the state and the DCC about the re-development of the area.

In the 1990s, there was a change in perception and the urban landscape in the WAT came to be described as reflecting a vibrancy sorely lacking in the rest of the multi-cultural city. In many ways this new perception was captured in the colloquial term often used when referring to the WAT - the 'Casbah'. 'Casbah' normally refers to the exotic market places of North Africa and the Middle East, but the term was adopted by both residents and the media when referring to the WAT in Durban.

The Triangle and the Grey Street areas are included in a project striving for a holistic and integrated redevelopment of the area. It's aims are 'to improve the overall quality of the urban environment in terms of safety, security, cleanliness, functionality, efficient public transport usage and the facilitation of economic and housing opportunities in order to improve the

overall quality of the urban environment' (Physical Environment Service Unit Report for committee, 1997:1).

The re-development of the WAT was to take place in consultation with existing residents and other interest groups. The re-development of the WAT, specifically, had to be geared towards promoting of its primary role and function as a major regional hub for public transportation and trading, with particular focus on the needs of the urban poor. Although prospects for developing the area as a residential area were limited, the intention was to provide affordable housing for the inner city poor in the WAT in a manner that would be replicable, sustainable and consistent with existing housing policy (Physical Environment Service Unit Report, November 1995, p. 5).

The success of the development project was dependent upon a high level of political commitment from local, provincial and central governments. Such commitment was evident in the agreement by the Durban Central Council and representatives of the Government Reconstruction and Development Programme (RDP) to fund the re-development of the WAT jointly. Private developers were also to be encouraged to play an active role in the development of the area. The initial facelift was costed at R4 720 000. The following short-term projects for the re-development of the WAT have been initiated:

- Upgrading the entrance to the city at the corner of Warwick Avenue and Old Dutch Road
- Provision of a multi-purpose community facility, which would serve as a hall, crèche, library and study centre
- Upgrading the taxi ranks
- Erection of shelters for informal traders
- Generally cleaning up the area

Today this area is one of Durban's busiest parts - approximately 300 000 people pass through the area every day. The WAT also houses South Africa's largest informal fresh produce and traditional African medicine markets. When one visits the area one is immediately confronted by, amongst other things, squalor, litter, dozens of mini bus taxis, buses, motor vehicles and a large number of stalls where hawkers trade and shoppers, commuters and other people jostle along pavements.

18.3. The use of Utilisation Focused Evaluation (UFE) in the development of the initiative

Cognisance was taken of international and local developments in the field of evaluation (for a detailed exposition see Schurink 1999)[7]. The following were carefully considered:

- the different and conflicting sets of scientific beliefs that have played a major role in the evaluation field and culminated in contemporary evaluation paradigms;
- the general steps and decisions that typically need to be taken during the execution of evaluation initiatives;
- two highly rated evaluation approaches and
- the aspects that need to be addressed by the Research Team (RT) he stakeholders in the design and implementation of the envisaged stakeholder co-operative crime prevention initiative.

It was finally decided to use as general framework the utilization-focused evaluation model. This highly rated evaluation approach showed good prospects for appraising the Consortium's envisaged crime prevention initiative because it:

- proposes the identification and organization of stakeholders participating in an evaluation in a way that is sensitive to and respectful of their varied interests;

- strives ensure that the particular needs of clearly identified intended users are met and that these primary beneficiaries actually utilize the findings of the initiative;

- focuses on questions, issues, problems and decisions that will provide the most meaningful framework for working with stakeholders and evaluation users;

- provides a scientifically sound framework for utilizing a combination of recognized social science methods to generate data that are particularly helpful and appropriate for the evaluation of the proposed initiative: social surveys, focus group and in-depth individual interviews, participant observation, unsolicited official documents and/or personal documents (e.g. solicited essays from crime victims, TAC office bearers and other stakeholders in order to appreciate their views on the initiative);

- ensures that, in the implementation of the initiative, cognisance is taken of the key stakeholders' perceptions of what action(s) are needed to address crime, as well as what their expectations and perceptions of the evaluation process are, and what their evaluative criteria and measurement procedures are;

- provides for the training of the beneficiaries in order to assist the RT in launching and evaluating the initiative; and

- ensures that the beneficiaries of the initiative are empowered to take the necessary steps to secure funds and human resources to sustain the initiative.

18.4. Summary

The project dynamics and the steps taken in focussing the project were briefly discussed in this chapter. The chapter also described the boundaries of the study area and the UFE method used in the process of developing the initiative.

19. PROCESS OF DEVELOPING A STAKEHOLDER CRIME PREVENTION PARTNERSHIP MODEL

19.1. Introduction

This section is devoted to the development of the public transport stakeholder crime prevention partnership in Durban.

In order to achieve this ideal, a qualitative or unstructured and interactive strategy was designed to ensure spontaneous participation by the respective stakeholders. In particular, a series of workshops were devised which would enable stakeholders to freely voice their ideas and expectations regarding crime on board public transport and at the Warwick Junction Precinct, as well as ways of preventing it. This inductive strategy, where ideas were generated in a 'bottom-up' instead of 'top-down' fashion and where lessons learnt with regard to crime prevention could be shared, was crucial to the successful development of a partnership between formal law enforcement agencies and informal crime prevention groups.

19.2. Partnership model development process

It was clear that, for the development of a partnership model, a framework was needed that would allow all stakeholders to become involved in a collective effort to address the crime situation in the public transport sector in the study area. From the literature study it was deduced that the UFE provided a framework for the development of such an ideal qualitative interactive strategy that would ensure the active and prolonged participation of stakeholders.

However, it soon became clear that application of UFE is considerably more complex and requires considerably more creativity and flexibility than is suggested by the basic logic of the process. This is mainly because:

- UFE is essentially a circular and interactive process that involves the identification of intended users and the demarcation/focusing of the evaluation programme, and
- there is no clear distinction between its major steps.

While various activities, for example, workshops, meetings, reviewing relevant literature, public launch of the initiative etc. were embarked upon in the development and implementation of the crime prevention partnership model, a number of crucial decision-making steps could be identified. These are discussed in the following subsection.

19.2.1 Identifying and organizing the intended users of the crime prevention model

Proponents of utilisation-focused evaluation narrow the list of potential stakeholders to a specific group of primary intended users to achieve focus. They also point out that it is essential that real, visible, specific and caring human beings, and not ephemeral, general and abstract audiences, organisations or agencies be identified.

Relevant stakeholders in the transport, informal business and law enforcement sectors were identified during the first phase of the project. As mentioned in Chapter 17, because of financial constraints and lack of human resources, the RT had to narrow the scope of the study.

Relevant stakeholders from Durban were invited to a series of meetings and workshops during which their buy-in into the idea of developing, launching, and evaluating a co-operative

stakeholder crime prevention strategy in Durban was obtained. These users were brought together, where they were organised into a Working Group (WG). The WG consisted of persons representing the following formal and informal structures (See Annexure E for the list of all the stakeholders):

- **Transport providers**: Metrorail, Bus companies, Taxi Associations
- **Informal groups**: CBD Crime Watch Co-ordinators, Traders Against Crime
- **Law enforcement:** South African Police Service, Durban Metropolitan Police Service
- **Local Government**: Durban City Council, Durban South Local Councillor

A representative from Safer Cities, in Durban attended some of the meeting as an observer as well as to determine how the HUP fit into some of the initiatives they are currently involved in.

19.2.2 Building and sustaining interest in the partnership

To be able to evaluate the development of the partnership initiative there was a real need to build and sustain interest in the activities of the group. It was therefore decided to arrange workshops during which stakeholders would be invited to participate actively in project activities. The participation of various stakeholders in the preparation, as well as in the activities of the launch of the Working Group, to be discussed below, provides a good example of how the Consortium tried to sustain interest in the project. A number of workshops and meetings were held during the process, in which both the Consortium members and the stakeholders were encouraged to actively take part. A number of strategic meetings were also held between the Consortium members on their own and between the Consortium members and the Durban-based consultants. (The reader is referred to Annexure H for the list of meetings/workshops held with a variety of officials specifically focussing on the project's sustainability). One strategically important milestone in this developmental process was reached during the launch of the initiative in December 1999.

19.3. Working Group's activities

19.3.1 Workshops and meetings

Frequent workshops and meetings with RT members were conducted during the process. Three of these were crucial workshops, where a number of major decisions and actions were taken. These included the development of vision and mission statements, establishment of the objectives of the initiative and the identification of specific strategies to achieve these objectives.

In the process a decision was taken to name the initiative 'Hamba Uphephile', a Zulu phrase that means 'travel safely'. (See Photograph 19.1 in the unveiling of the project logo).

(From left to right) S'bu Xulu Master of Ceremonies, Johan Neethling (DACST), Provincial Commissioner Ngidi (SAPS) and His Worship, the Mayor of Durban Cllr Obed Mlaba (Guest of Honour).

Figure 19.1   The unveiling of the project logo

19.3.2 Development of vision and mission statements

This proved to be a valuable exercise for the stakeholders, especially the informal stakeholders. For some participants it was the first time that they had been involved in such an activity and it was seen as a capacity-building opportunity. The RT made use of an external facilitator to drive the process.

The WG members were divided into groups of four to five and each group had an opportunity to formulate vision and mission statements. At the end of the exercise all the inputs were synthesised to come up with the following:

VISION

A crime free and safe public transport and modal interchange system.

MISSION

To develop and provide effective and sustainable crime prevention strategies in the Warwick Junction Precinct, based on a multi-disciplinary approach and research-supported programmes that are sensitive and responsive to community crime prevention needs.

19.3.3 Development of action plans

The Working Group identified a number of activities (action plans) to be implemented by the Hamba Uphephile Partnership. These included law enforcement, training of the stakeholders, crime awareness and publicity of the initiative, Crime Prevention Through Environmental Design and the overall coordination of all the activities. Annexure F presents the action plans that were developed.

	WHAT	HOW	RESPONSIBLE PERSON	KEY PERFORMANCE INDICATORS
COORDINATION	All activities of the working group	Establish a co-ordinating committee	Mr G Molefe HSRC CSIR	Elimination of bottlenecks and duplication of services
TRAINING	Stakeholder capacity building	Develop specific training modules	Training co-ordinating team	Increase in a number of successful trainees
CRIME AWARENESS	Commuter crime awareness programmes	Develop and distribute crime awareness material	Working Group members	Increased reporting of crime to SAPS and improved feedback b/w SAPS and other stakeholders
PUBLICITY	Solicit public opinion and input towards the project	Publicise the project	HSRC & CSIR	Developed a marketing strategy
ENVIRONMENTAL DESIGN	Increase awareness on Crime Prevention Through Environmental Design (CPTED)	Conduct workshop – influence local planning departments	CSIR	Implementation of CPTED in study area
MONITORING AND EVALUATION	Monitor and evaluate the activities of the Working Group		HSRC and CSIR	A report

Table 19.1: A summary of the Working Group's action plans

19.3.4 Monthly newsletter

Another initiative that was embarked upon in maintaining active participation of the stakeholders was the publication of a monthly newsletter. The main objective of this newsletter is to disseminate relevant information to the stakeholders and to provide an update of the key activities undertaken in executing the project. Feedback received to date has been very positive. See Figure 19.2 for an example of a newsletter and Annexure G for all newsletters published.

The newsletter served as a useful communication tool with stakeholders and role-players in public transport. The project manager will continue its monthly production until the end of the year where after it is hoped that it will be produced quarterly.

Hamba Uphephile!

Issue No: 8 (June 2000)   **Editor: Oliver Page**

This newsletter #8 continues our regular (monthly updates) communication with you, in this project of Crime and Crime Prevention on Public Transport.

These monthly updates will aim to:
- Inform you on the current status of the project
- Share with you important insights gained from stakeholders
- Invite your comments on any of our research findings and initiatives implemented

June 2000 happenings: Training, Training, and more Training!!!
A workshop (facilitated by Oliver Page and Prudence Moeketsi of the CSIR) was held at the Warwick Junction Project Centre over a two-day period. Approximately thirty informal stakeholders were afforded the opportunity of learning about the following subjects:
- How to conduct a safety audit on public transport
- By Laws of Durban Metropolitan Council
- Procedures for reporting crime
- Procedures followed in the court system of South Africa
- Crime Intelligence (i.e. how the security forces partner communities in the prevention on crime)
- Areas and responsibilities of the commuter rail operator Metrorail.

CPTED Workshop
On the 20th June a workshop in Durban was held with formal stakeholders facilitated by Karina Landman and Susan Liebermann of BOUTEK/CSIR. This workshop focussed on Crime Prevention Through Environmental Design. Feedback received by the project team was that the workshop was well received by the participants.

A Word of Thanks
Both the HSRC and the CSIR would like to thank officials of the Warwick Junction Project Office for allowing us use of their facilities and their continued support shown throughout the project.

Impumelelo Awards
The annual Impumelelo Awards aim to recognise innovation in projects which build public capacity to deliver social services. Our project of Crime and Crime Prevention on Public Transportation has been submitted for consideration. More details can be found at http://www.idasa.org.za/bis/bisimpumelelo.htm

Submission of Phase 1 report for publication
The University of South Africa press has offered to consider our Phase 1 report (second draft published in June 1999) for publication. If you have any written comments on this document, please can you forward them to the project manager before the 17th July 2000.

London Underground Limited Visit
At the end of May 2000 the project manager was privileged to meet in London officials from the Revenue Services Unit (headed by Geoff Dunmore) of London Underground Limited. The aim of the meeting was to discuss Fare Evasion on LUL and what strategies had been used to manage it.

Launch of the Crime Prevention Research Resources Centre (RRC)
Wednesday 28th June 2000 saw the official launch of the Crime Prevention Research Resources Centre in Pretoria. The keynote speaker was the Hon Minister of Safety and Security, Steve Tshwete. The Centre aims to become a clearing house of all information related to crime and violence prevention research and developments in Southern Africa. More details can be obtained from Patsy Redelinghuys on 012 841 3412 or visiting the web page on: www.ncps-rrc.co.za.

July 2000 expected happenings:
- Continued quantitative surveying of stakeholders views of the process followed to attain the 'Co-operative Stakeholder Crime Prevention Model'.
- Continued meetings with various stakeholders in Durban
- On 20th July 2000 the project manager will be presenting a paper entitled, ' Crime and crime prevention on public transport – rail commuter action towards enhancing their travelling security,' at the South African Transport Conference, 17 – 20th July 2000, CSIR Conference Centre, Pretoria. Contact Ms. Cilla Taylor 012 667 3681 or Email confplan@iafrica.com for more details. Copies of the paper will be available with the July 2000 newsletter.

October 1999 Preliminary Survey Results
Continued from the May 2000 newsletter. Of the 472 criminal incidents personally experienced:
- Pickpocketting accounted for 118 (25%),
- Intimidation leading to theft 109 (23%) and
- Stabbing 49 (10%)

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- Willem Schurink, Tel: (012) 998 5574 or eva@acc.co.za

Figure 19.2:   **Hamba Uphephile monthly newsletter**

19.3.5 Launch of the initiative

On Wednesday, 8th December 1999, a media launch of the research findings was made in Durban. The venue used was the Warwick Junction Project Centre, right in the heart of the pilot area. The objectives of the launch were:

- To present the WG to the Durban community at large
- To publicly demonstrate the formal stakeholders' buy-in and commitment to the combating of combat crime affecting public transport and its users:
- To introduce and boost subsequent crime prevention awareness programmes, and
- To reach out to a variety of stakeholders who may be interested in participating at a later stage.

The launch was a resounding success, being attended by all the role players involved in public transport, informal trade and law enforcement agencies. Strong delegations from the SAPS, Bus and Taxi operators, TAC, Metrorail and commuters were present. The guest speaker was His Worship, the Mayor of Durban, Cllr Obed Mlaba.

A media release was drawn up for the event and circulated to all media representatives present. Members of the local media were present, and the event was briefly shown on the SABC news programme KZN Tonight.

At the launch the official logo of the project, 'Hamba Uphephile' was unveiled. This is shown in Figure 18.2.

The mayor's speech was complemented by the following speeches:

- the project manager who explained the project concept, how it was started and who its funders were;
- representatives from all three modes of public transport - bus, taxi, and train – who took an opportunity to explain their involvement and commitment to the project;
- informal traders, who gave an assurance on their continued commitment in the fight against crime, and
- members of SAPS, who explained how they saw their engagement in the process and welcomed the fact that the initiative was there to support their fight against crime.

From the speeches it was clear that there was a high level of commitment to contribute to the success of the initiative. The launch also served as a medium to publicise the existence of the project in Durban.

19.4. Challenges during the process

According to the interactive framework provided by the UFE, the RT had to start an intersectoral process of stakeholder mobilisation. The necessary structure (*Hamba Uphephile* working group) had to be created to enable the stakeholders to participate. From the outset stakeholders had to be encouraged to say what they wanted to do about the crime situation in the study area and how the RT could assist them.

At the workshops, participants had to be sensitised to their situation and encouraged to form action plans. The workshops had to be structured in such a way that stakeholders were encouraged to analyse their problems collectively, and then to decide what action to take to address these problems. Training had to be provided to selected members of informal crime prevention groups (TAC and the CBD Crime Watch Co-ordinators) to enable them to study the

crime situation in different parts of the WAT and the CBD of Durban in co-operation with the RT.

It should be noted that the actual research took second place to the emergent processes of collaboration, mobilisation, empowerment, self-realisation and the establishment of solidarity. Some the challenges that arose during the process are discussed below.

19.4.1 Participation of law enforcement agencies

Most of the meetings and workshops were well attended and supported by the stakeholders. Given other priority areas and the redeployment in the SAPS and the Durban Metropolitan Police Service (DMP), there was a constant change of faces at the workshops. This was of grave concern to the RT as it impacted on the continuity in terms of participants. A decision was taken to have meetings with the executive representatives of SAPS and DMP. These meetings were successful as the SAPS executive members and the Chief Executive Officer (CEO) of the DMP indicated their commitment to and support for the project. They undertook to ensure that the most relevant personnel would be sent to the workshops. This helped to ensure continued participation of law enforcement members.

19.4.2 Location of the Research Team

Some of the actions agreed upon at the meetings needed immediate attention. Given the fact that the RT, which had most of the decision-making power, was situated in Pretoria, some of these were delayed, hence the RT had to appoint a Durban-based consultant. Although this appointment benefited the project it was argued by the RT that a steering committee consisting of Durban stakeholders to drive the partnership development process could save valuable money and time. Unfortunately, because of the full time commitment of the stakeholders and a lack of manpower, a Durban-based steering committee could not be established.

19.4.3 Long-term commitment of stakeholders

It soon became clear that all other stakeholders needed to benefit from the project in the long run. It was very important for them to identify with the project and to commit themselves to take action as it was felt strongly that the initiative should bring about real change. The compilation of action plans of the WG played a significant role in this regard.

19.4.4 Sustainability of the project

One of the explicit conditions for funding by DACST was the sustainability of the project. The RT and the WG had to embark on activities to ensure the project's sustainability. The few attempts to encourage the stakeholders to take an active role in driving the initiative were not successful. Two important constraints identified in this regard were the lack of financial and human resources that was faced by most of the organisations represented. See Chapter 7 for a detailed discussion of the issue of sustainability.

19.4.5 Implementation of action plans

The RT and the WG members took strategic decisions in involving the local government to adopt the initiative. This caused a delay in the implementation of the WG's proposed action plans and confused the process of developing the specifics of the co-operative stakeholder crime prevention partnership. This was largely influenced by the fact that stakeholders did not have enough resources and time to be actively involved in the implementation of specific activities.

19.4.6 Diversity of stakeholders

The involvement of both the formal and informal stakeholders posed a serious challenge to all the members of the WG. Organisations such as the TAC lacked the institutional capacity for effective communication, e.g., lack of an office to which communication material could be directed. There was also a need to translate from English to Zulu to ensure that all the members understood the proceedings during meetings and workshops.

19.4.7 Closure of local taxi ranks

The Working Group saw the taxi association as one of the crucial members that had to be engaged on a continuous basis. However, the continued taxi wars, which eventually led to the closure of some local taxi ranks, served as a deterrent to some taxi industry representatives. However, the RT ensured that the executive members of the taxi associations were kept informed about the progress of the project.

19.4.8 The occurrence of violent criminal incidents in the bus industry

There was a strong concern by a representative from the bus industry about the number of robberies that took place on some of the local buses. In most cases the bus owners were not happy with the rate of response of SAPS to those occurrence.

19.5. Summary

In this chapter the process and activities engaged by the project team and stakeholders in developing the Hamba Uphephile Partnership, a crime prevention initiative on public transport, were discussed. Some of the challenges that faced the RT and WG during the process were also highlighted.

20. THE HAMBA UPHEPHILE PARTNERSHIP INITIATIVE

20.1. Introduction

Criminal justice scholars and practitioners of the Criminal Justice System (CJS) here and abroad increasingly acknowledge that crime can be managed optimally only when citizens, informal voluntary community groups and civil society organisations are actively involved in some partnership with CJS agencies. This belief stems from the reality that for executing their task the police depend to a great extent on the support and co-operation of citizens.

20.2. Partnerships in crime prevention initiatives

The importance of partnerships between the CJS and various role players and stakeholders consequently forms a core assumption of current crime prevention approaches. In fact, people working in the field of crime prevention generally stress that a core requirement of any effective crime prevention programme is that communities should form part of all facets of crime prevention. This prerequisite is also acknowledged by the National Crime Prevention Strategy (NCPS) of the South African Government (NCPS, 1996)[8]. From this strategic document it is clear that partnerships with civil society, interest groups, non-governmental organisations and the business sector must be prioritised and creatively enhanced. It is fair to say that it is currently considered vitally important in local crime prevention efforts to strive towards empowerment of the non-governmental sector and that, where appropriate, services should be out-sourced to community-based organisations, which are believed to have the ability to harness and sustain community involvement.

It is important to note that the partnerships between different tiers of government, as well as those between government and civil society, are generally still in an embryonic phase in South Africa. It is thus imperative that models regarding workable inter-governmental co-operation, as well as partnerships between government and non-governmental stakeholders be developed. This involves, first and foremost, the creation of meaningful co-operative relationships between the SAPS, on the one hand, and various crime prevention stakeholders, on the other hand.

20.3. The Hamba Uphephile initiative

Following the general crime prevention assumptions outlined in the preceding paragraphs, the Hamba Uphephile crime prevention model is based on a co-operative approach between formal and informal stakeholders, as depicted in Figure 20.1.

The informal stakeholders included:
- Traders Against Crime (TAC);
- the CBD Crime Watch Co-ordinator, and
- commuters on public transport modes and people residing in the project area.

The formal stakeholders included:
- public transport operators;
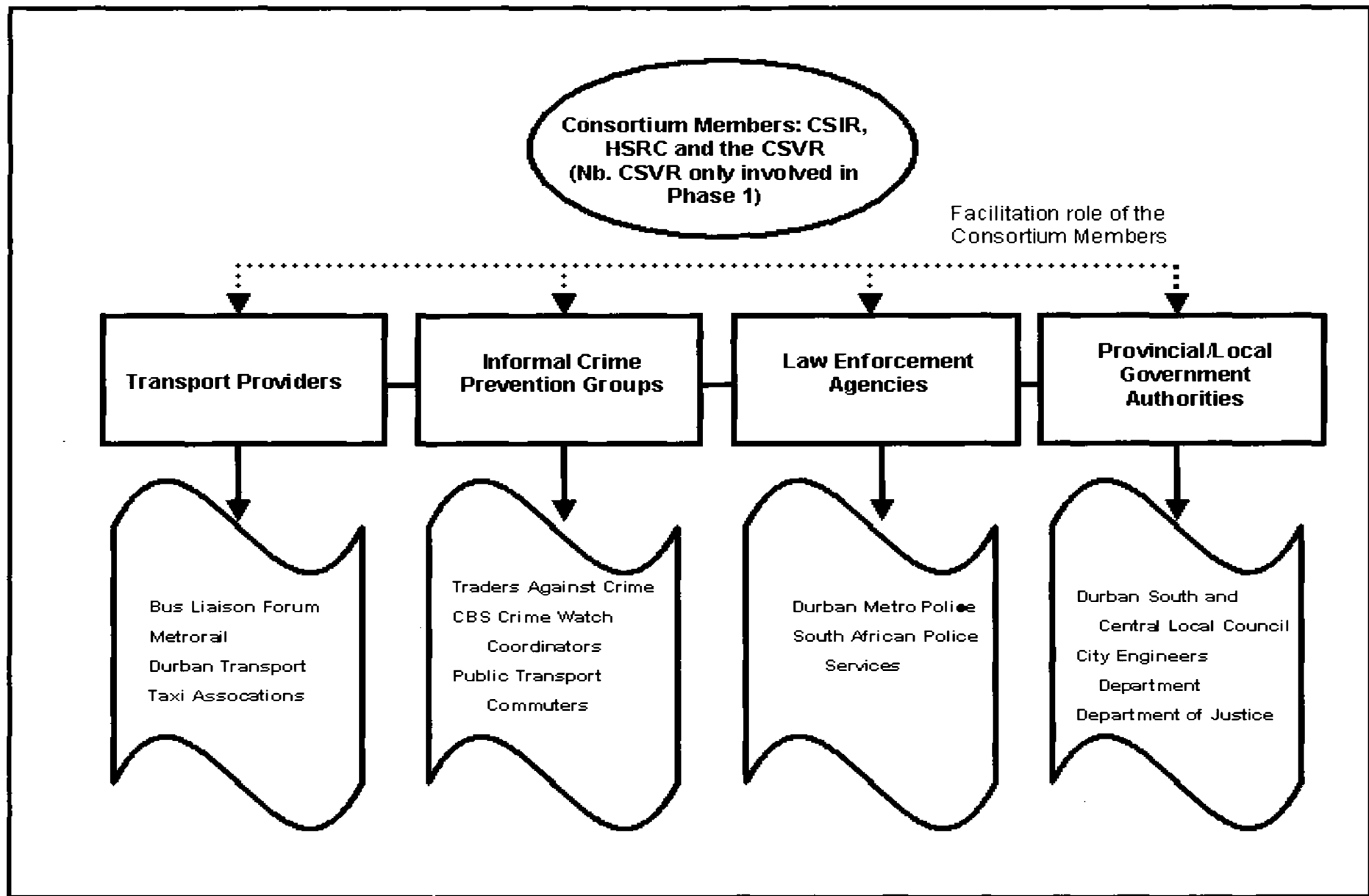- law enforcement agencies, and
- various local authority agencies

Figure 20.1: A schematic presentation of *Hamba Uphephile*: A Public Transport Stakeholder Crime Prevention Partnership Model

20.4. Core assumptions of the partnership model

The following are the core assumptions of the model:

- The CJS and its respective agencies cannot successfully combat and prevent crime on the public transport modes serving the Warwick/Berea/Inner city area on their own.
- All public transport modes should take an active part in supporting the role of the CJS.
- Informal community groups found in the area play an important role in the crime prevention process. The TAC, which trades around the Warwick Triangle modal interchange, as well as the CBD Crime Watch Co-ordinators that operate in the CBD are the best placed groups for apprehending offenders and assisting in other crime prevention operations.
- The model endorses best practice, which implies using the most effective approach available to tackle a particular problem. The following represent some of the steps involved in this approach:
- A base line qualitative and quantitative data-gathering research,
- Selecting of a participatory evaluation approach, namely the UFE,
- Following a holistic and intersectional approach, the model identifies core stakeholders in the public transport and safety and security sectors, as well as key community players of the area,
- An interactive focus by involving representatives of the stakeholders to identify their needs and interests,
- A bottom-up approach by asking local people to identify concerns and issues and come up with possible solutions,
- Development of a crime prevention vision and mission and the setting of clear objectives,
- Formulation of a set of action plans to resolve identified issues,
- Launching of the model, as well as a few specific crime prevention initiatives,
- Monitoring the process of developing the partnership/model and the specific activities,
- Qualitative and quantitative evaluation of the model and its actions and revision of these where necessary,
- Identification of local actors/institutions and development of strategies for the sustainability of the project
- Identification of sites (SAPS, satellite stations) from which the partnership and its activities could be implemented, i.e., points in the study area at which crime could be reported and complaints/compliments from the public about the CJS, SAPS, TAC and transport providers can be made.

20.5. Summary

In this section the *Hamba Uphephile* Partnership initiative was discussed and core assumptions used for the model were outlined.

21. CAPACITY BUILDING AMONGST STAKEHOLDERS

21.1. Introduction

The UFE approach is based on the participants' involvement in the situation that is being studied (i.e. in decisions regarding the questions to be asked, who the participants will be, how the questions will be asked and what role the participants will play in data gathering). To be able to participate more fully in the processes, WG members received training in qualitative research, the research process, field note writing and report writing, human rights and citizen arrests, and how to conduct a safety audit on public transport. They were also introduced to the by-laws of Durban Metro Council, procedures for reporting crime, procedures followed in the court system in South Africa, crime intelligence and areas and responsibilities of the commuter rail operator, Metrorail and Crime Prevention Through Environmental Design.

21.2. Training in qualitative research

The TAC Management Board was requested to select three dozen of its members and the co-ordinator of the CBD Crime Watch co-ordinator was asked to appoint two of its monitors to participate in training for the qualitative fieldwork. The utilization of fieldworkers from the selected natural TAC-demarcated blocks/sites in the study area and from the Crime Watch's operational area in the CBD, satisfied the requirement for 'intimate knowledge of the community', an essential feature of qualitative research. Over and above satisfying this requirement, it enhanced community members' knowledge and perceptions of crime and crime prevention. The first training session took place during the first week of May 2000. Figures 21.1 and 21.2 show the fieldworkers who were trained in qualitative research.
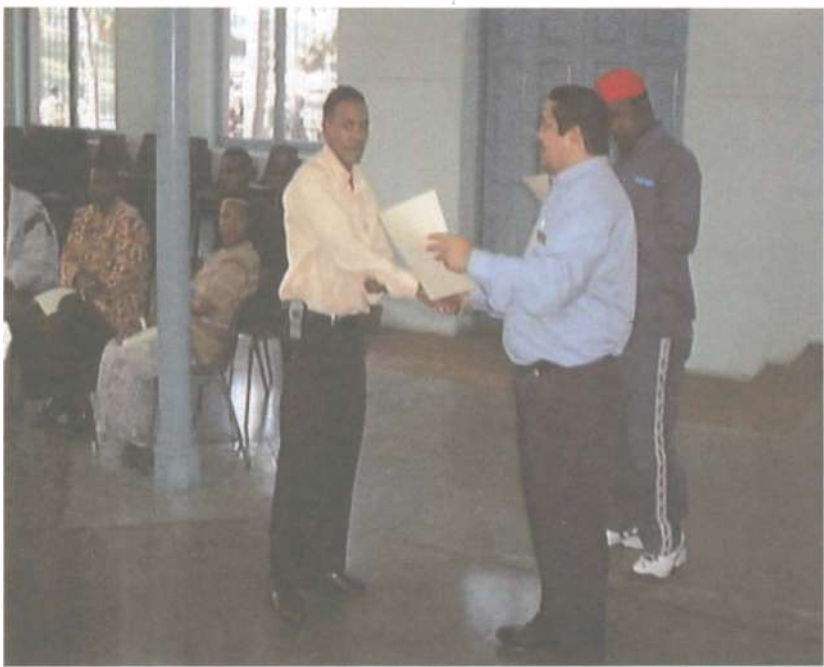

Figure 21.1: **Goodman Xolani Cebekhulu receiving his certificate from Councillor Trevor Prince**

Figure 21.2: Fieldworkers in possession of their certificates

The training was informed by an analysis of training needs as well as the qualitative research paradigm. The areas covered by the training and the training methodology are listed below.

21.2.1 Areas of training

During the development of action plans it became clear that the members of the informal stakeholders needed to be capacitated in order to be able to make a valuable contribution to the project. The RT concentrated in the following areas of training:

- Basic concepts of social science research;
- Key features of qualitative data collection, storage, analysis and presentation, and
- Human rights and citizen arrests.

21.2.2 Training methodology

Participatory and experiential methods implemented in an adult education mode were used. Theoretical concepts were conveyed by means of role-plays and experiential exercises. The media of communication were English as well as the language most commonly spoken in the area, namely Zulu.

21.2.3 Selection of field workers

All participants who had received research training were observed closely and, with the assistance of the local councillor and the TAC Management Board, 10 fieldworkers were selected to conduct case study interviews with 24 crime victims, interview police officials stationed at the satellite police stations situated in the project study area, and to undertake observational studies of the satellite stations.

21.2.4 Training in qualitative observational methods

In order to enable them conduct credible and valid qualitative research at the respective sites, additional training was provided to the fieldworkers during July and August 2000. More specifically, lectures, role-plays and practical assignments were provided on observational methods and diaries in order to achieve an understanding of the social meanings of policing as these are perceived by actors of social settings, (police officials stationed at the police

satellite stations) and the way in which these meanings affect human behaviour (policing and crime prevention). In short, these interpretative methods were selected to enable the establishment and reconstruction of the social reality of police satellite stations.

21.3. Other training workshops

A two-day workshop was organized for a group of TAC members who were afforded an opportunity to learn about various subjects as indicated in Table 21.1.

<table>
<tr><td colspan="5" align="center">**Table 21.1: Training workshops organised for TAC**</td></tr>
<tr><td>Date</td><td>Topic</td><td>Presenter</td><td>No of participants</td><td>Notes</td></tr>
<tr><td>19 June 2000</td><td>How to conduct a safety audit on public transport</td><td>Mr O Page</td><td>33</td><td>Good input but not useful for TAC</td></tr>
<tr><td>19 June 2000</td><td>The by-laws of Durban Metro Council</td><td>Sgt EMS Msomi</td><td>33</td><td>Some By-Laws were not relevant for TAC</td></tr>
<tr><td>19 June 2000</td><td>Crime Intelligence</td><td>Capt Myburg</td><td>33</td><td>Very useful workshop</td></tr>
<tr><td>20 June 2000</td><td>Procedures for reporting crime</td><td>Mr Bunting</td><td>35</td><td>Very useful for TAC's involvement in the apprehension of criminals</td></tr>
<tr><td>20 June 2000</td><td>Procedures followed in the court system in South Africa</td><td>Mr Bunting</td><td>35</td><td>Very useful as it helped TAC understand how the system works</td></tr>
<tr><td>20 June 2000</td><td>Area and responsibilities of the commuter rail operator</td><td>Mr Whitehead</td><td>35</td><td>Useful information was shared between TAC and Metrorail</td></tr>
</table>

An additional workshop was organized for the formal stakeholders to look at the aspect of Crime Prevention Through Environmental Design (one of the activities identified by the working group). The workshop invitation was extended to the town planners and representatives from Safer Cities.

Facilitators from the Division of Building Technology (BOUTEK) at the CSIR conducted the workshop in the afternoon having spent the morning taking pictures and touring the study area. These were used as inputs for the afternoon session, and the feedback from the participants was positive.

21.4. Summary

This chapter highlights the capacity-building activities undertaken by the RT.

22. SUSTAINABILITY OF THE INITIATIVE

22.1. Introduction

Crime of the magnitude experienced in South Africa undermines community confidence, social order, and disables business and consequent economic development. Together with the economic status of the poor majority of South Africa's population, this has created the greatest threat to the country's social development. Therefore, crime prevention on public transport and modal interchanges is a fundamental service that should be provided by the local authority as part of regular service development.

The RDP and the Integrated Development Programme (IDP) provide guiding principles towards development. The improvement of the quality of life and the provision of safety and security to South African citizens have relevance to crime prevention initiatives. Both these objectives can only be met if the implementation of programmes are conducted in a sustainable manner.

This is articulated in all policy frameworks including that of the Safety and Security ministry as articulated through the NCPS. Therefore, it is essential to determine what the concept of sustainable crime prevention means to local authorities.

This section will provide a synopsis of the concept of sustainability as it applies to the Hamba Uphephile crime prevention partnership project. It will also provide insight into the activities that have been undertaken, in order to ensure that the project is both strategically focussed and operating efficiently. Included in this chapter are the critical elements of innovation revealed by the project.

22.2. National, provincial and local perspectives

According to the NCPS, the local government is responsible for providing safety and security to citizens. The national and provincial governments are charged with maintaining the enabling policy frameworks and supporting the implementation of local initiatives. Local government is also charged with the task of ensuring an environment that is less conducive to crime.

The NCPS recognises that, considering the context of limited resources, fostering the crime prevention culture at a local level will take time. This policy framework also recognises the external influences, e.g. by-laws and other regulatory sectorial frameworks, and suggests a coordinated approach to crime prevention initiatives.

To achieve these strategic objectives, it is necessary that long-term crime prevention programmes be implemented. It is only through the sustained programmes that fear of crime, and crime itself could be reduced and a conducive culture for law-abiding and personal safety reinstated in our society.

22.3. Hamba Uphephile perspective

This initiative is intended to respond to the aspirations of the commuters or the multitude of citizens who utilise public transport facilities and adjacent business activities. About 350 000 people are believed to pass through the Warwick Junction area alone on a daily basis.

22.3.1 Stakeholder Involvement

According to the NCPS, co-ordination of crime prevention initiatives should be done in order to avoid duplication within municipalities. The stakeholder involvement in this project has been one of its major achievements.

Stakeholder involvement has been sustained for two years. All stakeholders have demonstrated commitment to and ownership of the Hamba Uphephile initiative. This was confirmed during the qualitative process evaluation research that was conducted by means of visits to satellite police stations and in-depth interviews with many of the stakeholders.

The importance of sustaining stakeholder involvement in the planning, implementation and monitoring/evaluating of the Co-operative Stakeholder Crime Prevention Partnership is of critical importance. It goes without saying that it is only when the stakeholders had comprehensive information about the origin, aim and objectives and nature of the initiative that they will commit themselves. The long, relatively intensive and dedicated process that was followed by both the researchers and the stakeholders throughout the execution of this project ensured genuine stakeholder interest and resulted in their continuous commitment and involvement.

22.3.2 Key aspects of workshops and meetings

The necessity for maintaining stakeholder interest and commitment was satisfied through the provision of organised co-ordination and facilitation during meetings and workshops. This rather costly exercise was optimised through telephone conferences (because of the distance between the RT and the Working Group) and e-mail discussion sessions. With few exceptions plenary meetings were held prior to meetings and workshops. This was necessary to ensure optimal usage of the limited time that was generally set aside for the meetings as well as the active participation of the stakeholders.

The role of local government is fundamental in this aspect because of the need for resources. Once the project has been adopted by the local authority (assuming that there is positive feedback from the CEO's office), resources should be allocated to support both its co-ordination and facilitation services. It is hoped that these resources would be made available on a sustainable basis, either internally or externally.

22.3.3 Progress on negotiations with the Durban Metropolitan Council

Following a resolution by the WG early this year, the DMC was visited with regard to the ownership of the project. The main reason cited by the WG was that the DMC should own the project or adopt it because all stakeholder institutions felt that crime prevention was at the heart of social transformation and economic success in the area. They also stated that this fell within the policy framework as it was a service which was local government's responsibility. The first meeting with council officials was held on the 6th September 2000 at the North Central and South Central Local Council offices.

The project manager and the Durban-based consultant visited a number of metropolitan departments that play some role in transport systems and planning. (See Annexure D for the specific meetings held.) The aim was to solicit overlooked opinions, triangulate information and to refine the written document on the proposal for the sustainability of the initiative. The senior officials of the departments that was visited generally expressed willingness to support the continuation of the project.

At the last technical meeting, held on the 5th October 2000, convened by the CEO, substantial progress was made. This meeting was attended by a number of officials, most of whom wanted to establish whether the project was merited introduction to the metropolitan council

for consideration. They were impressed by what the project had achieved and their views could be summed up as being positive and supportive of the WG's resolutions.

Follow-up meetings within the council have been scheduled for the matter to be discussed and resolutions taken.

22.3.4 Proposed Future Resource Requirements

The most fundamental aspect relating to the sustainability of the crime prevention initiative impinges on quite a number of resources, but most particularly on the necessary financial support. This aspect has been one of the focal points on the agenda of the most recent WG meetings, as well as of individual visits to stakeholder metropolitan departments.

The question of the type of resources that were necessary to drive the crime prevention initiative forward was addressed by the RT following a number of visits to officials at a variety of DMC departments. The RT prepared a tentative budget that represented the resources that the DMC would have to make available to sustain the project.

It should be mentioned at this stage that the critical component that has been identified in this project was the role of the co-ordinator. This was a single resource that would be able to undertake a number of tasks key to the proper functioning of the initiative. Such a person would identify areas that need to be developed and refined and would take absolute responsibility for the implementation of the project recommendations of this research study. Other responsibilities would relate to conducting top-level stakeholder consultations and development of further communications networks. It was finally decided that this person needed to be well qualified so that he/she would command a degree of respect and would not require supervision. The RT could also provide if requested, some relative resources that would be necessary to support his/her role. These would relate to professional services, facilitation and administrative support.

22.3.5 Role of Research and Development

Without proper research and development systems in place, it is virtually impossible to evaluate the effect of any social programme, such as a co-operative stakeholder crime prevention partnership. In addition, the absence of such systems could result in the loss of resources and subsequent loss of focus by planners and decision-makers.

The role that the Consortium's qualitative and quantitative research played in the development of the Hamba Uphephile Crime Prevention Partnership provided key information about the extent and nature of crime and people's perceptions thereof on board public transport modes as well as at the Warwick Junction and CBD areas of Durban. This information provided the base on which appropriate and relevant action plans were benchmarked. It is essential that any intended crime prevention initiative involving stakeholders from vastly different backgrounds, expectations and needs should be continuously researched to ensure that changes in their expectations of the partnership could be implemented, monitored and evaluated.

22.4. Project innovation

A limited amount of research has been conducted in the area of crime on public transport in the South African context. Such studies as have been done note that formal crime prevention strategies could help to reduce crime on public transport. The decision makers come up with solutions they think will benefit the users. However, crime continues to affect the public transport users. Therefore, there is a need for innovative projects to reduce the crime level.

The innovativeness of the study is the fact that, intended users were actively involved in all its phases. A bottom up approach was used in the development of *Hamba Uphephile*. The benefits of this approach were:

- The empowerment of public transport users through their involvement in identifying the specific problems they experience on board public transport and at MI and possible solutions to those problems.
- It was for the first time (at least in Durban) that both formal and informal stakeholders in public transport sat around the same table to discuss issues that affected them. The involvement of the taxi industry throughout the process was highly valued.
- Strategies to be implemented are a product of input from key stakeholders as well as the researchers.
- This project is a contribution to the use of the NCPS. It is one of the projects that has pioneered its implementation through the use of research.

This study is one, (if not the only one in the country), which has taken an in-depth look at crime prevention on public transport and at MI (for ensuring total commuter safety). The use of participatory research methodology and a combination of quantitative and qualitative research methodologies is rarely used in such initiatives.

22.5. Summary

This chapter was devoted to an outline of the various activities which the RT embarked upon in its attempts to ensure the sustainability of the innovative crime prevention partnership that was developed in Durban's Warwick Junction and CBD areas.

23.   LESSONS LEARNT

23.1. Introduction

As indicated in earlier chapters, crime prevention needs a holistic approach as no one measure is sufficient on its own. It is essential that resources, both financial and human, be pulled together in a coordinated fashion. The following are some of the lessons learnt and recommendations for future research during the process of developing and implementing the HUP, a public transport stakeholder crime prevention initiative.

23.2. Lessons learnt

23.2.1 Identification of relevant stakeholders

In the UFE approach the identification of the stakeholders is one of the crucial factors. It was thus important that all the relevant stakeholders come together around a table to discuss an issue of common concern to them.

23.2.2 Effective Communication Strategies

As indicated in the previous section, the physical location of the RT meant that all means of communication had to be used effectively, electronic mail, fax, telephone, reports, newsletters, etc. Because of the financial constraints, telephone conference calls were used in some instances instead of face-to-face communication.

The frequent meetings/workshops for the WG provided a forum to discuss project progress, successes and challenges. They also provided an opportunity to discuss issues and resolve problems,

23.2.3 Frequency of meetings

Developing and sustaining the interest of the stakeholders is a serious challenge. During the process it became the norm among the stakeholders to have meetings at least once a month. It is hoped that this culture will continue as the project moves on to the next phases.

23.2.4 Neutral partnership facilitator

The project team used the services of a facilitator during the early stages of developing the partnership. It was important to make use of someone who was objective during the process.

23.2.5 Project time frames

It was crucially important for the RT to clearly define the time frame for which all sources of funding was available. This led to the realisation, at an early stage, of the need for the sustainability of the project.

24. CONCLUSION

The levels of crime experienced in South Africa undermine community confidence, social order, and are an obstacle to business and, consequently, to economic development. Together with the economic status of the poor majority of South Africa's population, crime has become the greatest threat to the country's social development. Crime prevention on public transport and modal interchanges is thus a fundamental service that should be provided by the local authority as part of regular service development.

The Hamba Uphephile Partnership is one initiative aimed at solving some of the crime problems faced by public transport users. Several action plans were developed by the Working Group, some of which will only be implemented once the issue of the sustainability of the initiative has been finalized, i.e. once it is known who the lead agency is. However, the RT concentrated on those action plans that could be implemented without delay, of which training is but one.

Specific focal concerns that will be addressed in the near future are the issues of commuters' crime awareness campaigns, the publicity of the partnership and coordination of activities by stakeholders.

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TRAVEL SAFELY

HAMBA UPHEPHILE

PHASE THREE

AN EVALUATION OF THE *HAMBA UPHEPHILE* PARTNERSHIP

Authors:

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26. INTRODUCTION

Phase three is devoted to the evaluation of the Hamba Uphephile Partnership (HUP) that strives to combat and prevent crime and ensure personal safety of people residing and working in the Warwick Junction and Central Business District (CBD) areas of Durban as well as of commuters on board the various public transport modes serving these areas.

26.1. Objectives of Phase 3

The objectives of Phase 3 were:

- to outline the particular design utilised in the evaluation;
- to study qualitatively of crime victims' construction of victimisation and victim support (contained in a separate stand alone report entitled, 'The Social Construction of Victimisation and Victim Support' by Dr. Willem Schurink of the HSRC);
- to study qualitatively police officers, and other representatives' perceptions and experiences of policing and relevant services, (contained in a separate stand alone report entitled, 'The Social Construction of Policing and other relevant services' by Dr. Willem Schurink of the HSRC);
- to evaluate qualitatively the stakeholders' and the researchers' perceptions and experiences of the HUP;
- to survey commuters' and residents' of the Warwick Triangle and CBD of Durban perceptions of crime on board public transport to and from the area, and
- to apply the lessons learnt by the study and the key challenges that need to be met by the HUP.

26.2. Structure of the Phase 3 Report

The Phase 3 report is structured as follows:

Chapter 26	Introduction
Chapter 27	An outline of the particular design utilised in the evaluation of the *Hamba Uphephile* Partnership (HUP);
Chapter 28	Discussion of data collection methods used in the qualitative evaluation process.
Chapter 29	A qualitative evaluation of stakeholders' perceptions and experiences of the HUP;
Chapter 30	a survey of commuters and residents of the Warwick Triangle and CBD of Durban perceptions of crime on board public transport to and from the area;

27. THE RESEARCH DESIGN UTILISED IN EVALUATING THE HAMBA UPHEPHILE PROJECT

27.1. Introduction

In this chapter the particular research design utilized in evaluating the Hamba Uphephile project will be discussed as follows:

- firstly, brief reference will be made to the general evaluation approach used in the project, secondly, a few important evaluation questions will be outlined,
- thirdly, a number of decisions that had to be taken regarding how a scientifically sound evaluation of the HUP should be conducted, will be discussed,
- fourthly, the research design and data collection methods used in the evaluation studies will be described and
- finally, the theoretical framework that guided both the qualitative and quantitative methods will be briefly referred to.

27.2. Brief overview of the Utilisation Focused Evaluation (UFE)

In 1978 Michael Patton (1986)[1] developed a relatively comprehensive approach to programme assessment that provides an overall framework within which the individuals involved can proceed to develop an evaluation design with built-in utilisation appropriate to the unique circumstances they encounter. This approach has been quite successful and several of its ideas have been tested and applied in evaluation projects not only in the United States but also throughout the world. In short, UFE has come to be accepted widely.

27.2.1 What is UFE?

According to Patton (1997)[2], utilisation-focused evaluation starts with the premise that its level of utility and actual use should judge evaluation initiatives. Therefore, in facilitating and designing the process, an evaluator should carefully consider from the outset to the conclusion how every activity that is undertaken will affect the utilisation of the initiative by real people or by stakeholders in the real world. Rather than acting as a distant, independent judge, the evaluator facilitates judgment and decision-making by intended users of the evaluation. The evaluator decides whose values will direct the evaluation, by interacting closely with those identified intended users of the evaluation results who are interested and are in a position to apply these results.

It should be clear that UFE is not only highly **personal** but is also **situational**. The evaluator needs to develop a working relationship with its intended users in order to assist them to decide what kind of evaluation would be appropriate to their situation and would address their needs optimally. In order to undertake this task, evaluators must apply negotiation skills. They need to provide a menu of evaluation initiatives within the framework of established evaluation standards and principles.

Patton (1997)[2] believes that UFE should not promote any particular evaluation content, model, method, theory or use. In his view, this approach rather represents a process through which the evaluator should assist primary intended users to select the most appropriate content, methodology and use most appropriate to their situation.

UFE is thus not a formal model for how evaluations should be conducted. Rather, it is an approach, an orientation and a set of options. The active-reactive-adaptive evaluators choose from among these options as they work with decision makers and information users throughout the evaluation. There is no formula guaranteeing success in this approach - indeed, the criteria for success are variable. Utilisation means different things to different people in different settings, and is an issue subject to **negotiation** between evaluators and intended users.

Because people seldom know exactly what evaluation entails, the evaluator needs to work with primary intended users, and often also with the funders and decision makers who requested the evaluation in the first place, in developing a shared definition of evaluation and mutual understanding of what the evaluation envisaged will entail.

From the above exposition, it transpires that UFE rests on two fundamental requirements: First, the intended evaluation users must be identified and organized — real, visible, specific and caring human beings, and not ephemeral, general and abstract audiences, organisations or agencies. Second, evaluators must work actively, reactively and adaptively with these specific stakeholders to realize all other decisions about the evaluation — decisions about focus, design, methods, analysis, interpretation and dissemination.

The following two **underpinnings** of the utilisation-focused evaluation listed by Patton (1986)[1] need to be highlighted:

- There are **multiple and varied interests around any evaluation**. The process of identifying and organizing stakeholders for participation in an evaluation process should be done in a way that is sensitive to and respectful of these varied interests. At the same time, it should be recognized that resource, time and staff limitations make it impossible for any single evaluation to answer everyone's questions, or to give full attention to **all possible issues**. It goes without saying that some process is required to narrow the range of possible issues so as to focus on a particular evaluation initiative. In UFE, narrowing the list of potential stakeholders to a specific group of primary intended users achieves such focus. Stakeholders representing various constituencies should come together **at the beginning of the evaluation** to decide whose issues and questions should be given priority in the evaluation in order to maximize the utility of the evaluation.

- Evaluators committed to enhancing utilisation have a responsibility to train stakeholders in evaluation processes and the use of information.

As Greene (1994)[3] correctly points out, Patton (1990)[4] offers a highly interpretivist framework for his utilisation-focused evaluation process, and at the same time promotes conventional measurement validity and reliability as key dimensions of qualitative data. Patton's (1990)[4] model reflects a **pragmatic** stance:

For Patton, the selection, design, and implementation of evaluation methods should be flexibly based on practical need and situational responsiveness, rather than on the consonance of a set of methods with any particular philosophical paradigm. And so, 'objectivist' and 'subjectivist' methods can be used together unproblematically (Greene, 1994:537)[3].

27.2.2 The process of UFE

The major steps taken during a utilisation-focused evaluation as set out by Patton (1997)[2] are the following:

- **Identify the intended users of the evaluation**.
  The users are brought together in some way to work with the evaluator and to share ideas in making decisions about the proposed evaluation.

- **The evaluator and the intended users focus the evaluation**.
  This involves a review of critical issues and consideration of the relative importance of focusing on attainment of goals, programme implementation and/or the programme's theory of action. The evaluator works with intended users in deciding what major questions are useful for addressing the particular evaluation situation. Attention is also given to political and ethical considerations. Using an active-reactive-adaptive and situation-responsive style, the evaluator assists intended users to answer questions such as: **Given its expected uses, is the evaluation worth doing? To what extent and in what ways are intended users committed to its use?**

- **Choosing an appropriate design**.
  Evaluators have a variety of options from which to choose: qualitative and quantitative data, naturalistic, experimental and quasi-experimental designs, purposeful and probabilistic sampling, greater and lesser emphasis on generalisations, and alternative ways of dealing with validity and reliability. In particular, the discussion at this point will include attention to issues of methodological appropriateness, credabillity of the data, understandability, accuracy, balance, practicality, propriety and cost. The overriding concern, as in all parts of the process, is **utility**. Will the results obtained from these methods be useful — and will they actually be used?

- **Interpreting findings, making judgments and generating recommendations**.
  Once data have been collected and organized for analysis, the fourth part of the evaluation begins: the intended users are actively and directly involved in interpreting findings, making judgments based on the data and generating recommendations. Specific strategies are also formalized in light of the actual findings, and the evaluator facilitates by following through on actual use.

- Dissemination of the evaluation report.
  This final part of UFE entails the making of decisions about the dissemination of the evaluation report. These decisions need not comply with commitments made during the planning for intended use.

In conclusion, two points should be noted. First, UFE is essentially a circular and iterative process that points to where intended users are identified and evaluation questions focused. Application of UFE is considerably more complex and requires considerably more creativity and flexibility than is suggested by the basic logic of the process. Second, there is no clear distinction between the five steps, particularly between focusing evaluation questions and taking decisions with regard to methodological matters.

27.2.3 The premises of UFE
In summarizing UFE, Patton (1997)[2] identifies 14 fundamental premises of the process. These are:

- Commitment to intended use by intended users as the driving force in an evaluation.
- Ongoing and continuous strategizing about evaluation use from the very beginning of the evaluation initiative.
- The personal factor contributes significantly to evaluation use. Evaluations should be user-oriented, that is, aimed at the interests and information needs of identifiable, active audiences.
- Careful and thoughtful stakeholder analysis should inform the identification of primary intended users while the varied and multiple interests that surround any evaluation should also be taken into consideration.
- Evaluations need to be focused in some way, and focusing on intended use by intended users is the most useful way.
- Focusing on intended use requires deliberate and thoughtful choices regarding the use of the evaluation initiative to be made.
- Standard approaches do not work because a particular evaluation initiative can only be judged in the context of a specific programme and the interests of intended users.
- Intended users' commitment to use can be nurtured and enhanced by actively involving them in making significant decisions about the evaluation.
- High-quality participation is the goal, not high-quantity participation.
- High-quality involvement of intended users will result in high-quality, useful evaluations. Methodological rigour is not sacrificed when non-scientists take part in methodological decisions needed for evaluation initiatives. Non-scientists need to be assisted to enable them to choose appropriate methods.
- Evaluators have a rightful stake in an evaluation in that their credibility and integrity are always at risk. Therefore they need to be active in providing intended users with their best judgements regarding appropriate evaluation focus and methods, reactive in paying attention to others' concerns and adaptive in finding ways to design evaluations that incorporate diverse interests while meeting standards of professional evaluation.
- Evaluators committed to enhancing use have a responsibility to train users in evaluation processes and the use of information.
- While the reporting and dissemination of evaluation data may facilitate evaluation use, they should not be confused with evaluation uses.
- Financial and time costs should be made explicit so that utilisation follow-through is not neglected because of a lack of resources.

When one considers using UFE, one must be prepared to:

- work closely with stakeholders,
- give up the control an evaluator normally has over the evaluation, and
- realise that there is no guarantee that UFE will be successful.

In concluding the discussion of UFE, it is important to remember that in this approach the emphasis in the selection, design and implementation of evaluation methods is on **flexibility**. As Greene (1994:537)[3] states:

> flexibility [is] based on practical need and situational responsiveness, rather than on the consonance of a set of methods with any particular philosophical paradigm. And so, 'objectivist' and 'subjectivist' methods can be used together unproblematically. This **practical pragmatic** stand is strongly supported by other applied social inquirers..., as well as by arguments from a position of **philosophical pragmatism.**

From the preceding discussion of UFE it should be clear that this evaluation approach implicitly or explicitly addresses the major decisions and steps that need to be taken during an evaluation.

27.3. General evaluation questions

Within the general approach of the UFE, a number of decisions had to be taken as to how a scientifically sound evaluation of the HUP should be conducted. More specifically, the following questions had to be answered:

- **How should the evaluation be focused?**
  Should judgements be rendered (i.e. should the overall value, worth or merit of some activity of the HUP be determined), should improvement be facilitated (i.e. should information be collected with a view to improving and enhancing the HUP) and/or should knowledge about issues related to the HUP be generated/increased?

- **What is the primary purpose of the evaluation?**
  What is the primary purpose of the HUP and how much emphasis should be put on the immediate and direct impact of the HUP and how much on assessing the impact of the HUP on the views of the research participants?

- **What general methodological strategy-\lies should be used?**
  Which of the following general strategies emphasizing different dimensions of evaluation research should be used:

  (a) an approach in which scientific rigour is taken as the foundation of evaluation and which involves the application of quantitative social science methods (e.g. social surveys),
  (b) an approach in which the emphasis is on systems analysis, that is, focusing on the relationship between inputs and outputs of the HUP or
  (c) an approach (employing qualitative and quantitative social science methods) that focuses on questions, issues, problems and decisions of the HUP.

- **What evaluation questions need to be formulated?**
  In evaluating the HUP,

  (a) should evaluation questions be formulated that are based on the researchers' disciplinary tradition and/or favoured theoretical perspective, or should questions be based on the views and requirements of those who are daily involved with the initiative and/or who are primary users thereof;
  (b) should questions be posed concerning the performance of staff or concerning structural features of the initiative/programme; or
  (c) should the questions be directed at establishing what is already known, what actions can already be taken without further study and what are the important aspects about the initiative that need clarification?

The research team considered the aforementioned questions carefully as well as the reality that no appropriate crime prevention initiatives had been implemented by the HUP at the time of the research. The research team decided on the following:

- The evaluation should generate/increase knowledge about issues related to crime prevention that the HUP should address.

- The research should assess the impact of the HUP on the views and situations of the evaluation participants.
- Qualitative and quantitative social science methods should be employed in the research and the study should focus on questions, issues, problems and decisions that would provide the most meaningful framework for working with the HUP stakeholders.
- Evaluation questions should be framed to resemble both the researcher's own disciplinary tradition and his/her favoured theoretical perspective, as well as the views and requirements of those who are daily involved with the delivery of law enforcement and related services that the HUP needs to address. Questions should be posed concerning the performance of staff and the structural features of the services that are currently being provided by stakeholders of the HUP. Finally, questions should be directed at establishing what is already known about law enforcement and crime prevention, what actions could be taken without further study and what important aspects of the HUP need clarification.

Based on these decisions it was decided that the research should study:

(i)   current service delivery by particularly stakeholders involved formally and informally in law enforcement;
(ii)   the relationship between the participating partners;
(iii)   experiences and perceptions of people utilizing law enforcement and related services provided by HUP stakeholders;
(iv)   experiences and perceptions of representative groups of commuters regarding crime and crime prevention activities in the areas served by the HUP; and
(v)   experiences and viewpoints of stakeholders on the development of HUP to date, elicited under the guidance of the research team.

27.4. Research design

As should be evident from the foregoing discussion that the research design that was finally decided upon can be described as **explorative-descriptive.** However, the design also reflected some of the following elements of **process evaluation** as described by Patton (1997)[2]:

- Process evaluation, 'focuses on the internal dynamics and actual operations of a program in an attempt to understand its strengths and weaknesses,'
- It takes its name from an emphasis on looking at how a product, service, or outcome is produced rather than on looking at the product itself; that is, it is an analysis of the processes whereby a programme produces the results it does.
- This type of evaluation is developmental, descriptive, continuous, flexible, and inductive.
- When using process evaluation evaluators seek to understand and describe the day-to-day realities of the setting being studied. As far as possible they unravel what is actually happening in a programme by looking for the major patterns and nuances that give the programme its character.
- Perceptions of people close to a particular evaluand/programme/service/initiative are usually included in process evaluations and a variety of perspectives may be sought from the people inside (staff and administrators) and outside (receipts or clients) about the programme. As Patton correctly points out, these differing perspectives can provide insights into program processes as experienced and understood by different people.

- A process evaluation often provides useful feedback during the developmental phase of a programme/service/initiative, as well as at a later stage of the programme's development, in providing information for the dissemination of a successful programme.

28. DATA COLLECTION METHODS

28.1. Introduction

In order to generate valid and credible data it was decided to employ both quantitative and qualitative research methodologies in the research. Only one method was utilized to gather quantitative data, namely, the social survey. In contrast several unstructured methods were used to collect data about people's experiences and perceptions, namely: face-to-face interviews, workshops, participant observation, and solicited and unsolicited documents.

28.1.1 Qualitative methods

The following data collection methods were used to reveal the research subjects'/participants' perceptions and experiences.

- Unstructured face-to-face interviews
  Unstructured interviews are conducted with the aid of an **interview guide** containing questions and themes that are important for the research (Schurink)[5]. Although the questions do not have to be asked in a particular sequence, the interviewers have to ensure that all the relevant themes are canvassed during the interview. An **officer interview guide** was therefore developed for this study and TAC and Crime Watch fieldworkers conducted interviews with SAPS members stationed at each of the satellite police stations. Schurink conducted interviews with the unit commanders of these stations, with police officials stationed at SAPS Durban Central (formerly C.R. Swart Square) and with representatives of the *Hamba Uphephile* crime prevention initiative.

- Documentary sources
  There is a rich variety of human documents at the disposal of the researcher. As it is used by different disciplines and for different reasons, the term 'human documents' is not easily defined. For the purposes of this study, the definition of Redfield (1945)[6] together with a few remarks of Plummer (1983)[7] will suffice.

  According to Redfield (1945:vii)[6], '[a] human or personal document is one in which the human and personal characteristics of somebody who is in some sense the author of the document find expression, so that through its means the reader of the document comes to know the author and his views of the events with which the document is concerned'.

Plummer (1983)[7] concludes that all approaches in which this method is used:

(i)   attempt to portray the subjects' naturalistic, subjective viewpoint and
(ii)   are not the second-rate reports of social scientists who claim adherence to external objective reality.

When qualitative researchers investigate a phenomenon, they often use solicited and/or unsolicited documents. Solicited documents are written by research participants at the request of the researcher according to a guideline incorporating general themes and/or questions. Unsolicited documents are those that have been produced without research in mind (e.g. newspaper reports, official records, minutes, letters, diaries and autobiographies).

This study used both solicited and unsolicited documents. With regard to the solicited documents the fieldworkers were given a guideline according to which they had to describe the activities they observed during their visits to the satellite police stations. The unsolicited

documents were mainly minutes of meetings, constitutions and other documents used by organisations.

- Participant observation
Participant observation generally refers to the process in which a researcher becomes involved in the lives of the people s/he studies, that is the researcher establishes and sustains some relationship with his/her research participants in their natural setting for the purpose of developing a scientific understanding of that setting. 'Essentially, participant observation can be described as a method whereby the researcher personally, to a greater or lesser extent, becomes part of the everyday eventualities of the subjects and can gain an understanding of their life world by observing, asking questions, listening and capturing information' (Schurink 1992:80)[8].

In this study the fieldworkers, and to a limited extent Schurink, interacted during observation at the satellite stations with police officials, members of the TAC and Crime Watch, and with members of the general public visiting the satellite police stations. More specifically, the fieldworkers and the researcher observed requests from members of the general public to the police officials and the latter's responses. The information obtained facilitated understanding of the everyday life of the research participants/subjects.

- Workshops
Several workshops reflecting some of the key features of qualitative and participatory research were held with representatives of stakeholders between May and September 2000. These included:

  - two workshops with representatives of safety and security agencies,
  - two workshops with representatives of the TAC, Crime Watch and SAPS,
  - one workshop with representatives of the TAC and the SAPS, and
  - one workshop with TAC board members in which key implications of the outcome of the TAC/SAPS meeting were discussed, as well as strategies to enhance interaction between TAC members and unit commanders in the areas of the respective satellite stations.

- Photographing
Although photographs are not routinely used in social science research, this form of data has in recent years been increasingly employed in, for example, areas such as the philosophy of art, ethnographic research, and studies of drama and stylistics (Lidz & Lidz 1989)[9]. Graphic documentation offers insights that enrich our understanding of social life.

Two categories of photographs can be distinguished, namely 'found photographs' and 'researcher-produced photographs' (Bogdan & Biklen 1992:142)[10]. In this study the latter type of photographs was utilized to assist the research team to remember factual detail and for scrutiny at a later stage. Photographs of the various satellite police stations were taken and a map of the project study area was constructed. These materials provide a description of the geographical area of the study as well as the locations of the respective satellite police stations.

28.1.2 Quantitative methods

Only one quantitative method, the social survey, was used in the research.

The social survey can justifiably claim to be one of the most sophisticated and frequently used data-collection methods in social sciences research conducted in Western industrial societies today. Jupp relates the current status of social surveys to the influence of statisticians: 'The use of probability theory in survey analysis and the formulation and refinement of techniques of statistical modeling have served to place social surveys at the center of the quantitative approach within social science research...(T) his close association with quantification, and also with the search for causes via the use of correlational and other statistical analysis, is paralleled in the loose association between surveys and positivism' (1989: 35)[11].

Schurink provides the following definition of the survey: 'Broadly the social survey involves the methods used to determine the incidence, scope and distribution of a particular social phenomenon at a particular time. Quantitative data in respect of the specific phenomenon are gathered from a sample of people in a specific community or target population so that the results can be generalized to the population at large' (1992: 73)[8].

28.2. Symbolic Interactionism as a theoretical framework

As outlined the methodological framework and data collection methods used in the research has been outlined, a brief remark on the theoretical perspective that guided the study is in order. As a relatively detailed description of symbolic interactionism is provided in Phase 2 and therefore the following will suffice here:

Symbolic interactionism requires the researcher to determine the way the actors, that is the people participating in the study, see and define the situation in which they finds themselves in and in which they come to behave as they do.

28.3. Conclusion

In this chapter the particular research design utilized in evaluating the Hamba Uphepile project is discussed. First, brief reference was made to the general evaluation approach used in the project. Second, a few important evaluation questions were outlined. Third, a number of decisions that had to be taken as to how to conduct a scientifically sound evaluation of the HUP, were discussed. Fourth, the research design and data collection methods used in the evaluation studies were described. Finally, the theoretical framework that guided both the qualitative and quantitative methods was briefly referred to.

29. A QUALITATIVE EVALUATION OF THE HAMBA UPHEPHILE PARTNERSHIP

29.1. Introduction and aim of the chapter

It goes without saying that an exercise attempting to strengthen an evaluand or partnership, which is striving to collectively address a social problem such as crime, will not be complete if it does not take cognisance of the experiences and perceptions of those involved in establishing the particular social service or intervention initiative. Consequently, the stakeholders' and researchers' experiences and thoughts on the partnership will be presented in this chapter. More particularly, these two role players' constructions of the HUP, as reflected in solicited documents, interviews and the evaluative workshop of 19 October 2000 will be presented.

The guidelines/themes used in the solicited documents were as follows:

> Please evaluate as objectively and as candidly as possible the Consortium's (the CSIR and HSRC) activities with regard to Hamba Uphephile. Do not hesitate to provide examples in order to substantiate your opinion. We will really welcome your criticism but would also appreciate any ideas/recommendations you may have on how the process needs to be taken further and/or how you think one could improve such a project elsewhere in the country or with regard to future similar projects in your part of the world. It should be noted that, according to research ethics I will not reveal or indicate the sources of our evaluation in the final report.

- Background
  An evaluation of the entire process that the Consortium followed is regained, that is getting all the stakeholders that are directly and indirectly involved with crime and security on board public transport and in the Warwick Junction and CBD areas of Durban (our study area) to come together, in an attempt to focus the Initiative. (in our case we have been trying to build stronger relationships, particularly between the formal—SAPS and DMP--and the informal crime prevention organizations--TAC and Chris Edmund's Crime Watch), to implement the Initiative to build capacity particularly for informal groups like the TAC, conducting research, and attempting to secure sustainability for the project. As you know we followed the so-called Focused UFE approach originally developed by Dr Patton, a prominent person in evaluation circles in the USA. Another important assumption of the UFE is that the stakeholders must be allowed to take the lead in the development of the programme, intervention, or strategy, like in our case to prevent crime. Finally, the evaluators/scientists must provide guidance as to the research that needs to be undertaken to develop, implement, and evaluate whatever is going to be developed.

- What are your views on the possibility that HUP could be hijacked by certain politicians or by certain people with particular personal agendas? What mechanism could one build in to prevent members misusing Hamba Uphephile or, for that matter the CPFs, to further particular political party or personal aims?

- Please indicate what value the project has , or could have in the future, for your organisation/Department.

29.2. Role players' construction of the Hamba Uphephile Partnership

29.2.1 Stakeholders' constructions of the Partnership

All members of the WG were requested to give their views on the crime prevention initiative. Only a small number of the WG provided the Research Team with their experiences and thoughts of the Initiative. Generally, the comments of the stakeholders only provided information on some of the themes. However, valuable insights were obtained on WG members' views of the HUP. These constructions are valuable, as are stakeholders' proposals for future similar co-operative crime prevention initiatives elsewhere in the country. As was mentioned in the two previous chapters, the actors' constructions of the HUP will be presented by giving excerpts from the material provided to the RT. Views and experiences shared during interviews and in the solicited documents were as follows:

29.3. Consortium (CSIR and HSRC) activities with regard to the Hamba Uphephile initiative

- I have been impressed by the commitment of your team. It is obvious that a lot of effort and personal time was put into this project. The unfortunate part is that there is no present leader in the Council who can take this project and continue with it. We are all committed to other functions that will hinder getting the job done. I would have liked to see the project continue at the same tempo, as before, once you withdraw.

- The process commenced well. There was a lot of enthusiasm and drive from the members. However it lost its momentum as we went along. The problem is that the chairmanship of the meeting urgently needs to be addressed. By this I mean that our chairman needs to be more assertive and needs to keep everyone focused. There are politicians that have their own agenda that they are driving. The members also have their own agendas.

- You have done a great job in getting the respective role players together. However, the project should have been introduced to the Council sooner in order to have got someone who could have taken charge of it. This would have helped the entire process a lot. You could not have known, and it is only now with the advantage of hindsight that we realise that you should have embarked on a different strategy in developing the project proposal and I understand the concerns that the project's aims and activities were regarded as vague and that it was felt that they first needed to be clearly formulated. The local stakeholders should have done more in this regard.

- Just one thing, as you have said, this whole thing has come a long way, (reaching a year now) it has been very 'airy fairy' but, from the feedback that we are getting, it is clear that it has come to a stage where we are not moving as fast as possible in resolving the various issues discussed in the workshops etc. We need now to put our plans together and see how we are going to combat crime in this area. After which we also need to tackle these issues one by one. Our ultimate goal is to make the WAT a crime free area. So if that is our focus, what are all the problems hindering us to achieve it? Then we all formulate a strategic plan together so that we can make progress. From there the next step is to put in the action plan of who, what, when, where and how.

- Getting people to get to know your perspective seems to be the right way to go. A lot of positive things will come out of it. It is also a good initiative, as it is a group of people doing something positive for the area. They feel involved in the upgrading. So you will have an extra spin-off from that.

- The 'prevention strategies' should have been defined and specific role players allocated and appointed with designated, planned duties. These role players should have 'bought in' totally. I believe that lazy or incompetent members of the SAPS resisted the programme.

- You got all the role players together. The CPFs are too involved in power plays and would have just messed up all the good work done. Car Watch had no role to play in safety on public transport.

- Organised crime prevention relating to safety on transport is not specifically addressed and is basically left to look after itself.

Hijacking of Hamba Uphephile by politicians and/or personal agendas and mechanisms to prevent it.

- Yes, it is possible, and I believe certain people have indirectly used it. Whenever politicians are involved this would naturally happen. However one also needs political support to get the project off the ground. I believe that once the project is up and running, politicians should be out of the management team. Should they have queries or problems these should be addressed through the management team.

- My personal view is that all the stakeholders that have been brought on board from the inception of this project, are the appropriate stakeholders, except for the Durban Business Chamber of Commerce which represents a large number of formal businessmen within the focus study area as well as private security companies in the CBD area which could have played a key role in sharing their personal experiences while protecting the formal businesses that are doing business in the area.

- My understanding of this whole project from its inception was that the Consortium was mandated by DACST to research initially in three provinces and then eventually in our province to establish the root causes of crime and to get a feel from stakeholders as to what preventative methods could be implemented to counteract and combat crime. The past 18 months has proven that the dedication and commitment by 90% of Hamba Uphephile stakeholders' each and every effort, is evident that not only was this exercise a necessity but that the Consortium was also professional in their approach.

  As I mentioned this is the case currently e.g. with members of the Committee (political and financial agendas). The attitude is 'what's in it for me?' Therefore a neutral, knowledgeable and assertive chairman is needed to steer this committee.

I attended quite a few of your meetings and I never thought that some members wanted to misuse the project.

29.3.1 Value of the project for local organisations/Departments

In terms of partnerships and networking, our crime prevention initiatives will be enhanced by the deployment of TAC members in the immediate vicinity of Berea Station. Their presence and activities will have a spin-off for our organisation in that:

- crimes will be reduced, commuter perceptions will be enhanced, rider-ship on trains will be increased, increase in fare revenue, and safe and secure transit environment.

- The City will most definitely benefit by the work you did. You have confirmed many ideas of the Safer Cities initiative.

- The study is valuable to the SAPS since we can use it in the feedback to satellite unit commanders on how an outside group conducted the study perceived the service that was rendered. They could then give attention to aspects where they were perceived as not performing well.

In addition to the 'evaluations' of the HUP obtained from the interviews and solicited documents, the following excerpts from the 'farewell' workshop held on 19 October provide insight into how members of the Working Group' assessed the Partnership, and tended to change their 'evaluations' during the discussions:

- I am very grateful to the HSRC, the CSIR and Goodenough. We have achieved a lot. Once the entire report is available we will have an idea of what we have achieved. DACST has done a lot more than anyone else. They have put safety and security on the agenda of local government. Whether alone or together the two partners have done a lot. The Consortium certainly succeeded in bringing us together. I believe a lot of good has been done.

- The WG has not been involved in the Commuter Survey conducted in October 1999. I want to thank the Consortium. We appreciate the way you take our criticisms. You have put safety on the agenda of the local government.

- People should wait for the final report. They can already take action. The City has always been helpful. Their response is better than that of other stakeholders represented in the WG.

- If we see certain stakeholders (involving in security provision in particular) failing, is there any way in which we could give more power to the DMP? However there is a need for us as stakeholders to continually strive to achieve something despite the reticence of some stakeholders.

29.3.2 The Consortium (CSIR and HSRC) constructions of the HUP

It goes without saying that on a number of occasions, including at meetings with the project's technical advisor during the course of the study, the RT discussed the project. As could be expected, each of the researcher's views and experiences of the project and of the extent to which it was successful varied during the course of the study. In addition, since the researchers belong to different research organisations which have their own scientific beliefs, it should also not come as a surprise that the various researchers' expectations and evaluations varied. Nevertheless, the following represents the respective researchers' 'evaluations' at the end of the project:

- Thinking back I would say it is far to claim some success with Hamba Uphephile. I feel that we fared rather well if one takes into consideration that we worked in an area that could certainly not be seen as stable; there is a lot of crime in the areas we worked in. People are fearful of becoming crime victims. The official law enforcement agencies, namely the SAPS and the DMP are still caught up in structural changes and are battling with organisational adaptations and the implementation of the Government's community policing policy and, on top of everything, they need to look after many different community members' needs while they often have limited resources and have to work with many staff members that are still in a learning curve.

  In addition, the study area has multiple cultures, each with its own values and beliefs and political agendas. I think it must be appreciated that it is no small task to identify stakeholders that would be interested in coming on board a crime prevention partnership with other role players, with some of whom they had had differences in the past and people who have radically different views on socio-development, law enforcement, crime and crime prevention.

  In my view we have made modest contributions on the following levels: crime prevention, policing, local government, governance and social policy. In my view we leave a lot of very valuable material behind that should be of assistance not only to Hamba Uphephile but also to various local role players.

- We also contributed to local evaluation studies, particularly in the area of theory, methodology and community empowerment. I feel that the project's lessons as well as the challenges it identified will prove to be of value to students who want to further their personal studies in these areas.
- Of course, I am also somewhat disappointed that we could not have done more. Perhaps we were to idealistic. We had too many expectations and did not appreciate the complexity of the many challenges we had to face. There were just too many unexpected things we had to manage and we had too little money and time to deal with them..
- One of the valuable lessons learnt is that participatory research methods needs time and resources (a lot of it!). At the start of the project the momentum was good and the stakeholder participation was at its peak but it decreased as time went on. However, the research team was committed to the process and the sustainability of the project was one of the main objectives. Given the level of interaction between the research team and the Durban Metropolitan Council, indications are positive that the initiative will continue.

- One of the most valuable contributions of the study is the fact that, for the first time, public transport security issues have been put on the agenda. The community members indicated their gratitude to the fact that their voices could also be heard and they are hopeful that something is going to be done about safety.

29.4. Lessons and challenges

The experiences and perceptions presented in this chapter have provided important lessons and challenges.

- Involvement, understanding and support from key stakeholders
  Lesson: It was not possible to get continuous and committed support from all the stakeholders. The most obvious examples were the SAPS and the taxi sector.

The reasons why their continuous assistance could not be obtained could be related to internal problems they both have been faced with for quite some time. Other stakeholders showed commitment but didn't fully understand what the project was trying to achieve. Finally, it seems as if certain stakeholders wanted the project to become involved in the day-to-day operations of policing and law enforcement.

Challenge: It is clear that in developmental and evaluative projects every attempt needs to be made to formalise the respective role players and their responsibilities. Developing an acceptable protocol is imperative for the successful establishment of a co-operative stakeholder crime prevention initiative. The partners need to pledge their support for the Partnership. In order to build a solid foundation for the various responsibilities and roles that need to be performed, it is necessary to ensure that the protocol is brought as close as possible to the realities of the social worlds of all the sectors affected by the social problem that needs to be addressed. It seems advisable to first reconstruct the key decisions and actions that need to be taken and unpack in dealing with the problem. Differently put some process evaluation needs to be undertaken.

- Scientific beliefs, research methods and evaluation paradigms
Lesson: The Consortium's initiative, which was undertaken by CSIR, and HSRC researchers who are trained in different science paradigms reflecting different and conflicting ontological, epistemological, theoretical and methodological beliefs, made a successful arrangement and succeeded in incorporating their different assumptions and values of science in the HUP. After the RT considered the conventional and alternative paradigms carefully it was decided to utilize both these approaches' sets of intellectual worldviews in the project. It was eventually decided to use Patton's (1997) UFE approach since it makes provision for using both qualitative and quantitative data collection methods.

Challenge: While the UFE shows great promise in the development, implementation, and evaluation of crime prevention Partnerships there are a number of issues that need to be looked at. The most important concerns are: (i) To what extent must the researcher /evaluators guide the stakeholders, and what do researchers do when stakeholders are hesitant to take the initiative? (ii) How do researchers manage the personal and particular community sentiments that are imbedded in the actors involved in the partnership?

- Identifying and involving stakeholders
Lesson: It is important to identify and decide whether and to what extent stakeholders will be involved in the intended initiative. Multiple interests feature in any evaluation.

Challenge: How does one identify and organize stakeholders to participate in an evaluation in a way that is sensitive to and respectful of these varied interests. How does one within the time and staff limitations answer everyone's questions or give full attention to all possible issues that stakeholders want to see addressed by the evaluand? While one obviously needs to narrow the intended intervention in order to focus the intended initiative many stakeholders with different expectations will still be involved. Perhaps it could be considered to initially arrange a workshop representing stakeholders of various constituencies to decide whose issues and questions will be given priority in the initiative in order to maximize its utility. This strategy needs to be considered in further developmental and evaluation research.

- Addressing societal values

  Lesson: The stakeholders have their own values and the values of particular societal groups to which they belong or businesses they pursue. Consequently the various social, cultural and political interests that are imbedded in the area where the intervention is launched at least implicitly played some role in the construction and evaluation of the Hamba Uphephile crime prevention Partnership.

  Challenge: While stakeholders' personal sentiments and values of the groups that they are members of can clearly not be removed, all attempts must be made to develop the necessary instruments and structures to ensure that the partners don't misuse their crime prevention partnership to promote personal or other group values.

29.5. Conclusion

The stakeholders' and researchers' experiences and thoughts on the partnership were presented in this chapter. These perspectives shared the view that although Hamba Uphephile did not fulfil all the stakeholders and researchers expectations it achieved some success. Its most important **successes** were:

- Getting key Durban stakeholders in the fields of crime prevention and public transportation together. It created the opportunity for certain stakeholders that would normally not interact to discuss problems on board public transport modes and in the Warwick Junction and CBD area of Durban.

- The UFE approach that was used as framework in the project enabled the researchers who are trained in different science paradigms reflecting different and conflicting ontological, epistemological, theoretical and methodological beliefs, to incorporate their different assumptions and values of science successfully. In addition, it provided an acceptable framework for using both qualitative and quantitative data collection methods.

- It is a good initiative as it is a group of people doing something positive for the area. They feel involved in the upgrading of their communities.

- The project has some value to local stakeholders and the departments and institutions they represent.

- The researchers have put safety and security on the agenda of local government.

- The project modestly contributed to crime prevention, policing, local government, governance and social policy.

- A lot of very valuable material has been collected and collated that should be of assistance not only to Hamba Uphephile but also to various local role players.

- The project contributed to local evaluation study and particulary in the area of theory, methodology and community empowerment.

- It is far to claim some success with Hamba Uphephile particularly in the light of the fact that it was launched in areas and times that could certainly not be seen as stable.

- The researchers leave a lot of very valuable material behind that should be of assistance not only to Hamba Uphephile but also to various local role players.

- The research participants' viewpoints and experiences pointed to the following **shortcomings**:

- Inability to ensure continuous and committed support from all the stakeholders.

- The project should have been introduced to the Council sooner in order to get someone who could have taken charge of it.

- Unrealistic expectations of stakeholders as to the viability of the HUP. Certain stakeholders wanted the project to become involved in the day-to-day operations of policing and law enforcement.

- Local stakeholders should have taken more initiative.

  Specific and strategic plans to combat and prevent crime were not developed and implemented. 'Prevention strategies' should have been defined and specific role players allocated and appointed with designated planned duties.

- Organised crime prevention relating to safety on transport was not specifically addressed and was basically left to look after itself.

- The past 18 months have proven the dedication and commitment of 90% of HUP stakeholders' each and every effort and it is therefore evident that not only was this exercise a necessity but that the Consortium was also professional in their approach.

- Hamba Uphephile was to some extent misused by politician and/or personal agendas

- The WG could have been more involved in the research, e.g. the survey.

In developmental and evaluative projects every attempt needs to be made to formalise the respective role players and their responsibilities. Developing an acceptable protocol is imperative for the successful establishment of a co-operative stakeholder crime prevention initiative. Other issues that need to be addressed include: To what extent must the researcher /evaluators guide the stakeholders, and what do researchers do when stakeholders are hesitant to take the initiative? How do researchers manage the personal and particular community sentiments that are imbedded in the actors involved in the partnership? How does one identify and organise stakeholders to participate in an evaluation in a way that is sensitive to and respectful of these varied interests. How does one within the time and staff limitations answer everyone's questions or give full attention to all possible issues that stakeholders want to see addressed by the evaluand?

30. DURBAN COMMUTER SURVEY

30.1. Background

In October 1999 the CSIR undertook a survey of Durban commuters to validate the findings found in the Phase 1 study.

A limited amount of research has been conducted in the area of crime on-board public transport in a South African context. It was therefore decided to undertake a quantitative assessment of this issue.

30.1.1 Objectives of the survey

As indicated above, in October 1999 the CSIR conducted a survey in the Berea/Warwick Junction study area in order to determine:

- The extent of crime experienced by commuters, either whilst getting to and from the system, travelling on the system or being in the system (i.e. waiting for a taxi);
- The extent of crime witnessed on the transport system, i.e. where exactly the crime had been witnessed;
- The types of crimes perpetrated and witnessed on the system;
- The level of reporting of crime once being effected or witnessed, and lastly
- Commuters' views on which agency should be responsible for their travelling safety.

As a last point, the Phase 1 Report identified a number of issues that were raised by the focus groups regarding crime and crime prevention on public transport. For example, on-board crime on commuter buses was negligible. Another objective of the survey was to validate the findings of the Phase 1 report and therefore to support the conclusions made in that report.

30.1.2 Methodology

The methodology utilised in this survey was the interview technique, which was based on structured questions contained in a survey form. The enumerators followed the following protocol:

- All commuters in all areas within the study area were potential interviewees
- Interviewees were to be selected to cover the range of individuals using the MI, in terms of their race, gender, age, etc.,
- All demographic groups (except persons between the ages of zero and 14 years) of the population were to be given the opportunity of being interviewed, with no consideration being given to race, gender, age etc.

In giving the opportunity of potential interviewees to share their views, the enumerators did not take into consideration whether or not the interviewees had paid the correct fare (or had evaded paying altogether) for the transport mode that they were using. The research team (RT) decided that the asking of such questions could jeopardise the results. The enumerators were not acting as enforcement officials but were only collecting information on commuters' views on crime on public transport.

30.2. Berea/Warwick Junction study area

From several discussions with informal and formal stakeholders involved in public transportation and security in Durban, an area was identified that could be used as the study area. The area identified is indicated in Figure 30.1.
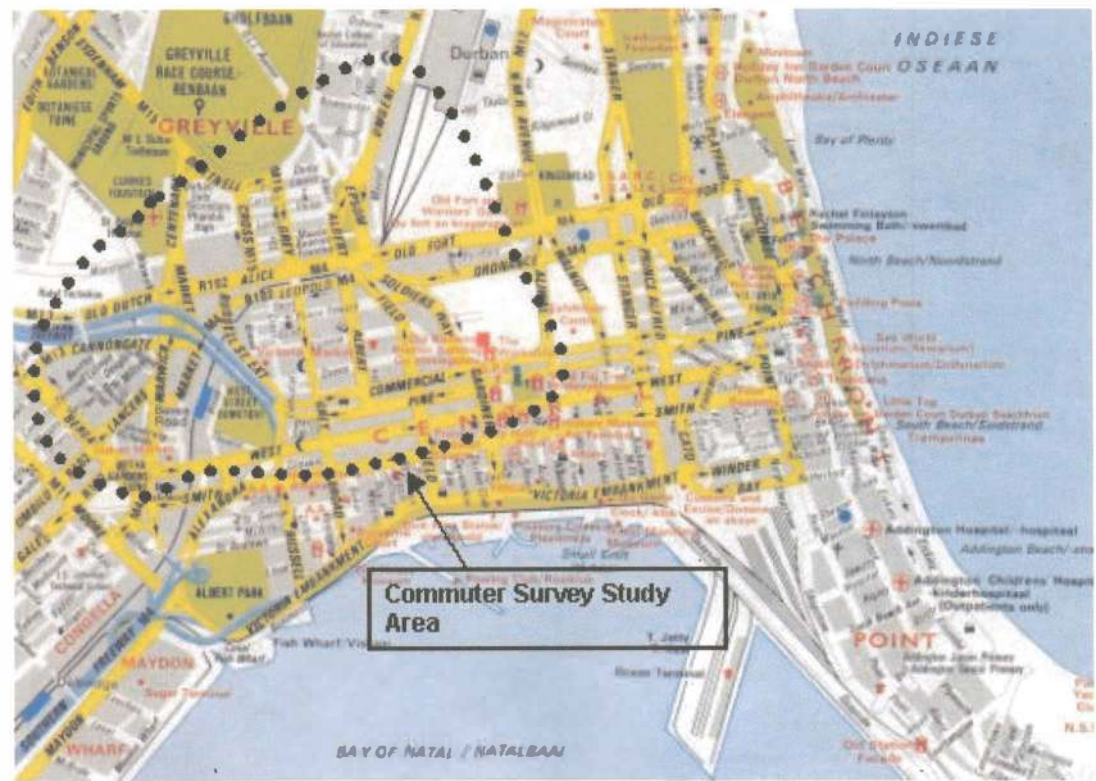

Figure 30.1:   The study area

Characteristics of the study area are:

- The Berea/Warwick Junction area represents the busiest modal interchange in the Durban Metropolitan Area.
- Approximately 300,000 persons pass through the area on a daily basis (this figure will need to be confirmed).
- All modes of transport pass through the study area, including Spoornet rail services
- The majority of suburbs/townships in the Durban Metropolitan area can be reached directly from the study area.

30.3. Population grouping

This section briefly describes the demographics of the respondents surveyed.

The population grouping (according to race) of all respondents is illustrated in Figures 30.2 and 30.3.
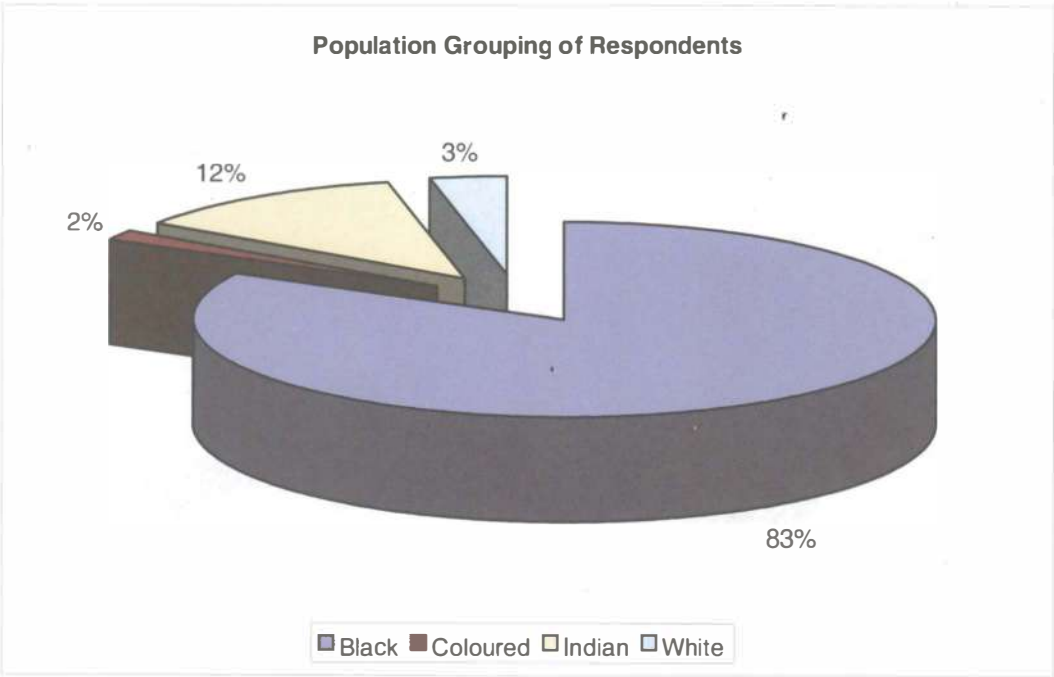
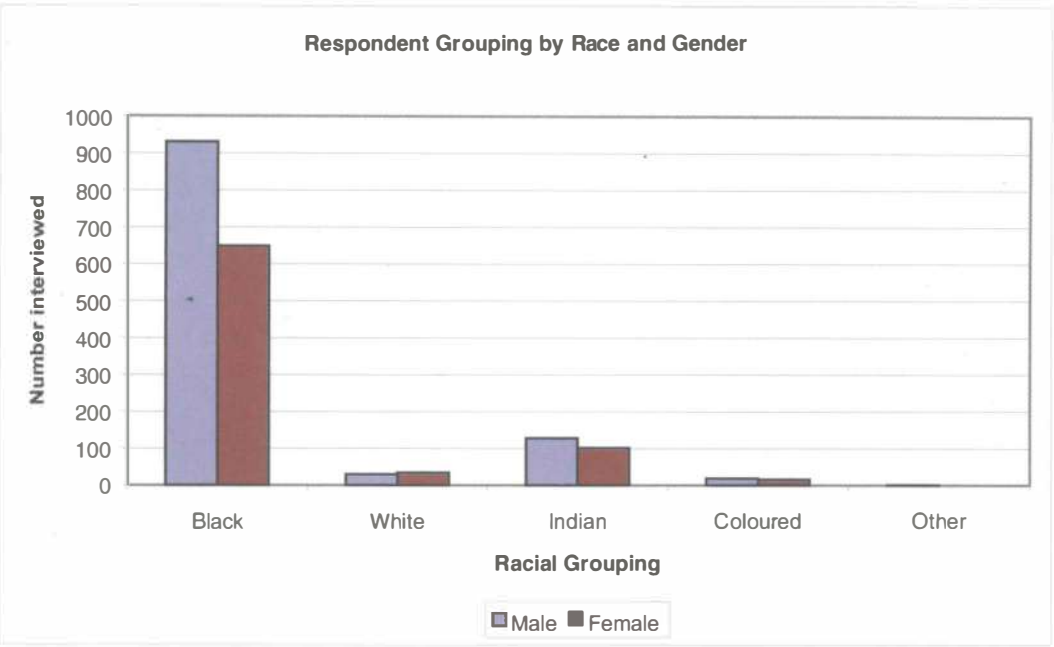**Figure 30.2: Population Grouping of All Respondents**

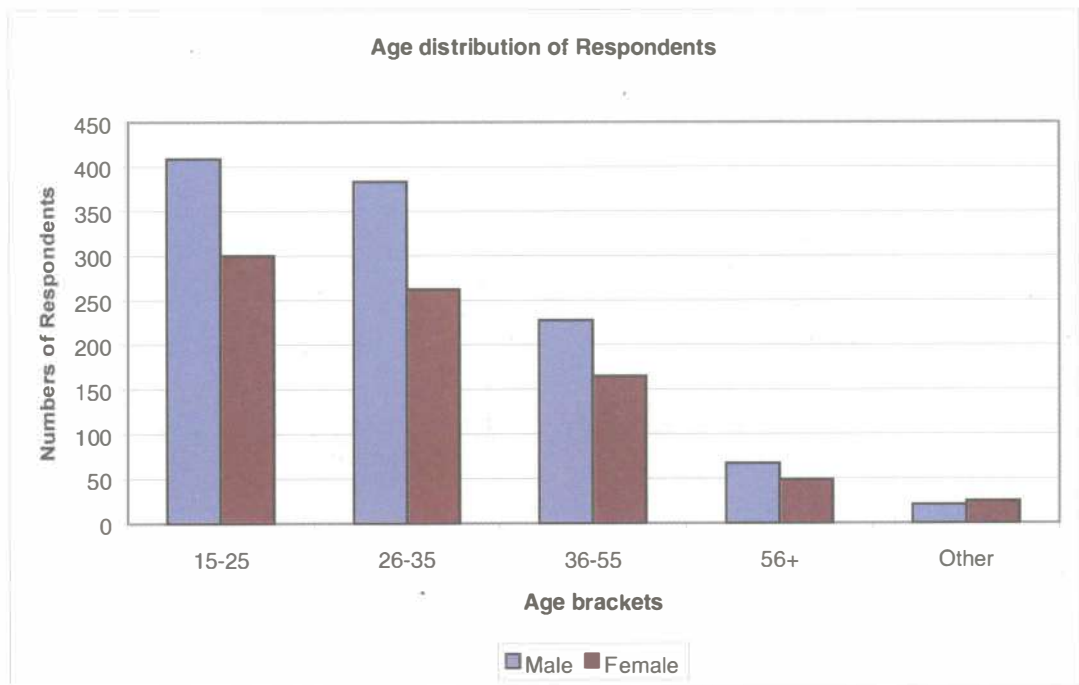**Figure 30.3: Racial grouping of Respondents**

Figure 30.4:   Age distribution of Respondents

Discussion from Figures 30.2, 30.3 and 30.4:

- The percentages/absolute numbers indicate clearly that the vast majority of respondents were African/black.
- The Indian racial group took second place, consisting 12 per cent of the total with white (3 per cent) and coloured (2 per cent) being the smaller groups of respondents.
- In all racial groupings (with the exception of white) male respondents outnumbered female respondents. Overall (i.e. for all racial groups) a total of 1107 (58 per cent) males were interviewed and 801 (42 per cent) females.
- With regard to the age distribution of the respondents, it is quite clear that the ages of the majority of respondents fall in the economically active age bracket (i.e. 15 – 55 years).
- In all age brackets the number of male respondents exceeded those of females.

30.3.1 Durban demographics
Demographic statistics (estimate year 2000) obtained from the Durban Metropolitan Council are illustrated in Figure 30.5.
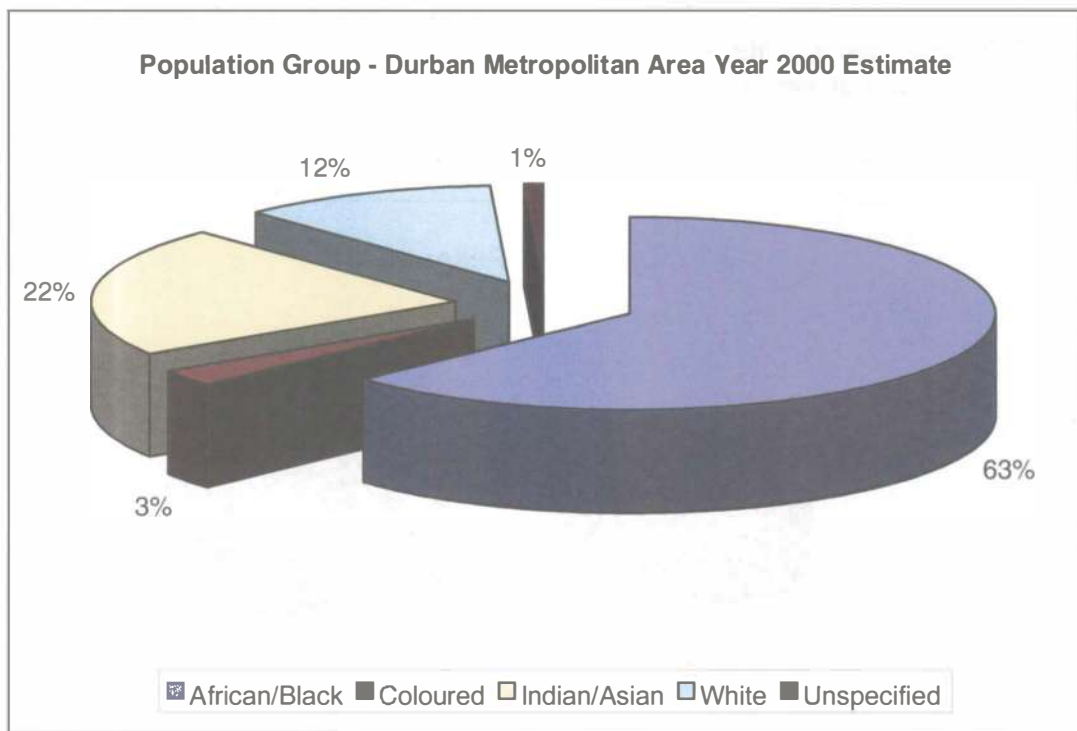
Population Group - Durban Metropolitan Area Year 2000 Estimate

12% 1%

22%

3%

63%

African/Black ■Coloured □Indian/Asian □White ■Unspecified

Figure 30.5:   Durban Metropolitan Area Demographics

Discussion from Figure 30.5:

- The African/black population group is the largest population group surveyed, constituting 63 per cent of the population   in the Durban Metropolitan Area, with the Indian population group, being the second largest population group at 22 per cent
- Our distribution of respondents reflects the population figures as supplied by the Durban Metropolitan Council.   Representivity is, however, skewed in our sample in favour of African/Blacks (83 per cent) compared with Indians (12 per cent).   This is almost certainly due to the larger number of blacks captive to public transport, and the relatively high car ownership among Indians, which implies that more blacks and fewer Indians will make use of the MI.
- The white population group represents 11,5 per cent of the population in the Durban Metropolitan area, but only 3 per cent of our sample. There are a number of reasons for this apparent anomaly:
  o   The white population group tends to rely solely on private means of transportation to and from the city.
  o   A significant proportion of the white population group is in the higher income group and consequently has access to private transportation.
  o   The density of public transport is far less in the formerly 'white' suburbs than in the townships and
  o   The formerly 'white' suburbs have a low level of public transport connectivity with the study area
  o   The coloured population is very similar in representation in Durban (3 per cent) and our sample (2 per cent).

One can conclude, therefore that the respondent sample was probably a fair representation of the commuters passing through the MI.

30.3.2 Gender of respondents

Figure 30.6 illustrates the gender of the respondents
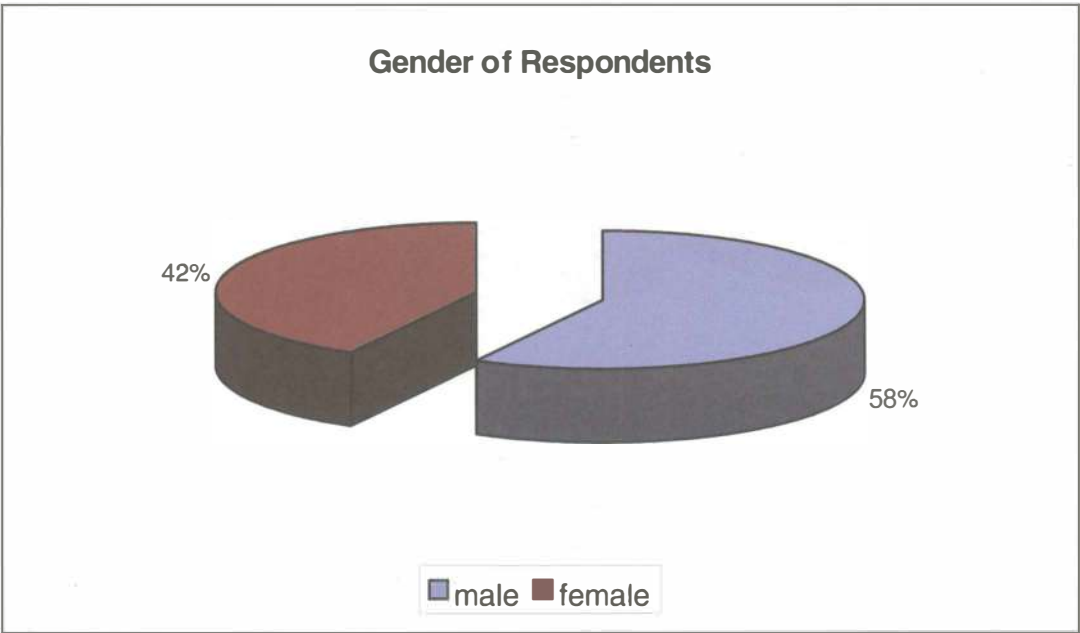
Discussion from Figure 30.6:

Figure 30.6:   Gender of Respondents

- Approximately 58 per cent (1107) of the respondents were male and percentage of 42 per cent (802) were female.
- These gender percentages are the reverse of those for the Durban Metro as a whole. Population estimates (for the year 2000) obtained from the Economic Development Unit of the Durban Metro Council placed females as constituting 51 per cent and Males 49 . per cent. Possible reasons for the different gender makeup of the respondents were that:

  o   More males were in or transiting the study area, either on the way to work or looking for work.
  o   The main 'formal' shopping area of Durban, i.e. along West Street, was not surveyed as it lay on outside of the study area as defined in the Commuter Survey.   If this area had been surveyed it may have influenced the gender breakdown.

30.3.3 Modes used

Various modes of transport were used by the respondents to travel to and from the study area. This section discusses the transport modes used to reach (and not from) the study area and also gives further insight into the reasons why commuters may have changed their transport mode of travel in the recent past.

Figure 30.7 indicates the transport mode used on the day of interview. In absolute numbers:

o Minibus taxi	569	Commuter rail	643
o Commuter bus	543	Car	76
o Walked	69	Undisclosed	8

Total = 1908
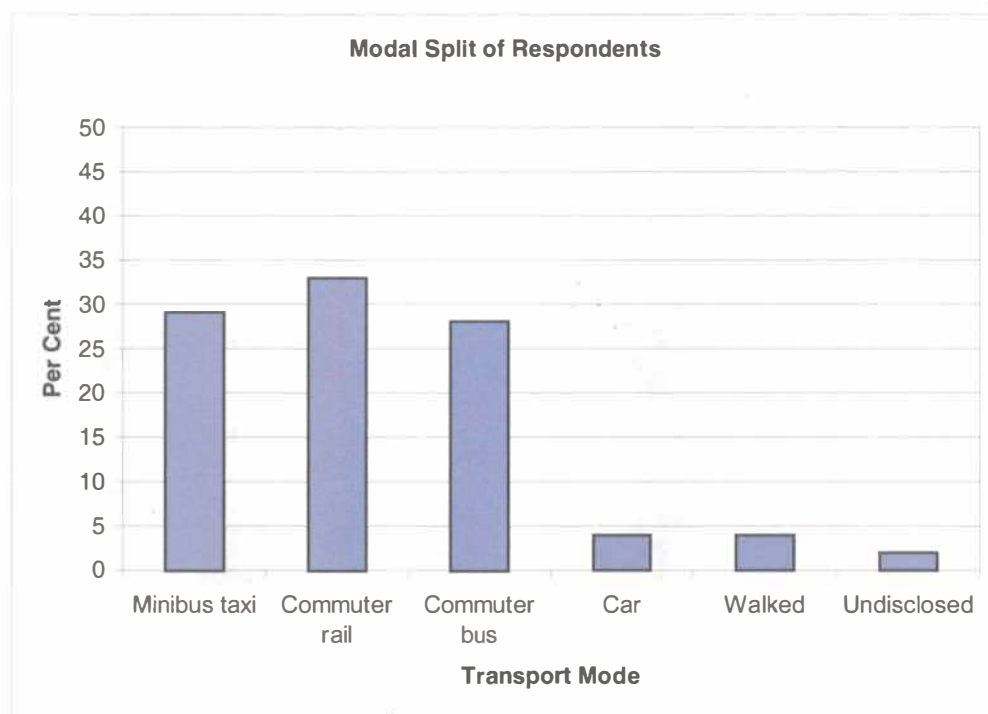
Modal Split of Respondents

Figure 30.7:   Transport mode used to reach the Modal Interchange

Discussion of Figure 30.7

- Approximately 33 per cent of the interviewees had used commuter rail to reach the MI on the day of the interview. This was followed by 29 per cent who had used minibus taxis and 28 per cent who had used commuter buses. The percentage of interviewees who had used a motor car or walked were equal at 4 per cent.

- The proportions, as presented in Figure 30.7, differ from results of the Durban Central Area Public Transport Survey Overview[12] (published in September 1999). On page 7 of that report, it indicated that public transport trips based on commuter rail constituted 13 per cent, bus 31 per cent and minibus taxi 56 per cent. That report therefore places the minibus taxi as the primary mode of personal trips into/out of the study area. Possible reasons for this difference may be that:

  o The study areas differed, in that the study area used in the Durban Central Area Public Transport Survey Overview was significantly larger than that used in the study presented here.

  o The survey enumerators involved in the October 1999 survey were on foot and circulated throughout the survey area, interviewing as they went. They were not stationed at fixed locations, interviewing respondents who actually passed the MI.

30.4. Racial grouping and mode used

The modes used by the various racial groups are illustrated in Figure 30.8.
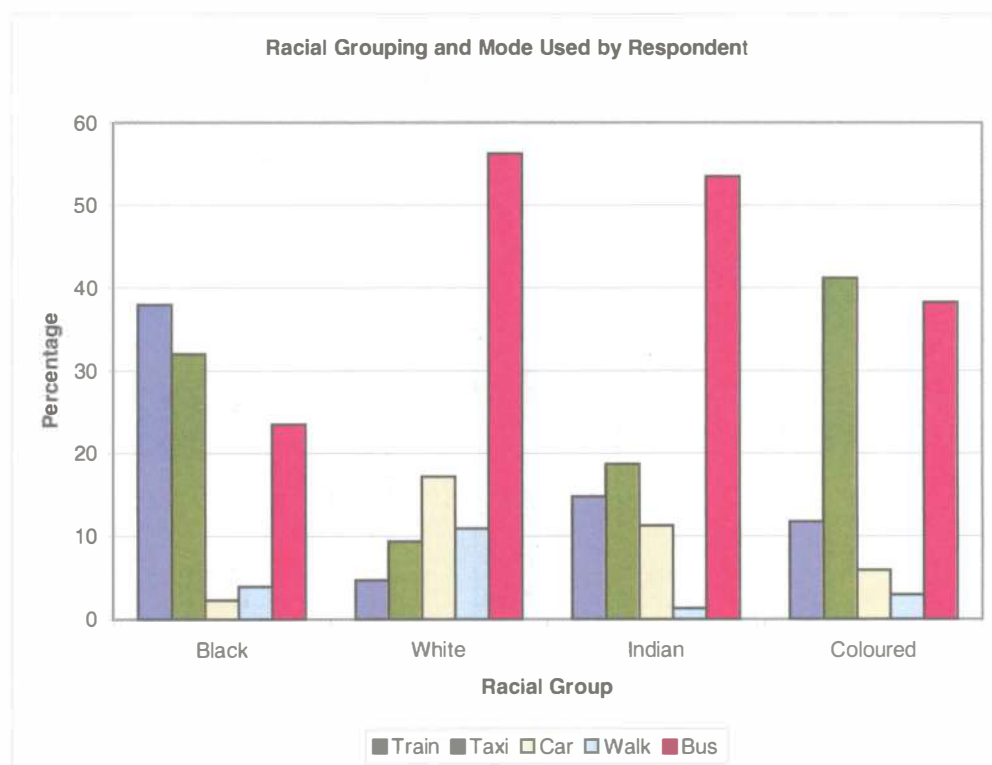
Figure 30.8: The modes of transport used by various racial groups

Key points can be noted as:

- The percentages and transport mode used do have a relationship as to where the respondent works or resides and its locational connectivity with public transport. For example, the minibus taxi and bus were the primary modes used by the coloured respondents. This is because there are few rail services connecting to the coloured townships (e.g. Wentworth). This can be contrasted with the commuter rail connections from the black townships (e.g. Umlazi) which resulted in this mode of transport being used by the largest proportion of black respondents.
- Buses transported the largest proportion of White and Indian respondents. This could be indicative of economic status (in that commuter rail transport is perceived to be the mode of transport for the less well off) as well as residential location (the former black townships are served by rail, whereas most other residential areas are not).
- In the white group the proportion of respondents who used cars (private mode) was the highest of all the racial groupings. This is also indicative of the economic status of that group.
- The minibus taxis were used the second largest proportion of respondents in all racial group except the white racial group.
- The number of respondents who walked was highest in the white group. The number of respondents who walked could also be indicative of where they resided in relation to where one is going, i.e. they could live in Berea and work the Central Business District. It would not be feasible for the majority of black commuters to walk to/from their residences in the townships, which are situated many kms away from the study area.

30.5. Bus ownership

The phase 1 research found that Indian bus operators provided a significant proportion of the bus transport in Durban. During the October 1999 survey it was decided to gauge just how many of the respondents who indicated that they had travelled by bus to the study area, used bus services owned and/or operated by Indians.

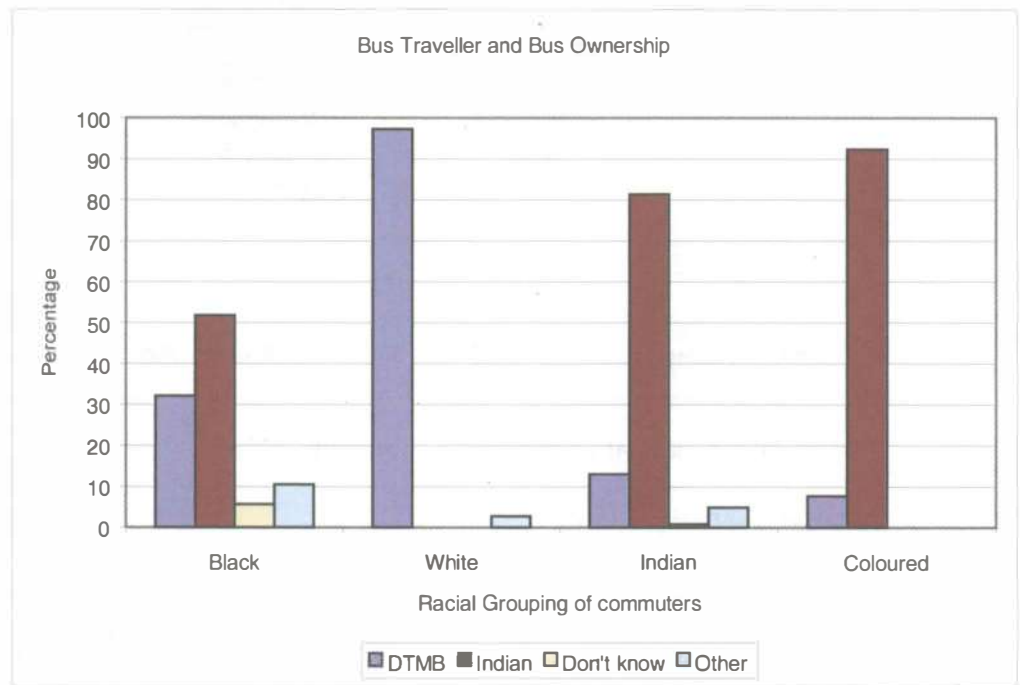The racial group of passenger and bus operators are graphically illustrated in Figure 30.9.

Figure 30.9: Racial groups of passengers and bus operator used to the survey area

Key points from Figure 30.9:

- None of the white respondents used Indian bus services during the survey period. This could indicate that such services do not operate in the white suburbs. Among the white racial group, more than 90 per cent of the respondents who used buses to the survey area used the services of the DMTB.
- The predominant use of the DMTB bus services white group could also be indicative of the expected level of service that should be provided. There may be perceptions among the white group that the level of service offered by Indian operated buses is not as high as that offered by the services of the DMTB.
- The dominance of the Indian bus services as used by the black, Indian and coloured respondents is very clear. This dominance may be based on fare differences between Indian bus services and those of the DMTB. Discussions confirmed that the Indian Buses operated in the study area are cheaper than DMTB.

30.5.1 Changing Modes

As the purpose of the survey was to gauge the effect of crime on commuters, a question was added to ascertain how many respondents had changed to a different transport mode in the period from January 1999. The responses to this question are indicated in Figure 30.10.
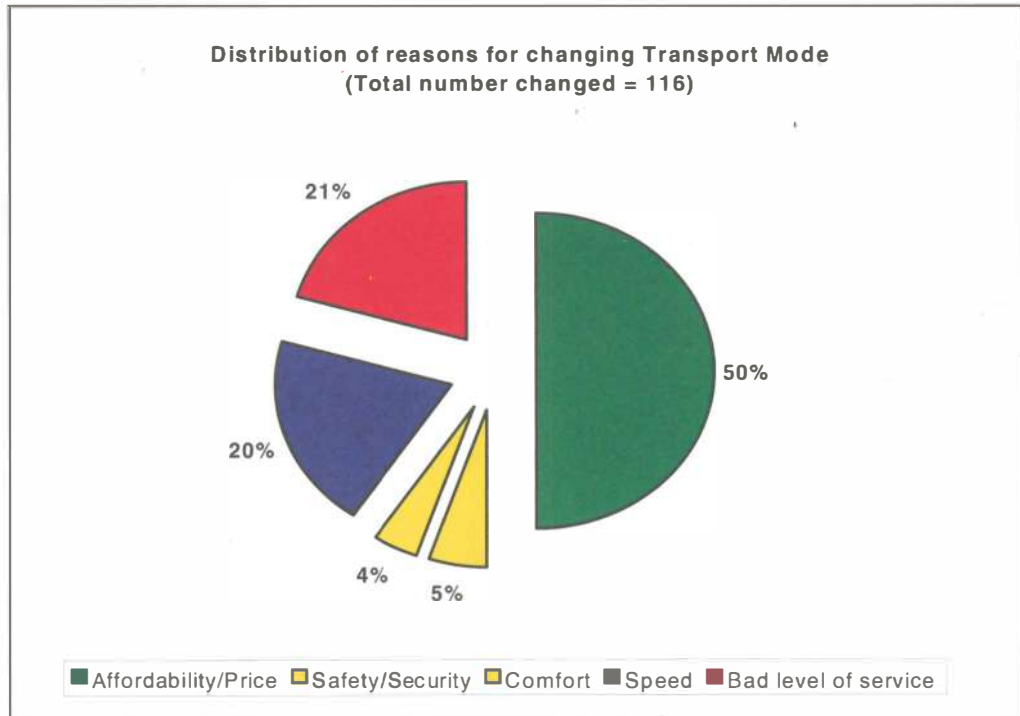
**Distribution of reasons for changing Transport Mode
(Total number changed = 116)**

21%

50%

20%

4%   5%

■Affordability/Price ■Safety/Security □Comfort ■Speed ■Bad level of service

Figure 30.10:   Modal Change of Respondents

Discussion of Figure 30.10:

- Of the 1908 people surveyed only 116 (6 per cent) of the respondents said that they had changed transport mode in the period from January 1999 to the date of survey.

Of the 116 respondents who did change mode:

- Very few people, six in total (approximately 5 per cent), said that they changed their mode of travel because of inadequate personal safety and/or security. Thus personal safety/security was not given the highest high priority when making a choice of transport mode.
- A significant proportion (50 per cent) of the respondents who had changed their usual mode of travel, placed price as the highest determinant of the transport mode to be used. Therefore of the people who stated they had changed, the swing was to that mode which offered the cheapest 'financial" cost. It is important to mention here that:

  o   There is an indication that the majority of the public transport users are captive to the cheapest mode.
  o   The majority of commuters only consider financial cost as the main cost determinant when using a particular mode. They do not realise that the true travel costs are made up of other components, such as time, personal security, etc.

- The low numbers of those who had changed the use they made of a particular mode of transport and indicated that this was on account of personal security, implies that the majority of people will change to the cheapest mode, irrespective of the level of personal safety and security on that mode. Furthermore, most of

those who had personally experienced crime whilst travelling are unlikely to change their travel patterns because they are still captive to the cheapest mode.

30.6. Victims of crime

This section presents the responses of those respondents who had personally experienced a crime whilst using public transportation during the period January 1999 to the date of the survey. In other words, these respondents were 'victims'.

Of the 1908 respondents, 303 had personally been victims of crime on public transportation. This means that approximately 16 per cent or 1 in 6 of the respondents interviewed had personally been a victim of a crime incident. With regard to gender breakdown, 203 (67 per cent) of the respondents who were victims were male and the remaining 100 (33 per cent) were female.

30.6.1 Population grouping of crime victims

Figures 30.11 and 30.12 illustrate the population grouping of the respondents who had personally been victims of crime on public transport.
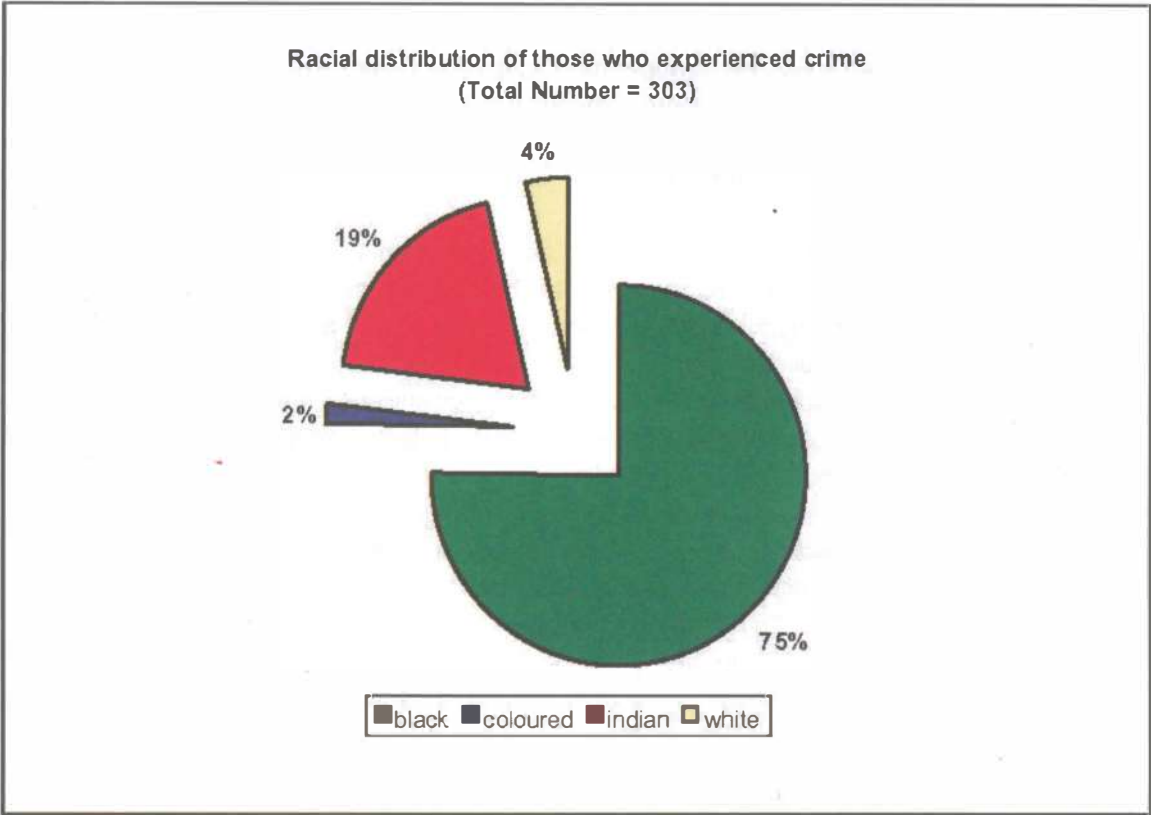
Figure 30.11:   Population Grouping of Public Transport Crime Victims

Discussion of Figure 30.11:

- It is evident that the African/black population group, the largest population group using public transport, also recorded the largest number of respondents who had personally experienced crime, 228 of the 303 (or 75 per cent).
- Nineteen per cent of those who had personally experienced crime on public transport were from the Indian population group.
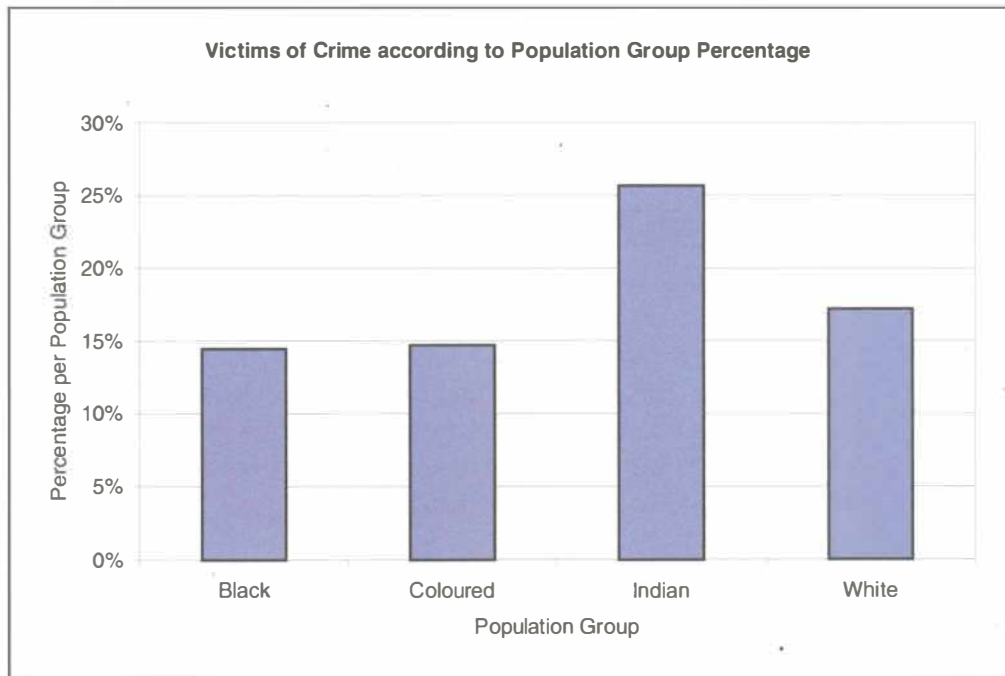
Figure 30.12: **Percentage per Population Group who personally experienced crime on public transportation**

Discussion of Figure 30.12:

- 228 of the 1579 African/black respondents had personally experienced crime. This figure represents 14 per cent of the African/black respondents. The corresponding statistics for Coloured, Indian and White are 14, 26 and 17 per cent respectively.
- It is apparent that the African/black population group is the least targeted when it comes to crime on public transport. In fact, 1 in every 7 African/black commuters surveyed had been a victim of crime on public transport, by comparison to 1 in every 4 Indians.
- Possible reasons for the higher incidence of victims amongst the Indian population group (in particular) are:
  - They are more susceptible to intimidation from the larger population group (this is assuming that the crimes were perpetrated by members of the larger population group). It should be noted that questions regarding the population group of the perpetrator were not asked as part of the survey and therefore this assumption could be incorrect.
  - If the potential for crime is influenced by economic factors, it could be that those commuters who are seen as being part of the higher economic strata (i.e. in employment) and likely to have more money on them, have a greater probability of being seen as potential victims by the perpetrator.

30.6.2 Age grouping and victimisation

Figure 30.13 illustrates the age distribution of respondents who had been victims of crime.
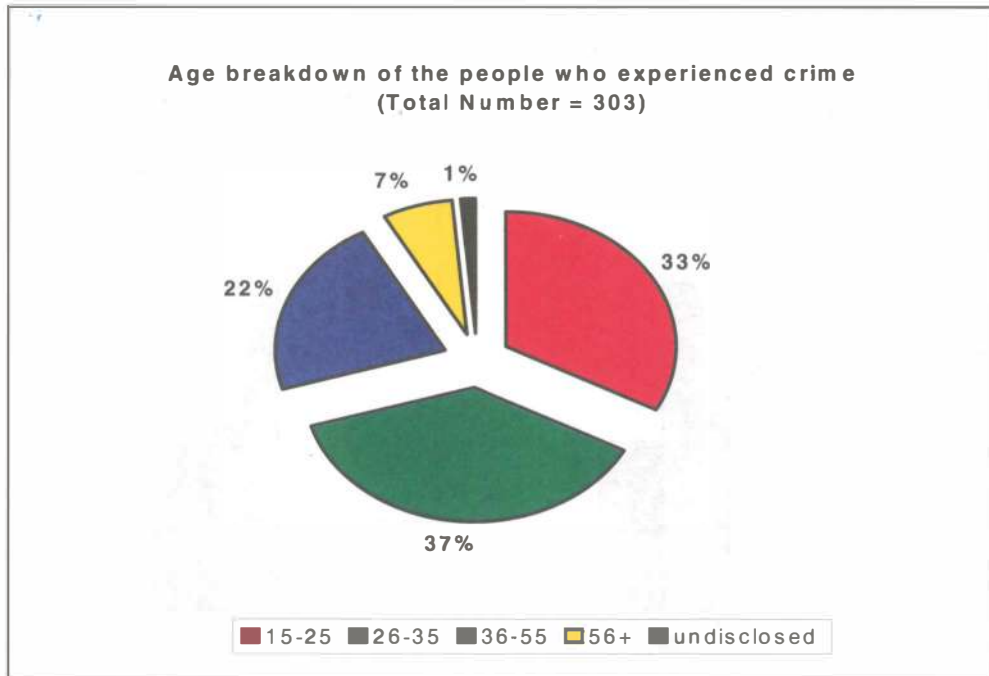
Figure 30.13:   Age breakdown of public transport victims surveyed

Discussion from Figure 30.13:

- Respondent victims came from all age groups.
- The majority of victims (70 per cent) were in the   26 – 35 age bracket. It should be noted that persons younger than 15 years were not surveyed (therefore the survey excluded the views of scholars).
- Again, if   personal economics are an influence on crime, persons within the economically active age brackets are likely to be targeted.
- It was also noted that, in terms of absolute numbers, both males and females in the 15-25 and 26-36 age brackets are the most targeted.

30.7. Gender Distribution

Figure 30.14 indicates the gender distribution of respondents who personally experienced crime.

Key points can be listed as:
- Male respondents who were victims (in all racial groupings) exceeded the number of female victims by far. It can be seen that all of the coloured victims were male
- 82 per cent of respondents from the white group who had been victims were male. This could be because males are perceived as likely to have more money on them than females. Additional reasons are also in section 5.14.1.
- Over 30 per cent of the victims in the Black and Indian groups were women.

    o   There may be a perception that males have a higher incidence of being economically active and this reason could also shed some light as to the higher incidence of males being the victims of public transport crimes.

Figure 30.14: Gender Distribution of Victims

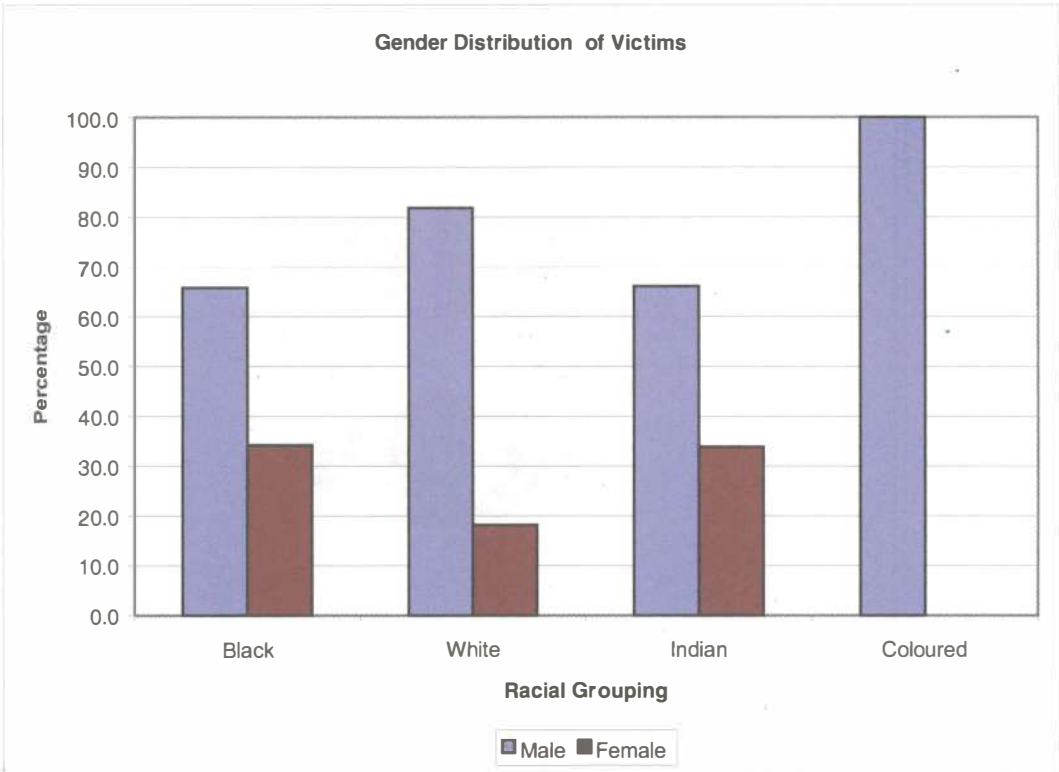### 30.7.1 Victims of particular types of crime

Figure 30.15 presents the types of crime experienced by victims surveyed (Figure 30.16 presents the information in percentages).
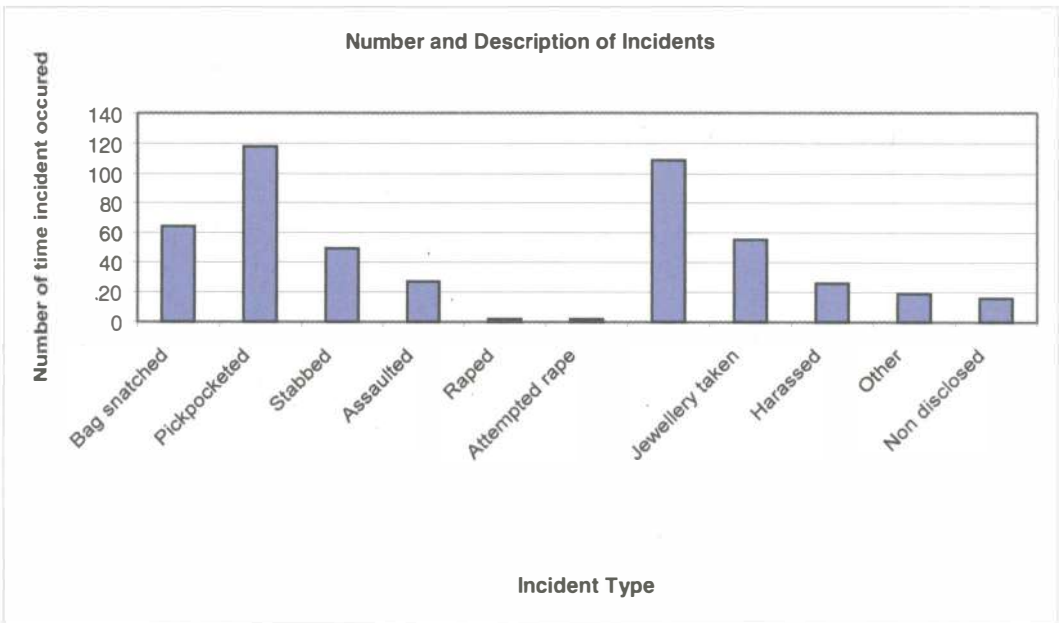

Figure 30.15: Number and description of criminal incidents on public transportation

Criminal Incidents
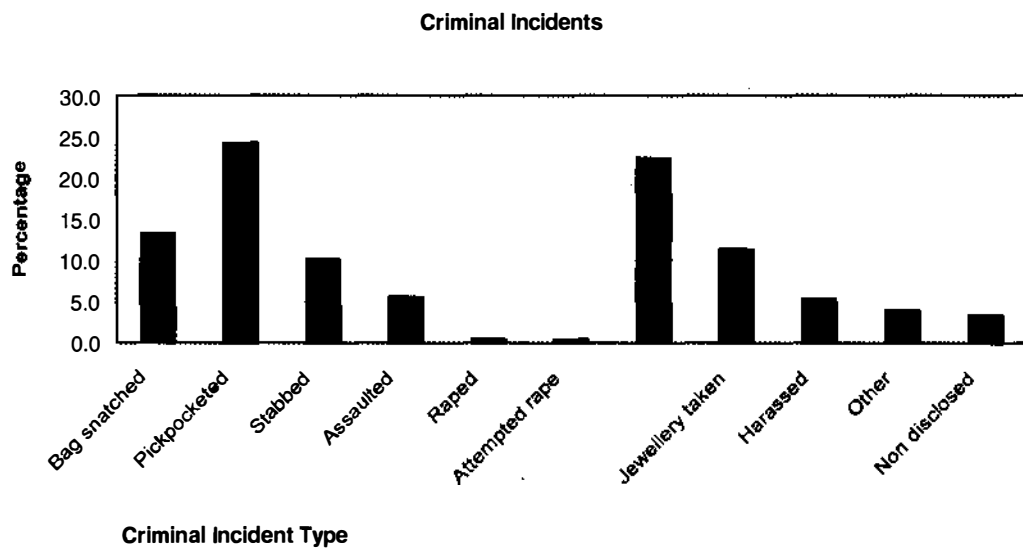
Figure 30.16: **Percentage breakdown of criminal incidents on public transportation**

It should be noted from Figure 30.15 that of the 303 victims surveyed, each may have a been victim more than once in the preceding 9 month period (January – October 1999) or may have had more than one crime effected at the same time, e.g. bag taken and stabbed. In this analysis each incident was counted separately. Thus the number of incidents will total more than 303.

Discussion of Figures 30.15 and 30.16:

- All crimes effected are against the person, notably pickpocketing. This correlates to the views expressed by the Focus Groups (presented in the Phase 1 report) that such crimes were the most common.
- Personal economics comes in once again, in that the four most common incidents (pickpocketing, threatening and money taken, bag and jewellery snatching) can result in the criminal either gaining money in the process or selling the stolen item for money. In either case, with the financial enrichment of the criminal, the end has justified the means.
- Approximately 1 in 4 of the crimes experienced were pickpocketing related.
- Approximately 1in 10 of the crimes experienced were stabbing incidents.
- The 303 victims surveyed experienced a total of 487 incidents. This represents an average of 1.6 incidents per respondent who had been a victim of crime.

30.7.2 Locations of criminal incidents

Of the 303 respondents who had personally experienced crime, Figure 30.17 indicates the public transport locations where these crimes were perpetrated on the 303 respondents took place.

It should be noted in the analysis of Figure 30.17 that, of the 303 victims, each may have had more than one crime effected at the same time at the same place, e.g. bag taken and stabbed at the taxi rank. In this analysis each incident was counted separately, the location

where it happened only once. Thus the number of incidents by location will be greater than 303 but less than the 487 incidents reported.
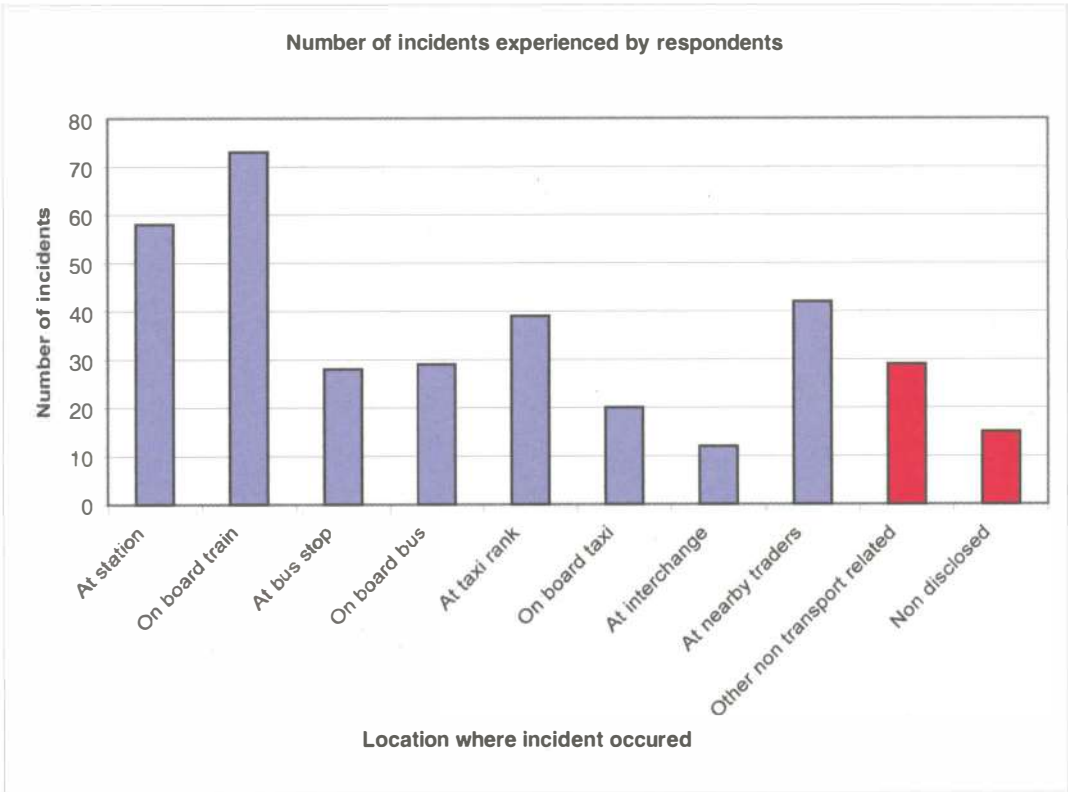
Figure 30.17: Locations of criminal incidents surveyed

Discussion of Figure 30.17:

- Of all the locations at which the 303 respondents indicated that they had been victims, facilities related to commuter rail, e.g. either on board or at the station, showed by far the highest level of occurrence.
- The market place also offered opportunities for crime, as evidenced by the 'at nearby traders' being the third most common location of crimes against the respondents. The market place is also the place where a potential victim is likely to be studied by the criminal to see any display of money.
- The fourth most frequent crime site was at the minibus taxi rank.

30.8. Types of crime witnessed

A total of 1114 crimes were witnessed by 534 respondents (an average of 2 crimes witnessed by each respondent).

The types of crime witnessed are indicated in Figure 30.18.

Types of Crime Witnessed

Figure 30.18:   Types of crime witnessed

Criminal Indicents Witnessed
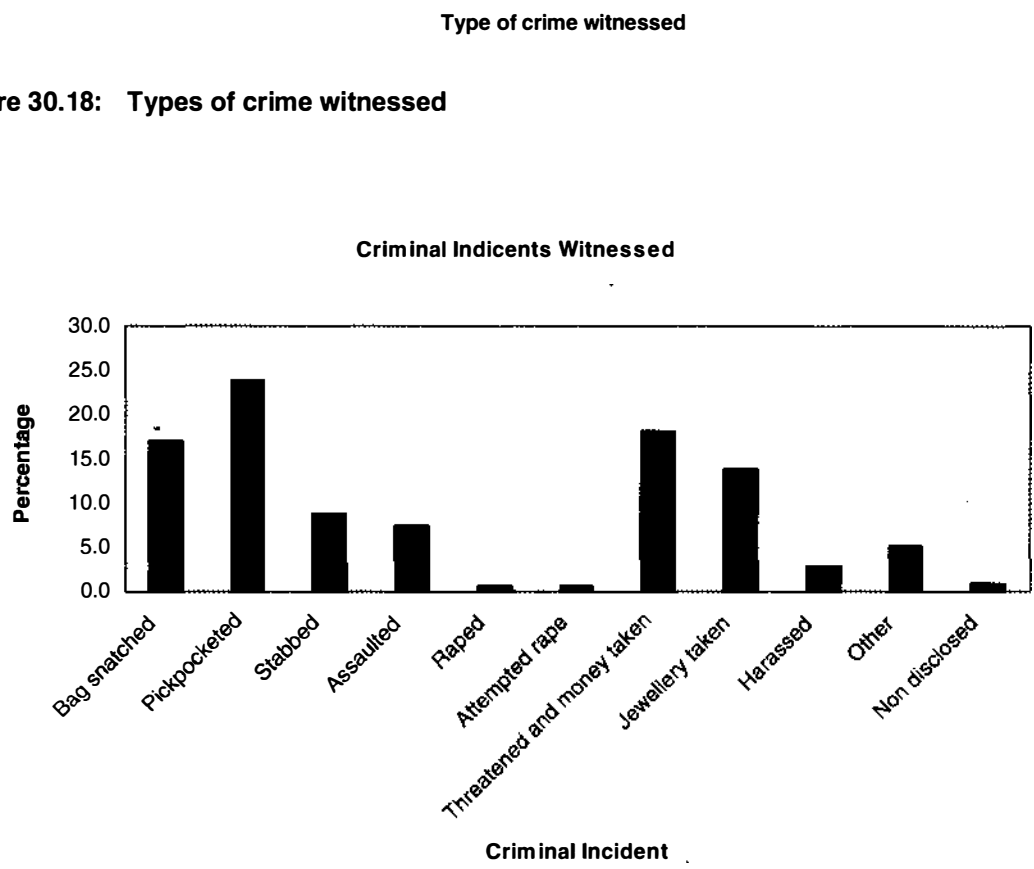
Figure 30.19:   Percentage breakdown of criminal incidents witnessed on public transportation

Discussion of Figures 30.18 and 30.19:

- The pattern of crimes witnessed as indicated in Figure 31.18 (by percentages) closely resemble that of the victims contained in Figure 30.19 . There is thus a similarity between the crimes in which one is the victim and those in which one is a witness.
- Personal economics comes in once again, in that the four most common incidents witnessed (pickpocketing, threatening and money taken, bag and jewellery snatching) can result in the criminal either gaining money in the process or selling the stolen item for money. In either case, with the financial enrichment of the criminal, the end has justified the means.
- Approximately 1 in 4 of the crimes witnessed were pickpocketing related.

30.8.1 Locations at which crimes were witnessed

The locations of the places at which crime was witnessed are indicated in Figure 30.20.

Location of criminal incident witnessed
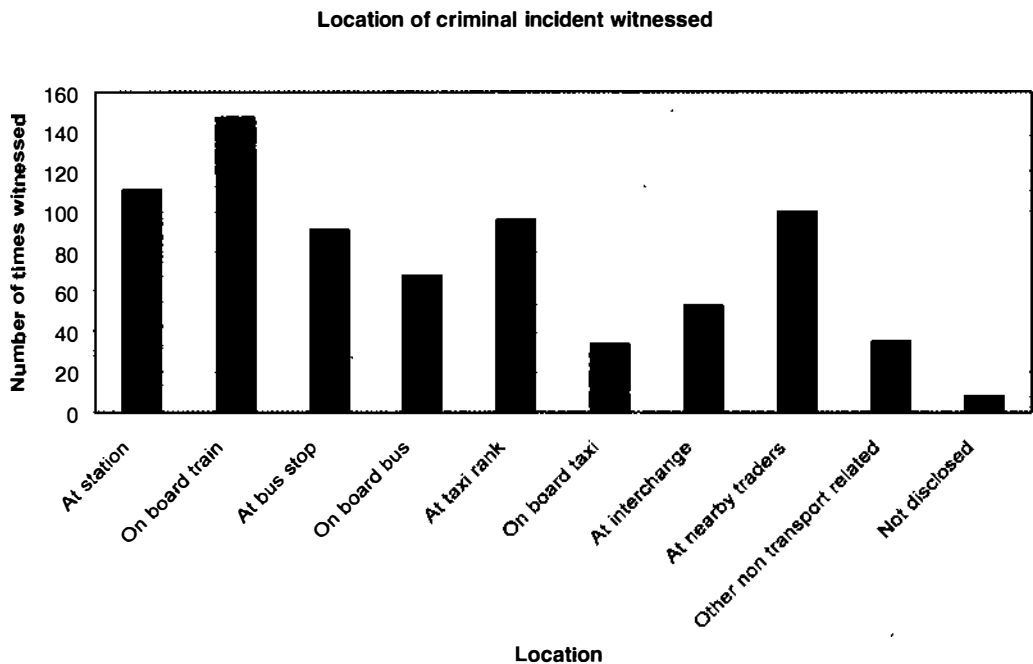
Figure 30.20: Location of where a criminal incident was witnessed

Discussion of Figure 30.20:

- It may be argued that Figure 30.20 as giving a representative picture of the level of crime on public transport in the study area. This is because the probability of witnessing a crime is far higher than that of personally experiencing it (all things being equal).
- Most crime were witnessed on-board trains and at stations, followed by trading areas and minibus taxi ranks.
- The location where crime had been witnessed bears a close similarity to the locations where crime was personally experienced (as shown in Figure 30.17).

30.9. Reporting of a criminal incident

After a person has become a victim of or witnessed a crime in the public transportation system what then? The survey sought to ascertain the level of reporting of criminal incidents. The findings are presented in this section. Table 30.1 summarises statistics with respect to the reporting of a crime experienced or witnessed on public transportation.

Table 30.1: Number of respondents reporting criminal incidents to an appropriate authority		
	No of Victims	**No of Witnesses**
Reporting incident	114 (37%)	96 (19%)
Not reporting incident	153 (50%)	431 (80%)
Undisclosed	36 (13%)	8 (1%)
Total	303	534

From Table 30.1 it can be concluded that:

- There is a greater likelihood of a victim reporting the crime experienced than someone who has witnessed a crime
- The greatest proportion of criminal incidents witnessed were not reported to any authority. This can be seen when the 80 per cent (witnessed) to 50 per cent (victim) of criminal incidents not reported. This relationship may not be unexpected as a witness may argue that, since he/she is not the victim, why should he/she get involved. It also reveals the extent of the under-reporting problem in crime statistics.
- The above figures indicate that, in general, criminal incidents occurring on public transport are relatively seldom reported, (by only .37 per cent of victims and 19% of witnesses).

30.9.1 Reasons for not reporting
A variety of reasons by the respondents were given for not reporting crime. The reader is encouraged to look at section 5.14.1 in Phase 1, which gives additional reasons for the non reporting of public transport crime.

The reasons given by the respondents are summarised as shown in Table 30.2:

Table 30.2: Reasons given by respondents for not reporting crime	
Reason	Explanation
Time	Not having enough time to go to reporting authority
	Too busy to take time to report
Time of day/night	Decreased potential of reporting crime during night hours
Perceived incompetence of authorities	Authorities do not take any steps to find criminal
Personal safety	Afraid of potential consequences
	Fear for their own life
Ignorance	Do not know to which agency one must report to
Response of authority	No feedback from reporting authority as to progress
Personal situation at time of incident	Incapacitated due to drink or shocked due to type of crime committed
Apathy	Reporting would not have made any difference
	Crime in question was a minor one
Personal knowledge of perpetrator	Knowledge of the perpetrator
Speed of committing offence	When one realises what has happened it is too late to do anything

30.10. Security agencies to whom victims reported crimes

The 303 respondents who were personal victims of crime on public transport identified a total of 487 incidents, of which 158 were reported to an appropriate authority. This represents a reporting rate of 1 in 3 (or approximately 32 per cent). Figure 30.14 shows the number of incidents reported to each authority.

Figure 30.21: Authority to whom victims reported crimes

Key points from Figure 30.21:

- By far the majority of crimes that victims experienced and which were reported were reported, to the SAPS.
- The second most frequent reporting agency was Metrorail, which implies that these crimes were related to commuter rail.
- The category 'other' included, for example, their employer or Member of Parliament.
- It is clear that the number of crimes reported to informal crime prevention organisations, e.g. the TAC, is very low. This may be due to a lack of awareness of the victim of such organisations.
- Community Policing Forums are also rarely used as crime reporting authorities.
- The infrequent use of bus operators as reporting authorities reflects the low rate of crime on-board buses and at bus stops.

30.10.1 Reporting authority response to victims

After the victim reported the crime to an appropriate authority, what was the level of service from the reporting authority? Respondents' answers to this question are indicated in Figure 30.22.

Response of Reporting Authority (Victims)

■Favourably ■Indifferent □Negatively □Not disclosed
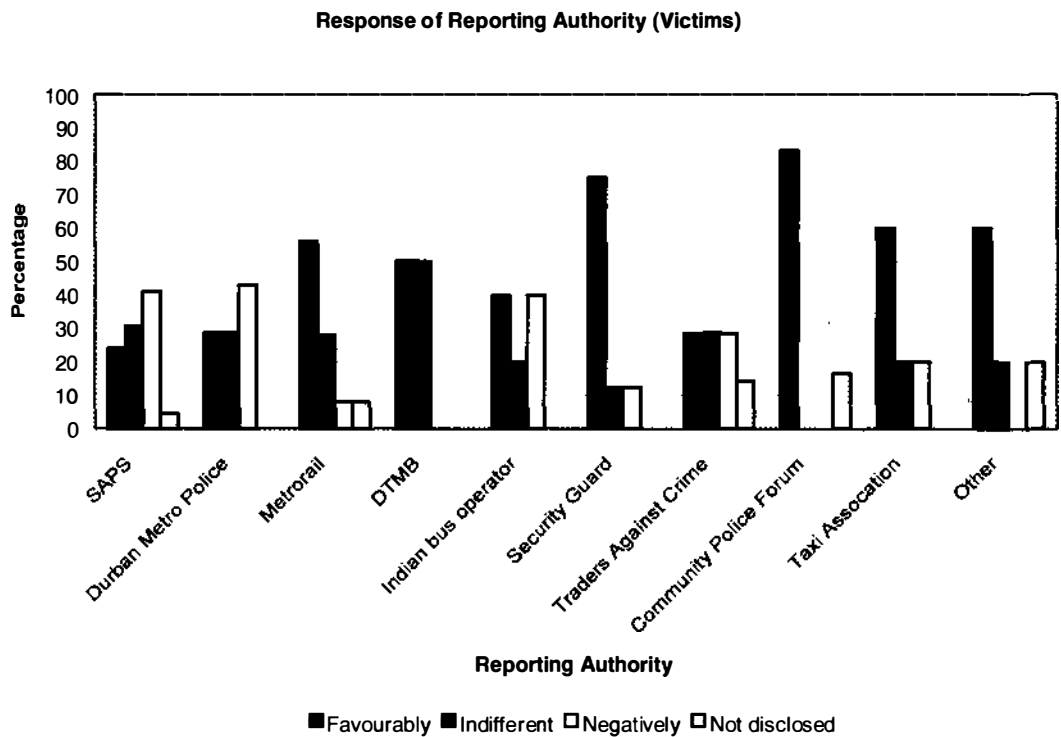
Figure 30.22: Response of reporting authority towards victims

Key points from Figure 30.22:

- With regard to the formal providers, in both cases (SAPS or DMP) respondents indicated that a negative response was received to the greater number of incidents reported. It is possible that this response may be due to the number and type of questions that must be asked by formal security officers when recording a criminal incident. If such information is not forthcoming from the victim, it can severely hamper future detective/investigation work by formal security agents.

- The response of the formal security providers can be compared with that of the other authorities indicated in Figure 30.22. In all cases a positive response was experienced by victims, especially from the Community Policing Forums and Security Guards.

With regard to the greater number of negative responses received by the victim respondents when reporting their experiences (a total of 88 separate incidents) to the SAPS and DMP, Figure 30.23 presents the information by racial grouping. In other words, Figure 30.23 considers the response of the SAPS only and by the racial grouping of the victim respondent.

SAPS Response to Reporting Victims by Racial Grouping

Legend: ▣ Favourably ■ Indifferent ▢ Negatively ▢ Not disclosed
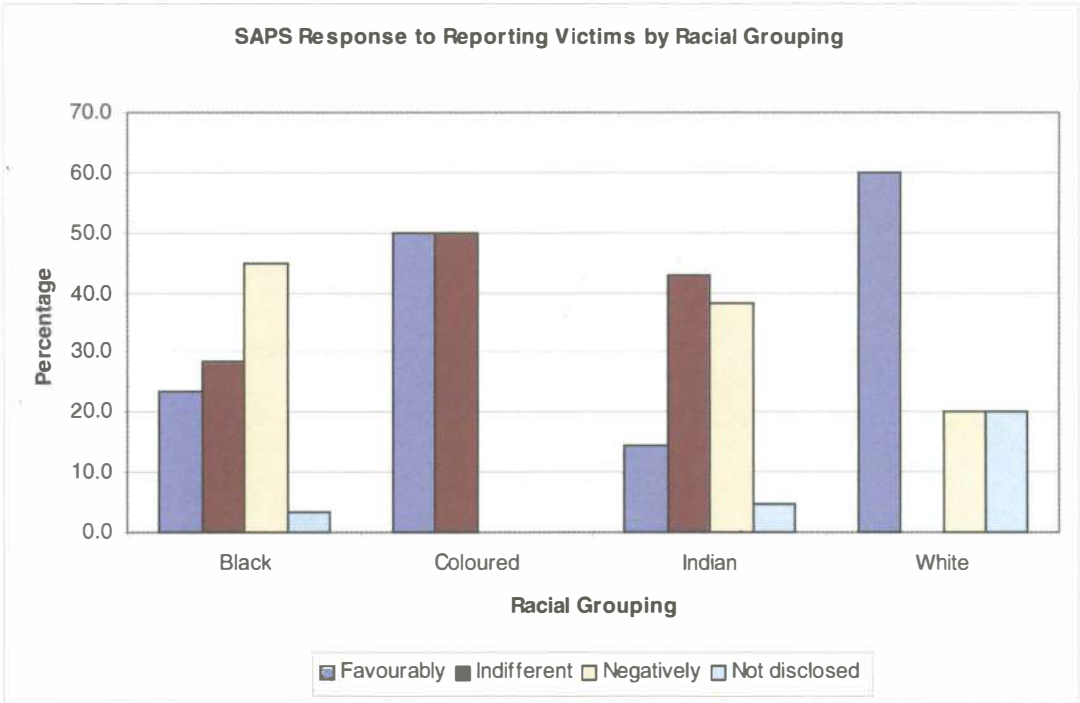
Figure 30.23: SAPS level of response towards victims

A key point from Figure 30.23 is that of the 60 incidents reported by the respondents to the SAPS by Africans/blacks, the respondents indicated that in 45 per cent of these reported cases, the SAPS response was negative (this was the majority response in this group). This can be compared to the 5 cases, reported by whites (or the 2 cases reported by coloureds), where in more than 50 per cent of the incidents reported by these respondents to SAPS, a positive response was received. A question that could be asked here, is that, do African/blacks obtain a lower level of service from the SAPS than the other racial groups when reporting crime?

30.11. Security agencies to whom witnesses reported crimes

The 534 respondents who had witnessed incidents of criminal activity on public transport identified a total of 1114 incidents of which 102 were reported to an appropriate authority. This represents a reporting rate of 1 in 11 (or approximately 9 per cent). Figure 30.24 shows the number of incidents reported to each authority by the respondents.
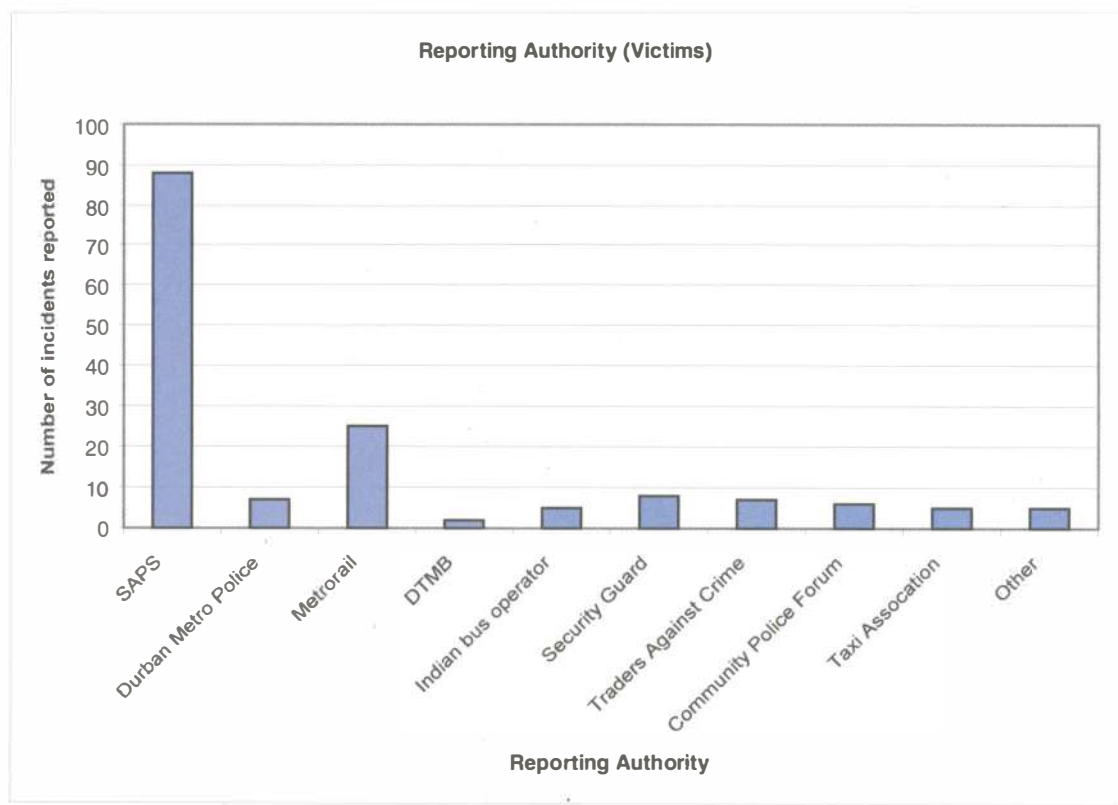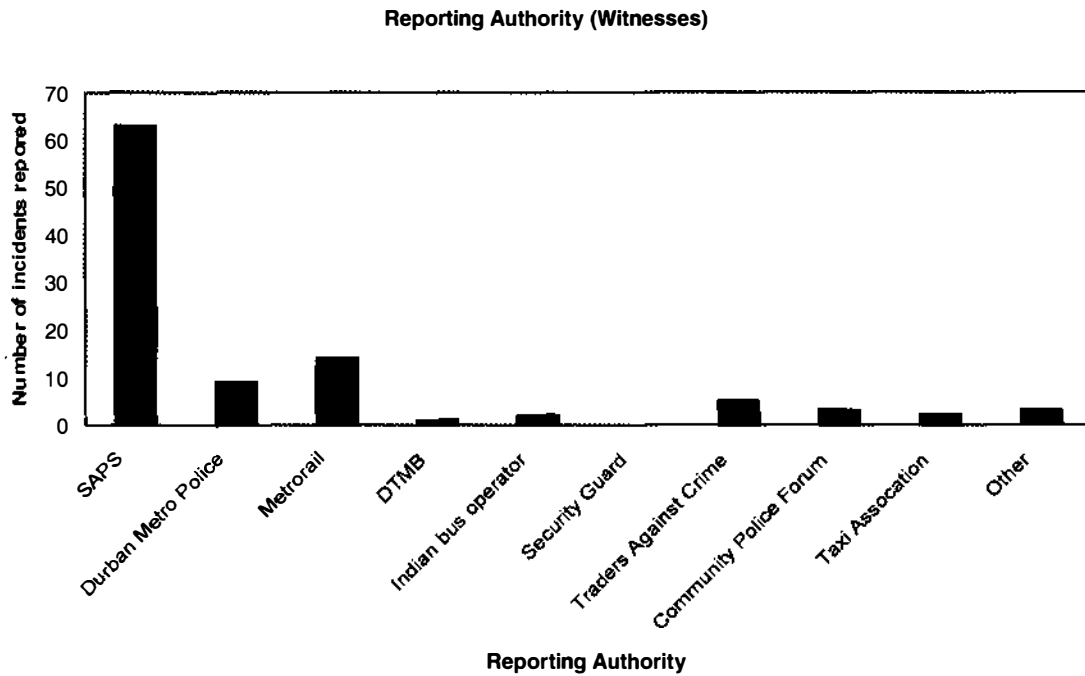
Figure 30.24: Reporting authority (Witnesses)

Key points from Figure 30.24:

- The vast majority of criminal incidents that people witnessed and which were reported, were reported to the SAPS.
- The second largest number of crimes reported by witnesses to Metrorail may indicate that these criminal incidents were witnessed on commuter rail.

30.11.1 Reporting authority response to witnesses

After a witness has reported the crime to an appropriate authority, what was the level of service from the reporting authority. Respondents answers to this question are indicated in Figure 30.25.

Reponse of reporting authoirty

■Favourably ■Indifferent □Negatively □Not disclosed
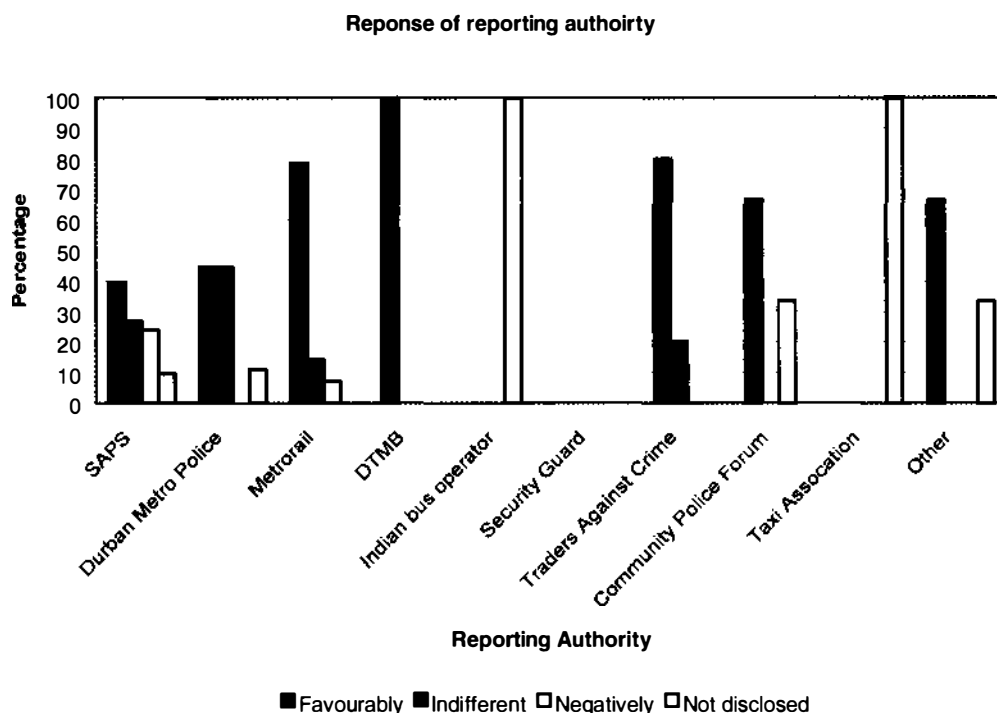
Figure 30.25: Response of reporting authority towards witnesses

Key points from Figure 30.25:

- The most favourable response to witnesses reporting crime came from the DTMB, Metrorail and TAC. This is very different from the response of organisations to victims, for whom the Community Policing Forums and private security guards were more considerate.
- Extremely negative responses came from the Indian Bus Operators.
- The formal providers were relatively frequently indifferent.

30.12. Agency responsible for travelling security

In the light of the informal crime prevention activities as presented in Phase 1 (Chapter 8), the Durban survey sought to obtain additional commuter views on travelling safety/security. These views are presented in this section.

Of the respondents who were interviewed, the question was asked: 'which organisation/agency do you think should be responsible for your safety and security whilst using public transport?' The answers are presented in Figure 30.26.

Key points of discussion from Figure 30.26:

- The majority of respondents using all transport modes, felt that the SAPS should be the primary agent responsible for their travelling security. This response is indicative of the respondents' belief that the SAPS are the principal agent of crime prevention.
- With respect to respondents using public transport modes, a view expressed strongly was that commuters should take care of themselves (in some cases (walkers, bus and minibus taxi users), this was the second highest opinion). This could be the result of respondent apathy, resulting from the perceived poor level of service provided either by the formal security providers or transport providers.

Figure 30.26: Respondent views on the agency responsible for their travelling security

Respondent views on which agency is responsible for their travelling security
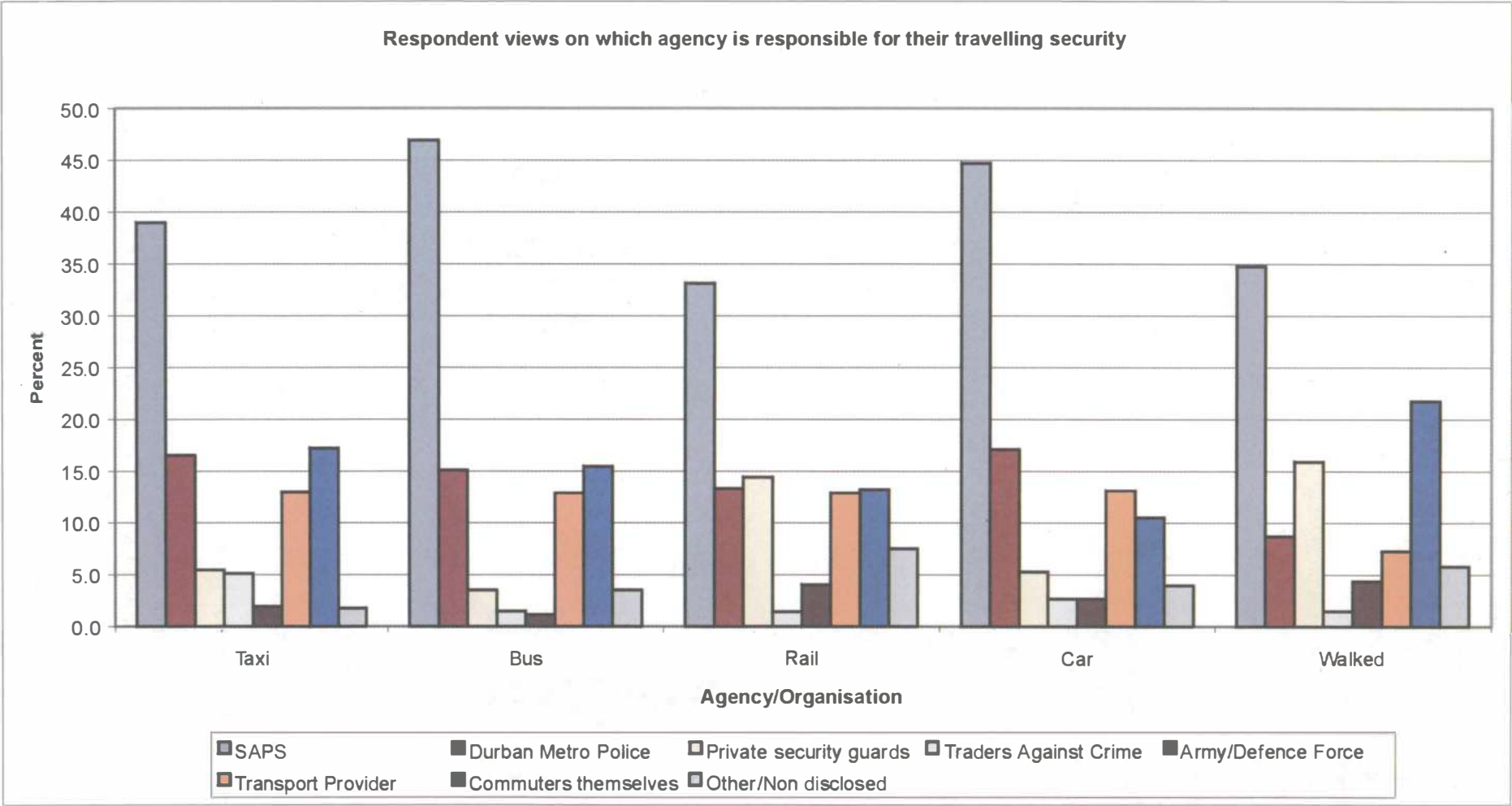
- Private security guards were relatively frequently favoured rail and walking respondents. It is interesting to note that, in respect of these transport modes Private Security Guards were ahead of the DMP by a few percentage points. In discussions with the DMP it was indicated that its jurisdiction does not extend to policing the Modal Interchange (with respect to rail). On the other hand, private security guards are more visible to walkers (as there are many of them in shops and in the street) and to rail travellers (in discussions with the commuter rail provider at the Berea Road Station it was confirmed that Private Security Guards are in operation at all times and are therefore more visible than officers of the DMP).

- The small percentage of respondents who indicated the TAC informal group as being the primary agency responsible for their travelling security, could be due to the lack of awareness by the majority of respondents of the existence of the TAC at the Berea Road/Warwick Junction Modal Interchange. It may also indicate that the average commuter still regards the formal security providers (SAPS and the DMP) as the only agencies which can effectively ensure and enhance crime prevention (within the law).

30.13. Commuter role in crime prevention

Respondents, were also asked, 'what role did they see for themselves in crime prevention on public transport?' Their answers are summarised in Figure 30.27.

Potential of Respondents in Crime Prevention

Legend:
- ■ Report crime to an official authority
- □ Cooperate with Private Security Guards
- ■ Other/Non disclosed
- ■ Cooperate with SAPS/Durban Metro Police
- □ Arrest criminals
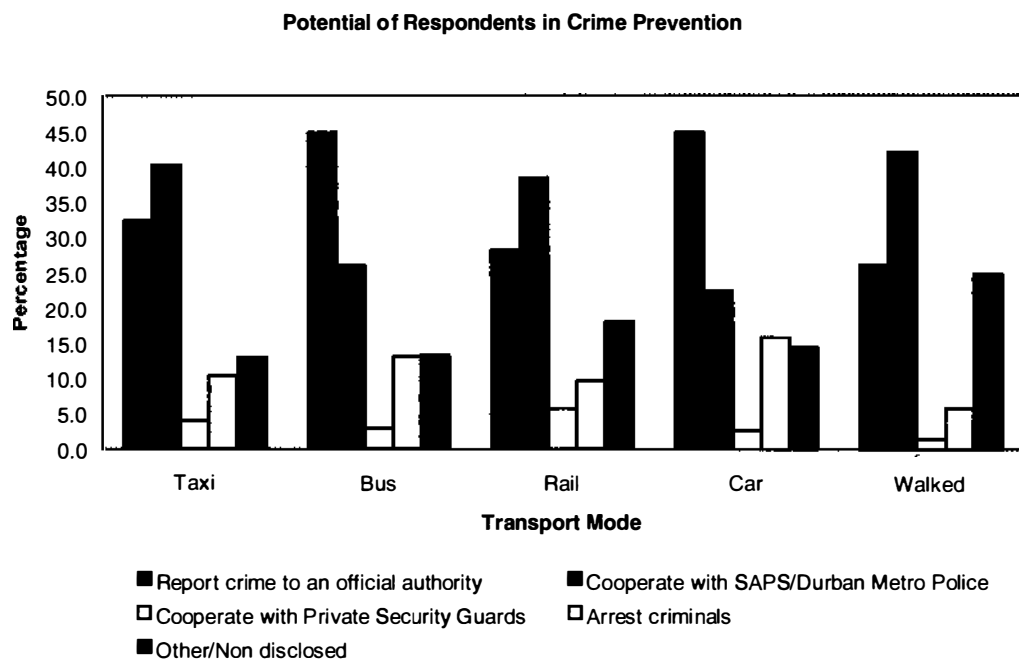
Figure 30.27:   Commuter Role in Crime Prevention on Public Transport

Key points of discussion from Figure 30.27:

- The majority of minibus taxi, rail and walker respondents indicated that they would cooperate with the SAPS/DMP. Again, this confirms the perception of respondents using these transport modes that the formal security providers, e.g. SAPS and/or DMP are the primary agents of crime prevention.

- The reporting of crime to an official authority/officer was the principal response of respondents who used cars or buses on the day of the survey. The easy identification of officers (e.g. bus driver) could facilitate this. Nevertheless, it is not clear who these 'official authorities' are, they could well be officers of the SAPS/DMP.

- The low response of all respondents in cooperating with private security guards, could be indicative of commuters' perceptions regarding the effectiveness of these agents. It is likely that reporting directly to the SAPS/DMP or transport provider would be more effective, than reporting to private security guards who then have to report it to the transport provider.
- Respondent using all modes indicated that arresting the alleged criminal (either themselves or allowing others to do it) was more effective than reporting a criminal incident to a private security guard. This confirms that if official security agents (SAPS or DMP) are not on hand when a criminal act takes place, there is an increased probability that commuters will take the law into their own hands, at times with serious (if not fatal) results.

30.14. Lessons learnt

Lessons learnt from the Durban Commuter Survey conducted in October 1999 can be listed as follows:

- **Validation of Phase 1 research**
  The Phase 1 research undertaken in April/May 1999 used the focus group methodology of obtaining commuter experiences and views about crime on public transport. After this research was disseminated there were arguments from some quarters that the conclusions reached, e.g. that commuter rail travel is prone to crime, were not founded on scientifically sound methodologies. Nevertheless, the Durban Commuter Survey (in which 1908 respondents were interviewed), confirmed this conclusion, as well as others emanating from the Phase 1 research.

- **Key role of formal security providers**
  It is evident that the majority of respondents surveyed in Durban still recognise the SAPS/DMP (as formal security agents) as being the primary agencies responsible for their travelling security. Furthermore, to consolidate this view, the respondents indicated that they would cooperate with these formal security agents in combating crime on public transportation. These sentiments indicate that there is a vital role for the SAPS and DMP to play in the provision of security on public transportation in Durban over and above that of the private security guards or the commuters themselves.

30.15. Conclusion and recommendations

Economic power brings economic choices. Unfortunately, the majority of public transport commuters still do not have meaningful economic power. Therefore, the travel choices of these commuters are limited. In light of this, the following recommendations are made:

Before resources are expended on improving transport systems and related facilities, there needs to be a corresponding improvement in the personal economics of the users of the system. Both these interventions involve the public and private sectors, and enforce the need for an holistic and co-ordinated approach to crime prevention. It is only through 'smart' partnerships that the optimum environment will be created.

- There is a need to encourage commuters (through education or the media) to be aware of their personal safety and security whilst travelling in order to increase the probability of their public transport journeys being free of any criminal incidents. This can be effected either by the transport provider, security agents or commuters themselves.
- The formal security providers (e.g. SAPS/DMP) need to monitor their role in crime prevention on public transportation, in view of the fact that the public transport

commuters surveyed still see these agencies as the primary agencies responsible for their travelling security, and not the transport provider.

- Consideration should be given by public transport providers to engage in continual assessment of the reporting of all criminal incidents to the various agencies involved in crime prevention/security. This may well result in the redeployment and revision of expenditure incurred in the provision of private security guards and/or information booths etc.

- The many innovative security enhancement actions developed by public transport commuters need to be codified (i.e. these commuter actions should be organised into a system) and disseminated to all commuters. Empowerment of commuters in crime prevention strategies through education is one way to improve the level of service and safety, afforded to public transport commuters.

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PHASE FOUR

**CRIME AND CRIME PREVENTION ON PUBLIC TRANSPORT
INTERNATIONAL EXPERIENCES AND BENCHMARKING OF
CRIME AND CRIME PREVENTION ON BOARD PUBLIC
TRANSPORTATION**

AUTHORS:

**Oliver Page
Prudence Moeketsi**

32. INTRODUCTION

32.1. Background

The 24 month study into crime and crime prevention onboard public transportation systems enabled the Research Team (RT) members to come into contact with many individuals and organisations involved in crime prevention on public transportation systems, both in South Africa and abroad. This interfacing has led to many exchanges of ideas etc and it can be said that the providers of public transport in South Africa are not unique in the problems that they face in trying to create a safer and more secure travelling environment for their passengers.

The cities in South Africa and those overseas which members of the RT (notably Oliver Page and Prudence Moeketsi) have visited are indicated in Figure 32.1.

Figure 32.1   National and International visits

It should be noted that it was not possible to visit countries that have socio-economic environments similar to that of South Africa. Reasons for this state of affairs were:

- Lack of adequate funding, and
- time constraints during the research project limited the amount of time that could be used to establish contacts.

It may therefore be argued that benchmarking of the crime and crime prevention environment in South Africa cannot be realistically compared with that in the countries visited by the RT. In response to that argument, the authors argue that:

- many lessons have been learnt through the sharing of information which can only enhance the knowledge base amongst public transport providers in South Africa and
- as the report will show there were many similarities between the type and level of crime on-board public transport in South Africa and the overseas cities visited.

32.2. Objective of networking visits

This phase of the research aims to:

- present a general overview of the networking tours undertaken and
- discuss the key points gained and lessons learnt.

32.3. The methodology of Phase 4

The research, as presented here, was primarily based on qualitative methodologies. These methodologies involved one-on-one or group discussions, attendance at conferences and workshops, and a number of discussions with officials involved in public transport commuter security. In more detail:

- Attendance at state-of-the-art conference
  The authors attended and actively participated in the 1999 International Crime Prevention Through Environmental Design Conference, held in Mississauga, Canada from the 19 to 22 September 1999. Attendance at this conference enabled lessons to be learnt (many of which are contained in Phase 4) on crime prevention relevant to the research project as contained in this report. The conference programme is indicated in Annexure I.

- Discussions with a number of individuals as indicated in Table 32.1:

Table 32.1: Transit representatives met whilst touring overseas		
Country	**Persons met**	**Organisation**
USA	Mr. Joseph Chan Mr. Wally Wentworth Commanding Officer Rudy Weiss Mr. Kenneth Stuart Mr. Paul Streitz	New York City Transit
	Chief of Police James O'Donnell Deputy Chief of Patrol Peter Loverso	New York State Metropolitan Transport Authority Police Department
Canada	Bill Law	Community Services Unit Canadian Pacific Railway
	Carol Johnson	Crime Concern
	Ellis E Mitchell	City of Oakland
	Gerda R Wekerle	Faculty of Environmental Studies York University
	Judy Shulga Linda Fice	Toronto Transit Commission
	Lance Vibert Vikki Catney	Greater Ontario Transit
	Sandy Fox Connie Guberman	Metropolitan Action Committee on Violence Against Women and Children
	Fred Chorley	Mississauga Crime Prevention Association
	Wayne G Nishihama Ruthanne Simmons	City of Mississauga
UK	T/Superintendent David Dikkason Mr. Phil Jewell	British Transport Police
	Ms. JennyLeggat Ms. Audrey McIntosh	London Buses Limited
	Marios Kalavazides Julie Chambers Geoff Dunmore	London Underground Limited

- Resource (documentation/report) gathering
  The collection and study of a variety of documents and annual reports of the transit authorities in the cities visited. An indication of resources gathered whilst in Canada, is shown in Annexure J.

Reasons for undertaking these international visits, were to take advantage of the opportunity of attending the state-of-the-art conference on Crime Prevention Through Environmental Design held in Canada in September 1999. In addition, whilst travelling in Canada and to/from North America the authors wanted make the most of meeting local and international experts in the implementation of crime prevention strategies.

33. OVERVIEW OF THE TRANSIT SYSTEMS IN THE CITIES VISITED

33.1. Introduction

This chapter will present a brief overview of the cities and of their transit systems which the RT visited since the start of the project on crime and crime prevention on public transport in November 1998. It will not be an exhaustive analysis but will present some statistics to give background information to the reader (the information was mainly extracted from the annual reports of the transit authorities in the cities concerned). The cities that will be covered, indicated in Figure 32.1, are:

- Pretoria
- Johannesburg
- Durban
- Cape Town
- New York (USA)
- London (UK)
- Toronto/Mississauga (Canada)

It should be noted that in, South Africa, the nearest equivalent to a subway (or underground system in the UK) is the Metrorail Commuter Rail system. This is a heavy rail system (above ground) that primarily serves the high density residential areas (townships) found on the outskirts of the South African cities mentioned above.

There is also no equivalent organisation in South African cities which is responsible for operating and coordinating all public transport operations by mode in a particular city, i.e. an equivalent to London Transport Limited. Because of this direct comparisons may give a skewed picture of public transport operations in the cities analysed.

33.2. Transit authorities

The transit authorities providing public transportation in the cities visited are indicated in Table 33.1. Table 33.1 also indicates whether such transit authorities are publicly or privately owned.

Table 33.1: Transit Authorities in the cities visited			
City	**Transit Authority**	**Public/Private**	**Time visited**
Johannesburg Pretoria Durban Cape Town	Metrorail (commuter rail) Bus operators (various)	Public Public and/or Private	Throughout the research programme
New York	Metropolitan Transportation Authority	Public	January 2000
London	London Buses Limited London Underground Limited	Private Private	January and May 2000
Toronto	Toronto Transit Commission	Public	September 1999

33.3. General statistics

General statistics regarding the systems of the cities indicated in Section 33.1 are indicated in Table 33.2.

Table 33.2: General mass transit system statistics for the year 1998 (calendar year)				
Statistic	**Greater London***	**Greater New York****	**Greater Toronto**	**South Africa****
Passenger journeys (millions)	2,133	1,827	388	485
Passenger Kms travelled (millions)	11,031	NA	NA	NA
Number of Stations	246	468	66	449
Length of track Kms	1,093	1,050	NA	1058
Number of railway carriages	3,923	5,799	640	NA
Number of streetcars	NA	NA	248	NA
Number of buses	NA	4,108	1701	NA
Number of employees	18,272	37,458	9,491	NA
Length of route kms****	392	233	62.8	NA

Source: A variety of documents (see Reference section)

Notes:

* Includes London Underground and London Buses (year ended March 1999). (Source: Annual Report 1998/99.)
** Includes MTA New York City Subway and New York City Bus (paid rides only). (Source: MTA Annual Report 1998.)
*** Combined for the cities of Johannesburg, Pretoria, Durban and Cape Town. Statistics represent commuter rail operations only. Information relating to bus transportation in these cities was not available at the time of writing.
**** Excluding buses
NA Not available at the time of writing

Points of note from Table 33.1:

- The Toronto Transit System is by far the smallest system when comparing the number of subway stations for example
- For fewer passenger journeys than London, and similar track lengths, Greater New York uses far more rail carriages and employs double the amount of staff than Greater London does!

34. TRANSIT SECURITY

An overview of the formal security providers that the authors met whilst on tour is given in this section.

34.1. New York City

The structure of New York City Police Department (NYPD) is shown in Figure 34.1
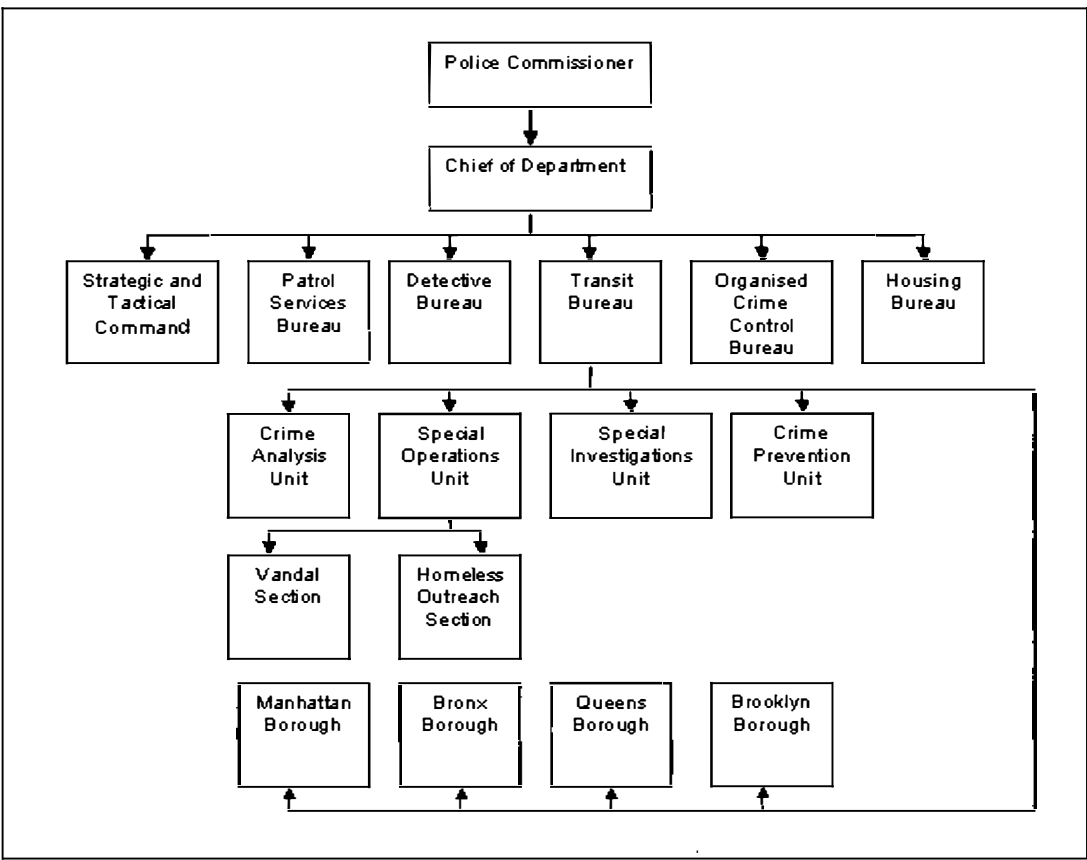
Figure 34.1:   Structure of the New York City Police Department

As can be seen in Figure 34.1 the Transit Bureau falls directly under the Chief of Department indicating its importance in the overall structure of the NYPD. General functions of the Transit Bureau of the NYCPD are indicated in Table 34.1 (overleaf):

34.2. London

The structure of the British Transport Police (BTP) is shown in Figure 34.2.

General points about the BTP can be listed as follows:

- There are approximately 400 uniformed BTP officers responsible for the London Underground Limited (LUL) system

Table 34.1: Functions of the Transit Bureau of the New York City Police Department	
DIVISON	FUNCTION
Transit Division	Ensuring the safety and order of all persons on the New York City Transit (NYCT) System. Reducing the fear and apprehension of the riding public. Serving as the Department's primary provider of police services to the transit system. Development and implementation of comprehensive police initiatives which are responsive to the needs of the riding public. Deployment and monitoring of police personnel and resources on the transit system to ensure the most efficient police response to all incidents. Establishment of working relationships between the NYCT Division commands and the corresponding units from other divisions and bureaux. Conferring regularly with the appropriate management personnel of NYCT to address transit related public safety issues. Representing the Department at NYCT and Metropolitan Transit Authority (MTA) board meetings.
Crime Analysis Unit	Assisting in crime prevention and reduction by providing complete analyses of all transit crime on a city-wide basis.
Special Investigations Unit	Conducting confidential investigations of crimes and criminal activity that directly affect NYCT and its employees.
Crime Prevention Unit	Developing, implementing and maintaining crime prevention programmes beneficial to the ridership of the transit system.
Special Operations Unit	Providing selective patrols in designated areas when police hazards and emergencies require reinforced or specialised patrol. Responding to normal crime patterns Supervising, coordinating and monitoring the activities of subordinate units, including the Vandal Section and the Homeless Outreach Section.
Vandal Section	Preventing and reducing all occurrences of graffiti and vandalism city-wide in and around the transit system
Homeless Outreach Section	Improve the quality of life on the transit system by assisting homeless persons to obtain public assistance Addressing quality of life conditions on the transit system (i.e. peddlers, panhandlers, etc.).
Transit Borough Commands	Coordinating, directing and supervising personnel within the borough command Conferring with district commanders concerning district conditions and deployment of personnel.

- Approximately 5-10 per cent of the UK police force are trained in the use of firearms. This compares to a much higher percentage of officers in the SAPS and NYPD (percentages could not be obtained at the time of writing). This is to be expected, since both the SAPS and NYPD carry firearms during normal police duty.

- The BTP is a police force completely separated from the regular UK police force. Nevertheless, the BTP has the same powers as the regular police force.

- Jurisdiction of the BTP lies entirely on and within the railways of the UK and underground systems.

- Police operational strategy for assistance:

  o Code 'I'   within 12 minutes of call for assistance being received
  o Code 'Soonest'   within 45 minutes or thereabouts of call for assistance being received.
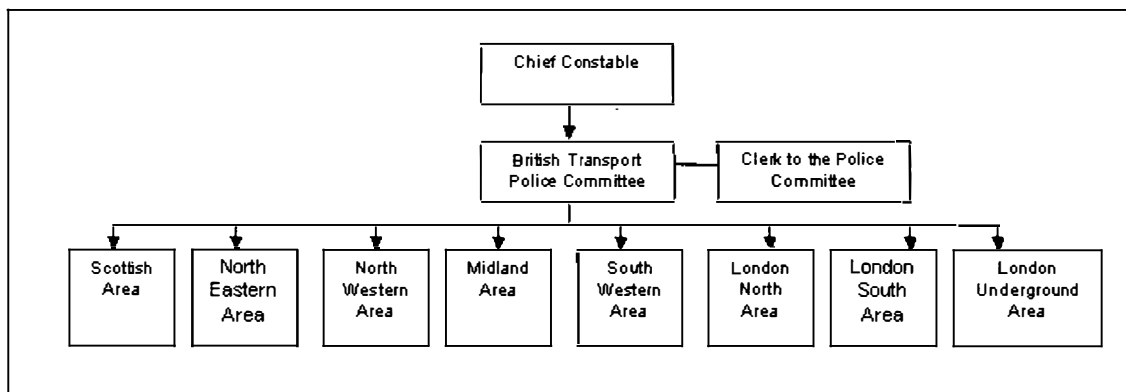
Figure 34.2:   Structure of the British Transport Police

It should be noted that a call for police assistance does not automatically mean that the incident will be responded to satisfactorily.

34.2.1 Toronto

From discussion with Mr. Bill Law of the CPTP (Figure 34.3) general points about the CPTP can be listed as follows:

- CPTP officers undergo normal training as normal police officers. In addition to this they receive specific training related to transport, e.g. the transport of dangerous goods, commuter trains.

- CPTP is responsible for the security of Canadian Pacific (CP) rail lines, property and commuter trains (such as those operated by Greater Ontario Transit) that run on CP lines. CP is the main line passenger and freight operator in the Province of Ontario.

- There are approximately 120 CPTP officers in Canada, as well as some who are based in the USA.

Figure 34.3. Mr. Bill Law of CP Transit Police and Oliver Page

- A number of detectives are included in the CPTP service. During 1999 the CP police service was being restructured to get more officers to work 'on-the-beat' and to have fewer working in the office.

- The principal office of the CPTP service is headquartered in Calgary, Alberta.

- The CPTP service generally provide a 24-hour service. At very small rail stations the service is provided only for 8 hours. Outside of this period the CP police operates a 'respond-on-demand' service.

- Officers of the CPTP service have laptop computers in their patrol cars. These devices can send information directly to central database. Previously, time had been lost when the police officers had to go to the office/police station to write their reports, now officers can do the same directly from their laptops.

- The CPTP only focuses on the safety and security of CP assets. This brief therefore enables them to give a high priority to   combating trespassing and level crossing violations.

- Trespassing on property belonging to CP railways is a federal offence.

34.2.2 South Africa

The structure of the SAPS is shown in Figure 34.4.

Figure 34.4:   Structure of SAPS (Source: SAPS)

STRUCTURE: SA POLICE SERVICE

National level

NATIONAL COMMISSIONER

DEPUTY NATIONAL COMMISSIONERS

Div Comm Crime Prevention	Div Comm Operational Response Services	Div Comm Crime Intelligence	Div Comm Detective Service	Div Comm Career Management	Div Comm Personnel Services	Div Comm Training	Div Comm Financial & Admin Services	Div Comm Logistics

Dep Div Comm (Crime Prevention)

Dep Div Comm (Detective Service)

Dep Div Comm (Training)

Crime Prevention
- Head Efficiency Services
- Head Strategic Management
- Head Information & Systems Management
- Head Communication & Liaison Services
- Head National Inspectorate
- Head Legal Services
- Head Operational Coordination

Operational Response Services
- Head Visible Policing
- Head Social Crime Prevention
- Head Operational & Development Support

Crime Intelligence (Div Comm Operational Response Services)
- Head Public Order Policing
- Head Border Policing
- Head Legal Services

Crime Intelligence
- Head Crime Information Analyses
- Head Crime Information Management
- Section Head Performance Evaluation
- Section Head Secret Services Account
- Section Head Technical Support Services
- Section Head Counter Intelligence
- Section Head Crime Intelligence Gathering

Detective Service
- Head Eval, Mon & Operational Dev Gen Invest
- Head Serious & Violent Crime
- Head Commercial Branch
- Head Specialised Investigations
- Head Organised Crime
- Head Criminal Record Centre
- Head Forensics Science Laboratory
- Head Legal Services
- Section Head Interpol

Career Management
- Head Human Resource Planning
- Head Performance Management
- Head Spiritual Services
- Head Employment Assistance Programme

Personnel Services
- Head Personnel Administration
- Head Labour & Industrial Relations
- Head Legal Services

Training
- Head Training Standards
- Head Training Provision
- Head Management & Leadership Development

Financial & Admin Services
- Head Financial Services
- Head Auxilliary Services
- Head Legal Services

Logistics
- Head Procurement & Inventory Management
- Head Facility & Service Management
- Head Vehicle Fleet Management

September 2000

Provincial level

Prov Comm E-Cape	Prov Comm F-State	Prov Comm Gauteng	Prov Comm Kz-Natal	Prov Comm Mpumalanga	Prov Comm N-Cape	Prov Comm N-Prov	Prov Comm N.West	Prov Comm W-Cape

General points (having a relevance to public transportation) about the SAPS can be listed as follows:

- No dedicated transit police service (focussing only on public transportation) being provided by the SAPS.

- In October 1986 the South African Railways and Harbours Police (a dedicated transit police service) was amalgamated with the South African Police.

- Mobile Police Units were well established up to 1994 at the major MIs in South Africa. However, since 1994 there substantial restructuring of the SAPS has taken place, resulting in the disbanding of these mobile police units, the policing functions that they performed being incorporated within the responsibilities of the local Station Commanders (police stations).

- A number of submissions regarding the reintroduction (or at least re-assessment) of a dedicated transit policing system have been made by SAPS to Government. One a submission was that presented by the National Metrorail/SAPS Working Committee to the Departments of Transport, Public Enterprises and Safety and Security, in March 1999.

- As at September 2000 there were 122,609 SAPS officers of whom 10,583 (8.6 per cent) were commissioned officers (i.e. hold the rank of captain or above), and the balance of 112,026 being made up of non-commissioned, civilian and temporary officers.

35. CRIME PREVENTION STRATEGIES FOR RAIL

This chapter aims to present an overview of the types of crime affecting rail public transport in the overseas cities visited and the interventions used to resolve the problems. Many of the interventions as presented in this chapter were reported by all authorities visited and that names have only been specified where a particular authority had implemented a special intervention, e.g. the 'Squigy People Policy' in New York.

35.1. Problems identified

- **Crime prevention in isolation**
  Discussions with representatives of the New York City Transit System confirmed that, with the increased coordination of all stakeholders involved in transit security positive results were possible. It was acknowledged that the NYPD alone could not win the fight against crime. There was thus a need to involve other stakeholders. Interestingly, the strategy implemented in that city is very similar to that described in the Hamba Uphephile model, presented in Phase 2).

- **Fare evasion**
  Fare evasion has been a recurring problem of the New York City Transit System in recent years, where the Flash Pass system was in operation, where the ticket is shown quickly to the ticket checker. One consequence of the Flash Pass System was that it was impossible for the ticket checker to read the fare details written on the ticket. As a result, the concept created fare cheats, as many commuters went through the swing gates using invalid tickets.

- **Graffiti**
  To combat the scourge of graffiti, various strategies have been tried, e.g. the use of dogs etc. Such strategies did not work until public transport stakeholders and communities came together and focussed on certain geographical areas to control this.

  As each area effected by graffiti was controlled (i.e. cleansed of graffiti) the graffiti artistes then moved on to another area, which in turn led to this area becoming targeted by the stakeholders for improvement. Eventually graffiti artists no longer displayed their work on trains as, everywhere they went, the stakeholders were one step behind. It should be pointed out that graffiti artistes gain satisfaction from seeing their work displayed in the community. Once this does not happen, they have to move elsewhere or engage in another activity.

- **Social tolerance**
  This is a situation were there is a lack of community involvement in crime prevention, accompanied by a reliance on others to resolve the problem. This cyclical situation has resulted in communities becoming apathetic towards certain types of crime in physical areas (or towards physical assets), which they do not call their own, e.g. the railway station. Unless the situation is arrested through the intervention strategies indicated in Table 35.1 the transport provider may well suspend the provision of transport services to that community.

- **Commuters' perceived level of control by security providers**
  There may be a perception amongst commuters that the available formal security agents have little control over the criminal activities occurring in the public transport system.

These perceptions may have been built up from isolated incidents, especially those which may have been publicised through the media or personally experienced. Nevertheless, there is a need for security providers to manage the situation correctly, to ensure that they obtain the full cooperation of commuters in the fight against crime.

- **Track vandalism**

  Vandalism to the track infrastructure of any subway/commuter rail system (e.g. the London Underground) system causes severe disruption to train services. This, in turn impacts negatively on revenue generation and on commuters' perception of the level of service provision.

Table 35.1 summarises the interventions (as discussed above) applied. The interventions as depicted in Table 35.1 are a consolidation of interventions implemented by all rail transit organisations visited whilst overseas. With regard to increased stakeholder coordination several action strategies resulting from this strategy and are being executed are indicated in Table 35.2.

Table 35.1: Interventions to public transport crime (rail)	
PROBLEM	INTERVENTION
Fare evasion	When passing through gates/turn-styles all passes must be shown
	Ticket officer controlled access (by way of an electronic gate) to the platform
	Prestige project (British Transport Police)
	Barrier project which aims at all stations on the LUL system being enclosed (barriered) by the end of the year 2000. When barriers were first introduced on the London Underground, there was an immediate increase in revenue. (See Chapter 6 of Phase 1 for more interventions)
Graffiti	Community ownership of its environment
	Transit security coordination
	Graffiti and tags (special marks used by gangs) on stations are removed within 48 hours (New York City Transit).
Social tolerance	Relationship building
	School Relationship Building through police officers visiting schools to spread the message of crime prevention in the community (London Buses Limited). It has been proved that this is a good method of crime prevention, as such inroads into schools also produced other information on crime. Children are very good crime reporters.
	Safe train programme
	A police officer can often ride on trains to decrease the possibility of fighting between gangs and/or students.
	Train inspections
	Train inspections conducted by the police. Commuters can report any problems to the police officer.
	Quality of life initiatives
	One quality of life initiative would be enforcement of the no smoking policy in appropriate areas.
	'Squigy People' policy
	This policy concept was expounded by Mayor Giuliani of New York City. 'Squigy people' are those petty criminals engaging in petty crime, e.g. pickpocketing. The policy recognises that the level and type of small/petty crimes can impact on big crimes. Therefore the 'Squigy people' Policy encourages the enforcement agencies to come down hard on petty criminals which if effective, will in the long term eliminate crime altogether. In summary – the tough reaction to petty crime can reduce big crime potential.
	Community Policing
	Police are forming partnerships with all role players to solve crime problems. This strategy is proving very effective.

Table 35.1: Interventions to public transport crime (rail)	
PROBLEM	INTERVENTION
Social tolerance	**Encouraging witnesses to report** It was indicated that BTP policy does not encourage people, i.e. witnesses to become involved in the apprehension of an alleged criminal. A far better strategy is to report the crime. Security officers will then take over. The effect of such strategy is dependent on the speed in which the security forces can arrive on the scene (discussed in section 34.2). Other agents who can assist in apprehending an alleged criminal are ticket officers who have power of arrest. **Increase conscience for fare evasion** It has become apparent that there has been an increase in information sharing regarding the revenue gained and expenditure of London Transport Limited. This enables commuters to see where the money comes from and it is spent. In sharing this information, it is hoped that the conscience of the commuters will be stirred into acting appropriately, e.g. paying the correct fare for a journey when using the public transport systems. **Greater Ontario Transit is using the 'Honour Fare' strategy.** At off peak times, some ticket offices at stations on the GO Transit system are closed. Therefore, passengers have to purchase their ticket from the on-board conductor or pay at the end of their journey. It is up to passengers to be honest, to state exactly where they boarded the train and where they intend to alight when purchasing their ticket.
Security providers perceived level of control	**Increased police visibility** People/commuters must be able to see police officers in order if fear of insecurity is to be reduced. Police visibility is enhanced by podiums (e.g. elevated police desks) or uniforms (well dressed and neat). One advantage of podiums is that they give police officers a chance to sit and write notes while simultaneously increasing police visibility. Such a strategy is being used by the NYPD. **Train patrol** Police officers occasionally patrol subways/commuter trains. It was noted that after major sports games, e.g. baseball, in order to have greater control of rowdy fans carriages, there would be a highly visible police presence, e.g. increased numbers of officers of the NYPD. **CCTV** CCTV is often used in the parking lots of 'park and ride; stations. This strategy is being used by GO Transit of Toronto. **Anticrime unit** An anticrime unit has been established which works under cover and engages in surveillance work etc.,

	Table 35.1: Interventions to public transport crime (rail)	
PROBLEM	**INTERVENTION**
Security providers perceived level of control .	**Invest in more police** Another crime prevention strategy used by the NYPD was investing in greater numbers of police officers for deployment in lower socio-economic areas, e.g. areas in which there is a high level of unemployment. **Publicity** Publicising details of offenders who infringe the rules/regulations of the public transport system, e.g. through the media. A case in point can be mentioned here. Whilst one of the authors was in London, the wife of the British Prime Minister, Cherie Blair, was fined ten pounds for not having a valid ticket for her journey. The incident also brought to light that the ticket checkers are impartial regarding enforcement of the law when it comes to fare evasion. **Publicise prosecution** The publicising of successful cases of prosecution is also another strategy used to make commuters aware that fare evasion, for example, does not pay. **'Intelligent lead' policing** This is a strategy which first tries to develop an 'objective' before the police go into the streets/community. In other words, the police do not just patrol for patrolling sake but have a definite objective, e.g. looking for a particular person who has been identified through intelligence gathering. **'Crimestoppers'** This is a free telephone line service which anyone can use to report crime (anonymously if required). **Education** Educating schoolchildren on the dangers of getting involved in criminal activities on public transportation. For example, school children are taught that if they throw stones at trains or buses they may cause injury to another person. **Consultation with women's groups** It was pointed out that in recent years London Underground Limited has engaged in consultation with women to obtain their perspectives regarding their safety and security whilst travelling on public transport.

Table 35.1: Interventions to public transport crime (rail)	
PROBLEM	INTERVENTION
Security providers perceived level of control	Changes in database structure There have been moves recently, on local level, to update the police database to highlight criminal incidents specific to public transportation.
Track vandalism	Helicopter Use is made of helicopters although this is expensive, it is effective. Queue train This is where the BTP uses the 'Trojan Horse' strategy where a train (full of police) approaches the place where track vandals are operating. The BTP then launches a surprise attack on the track vandals. Education of track workers Educational workshops involving track workers, e.g. maintenance crews enable them to identify genuine workers as against vandals on the track, especially if things look suspicious. Removal of debris Another strategy employed is to remove debris which lies close to track. This can then reduce the opportunity of such debris being used as ammunition (i.e. for stoning trains) or as obstacles (i.e. when placed over the track itself). Community setting of fines One strategy that is being used by CP transit police is to get the community involved in railway crime prevention. This has taken the form of the community becoming involved in setting of fines. The community, together with the CP police service, would determine how much money should be paid for certain types of transit offences. Dedicated prosecutors GO transit has its own (two) Provincial Prosecutors. Stand with back against wall This policy is to encourage passengers when waiting on subway platforms, to stand with their backs against the platform wall, so that they can observe all that is going on around them.

Table 35.1: Interventions to public transport crime (rail)	
PROBLEM	INTERVENTION
General misdemeanours	**TTC request stop policy** At night on TTC buses female passengers can request the bus driver to stop at an appropriate place (along the normal bus route) other than a regular bus stop. This can then result in women being dropped closer to their final destination. **Focus on Women** Over the years there has been a focus on women's travel issues by the TTC. **Music** At troublesome stations which are prone to attract youths who then loiter, the TTC has found that the playing of classical music can influence a change in behaviour. Classical music is not usually the music of the day for many young people, who, on hearing this, tend to move out of its hearing range. When the TTC had implemented this policy it caused loitering youth to move away from the station. Classical music is played in the holding areas in stations, e.g. waiting rooms, and not on platforms or tickets booths (which could cause distraction to emergency announcements etc.). **Sharing of crime statistics** All incidents on TTC buses, trains and property are collated (but not captured) by TTC security department and then forwarded to the Toronto Police. The authors were advised that incident statistics are captured once only (by the police). The Toronto Police keep TTC incident statistics in one database and extract information relevant to the TTC and feed this back to the TTC. This method eliminates duplication of effort and also eliminates confusion that could arise when more than one body captures and interprets criminal incident data. **Communicating security information/signage** The dissemination of safety and security information is the key to increasing crime prevention awareness amongst passengers. At a number of commuter rail stations in Toronto, security awareness is enhanced by the provision of appropriate and adequate signage. The authors found that if there were few signs passengers would often become confused. When passengers become confused on their journey they decide not to use the public transport system and revert back to their cars, resulting in patronage being lost to GO Transit. **Safety Zones** At a number of commuter rail stations in Toronto there are designated 'safety zones and/or waiting areas' for passengers. Designated waiting areas are areas where waiting passengers will either have direct access to a coach in which the train guard is situated or, whilst waiting, are in constant view of CCTV cameras.

Table 35.2: New York City Transit System stakeholder coordination

ACTION	STAKEHOLDER INVOLVEMENT
There was an increase in the coordination of all security forces involved in public transportation	• Transit security providers • Transit authorities
The legal department 'went the extra mile' in case preparation etc., and was able to win two important cases involving the homeless who were loitering on the property of public transport providers.	• Transit security providers • Transit authorities • Justice/legal system
The transit providers increased their engagement in small tasks, e.g. cleaning and litter control on their systems etc. This improved the perceptions of the commuting environment by commuters.	• Transit authorities • Cleansing/solid waste organisations
Station design and layout was amended, i.e. the stations were downsized to facilitate easier people flow management and to increase customer security. It should be noted that downsizing or closing down of areas of the subway systems at certain times of day, do not have to be permanent.	• Transit authorities • Designers/planners/architects • Transit security providers
A transit policy of 'safety in numbers' was developed. This policy saw an increase in the 'channelisation' of people to use fewer entrances/exits in the subway systems.	• Transit security providers • Designers/planners/architects • Commuters themselves
There was an improvement in the lighting standards in and around subway stations	• Transit authorities • Designers/planners/architects • Transit security providers
There was increased engagement in simple crime prevention strategies by the transport providers and security agents.	• Transit security providers • Transit authorities • Designers/planners/architects • Commuters themselves

35.2. Alternative crime prevention challenges

With regard to future developments having a bearing on crime and crime prevention, the authors were advised by London Transport Limited these could take the form of:

- **Window etching**
  A new development, requiring a new crime prevention approach, is that perpetrators of graffiti are moving towards window etching. This is an action in which an instrument is used to etch a logo on a glass window. At present such markings cannot be removed unless the entire window pane is replaced.

- **Air pistols**
  Discussions revealed that, with the severe restrictions that have been placed on the ownership of hand guns in the UK, a new development has seen the increased use of air pistols (a potential warning to South Africa which has just passed new regulations regarding the ownership and operation of firearms). Ownership regulations are not as stringent as for hand guns and this has made them attractive to potential petty criminals.

36. CRIME PREVENTION STRATEGIES FOR BUS

This chapter aims to present an overview of the types of crime affecting bus public transport primarily in Greater London and the interventions used to resolve the problems. The interventions applied are summarised in Table 35.3. The discussion presented in this chapter is based on discussions held between Oliver Page, Ms. Jennie Leggatt (London Transport Buses Safety Team Manager) and her assistant, Ms. Audrey McIntosh, in January 2000. The main focus of the discussion was crime and crime prevention from a bus perspective.

36.1. Background

London has a very diverse mixture of peoples, in 33 London boroughs (local authorities). Instead of one bus company serving London, as was the case before deregulation, 44 bus companies now operate in London. Representative Peoples from all five continents now live in London. This mixture of people also has affected how different people view public transport. For example, it was stated that Muslim women feel threatened when travelling on the underground system.

In the past the trains and underground systems were the main targets of crime but crime has recently shifted to buses. This situation has seen a displacement of criminal activity through the reduction in crime on the train/underground systems. This could partly be due to the increased difficulty of accessing the system through fare evasion, as the majority of accesses to the underground system are now automated and controlled.

Representatives from London Buses confirmed that the most criminal activity on public transport systems is committed by people who have not paid the correct fare for their journey. It seems that such persons do not view the public transport system as a asset and thus abuse it. It was also noted that bus transport in London is more porous by comparison with the underground system, as most underground stations in Greater London are barriered (there are still many buses operating in London, which do not have automated door control).

The nature of public transport is such that it has a strong influence on personal lifestyle and this on the people who use it. Therefore effective crime prevention is seen as an improvement in the ambience experienced by people using public transport in London.

Proponents of increased public transport usage have argued that, public transport should not be seen as a form of transport that is primarily used by people who do not own cars, i.e. captive users, but should be the preferred option when considering a trip within London. Again, from discussions held with the representatives of London Buses Limited, the authors acknowledged that there was a correlation between the levels and types of criminal incidents on public transportation systems in London and on those in South Africa.

36.2. Stakeholder involvement in crime prevention

With regard to bus transportation in London, Ms. Leggat said that London Buses Limited has achieved the buy-in of all bus operators to make the various crime prevention initiatives work. The authors confirmed that a similar process was taking place in Durban through the DACST Innovation Funded Project on Crime and Crime Prevention on Public Transport. The process of getting the stakeholder buy-in in London took approximately three years of hard effort.

In the past there were many complaints about crime on public transport but there was no strategy co-ordination from the stakeholders. Grove Park, in South East London, is a case in

point. This was a known problem area for buses. Nevertheless, recent years have seen the local authorities beginning to become involved in community crime prevention strategies. This is partly owing to the introduction of the Crime and Disorder Act in 1998.

Ms. Leggat indicated how stakeholders were won over to the project? A number of methods were used:

- **Convince them of the potential benefits**
  There was a need to aggressively 'sell' the potential benefits that would arise from a coordinated plan of crime prevention on public transport. The was thus a need to 'sell' the project initiatives right from their inception.

- **Engaging in dialogue**
  Rather than stakeholders being told what to do, they should be engaged in constructive dialogue by asking them questions and letting them generate the answers to their problems. The authors state that this method is very similar to what has been done with the Durban stakeholders involved in the Hamba Uphephile initiative.

- **Political support**
  Getting the 'buy-in' of the local Member of Parliament (MP) can bring a number of advantages for the strategies that are about to be implemented. In the case of the Hamba Uphephile initiative, the keynote speaker at the Stakeholder Launch was the Honourable Councillor Obed Mlaba, as discussed in Chapter 19 of Phase 2.

- **Acknowledgements**
  Regular stakeholder acknowledgements in the form of 'thank you' letters and communiqués develop appreciation and encourage continued support from stakeholders.

36.3. Statutory partnerships

In the UK, the Crime and Disorder Act of 1998, mandated local authorities, police and other key agencies and the community to work together at local level to develop and implement strategies for reducing crime and disorder at local level. The Act stated that success against crime required holistic and committed effort by all community stakeholders. To ensure the inclusiveness of the partnership being proposed, in addition to the direct stakeholders in crime prevention, other stakeholders in the professions of social work, health and probation were also seen as integral participants.

36.3.1 Stakeholder involvement
Through the statutory requirements of these partnerships, the direct stakeholders were enabled to easily convince other stakeholders who perceived themselves to be on the periphery, of the need for their involvement in the process. This can be compared to voluntary partnerships which can founder owing due to a lack of commitment of all stakeholders. At present, in South Africa, with respect to public transport crime, there is no statutory requirement for stakeholders to come together. Nevertheless, role players do realise that the key to crime prevention success is to involve the community. The Hamba Uphephile initiative/model can therefore be seen as a move in the right direction.

From the safety partnerships already established in the UK it was noted that much effort may be required to get certain stakeholders involved. Through interacting with all stakeholders, each can learn from the other in ways they never thought possible. However, a word of caution is put forward, that each safety partnership, 'must be clear about what each

stakeholder can contribute and impact upon, rather than being merely invited because they have to be on board.'

36.3.2 Safety audit process

Having established the statutory partnership, one of the first requirements of the Crime and Disorder Act is for such partnership to conduct a thorough review (audit) of crime and disorder in its area, known as the Crime and Disorder Audit. This process consists:

- Extensive consultation with community stakeholders;
- Publicising audit findings to the community;
- Crime reduction strategy development, and
- Developing ownership of specific targets and performance measures by stakeholders.

36.4. Strategies employed

Crime prevention strategies employed on bus transportation in London are indicated in Table 35.3.

Table 35.3: Intervention in public transport crime (bus) in Greater London	
CRIME PREVENTION INTERVENTION	**EXPLANATION**
Reporting	Reporting by witnesses of criminal incidents is vital if problems are to be identified. Reporting is more than just the collation of statistics but also provides invaluable information (intelligence). The security authorities would then interface this information with their intelligence to close the net as it were on the perpetrators. It was emphasised that London Buses Limited encourages all criminal incidents to be reported when witnessed.
Community Strategy	Getting the community/commuters involved is a key ingredient to a successful crime prevention strategy. It was pointed out that some bus companies have full-time school and community liaison officers.
Determination of what influences behaviour	Having an understanding of the factors influencing the behaviour of alleged criminals can help to remove such factors from society (if possible).
Identification of ring leaders	The identification of ring leaders (e.g. chief gang member) and subsequent transferring of these people to other places can impact on dissipating (or crippling) the gang and their potential activities.
Preventing neglect of buses	Ensuring that buses are in the best condition possible. This is very similar to the Broken Windows approach to crime prevention. If it is broken, repair it immediately. When the environment is dilapidated potential criminals think that society does not care, so why should society care if I (i.e. the potential criminal) inflict more damage.
Ownership amongst the youth	Through education, there is a need for the youth to take ownership of public transport. Public transport is provided for all community members. The damage of public transport therefore affects the whole community negatively.
Youth interaction	London Buses Limited has started interacting with youth groups to determine where their problems (both social and economic) lie. Interaction with youth groups and schools provides a better understanding of what makes youth 'tick' and also can provide innovative ways of increasing crime prevention from a youth perspective.
Hail and ride strategy	The 'hail and ride' strategy, is one whereby a bus passenger can request a bus to stop at any reasonably safe place to disembark or alight. This strategy has been used, particularly in the cases of woman passengers. Ms. Leggat indicated that the policy of 'hail and ride' had been abused by some passengers, who would request the bus to stop in unsafe places or only a few metres from an actual bus stop.
Gender segregation	Another form of crime prevention is separation on public transport according to gender. (The authors are not sure if such a policy has been implemented by London Buses Limited). This intervention could be seen as a backward step to start segregating male and female passengers in respect of their perceived fears regarding travel on public transport. London Transport Limited is committed to providing safe and secure public transport service for all its passengers.

Table 35.3: Intervention in public transport crime (bus) in Greater London	
CRIME PREVENTION INTERVENTION	**EXPLANATION**
Police informant	Community members regularly provide police with intelligence information play a vital role. On the other hand, general community members do not want to become police informants, since as (if it is known by the community) they (i.e. the informants) could lose the respect of the community.
Police visitation	In order to develop a sound relationship between the police and bus drivers, the police regularly visit bus depots to engage in informal discussions with drivers and staff.
Mystery traveller	This is a strategy that makes use of an´ unseen traveller who rides on public transport vehicles. Whilst riding, the traveller makes an assessment of passenger behaviour and in-vehicle environment, in respect of graffiti and onboard atmosphere etc.
Window film	In some cases it has been decided to overlay the glass windows with a thin film of plastic. The aim of this is to reduce the shattering of the glass if broken and thereby offer increased protection to the sitting passenger. However, the downside to this strategy is that it is very financially expensive.
Bus driver training	Bus drivers undergo regular driver training and driving skills development. Also included in the programme is an appreciation of the importance of their public relations role and attitude.

37. CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

This chapter presents a general overview of Crime Prevention Through Environmental Design (CPTED) principles and the lessons learnt whilst the authors attended the 1999 International CPTED Association (ICA) Conference in Mississauga, Canada. The venue for the 1999 ICA Conference is shown in Figure 37.1.

Figure 37.1   The Living Arts Centre, Mississauga, venue of the 1999 ICA Conference

37.1. What is Crime Prevention Through Environmental Design

Crime Prevention Through Environmental Design (CPTED pronounced sep-ted) a branch of situational crime prevention, is based on the theory that:

'the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and an improvement in the quality of life.'

The basic principles of CPTED can be listed as:

- The physical environment can be changed or managed to produce behavioural effects that will reduce the incidence and fear of crime,
- Reducing the opportunity for specific crimes to occur through the use of environmental factors to affect the perceptions of all users of a given space and
- Addressing not only the opportunity for the crime but also perceptions of fear on the part of those who may otherwise be victims by taking advantage of the relationships which exist between people and their environments.

CPTED is not new to South Africa. In fact, the Division of Building Research of the CSIR (BOUTEK), under the leadership of Tinus Kruger and the Institute of Security Studies (ISS), have been working together to increase awareness in South Africa of CPTED principles.

CPTED places an emphasis on the:

- physical environment;
- behaviour of people, especially criminals;
- productive use of space, and
- crime/loss prevention.

From research presented earlier in this report, it was found that:

- The design of the transport vehicle has some influence on the level and type of criminal activities that take place either inside or immediately outside a the vehicle.
- The physical structure of the modal interchanges offer opportunities to conduct legal and illegal activities. In the case of the former, one example is hawking (the selling of produce by informal traders) from properly designated areas. In the case of the latter, one example is where criminals wait in hiding at the exits of unlit subways/stairways etc.

37.2. The International Crime Prevention Through Environment-Al Design Association

The International Crime Prevention Through Environmental Design Association (ICA) is an association of professionals and lay people who are committed to promoting personal and corporate security, as well as safety, through appropriate design of the environment. The association is based in Calgary, Canada and holds annual conferences bringing together members and other interested parties. In 1999 the conference was held at the Living Arts Centre in Mississauga, (Canada's sixth largest city, adjacent to Toronto).

The mission statement of the ICA is, **'to create safer environments and improve the quality of life through the use of CPTED principles and strategies.'**

37.3. Workability of CPTED

Why have the principles of CPTED not been accepted universally? During the ICA conference the authors learnt that CPTED was still being debated in many forums. In respect of its lack of international acceptance, the following reasons were given:

- there is little substantive research;
- many of CPTED's principles are based on 'common sense';
- the results are often difficult to isolate and replicate;
- success has often been illusive;
- CPTED has few acknowledged scientists/researchers, and
- there is no consistent methodology used in CPTED studies.

In view of the above, how may CPTED move forward? There needs to be:

- systemic reviews of the environment, building uses, policies;
- before and after assessments;
- publication of more reports;
- more evaluation studies;
- continued development of a set of measurable, realistic and achievable goals, and
- the development of a time phased and ordered sequence of steps.

There is a present need to move CPTED from untested strategies to a process that can withstand the rigours of the scientific method and that has predictable and measurable

results. The likelihood of success will increase through collaboration and partnership with relevant stakeholders to ensure the sustainability of programmes.

37.4. The way forward for CPTED

With regard to the potential way forward for CPTED to be accepted more widely, it should be noted that:

- The application of CPTED principles should focus not only on the physical environment but also on individuals. Beyond the physical space there is a 'social' space.
- Future crime prevention initiatives should focus on the physical space, as well as on victims and offenders.
- Safety/security for women differs from safety/security for men. Therefore, target hardening could form an important aspect of crime prevention.
- Environmental design is important, but it should be realised that is it not the streetlight that attacks, but a human being. It is important to note is that it is a person who fears or commits a crime and not the building. Buildings can be changed and redesigned but, if people remain the same, the question needs to be asked, has there been any improvement in community safety?
- Whilst dealing with conditions that have the potential to influence crime, there is a need to deal with misconceptions as well, as these often lead to self-fulfilling prophecies.
- It is argued that CPTED does not prevent crime but simply displaces it. There is, therefore, a need for a holistic approach if the future of CPTED is to be ensured.
- Community CPTED principles are a proactive approach to apply CPTED to large geographical areas. The emphasis here is placed on:

  o improving the quality of community life;
  o social and economic reinvestment in areas of deterioration, e.g. gentrification, and the
  o prevention of public safety problems in new areas.

38. COMMUNITY-BASED CRIME PREVENTION

This chapter aims to present the key points gained from the overseas tours with respect to community based crime prevention.

38.1. Crime theories

With respect to community based crime prevention, there are two general crime theories (of many that can be postulated (see Chapter 2 Phase 1)) that can give background as to why crime happens in an environmental sense. They are:

- **The Tipping Point Theory of Hotspots**
  The 'tipping point theory' of hotspots states that: 'a point will be reached, i.e. the percentage of empty buildings in an area in which, once gone over, criminal incidents will increase exponentially.'

  Factors influencing tipping can be listed as:

  - Number of bars/taverns in the area
  - Number of empty buildings in the area

- **Broken windows theory**
  This theory basically states that, 'when something is broken, e.g. a broken window on a bus, and is not subsequently repaired (resulting in a dilapidated environment) criminal activity is encouraged.' This situation of non-repair will encourage a disrespect and disownership of the environment by community members and so lead to more crime.

38.2. Community crime prevention a long term process

During discussions at the ICA Conference it was revealed that, as the City of Oakland (California, USA) had a long term plan to curb crime, one cannot expect any 'significant' gains in the short term. Collaboration between all stakeholders will ensure that any strategies about crime prevention can be effected. The crime prevention strategy employed involves citywide collaboration in the service delivery process, e.g. the creation of a community-oriented police department in the city of Oakland. The goals of this strategy were to (all of which take time to mature):

- develop trust;
- direct resources taking into account the community priorities;
- facilitate the building of Crime Prevention Councils;
- build long-term partnership for self-sufficiency, and
- enhance collaboration.

38.3. Community Partnerships

During the authors' visit to the ICA Conference, such a community partnership was illustrated in the form of the Metro Action Committee on Violence Against Women and Children (METRAC). This Non-Governmental Organisation (NGO) focuses on women's and children's issues and needs and is based in Toronto, Canada. Two principal members of METRAC along with one of the authors are shown in Figure 38.1.

Figure 38.1: METRAC officials (Sandy Fox Centre and Connie Guberman on the right) and Prudence Moeketsi

METRAC sees the undertaking of a community-based safety audit as a key challenge in the establishment of sustainable community-based partnerships. METRAC's main argument is that, once a place is safe for women and children, it is then safe for everyone. Therefore METRAC lobbies for changes in the laws and procedures that influence the safety of women and children in their communities.

Having been involved in a number of transit planning studies (from a security perspective) widened, METRAC the community's role in the process by involving women in the undertaking of community safety audits. Despite not being involved in the preliminary planning stages, these women felt empowered by the fact that they could approach their local authorities and voice their safety concerns.

38.4. Mississauga Crime Prevention Association

Another example of a community partnership that was illustrated at the ICA Conference was seen in the Mississauga Crime Prevention Association (MCPA). This community partnership focuses on grassroots crime prevention initiatives.

Some of the reasons cited for the creation of the MCPA were as follows. There was a need to:

- ensure that crime prevention initiatives complement and do not compete against each other;
- pool limited resources together;
- bring all relevant stakeholders to the table, e.g. business groups, social groups, education committees, government representatives and others, and
- rally communities for grassroots initiatives.

38.5. Community policing advantages and disadvantages

The authors were informed by one community policeman that it was felt that the least stressed police officers were those who were involved with the community. However, arguments could be raised both to support and contradict this statement.

- In support of this statement it was said that having the community on your side is one step towards combating crime. Reactionary policing rarely solves the problems. Only by security agents working on a long-term programme with the community can increased possibility of success be offered.

- However, the lack of community involvement may facilitate more rapid implementation of strategies in the short term as one may not have to get bogged down with community issues and protocols. But, such interventions may be rejected by the very community for which a solution is required.

Both of the above arguments will depend to a certain degree on the level of trust between the community and the police. Such a process of trust building, is still evolving in South Africa. The process followed in the Hamba Uphephile Project, as described in Phase 2 is just one such intervention which it is hoped will continue the process of trust building between all stakeholders involved in crime prevention on-board public transport.

39. KEY POINTS AND LESSONS LEARNT

Key points and lessons learnt by the authors from the tours undertaken are listed below:

39.1. Similarities and differences between the UK, US and South Africa

- **Operation and ownership**

  The transit systems visited by the authors were all large and very complicated systems owned and operated by one central authority. For example, the London Underground has approximately 251 stations (as at January 2000) owned by LUL. This can be compared to the situation in SA where the current commuter rail operator (Metrorail) does not own any of the rolling stock or stations at which it operates. These assets are owned by another organisation called the SARCC. This split in operations and ownership has somewhat weakened the effectiveness of crime prevention initiatives that could be introduced, as the two parties have to agree to the intervention proposed and see the benefits versus the costs of any proposed interventions.

- **Porous bus transportation**

  In all the cities visited, London was the only city which still had buses operating which do not have automated door control and therefore need two members of crew, the driver and bus conductor (ticket issuer/checker). Access control to this type of bus is therefore soley dependent on the bus conductor. Buses in the other cities visited (including those in South Africa), whilst having automated door control only require one member of crew (i.e. the vehicle driver) who has to undertake both the tasks of driving and ticket issuing/validation.

- **Heavy rail system**

  The heavy commuter rail system operated by Metrorail can be directly compared with the Silverlink or the Thameslink suburban rail services in London, rather than with the underground systems operated by LUL or the New York subway.

- **Historical past influences the present**

  International experience has shown that previous planning practices that sought to control community members socially through the design of the built environment have failed miserably. This fact is very pertinent to the South African experience and can help one understand why crime is prevalent in certain social settings.

- **Politics**

  Political undercurrents, which may be very much in evidence, can dilute the effectiveness of crime prevention initiatives. An example of such a defeat was seen in the case of the countless numbers of homeless people who were sleeping on stations and in train carriages of the New York subway system. It was difficult to remove them because it was argued that such an action would be an infringement of their basic human rights, e.g. the right to shelter. The inability to challenge or change such a situation saw a decrease in ridership on the MTA.

  Coming back to South Africa, in none of the overseas cities visited do the transit systems operating there have a similar mode of transit as the minibus taxi. The potential for minibus taxi violence has in South Africa always been simmering, being compounded by transport policy and politics on both a national and provincial level. A case in point, was

that during July 2000 in the Western Cape, there was a spate of minibus taxi violence (e.g. shootings) being manifested in the intimidation of bus operators and commuters.

- **Lack of coordination**

  In the past the lack of coordination in crime prevention strategies by public transportation stakeholders weakened the positive outcomes of such crime prevention initiatives in the fight against crime on public transport.

39.2. Transit authorities/institutional

All overseas organisations visited agreed on the following initiatives:

- **Fare evasion and criminality**

  There was consensus among all the transit officials, both administrative and security, met that most on-board crime is committed by non-fare payers or by fare evaders. There is a direct correlation between fare cheats and crime on the transit system. It was emphasised that, 'everybody must pay the correct fare, however small.'

- **Rationalisation of resources**

  The policy of downsizing stations, i.e. closing of passages at certain times of the night, can result in a reduction in crime. This strategy creates a more manageable environment and enables facilitates concentration of resources, especially human, in the fight against crime.

- **Enforcement**

  All violations of rules and regulations on the public transport system should be enforced and diarised/captured. In the New York City Transit system, repeat offenders are always taken to court. All public transport users should be aware that the security providers aim to enforce safety and security policy in its entirety, in other words, that the security forces will 'enforce all the rules that they have.'

- **Customer perceptions**

  There is a need for transit authorities to regularly conduct city wide surveys to determine customer perceptions of crime on the public transport systems and communicate the results of these survey to commuters.

- **Communication**

  With regard to criticism from the public resulting from a policy initiative of the transit authority, e.g. the 'Squigy People' policy (see Table 35.1), it will be necessary for a public relations officer to publicise the good deeds done by the transit authority.

- **Control**

  It is also very important for the transport provider to be seen by the public transport user as being to be in control of the system. Regular communications via the media to get a particular message across to existing and potential commuters is vital.

- **Institutional efficiency (Judicial System)**

  The swiftness of the justice system in dealing with criminals is vital for the success of crime prevention initiatives.

- **Staff involvement**

  With regard to crime prevention in a community/transport provider initiative, all employees will have to be involved in the crime prevention initiatives as well as in obtaining the 'buy-in' of businesses in the community. This will help to ensure the success and sustainability of the crime prevention initiatives implemented.

- **Visibility and publicity**

  Visibility, with publicity by all concerned in combating crime, is a good crime prevention strategy. Coupled with this visibility is regular communication by the transport provider to its customers.

- **Target hardening**

  Security can be improved by 'target hardening', which tries to make the potential target of criminal activity more difficult to be stolen from/abused etc.

- **Crime prevention innovation**

  Earlier theoretical approaches and the results gained have impacted on the present successes of crime prevention initiatives. To ensure the continued sustainability of these initiatives it is necessary to develop new and innovative ideas.

39.3. Community-based crime prevention

The following community-based initiatives were stressed by all the organisations visited:

- **Community behaviour**

  'If one wants a community to behave neighbourly, one must build a community'. Thus, the initial planning stages of building a community impact on the cohesiveness and sustainability of that community.

- **Community involvement**

  Police officers (both men and women) alone do not create safe and healthy communities. Every community resident should take some responsibility.

- **Community partnerships**

  Sole dependence on the police for crime prevention does not work. Communities and private companies are important partnerships in crime prevention. How this partnership is developed, managed and encouraged is of critical importance to the success of crime prevention initiatives that may be introduced.

39.4. Transit security

Officers of the overseas organisations visited agreed on the following:

- **Accountability**

  The implementation of a hard-hitting report-back meeting, such as the COMSTAFF (Command Staff meeting) used in the NYPD, can encourage innovation in crime prevention. The atmosphere at these meetings is very pressurised, i.e. officers are questioned as to what has improved in their areas since the last meeting. The continued pressure placed on the stakeholders encourages innovation in crime prevention or in resolving other types of problems.

- **Active security officers**

  Physically active transit security officers are more noticeable than stationary ones. A survey conducted by the NYPD indicated that when a police officer was only standing still, 10 per cent of the people who passed the policemen actually saw him or her. On the other hand, when the police officer was performing some task, e.g. giving directions to a member of the public or writing in his or her notebook, a larger proportion of people passing by actually noticed the officer. This thus confirms that action increases visibility.

- **Security staff involvement**

  To enhance the security of a transit system it is necessary to train all members of the transit security section in the safety/security policy of the transit organisation and how to deal appropriately with victims.

- **Transit Staff involvement**

  Transit staff should be the 'eyes and ears' of the system. There is a need for these officials to get involved in the security/safety initiatives of the system provider. Through participation of trade unions and transit employees at all levels, members of these groups can be made aware of the role they can play in increasing the safety of commuters.

- **On-train patrols**

  On-train patrols by police officers constitute a very good method of letting the public know that the transit authority is dealing with crime on its system. However, such patrols are less effective than station patrols.

- **Long-term versus short-term policies**

  On-train patrols by security officers produce short term benefits for specific problems. Such patrols should not become a regular policy, as criminals will eventually 'beat the system'.

- **Human resource deployment**

  With regard to the continued development of crime prevention strategies, it has been noted that a decrease in the crime rate could often be correlated to an increase in the numbers of security officers present. This possibly confirms that successful crime prevention is labour-intensive.

- **CCTV has some negative consequences**

  Potential negative consequences of the use of CCTV in reducing crime prevention are:

  - o potential criminals will destroy the cameras if they can see them, or on the other hand,
  - o potential criminals may destroy the transport furniture, e.g. bus shelter, if they cannot see the CCTV.

- **Political backing**

  Crime prevention strategies often require the backing of national/local government and community leaders if these are to be effective. Many initiatives can become very political and can be used for scoring points against an opponent. In order to reduce the possibility of political infighting, getting the correct people involved is essential for the overall success of the initiative.

39.5. THE COMMUNITY

Overseas organisations supported the following initiatives:

- **Components of a safe and healthy community**
  The community/personal security process leading to safe and healthy communities are represented by Figure 39.1:
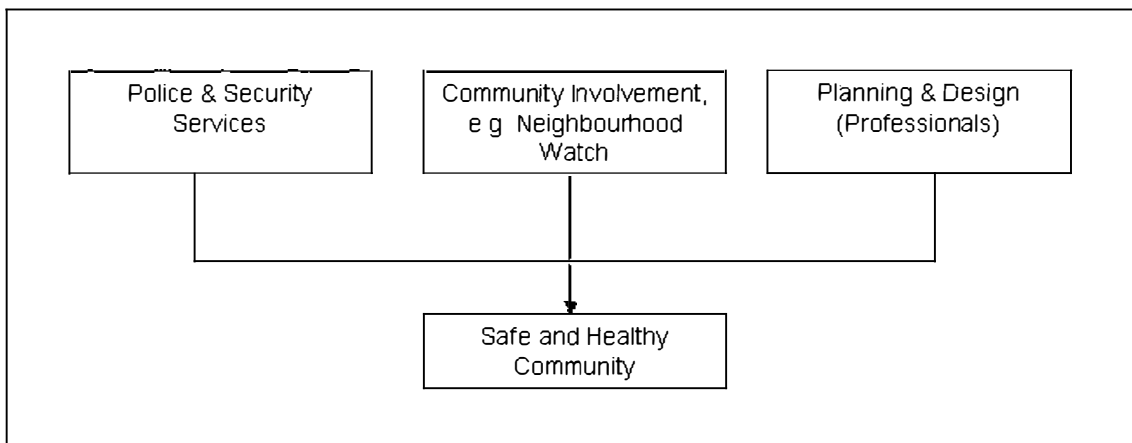

Figure 39.1   Components of a Safe Community

- **Crime prevention and community cohesiveness**
  The community/neighbourhood crime environment can help to bring people together to combat crime.   There are times that it is only when a criminal incident happens do neighbours come together to fight crime (reactive strategy).   Otherwise, each neighbour lives unto himself/herself.

- **Community member involvement**
  All community members should be included in the design of a neighbourhood.   This, it is hoped will promote and develop initiatives to make the community pro-active towards crime prevention.

- **Stakeholder involvement**
  Professionals and community members need to work together to solve crime problems and make a difference in their communities.

- **Exclusion and the community**
  Crime prevention through exclusion, e.g. without involving the community, does not work.

- **Professional involvement in community-based crime prevention**
  Professionals who obtain community buy-in into crime prevention initiatives may be able to see new ways of applying crime prevention strategies that they would otherwise not have seen.

- **Quick returns**
  Certain crime prevention strategies (i.e. a pilot project perhaps), once implemented should aim for quick returns, which will enhance the 'buy-in' to the project by the community.

- **Police partnerships**
  Police and community partnerships are the way forward to combat crime in the community.

- **Community inclusiveness**
  In the recent past in London there was a special Mobility bus for transport of the disabled. This service has now been withdrawn. The reason is that London Transport Limited would like everyone to feel that they are a part of community. The aim is thus for everyone to use the regular public transport, which then has to be adapted to enable all members of the community to make use of it.

- **The three 'E's' of Community involvement**
  It is vitally important in building relationships between the security and transport providers and the community to engage the three E's:

  o Education
  o Enforcement
  o Evaluation

- **Community Policing**
  Community policing is the key to success in community crime prevention.

39.6. Gender perspectives/equity

Some valuable agreements were reached between the overseas organisations:

- **Transit captive**
  METRAC found that many female users of the TTC were 'transit captives', especially if these women belong to the lower social groups. A 'transit captive' is a person who does not have access to his/her own private means of transport and has no other option but to use public transport (or walk) to move about the city.

- **Gender perceptions of safety**
  METRAC found that there was a noticeable gender differences in the perception of safety and crime, with women more fearful of crime than men.

- **Equity**
  Issues of equity and resource redistribution in crime prevention are being questioned, especially those initiatives that require financial assistance to implement, i.e. the rich can afford high security interventions, but is this fair at the expense of the poor who have to live a crime-prone environment.

- **Gender perceptions of crime**
  From discussions held consensus was reached that the fear of crime differs according to gender. Men are generally scared of being robbed and women fear being sexually assaulted, e.g. raped. Such fears do not have to be based on statistics alone, but can be based on personal feelings of safety/security.

- **Time of travel**
  Off-peak periods pose the greatest challenge in terms of safety on public transport. Women are fearful during these periods and tend to avoid using the system.

- **Crime and personal freedom**

  When people stop using public transportation owing to the perceived level of crime, results in a decrease in their personal safety as they are now trapped at home and feel vulnerable there. Safety, in its widest sense, is the ability of people to move about freely without fear or hindrance.

39.7. Key challenges in effective crime prevention

Seven key challenges for implementing an effective crime prevention association or strategy (as gained from discussions at the 1999 ICA conference) are indicated as below. They are:

- **Money**
- Fund raising is a challenge.
- What is the role of government at all levels?

- **Planning**
- There is a need for constant renewal and for focussing on the right things.
- There is a need for input from all stakeholders to run the programme/s.

- **Mobilisation**
- It is necessary to get people involved and to keeping them interested and committed throughout the process.
- Volunteers should be recruited and a 'win-win' relationship entered into with them.

- **Effective communication**

  Communication to all parties is essential if all participants are to move forward as a whole.

- **Administration**

  There is a need to establish good governance and management practices/principles and to follow these.

- **Cooperation**

  It is essential to get all stakeholders to work together and to see the big picture.

- **Evaluation**

  There is a need to determine constantly if crime prevention programmes/initiatives are working. Evaluation is difficult, e.g. how does one measure changes in community perceptions?

Some useful hints in establishing crime prevention initiatives are:
- Do not set unrealistic goals.
- Do not miss opportunities to communicate.
- Do not try to be everything to everyone.
- **DO NOT GIVE UP!**

40. CONCLUSIONS

40.1. Conclusions

The following conclusions are presented:

- The authors feel that the continued development of CPTED in South Africa has the potential to make a difference in peoples lives. Through the enhancement of crime prevention strategies in the built environment and environmental design.
- One of the key principles of CPTED, 'inclusiveness' in the planning stage, (which can be facilitated through community involvement, for example), is re-emphasised here. South Africa has had a history of 'exclusiveness' and, in many respects, this phenomenon has impacted on the current social and crime situation. Obtaining the 'buy-in' of all stakeholders during the planning stages of any project, increases the probability of the project's success.

The tours undertaken by the RT were very informative and interesting. They found a great willingness to share information and experiences when meeting the representatives of the various transit security organisations. It also became apparent that there were many similarities between the types and levels of crime taking place on-board public transport systems in South Africa and those on the transit systems visited. This gave some comfort for the public transport crime situation here in South Africa, in that it was not really different from that in other first-world countries, which are often used as benchmarks.

One major fact that came through strongly. In this phase of the research was that, the transit systems which aimed to provide the highest level of service to their passengers tended to have a dedicated security service available to them, whose officers had the same powers as those of the regular security providers, i.e. the police.

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PHASE FIVE

CONCLUSIONS AND RECOMMENDATIONS

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42. CONCLUSION AND RECOMMENDATIONS

42.1. Introduction

In this the, final part of the report, some concluding comments on the study will be made and areas that need to be explored to ensure safety and security on board public transport will be outlined. In order to set the stage for the recommendations a resumé of those key lessons learnt in the study which have important implications for safe passage on public transport and safety in the Durban area studied, will first be presented before a number of recommendations to address the most important challenges for safety and security are outlined.

42.2. Conclusion

A number of research findings that all have some implications for crime prevention generally, and for the Durban Hamba Uphephile Partnership specifically, are presented in the preceding parts In this section only the most important of these findings and research lessons will be reviewed since the project was focussed on Durban, KwaZulu-Natal.

- **A holistic and integrated crime prevention approach**
  The single most important findings of the study was that an integrated approach was required to prevent crime on public transport and in communities in the Warwick Triangle area of Durban. This finding is in line with the National Crime Prevention Strategy (NCPS) of the South African Government, which postulates that a multifaceted and comprehensive approach involving formal governmental criminal justice agencies and informal civilian groups is a prerequisite for crime prevention in South Africa. This strategy was employed in the current study and resulted in the establishment of a crime prevention partnership in the Warwick Junction area of Durban.

- **The Hamba Uphephile Partnership**
  Following the acclaimed Utilisation-Focused Evaluation (UFE) approach of the American evaluation expert, Michael Patton, and utilising participatory action research (PAR), all research activities were undertaken within the framework of PAR. In starting an inter-sectoral process of stakeholder mobilisation the project team acted as a change agent. Stakeholders were empowered to act as a co-ordinating structure, through which workshop participants could participate in the development of actions and establishment of working groups (WG) to combat crime in the study area. Information and feedback on the process were provided at community workshops, and the participants were encouraged to formulate their own action plans. The workshops were intended to encourage stakeholders to analyse and act collectively on their crime situation.

  A number of activities were embarked upon, of which the following were the key activities:

  ❖ identifying and organising the intended users of the crime prevention model, and
  ❖ building and sustaining interest in the partnership.

  The culmination of the process was reached during the launch of the initiative in December 1999. Various workshops and meetings were subsequently held, during which a vision and mission, action plans, and a structure to steer the process were developed. Other important activities that were undertaken included:

- ❖ geographical demarcation of an area in which the initiative could be implemented,
- ❖ establishment of sites where specific crime prevention activities could be launched ,
- ❖ undertaking descriptive research of existing policing and related services in the study area and lastly,
- ❖ Stakeholders were mobilised to develop a proposal to address the crime situation and specific crime problems in the targeted area.

- **The social construction of victimisation and victim support in the area**

  The participants in the research were victims of violent crimes in which mainly knives and firearms had been used. Most of the research participants had been victims of more than one crime incident, mostly other violent crime incidents, during the period January to May 2000.

  It was surprising to learn that, although nearly all the victims had been in the company of other people when the offences occurred, few of the immediate bystanders did anything to help the victims. Whatever the reason for this non-involvement, this attitude allowed the offenders to exert power, not only over the victim who could do nothing to stop the offender, but also over groups of people. Traders Against Crime or security guards came on the scene, offenders would be accosted or followed without hesitation and assistance was immediately rendered to victims.

  The needs of the crime victims varied, and both resources and support services were necessary to address their emotional needs (anger, fear, shock, helplessness, depression etc.), their need for recognition, for information, understanding of and contact with the legal system and their practical needs.

- **The social construction of policing and related services in the area**

  Various insights of people's perspectives on policing and related services available in the project study area were obtained: of which the most important included:

  - the services provided at the SAPS stations were in great demand. Victim empowerment services are only provided at SAPS Durban Central.
  - data on reported crimes were entered on forms by officers in satellite police station and the Crime Information Management Centre computerises the data at SAPS Durban Central, these crime statistics are not always useful for undertaking crime pattern analysis, which in turn hinders prioritisation of SAPS operations.
  - there was the belief that more resources should be allocated to the satellite stations.
  - SAPS members at the satellites had some knowledge of community policing and had incorporated the policy in their daily work (at least to some extent), and community policing activities within their limited resources launched were by the satellite stations
  - SAPS had relations with a number of *Hamba Uphephile* stakeholders as well as with others not involved with the Partnership.
  - Hamba Uphephile participants' viewpoints of policing and related matters had been influenced, at least to some extent, by both their personal values and those of the particular societal groups to which they belonged or of the businesses they pursued.

- **Views of crime, and facets of law enforcement of commuters and members of the public**

  Level of service when crime is reported may differ according to race
  A key point from the Durban Commuter Survey (conducted in October 1999) was that, of the 60 incidents reported by the respondents (who had personally been a victim of public transport crime) to the SAPS by Africans/blacks, the respondents indicated that, in 45 per cent of these reported cases, the SAPS response was negative, 28% indifferent, 23% positive and the balance, a response level was not undisclosed. The question that could be asked here is that, 'Do African/blacks obtain a lower level of service from the SAPS than the other racial groups when they report crimes?'

  Validation of Phase 1 research
  The Phase 1 research undertaken as part of this study used the focus group methodology for obtaining commuter experiences and views about crime on public transport. After this research was disseminated, there were objections in some quarters that the conclusions reached, e.g. that commuter rail travel is prone to crime, were not founded on scientifically sound methodologies. Nevertheless, the Durban Commuter Survey (in which 1908 respondents were interviewed), confirmed this conclusion, as well as others emanating from the Phase 1 research.

  Key role of formal security providers
  It is evident that the majority of respondents surveyed in Durban still recognise the SAPS/Durban Municipal Police (as formal security agents) as being the primary agencies responsible for their travelling security. Furthermore, to consolidate this view, the respondents indicated that they would cooperate with these formal security agents in combating crime on public transportation. These sentiments indicate that there is a vital role for the SAPS and DCP to play in the provision of security on public transportation in Durban, over and above that of the private security guards or the commuters themselves.

- **Stakeholders and researchers evaluation of Hamba Uphephile**
  Although detailed appraisals could not be obtained from all Working Group members, stakeholders generally felt that Hamba Uphephile had achieved a number of successes. These stakeholders also felt that inroads had been made into developing specifically formulated crime prevention initiatives. Nevertheless, more time was required to implement and evaluate the initiatives.

  The architects of the idea of a crime prevention partnership, the researchers, believed that in the light of the unstable environment in which the initiative was developed, the activities to establish a partnership were successful.

- **International Networking Visits**

  Operation and ownership
  The transit systems visited by the authors were all large and very complicated systems owned and operated by one central authority. For example, the London Underground has approximately 251 stations (as at January 2000) owned by LUL. This can be compared to the situation in SA where the current commuter rail operator (Metrorail) does not own any of the rolling stock or stations at which it operates. These assets are owned by another organisation, the South African Rail Commuter Corporation. This split in operations and ownership has somewhat weakened the effectiveness of crime prevention initiatives that

could be introduced, as the two parties have to agree to the intervention proposed and see the benefits versus the costs of any proposed interventions.

Fare evasion and criminality
There was consensus among all the transit officials, both administrative and security, met whilst overseas, that most on-board crime is committed by non-fare payers or by fare evaders. There is a direct correlation between fare cheats and crime on the transit system. It was emphasised that, 'everybody must pay the correct fare, however small.'

Enforcement
All violations of rules and regulations on the public transport system should be enforced and diarised/captured. In the New York City Transit system, repeat offenders are always taken to court. All public transport users should be aware that the security providers aim to enforce safety and security policy in its entirety, in other words, that the security forces will 'enforce all the rules that they have.'

Political backing
Crime prevention strategies often require the backing of national/local government and community leaders if these are to be effective. Many initiatives can become very political and can be used for scoring points against an opponent if managed/implemented incorrectly. In order to reduce the possibility of political infighting, getting the correct people involved is essential for the overall success of any initiative proposed.

42.3. Recommendations

The study clearly showed that there was a continuing need for existing security providers to improve the rendering of security/law enforcement services to civilians and commuters in the study area. This underlines the relevance of the recommendations presented by the National Crime Prevention Strategy which postulates that a multifaceted and comprehensive strategy involving formal governmental criminal justice agencies and informal civilian groups is a prerequisite for crime prevention.

A positive step in the fight against crime at the Berea Road Modal Interchange/Warwick Junction Area was the realisation that crime prevention actions should no longer depend solely on the official criminal justice system. The formalisation of the partnership, through the establishment of the *Hamba* Uphephile initiative, provided the key to empowering stakeholders and commuters to prevent crime, through information sharing, skills training and development opportunities. The research undertaken was based on the assumption that such empowerment would enable target groups to take control of the crime situation by identifying their own problems, determining their own priorities, and taking responsibility for sustaining their own efforts to combat crime.

One of the most powerful lessons learnt was that the development of crime prevention strategies in transportation settings proved to be very challenging. This was partly due to the variety of types of crime that prevailed in the transportation system, the number of settings (buses, trains and stations) within the system, as well as the variation in the victims. The expansiveness of the systems, the lack of plausible control settings to measure background trends and the interlinking of the different systems also complicated the development of anti-crime strategies. This was complicated even further by the unavailability and inaccessibility of reliable official crime statistics.

Against this background it is clear that, any attempt to address these challenges, at least two overall considerations are crucial to the development of any crime prevention strategy within the public transport sector. Firstly cognizance should be taken of what scholars abroad have labelled 'the place'. These places vary enormously in their populations, core functions and activities, crime rates and criminogenic risk factors such as money, drugs and guns. Some places are so crime prone that they are labelled 'hot spots' of crime. As has been further indicated by professionals and scholars abroad the prevention of crime in places (through environmental design for example) may have substantial impact on the reduction of the total crime in the community.

Secondly, cognizance should be taken of the profound technological advances that are currently transforming the basic nature of information management. One such powerful tool is an electronic information management system that allows for the input, monitoring, storage, maintenance, retrieval, analysis, synthesis and output of crime-related information. Since the advent of computerised crime analysis, a far greater precision in the recording of crime incidents and the identification of crime patterns has become possible. Furthermore, a number of technologies such as geo-coding and crime mapping are available.

In order to use crime statistics optimally, the security providers need to consider using these technologies, as well as crime information management systems. More specifically, these security providers, e.g. SAPS needs to take cognizance of: the number of information sources that are required for conducting multivariate crime analysis and crime forecasting. In addition, policies need to be put in place to make crime statistics more accessible to local non-SAPS law enforcement agencies and to bona fide community crime prevention groups.

Various specific recommendations were presented in the report. In this concluding part only the key challenges and key recommendations based on the two prerequisites outlined in the preceding paragraphs will be presented. These key challenges are embodied in the key recommendations developed and work-shopped by the *Hamba Uphephile's* partnership, and are as follows:

- **Statistics/Data**

  The Research Team recommends that the compilation of statistics and the collection of data with respect to crime prevention be continued in earnest. Data should be captured in a way as to enable the correct interpretation and benchmarking (for performance evaluation) of the resulting statistics.

  It is also recommended that the number of databases in the hands of formal policing agents at local or area command level, provincial and national offices, be controlled to avoid duplication and inconsistencies in data output.

  Where there are no data, how can one manage? How can one gauge an improvement or weakness in an intervention and so have an indicator as to the way in which to proceed?

- **Communication**

  The Research Team recommends that all stakeholders involved in crime prevention (this can be taken in a wide sense) regularly communicate with the grass roots commuters/community members. Such communication would inform and educate the recipients of such information. Stakeholders need to communicate what they are doing to improve the lot of the commuter and gauge how this message has been received and acted upon by the recipient.

All community members should know their basic human rights and social obligations and, at the same, time understand how systems work. Commuters also need to be educated on ways in which they can use the to minimise their changes of becoming a victim.

- **Dedicated Transit Security Force**
  The Research Team fully supports the reappraisal of a dedicated security force for public transportation. Personnel in such a force would need to have the full powers of the regular police in order if it is to be effective and seen to be so by the communities in which they serve.

  If South Africa is to learn lessons from other high-volume transit systems, the probability of crime being effectively controlled would be improved by a dedicated security service, whose officers of are fully committed to offering the highest levels of service to public transport users, including a witness protection service.

- **Action Based Commitment**
  The Research Team strongly recommends that all stakeholders give evidence their public commitment of crime prevention to commuters in the form of 'visible' actions. This recommendation is particularly aimed at those organisations that are responsible for its provision of security, at the modal interchanges or, within the communities.

  Stakeholders (especially those representing the informal sector and commuters) may become increasingly demoralised (if they do not give up) in the fight against crime, if the key role players in crime prevention are inconsistent in their support.

- **Crime Prevention through Environmental Design**
  The Research Team recommends that planners/designers seriously consider the benefits of the principles of Crime Prevention through Environmental Design. The potential for crime can be impacted on (i.e. designed out) at the planning stage and this should be acknowledged by the planning fraternity.

- **Community partnerships the way forward in crime prevention**
  The Research Team recommends that community partnerships in crime prevention be encouraged and strengthened. Input from the community (for example in designing the crime prevention strategy) is the key to success in many community crime prevention initiatives.

  Those involved in community crime prevention programmes also need to be acknowledged and provided with support from formal structures or non-governmental organisations. Such support need not be financial but could be through empowerment and human development initiatives.

- **Adoption of Hamba Uphephile Partnership/Initiative**
  The Research Team recommends that the Hamba Uphephile Partnership/Initiative be adopted and implemented by the Durban Metropolitan Authority as its pilot study. This would enable the partnership initiative to obtain much needed resources beyond the RT presence and prolong its sustainability. It would also enable the initiative to come to maturity and increase the probability of setting a precedent for South African community partnerships which focus on crime prevention.

If, on the other hand, its adoption of this is not achievable, the Research Team recommends that there should be some limited discretionary funding allocated to this project, so that the return on research investment is not lost.

- **Importance of policy framework to the crime prevention initiative**
  It is recommended that future crime prevention initiatives take cognisance of the existing safety and security framework such as the National Crime Prevention Strategy and the guidelines for the establishment of the Community Policing Forums. Recognition of a policy framework will assist in the development of a realistic model and increase stakeholder interest.

- **Importance of research support on crime prevention initiatives**
  The importance of research in the development and integration of monitoring and evaluative methodologies in the establishment of the crime prevention initiatives is vital. The examination of the existing information records and of on-site surveys assists in raising interest, realistic debate, and commitment amongst stakeholders. It also sets benchmarks for future evaluation of returns on investments. Regular surveys of commuter experiences are also essential for policy adaptation and evaluation.

In addition to the broad recommendations presented in the above paragraphs, a number of more specific short (S) and long-term (L) recommendations are made with regard to coordination, awareness, empowerment, improvement of knowledge and the development of policy:

42.3.1 COORDINATION AND COOPERATION

- Target the street trader population in Durban as a priority group for crime prevention. (S).
- Identify crime hot spots (S)
- Address risk factors or criminogenic factors such as drugs, guns and the presence of money (S).
- Focus on a specific areas reserved for a narrow range of functions, e.g. taxi and bus ranks, railway stations and vendors' stalls and on risk factors (S).
- Encourage the lines of communication between the communities and the SAPS to sustain the current *Hamba* Uphephile' Working Group as coordinating body (S).
- Regular meetings of representatives of formal and informal crime prevention groups are needed to obtain a better understanding of the two agencies, their objectives, problems, and how the relationship between the two entities could be strengthened and formalized (L).
- Strengthen and formalize the pattern of informal co-operation between formal law enforcement and informal crime prevention groups by developing a protocol (S).
- Develop a project proposal to sustain the HUP (S)
- Finalize *Hamba Uphephile's* Working Group's constitution, paying particular attention at making explicit its normative structure (S).
- To improve its relationship with local stakeholders, funds should be raised to help the TAC to institutionalise and market itself more, for example, by obtaining an office and contact numbers where it could be officially contacted. (S).
- Regular stakeholder acknowledgements in the form of 'thank you' letters and communiqués develop appreciation and encourage continued support from stakeholders (S).

42.3.2 AWARENESS RAISING

- Develop a marketing strategy for *Hamba Uphephile's* crime prevention initiatives (S).
- Issue pamphlets to commuters, traders and residents aimed at addressing the feeling of fear of crime,_prompt reporting of crime and practical tips on how to prevent crime (S).
- Inform community members on the correct procedure for reporting crimes to the police. (S).
- Make crime victims aware of their human rights (S).
- Provide key information that will enable victims to exercise their rights and to lay complaints when necessary (S).

42.3.3 EMPOWERMENT

- Provide further training research and evaluation skills (L).
- Provide training to Traders Against Crime and the Crime Watch as lay counsellors (S).
- Provide training in self-defence and conflict management to informal law enforcement groups. (S).
- Issue Traders Against Crime with a two-way radio system directly linked to police stations in the area._(S).
- Extend victim-support training to police and justice officials (S).
- Empower victims by assisting them emotionally with the trauma of victimisation and by involving them in the criminal justice system (S).
- Develop a witness protection programme (S).
- Make points where crime could be reported more accessible to crime victims (S).
- In order to break free from the helplessness and fear and build solidarity among commuters, crime prevention training workshops generating practical strategies among commuters and traders to prevent crime should be conducted (S).
- Standardised training in the practical implementation of community policing should be provided at police station level (S).
- Implement the Hamba Uphephile initiative (as developed in Durban), elsewhere in South Africa in order to assess its replicability (S).

42.3.4 The need for more and better knowledge

- Develop an electronic crime information management system with Geographical Information Systems capability to advance the capturing, monitoring, storage, maintenance, retrieval, analysis, synthesis and output of crime-related information that would improve decision making on crime prevention in the Warwick Junction area (S).
- Develop a system for the regular assessment of commuter views and perceptions of the public transport system (S)

42.3.5 Policy

- Develop of policy for addressing crime prevention on board and at modal interchanges (L).
- Construct guidelines for a State Compensation Fund to assist victims of crime, similar to the State President's Fund for Victims of Terrorism (L).
- Develop a policy aimed at regulating on-board hawking and formalising hawking at interchanges (L).
- Address the issue of the trauma of continuous victimisation in the development of victim support services (L).

- Consideration of (with a view to implement) Statutory Stakeholder Partnerships in crime prevention (L).

42.4. Concluding remark

After two years of working closely with stakeholders, sharing their views on their experiences and frustrations, it is now clearer than before that the task of Crime and Crime Prevention on Public Transport is too complex for it to be carried by a specific institution or organisation. All the parties and agents involved need to identify a niche area in which they can be able to make a valuable contribution in improving the safety of public transport users.

ANNEXURE A

ADDITIONAL INFORMATION ON THE RESEARCH METHODOLOGY