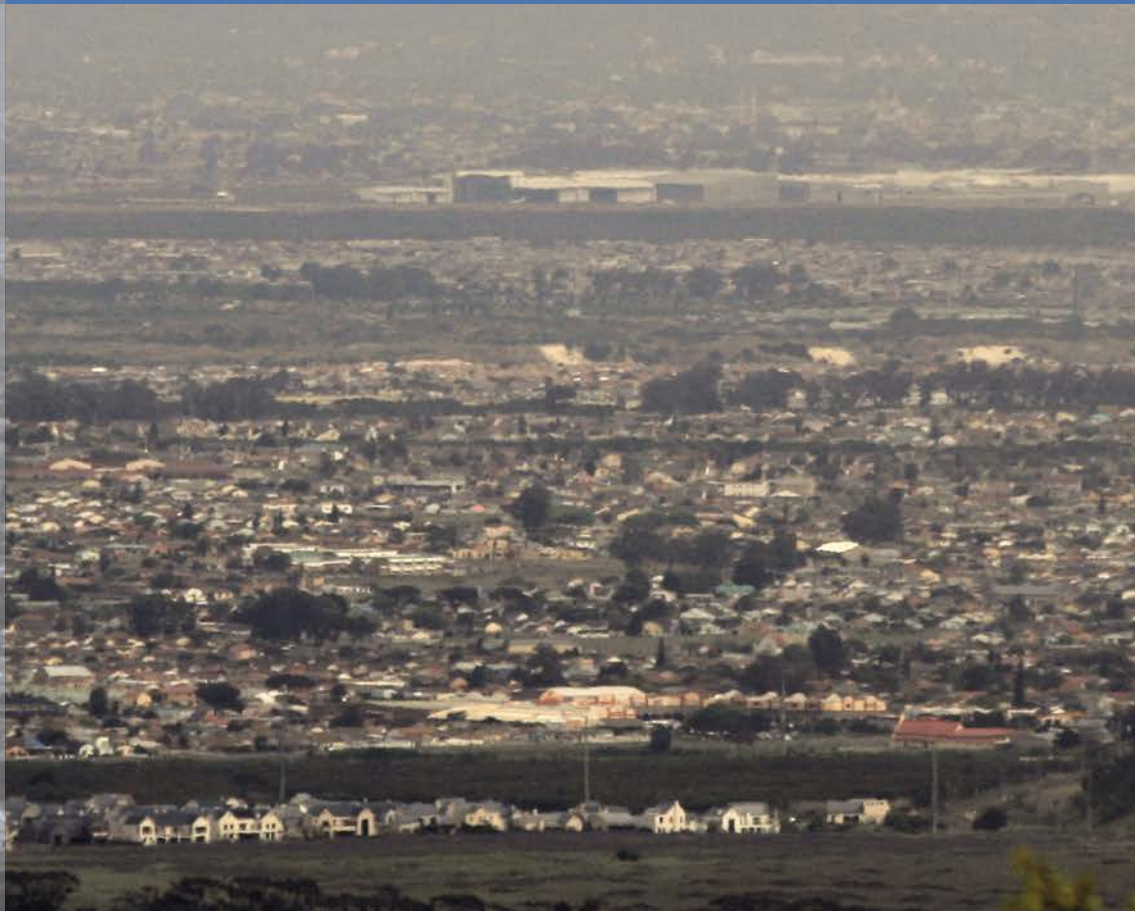


Strengthening Police–Community trust within the area of Mitchells Plain

Applying indicators for democratic policing at local level



The Safety Lab



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Applying indicators for
democratic policing at local level

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List of acronyms and abbreviations

AAAJD	Afro-Asian Association for Justice Development
APCOF	African Policing Civilian Oversight Forum
CPF	community police forum
DoCS	Department of Community Safety
HSRC	Human Sciences Research Council
MPNWS	Mitchells Plain neighbourhood watches
NDP	National Development Plan
NGO	non-governmental organisation
NW	neighbourhood watch
SAPS	South African Police Service

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1. Introduction

The Mitchells Plain South African Police Service (SAPS), the Community Police Forum (CPF) in the area, and the Mitchells Plain neighbourhood watches (MPNWs) collaborated with the Safety Lab and the African Policing Civilian Oversight Forum (APCOF) in an initiative to promote better community–police relations in Mitchells Plain. A set of indicators of desired police behaviour was developed by the police and community members and was applied in order to produce quantifiable measures for establishing an objective baseline so as to be able to track progress.

Through the process, priorities were identified and actions plans developed. The intervention identified deficits that contribute to an erosion in the relationship between the police and the community and explored ways to address these at a local level.

A police service that is viewed with distrust is a significant obstacle to accessing justice. Crimes are not reported; people are reluctant to come forward as witnesses; and information that can be used to solve crime and make communities safer is not available. At the extreme end of this continuum, the police themselves can be viewed as the enemy, which gives rise to vigilante justice. The longer this continues, the more difficult it is to return to collaborative policing.

Meanwhile, theories of procedural justice argue that the nature of the relationship between the police and the people they serve has a direct effect on the extent to which the police are trusted and can successfully carry out their mandate. The way in which the police exercise

their authority and perform their work thus has a direct impact on the willingness of the community to support the police.¹

An important starting point in building – and sometimes rebuilding – relationships between the police and the community is clarity and agreement on the part of both parties as to what to expect and how service should be delivered. Ideally, the recipients of the service, namely the community, and the police should have converging expectations. Any subsequent assessment of service delivery, built around what is expected of the police in their contact with the people they serve, can then offer a useful reference point to both the police and the community as they manage their relationship going forward.

Basic standards of desired police behaviour are found in regulations that guide police action

The basic standards of desired police behaviour are well established and are to be found in many regulations that guide police action. These are built off a well-developed framework of human rights based on international human rights law and domestic constitutional and legal obligations and set out not only *what* is expected of the police but also *how* this service is to be provided.

What is expected of the police has been articulated in considerable detail within international and domestic law.

Some of the key obligations relevant to policing include:

- The prohibition against arbitrary arrest and detention, as well as adherence to procedural safeguards with regard to persons deprived of their liberty;
- Discharging the duties assigned by law in an equitable, diligent and professional manner;
- The prohibition against discrimination;
- The use of force only in exceptional, proportional and necessary circumstances;
- Absolute prohibitions against torture, extrajudicial executions and enforced disappearances;
- Respect for the right of all persons to peaceful assembly;
- The treatment of victims with compassion and dignity, while respecting their privacy;
- Accountability for violations of human rights, including through internal and external controls, civilian oversight mechanisms, parliamentary oversight, and a role for national human rights institutions and civil society.

When examining *how* these expectations are to be achieved, democratic policing offers insight. The term ‘democratic policing’ emerged at the turn of the century to describe policing reform in transitional and post-conflict situations.² The term has become popular in its ability to draw together the rights framework discussed above and provide a broad list of attributes required of the police serving complex modern democracies such as that in South Africa.

Bayley and Perito (2010) identified the basic service orientation required of the police by the local population through what they term ‘core policing.’ Such policing requires a police agency that is accessible and available, friendly and helpful, fair and respectful. As such, the skills needed to support core policing would include:

- Facilitating requests for assistance, and responding to the community;
- Treating witnesses and victims with dignity and respect;
- Working with community groups;
- Problem-solving;
- Ethical conduct;
- Equal treatment; and
- Adherence to human rights standards.³

This, too, has been translated into South African practice through, among others, the Batho Pele Principles⁴.

The co-creation of expectations by the police and the community, as drawn from this framework, offers the opportunity of a bottom-up approach to assessing police–community relations by placing the local community and the police at the centre of the process. In doing so, it prioritises the immediate utility of the exercise for stakeholders. But the results can also be used to gauge the extent to which legal and rights obligations are understood, prioritised and applied locally and thus offer unique insight into the challenges of policy implementation.

2. Mitchells Plain

Mitchells Plain is located some 30 km from the Cape Town city centre in the Western Cape of South Africa. It was developed in the 1960s as part of a racial-segregation project in Apartheid South Africa.

The latest data available indicates that the population of Mitchells Plain has remained remarkably stable since the last national census in 2011. For instance, the SAPS precinct population estimates for the City of Cape Town indicate that the area had a population of 198 469 residents in 2016. This represents a 1.26% increase over five years since 2011.

Mitchells Plain is located some 30 km from Cape Town city in the Western Cape of South Africa

The map in Figure 1 charts the population density, or number of people per km², in each of the statistical-area sections in the Mitchells Plain police precinct area in the year 2011. Although none of these sections had a population that was above 2 900 residents, the area of land that they occupied was very small – typically less than one-tenth of a km² – which is why the population per km² was so high.

From the map, we can see that the areas of Eastridge and Tafelsig were especially densely populated. It is possible that higher population densities could account for the disproportionately high contribution of these areas to overall crime rates in Mitchells Plain.

Key Demographics:

Population: 195,965 in 2011
198,469 in 2016 (est.)

Average age: 31 years

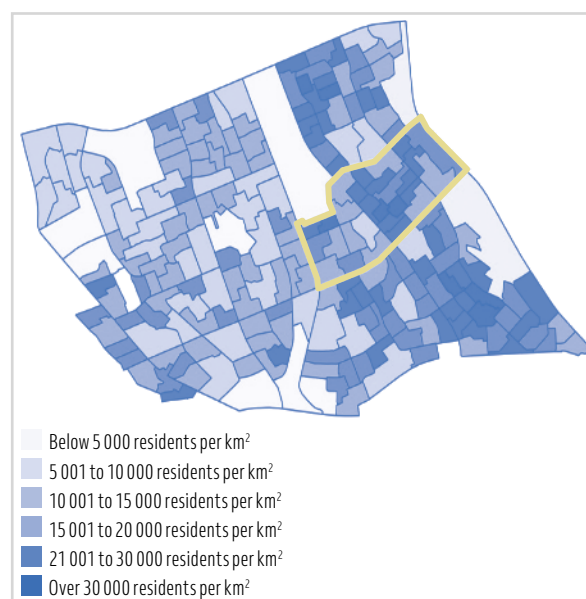
Percentage male: 48.6%

Average income: R 21,728

Unemployment rate: 19%

Average years of schooling: 8.4

Figure 1: Population density, or number of people per km², in each of the statistical-area sections in the Mitchells Plain police precinct area in the year 2011



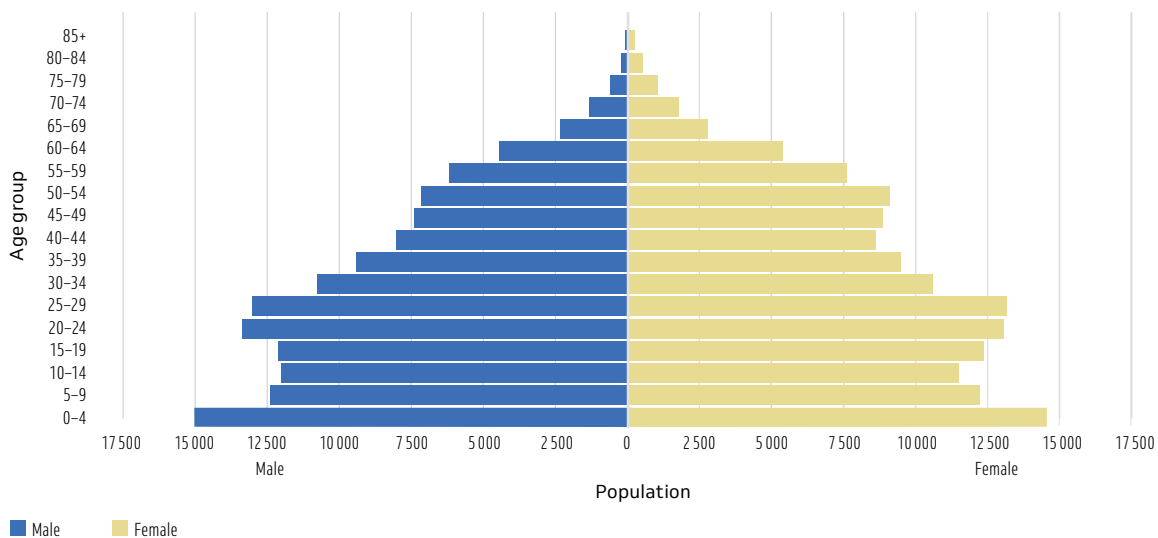
Source: Map generated by The Safety Lab; Population density numbers from Census 2011

The population pyramid in Figure 2, taken from Census 2011 data, indicates a relatively young population with a relatively large cohort of residents in their twenties in 2011, now entering their thirties today. A large but slightly smaller group of residents who were in their teens in 2011 would now be young adults, and a large cohort of young children in 2011 would now be entering their teens. The large cohort about to enter their teens today would indicate a possible risk factor, as young people are more likely to be exposed to crime as perpetrators or victims.⁵ Young people, especially men, between the ages of 16 to 25 years of age are at particular risk of becoming the victims of violence.⁶

There was a slightly higher proportion of the precinct's population that identified as female (51.4%).

Mitchells Plain is, by Cape Town standards, a relatively poor precinct area with a crude, average annual household income in 2011 of R21 728, thus making it the 18th-lowest income precinct area in the City of Cape Town out of 61 areas. It had an expanded unemployment rate (a measure including people out of school who are both unemployed persons looking for work and those who have given up looking for employment) of 19%, which was 5% higher than the city's average unemployment rate of 14.4%. Previous research by the Safety Lab found a strong connection in the Western Cape between high unemployment rates and high rates of violent crime.

Figure 2: Population pyramid for Mitchells Plain in 2011



Source: Generated by The Safety Lab; Census 2011



3. Policing in Mitchells Plain

The SAPS is a security service established in terms of Chapter 11 of the Constitution of the Republic of South Africa (Constitution), 1996, which regulates the security services. Section 199(1) of the Constitution provides that the security services must act in accordance with the Constitution and the law, including customary international law and international agreements that are binding on South Africa. The objectives of the SAPS, as set out in section 205(3) of the Constitution, are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law.

The South African Police Service Act (SAPS Act), 68 of 1995, provides for the establishment of the SAPS. Section 11 sets out the powers of the National Commissioner. The National Commissioner exercises control over and manages the SAPS in accordance with the national policing policy and directives determined by the national Minister of Police.

South Africa is divided into nine provinces, with a Provincial Commissioner having command of, and control over, the SAPS in each province. A Provincial Commissioner may establish and maintain police stations and units in the province and may determine the boundaries of such stations and units. Local police stations such as Mitchells Plain are usually structured into Visible Policing, which comprises the officers in uniform, and

a Service Centre, Detective Services and Support Services. Each has a commander who reports to the Station Commander.

The SAPS has adopted a Code of Conduct which commits it to the creation of a safe and secure environment and to undertake this with integrity; to render a responsible and effective service of high quality which is accessible to every person and to continuously strive towards improving this service; to contribute to the reconstruction and development of, and reconciliation in, the country; to uphold and protect the fundamental rights of every person; and to act impartially, courteously, honestly, respectfully, transparently, and in an accountable manner.

A Provincial Commissioner may establish and maintain police stations and units in the province

This is in line with the South African National Development Plan (NDP) which envisions a police service as a well-resourced, professional institution staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence, and respect the rights of all to equality and justice.

However, according to research conducted by the Human Sciences Research Council (HSRC), public trust in the police decreased to a low of

27% in 2021. The Western Cape has consistently reported lower levels of trust in the police than the national average, with the largest recent decline being by 21 points between 2020 and 2021.⁷ According to the HSRC, factors that influence trust include:

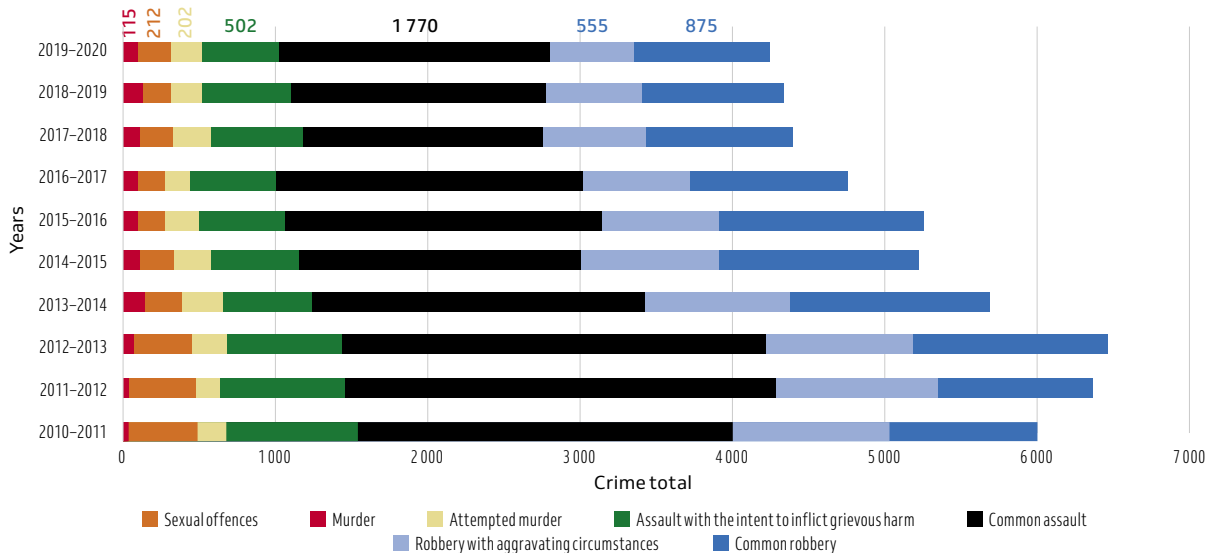
- Experiences of crime;
- Fear of crime;
- Experiences of policing;
- Well-publicised instances of police abuse or failure;
- Perceptions of police corruption; and
- Perceived fairness and effectiveness.⁸

While the crime rate in Mitchells Plain remains high, it has decreased over the last ten years, although the ten-year trend for murder (in red)

has increased (see Figure 4.3). Mitchells Plain had a spike in violence from early 2010 onwards, but this has since levelled out to roughly the national average again.

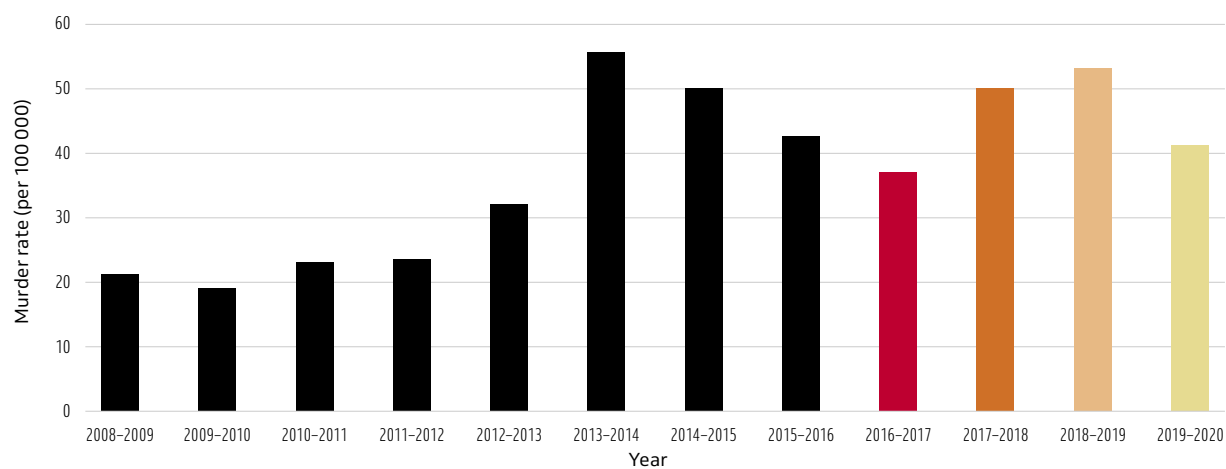
Challenges of trust in the police in Mitchells Plain might lie elsewhere. The Safety Lab has been working on a long-term developmental plan for safety (a Safety Plan) for the Mitchells Plain precinct, with a focus on the Eastridge Sector as one of the sectors with the highest crime rates within the area.⁹ The Mitchells Plain Safety Plan has highlighted some specific concerns among residents regarding the integrity, transparency and honesty of the police. The police have been criticised as failing in their general procedures. The mishandling of violence against women was cited as a particular concern. Also, abuse at the hands of the police was frequently reported.

Figure 3: Crime totals over ten years in Mitchells Plain (serious crime)



Source: The Safety Lab; Data: Official SAPS

Figure 4: Murder rate per 100 000 inhabitants in Mitchells Plain



Source: The Safety Lab, Data: SAPS

4. Methodology

The methodology facilitated by the project partners involved the co-creation of immediate priority expectations drawn from the obligations of the police in terms of law and policy, assessing these through community surveys and arriving at a both a baseline measure and a set of priorities for actioning what could be achieved at local level.

As an initial activity, the broad principles of a desired police behaviour were translated into indicators that could be used to measure the degree to which such principles are upheld in the course of police work at a local level in Mitchells Plain. This was done through a series of workshops using a process specifically developed for the purpose in order to distil key rights and service obligations into tangible and measurable actions and establish agreed priorities for Mitchells Plain.

In total, 12 meetings and workshops were held between May and October 2022:

1. 25 May, 2022 – Meeting with the CPF Chair to discuss the details of project workshops.
2. 31 May, 2022 – Meeting with the provincial Department of Community Safety (DoCS) (which, inter alia, has an oversight role over the police), the SAPS head of the pilot station site, and the CPF Chair to further explain the outcomes of the workshops and to indicate the dates on which SAPS officers should attend.
3. 7 June, 2022 – Meeting with the DoCS, the SAPS and the CPF to discuss the process for, participants in, and outcomes of workshops, as well as explain the process going forward, and the nature of recommendations and projects.
4. 23 June, 2022 – One-on-one meeting with the CPF Chair to explain the process with regard to neighbourhood watches (NWs) in follow-up discussions, as well as discuss other politicised issues involving policing in Cape Town.
5. 25 June, 2022 – Workshop with the MPNW at which a total of 40 leaders from all nine sectors were present. The content covered included the meaning of democratic policing, trust and legitimacy in context, six principles and metrics to be measured, and the process moving forward as regards surveys.
6. 28 June, 2022 – Meeting with the SAPS, the provincial DoCS and the CPF to confirm the holding of the workshop on 2 July as well as police attendance.
7. 2 July, 2022 – Full-day workshop to refine indicators and metrics for the survey, with the CPF, NW and SAPS in attendance.
8. 12 July, 2022 – Meeting with the CPF Chair and the SAPS Station Commander on the goals of the project, on police feedback for workshoping, and on the next steps.
9. 22 July, 2022 – Meeting with the Sector Commanders and the SAPS Executive Team on democratic policing principles and feedback on measurables.

10. 13 August, 2022 – Training of persons conducting the survey regarding the metrics determined, as well as the methodology, questions, randomisation and outcomes in respect of the survey.
11. 14 October, 2022 – Workshop with the CPF, the NW and the Mitchells Plain Subforum on results of the survey and recommended interventions.
12. 18 October, 2022 – Meeting with the SAPS, the CPF and the DoCS on results and solutions.

The initial meetings established a buy-in to the concept and focused on issues of trust between the community and police. Through facilitating safe and inclusive discussion spaces, the project facilitators were able to elicit contextual, experiential and historical information regarding

community–police trust that would inform later action planning.

Table 1 presents some of the early remarks collected from participants in the process of training in, and workshopping, the potential indicators of the six democratic principles.

The workshopping process then moved to developing an agreed set of indicators and measures in order to focus police–community relations. An initial template (see Table 2) of indicators and measures was provided as a discussion document. The template, which was drawn from constitutional rights obligations and service principles articulated in the SAPS Code of Conduct and Batho Pele Principles, was then scrutinised and refined to fit the Mitchells Plain context through meetings and workshops with the SAPS and the community stakeholders in advance of the survey. The workshops allowed

Table 1: Early remarks of participants in the process of training in, and workshopping, the potential indicators of the six democratic principles

Description	Possible methods of measurement	Target
There is no point in calling them because they take too long to show up when they are called.	Documented response times (SAPS vs community reports)	SAPS
If you go to the police station to get help, you have to wait very long and sometimes you give up and just leave.	Review of SAPS reception area and CCTV footage	SAPS
The police are working with the gangs.	Community observations and impressions	SAPS
There are only two vehicles in our area at any time, so there is no police visibility.	Community observations and impressions	SAPS
We do not have any information about police deployment in the area. They aren't sharing with us, so we can't tell what they are doing.	Community involvement in SAPS meetings Availability of information in the community (pamphlet distribution/information packs)	SAPS
The police are not deploying to the right places at the right times in order to stop the gangs from robbing and extorting people.	Community observations and impressions	SAPS
We aren't getting any help with investigations because perpetrators of crimes are family members of the same community that says we do nothing.	Impressions of case bottle-necks	Community
It is difficult for us to engage with community members because, when we do, all we get are complaints and abuse.	Complaints review (out-of-office message box, toll free landline, and SAPS SMS messaging database)	Community

Table 2: Template basket of indicators

Principle	Basket of Indicators
Respond effectively to the safety demands of the community.	<p>Whether there is a community council, forum or scheme whereby any local residents can regularly meet with the police and discuss their safety issues</p> <p>Local clearance rates for specific crimes</p> <p>Average number of cases handled by each police officer</p> <p>An evaluation by the community of each effectiveness of the local police</p> <p>Perceptions, in terms of police responsiveness to their demands, on the part of people who lodged a complaint with the local police</p>
Treat the community as recipients of the service which is provided rather than as a group of people who have to be controlled.	<p>Incidence of 'resistance to authority' or of similar crimes as an index of the relationship between the police and the community</p> <p>How complainants were treated by police officers when they lodged their complaints</p> <p>Whether the police pay later visits to complainants reporting domestic violence</p> <p>Whether people who report a crime/misdemeanour are given feedback by the police about their case within a certain period of time (e.g. one month)</p> <p>Whether complainants were made aware of the investigations concerning their complaint and, if so, of what the final outcome was</p> <p>Whether complainants were satisfied with the final outcome of their complaint, and the reasons for such perception</p> <p>An evaluation by the community of the job the local police do in the community in terms of politeness</p>
Act in a manner that respects the inherent dignity of all persons and their fundamental human rights.	<p>Number of complaints made against the police</p> <p>Incidents where respondents have been stopped, searched, etc., by the police and respondents' evaluations of these incidents</p> <p>Occasions on which respondents have sought the help or assistance of the police, and the degree of satisfaction of respondents with the result and with the treatment received from police officers</p>
Be non-discriminatory and mindful in respecting gender and cultural sensitivity.	<p>Gender- and culture-sensitive facilities at the police station</p> <p>An evaluation by the community of the job the local police do in the community in terms of fairness</p>
Be accessible.	<p>Availability for the reporting of a crime (hours during which the station is open and/or the telephone is answered)</p> <p>Knowledge regarding the local police station: Location, number of police officers recognised by name or facial features</p> <p>Response by the community concerning their knowledge of police services at the local level and about the efforts of the local police to publicise these services</p>
Act with integrity.	<p>Perception of the community regarding the level of corruption among local officers</p> <p>Perception among people who lodged a complaint with the local police as to whether the police were demanding a bribe or making any other illegal demand</p> <p>Whether the community is aware of the existence of mechanisms for reporting police abuse, and, if it is, what its perceptions are as to how effective these mechanisms are</p>

for exploration of the principles as well as the articulation of these in the context of the community to allow for greater clarity.

APCOF provided Safety Lab workshop coordinators with training and direction regarding human rights obligations and the principles of democratic policing so as to ground their understanding of the concepts and provide an initial basket of indicators linked back to Bayley and Perito's concept of core policing, namely facilitating requests for assistance and responding to the community; treating witnesses and victims with dignity and respect; working with community groups; problem-solving; ethical conduct; equal treatment; and adherence to human rights standards. These indicators were used as a starting point in a facilitated process with the community in order to allocate and determine its own indicators and priorities based on its localised experiences.

Debates on issues of trust and legitimacy allowed facilitators to explore how to apply notions

The process was facilitated through a series of workshops that initially unpacked and debated the notion of democracy, and the difference between democratic policing and other policing practices such as colonial policing and authoritarian policing. Initially, responses were mixed – the notion of democratic policing was associated with 'democracy', a term that has been applied to South Africa post-apartheid. Such term had been sullied by recent allegations and, unfortunately, personal experiences of corruption and a lack of service.

Debates on issues of trust and legitimacy allowed facilitators to explore how to apply these notions – in particular that regarding trust. The concept of legitimacy took on a technical nature within the Mitchells Plain workshop. The community acknowledged the need for, and authority of, the SAPS as a government agency. However, when combining trust and legitimacy, participants were able to see more clearly how legitimacy – the perception that the police were operating usefully within the principles of democratic policing – and trust – the belief the community had in the abilities and integrity of the police – were both important.

Finally, trust and legitimacy were further described by using six principles, by describing how they might be applied in context, and by encouraging responses and ideas from participants in order to help understand the manner in which indicators and metrics could be established and then assessed. The six, as detailed in Table 2, are:

1. Community safety is a priority.
2. The police are service-oriented.
3. The police treat people with dignity, and respect human rights.
4. The police operate without discrimination.
5. The police are accessible.
6. The police operate with integrity.

Through this process, participants identified the following indicators as their primary concerns, as well as the measuring tools and opportunities to obtain this information.

Community safety is a priority

Table 3: Police respond to community priorities concerning safety

Indicator	Metric (measurement)
Perception of a general feeling of safety	Community survey
Police visibility (times and areas)	Community survey + internal SAPS data
Police-initiated crime responses, e.g. recovery of illegal-firearms	Internal SAPS data
Community-related information	Community survey + community perception of the SAPS/internal data
Response time for emergency calls	Internal SAPS data
Confidentiality of reports	Community survey

Service orientation

Table 4: The police treat the community as recipients of a service

Indicator	Metric (measurement)
Politeness of frontline staff	Community survey
Accuracy and quality of statement-taking	Community survey
Availability of someone that speaks my language	Community survey + SAPS internal data
Prompt and professional completion of statements	Community survey
Commitment to the Code of Ethics while providing a service	Community survey
The SAPS treats all crimes as important (the SAPS will prioritise internally)	Community survey
Providing updates/feedback to complainants	Community survey

Dignity and human rights

Table 5: The police respect everyone's dignity and human rights

Indicator	Metric (measurement)
Use of force according to legal principles during arrests and searches	Community survey + internal SAPS data
Being treated with dignity and respect when being engaged by the police	Community survey
The police treat people without judgement	Community survey

Non-discrimination

Table 6: The police do not discriminate unfairly, and they respect everyone's identity

Indicator	Metric (measurement)
Victims of all types are given access to the victim room	Community survey
Neutrality and a lack of prejudice when making statements to residents	Community survey
Equal response to crimes regardless of identity	Community survey + internal SAPS data
Police perpetrators are not given preferential treatment	Community survey + internal SAPS data
The police are prepared to deal with various victim types	Community survey

Accessibility

Table 7: The police are open and available to everyone for service

Indicator	Metric (measurement)
The police respond to phone calls at all times of the day	Community survey
The police respond to reports from all sectors equally	Internal SAPS data
The police station is open and available at all times	Community survey

Integrity

Table 8: Low levels of corruption, and knowledge of how to report corruption

Indicator	Metric (measurement)
The police do not engage in forms of bribery	Internal SAPS data + watchdog agency statistics
The police do not protect criminals with influence	Community survey
The police do not favour friends or contacts	Community survey
The police don't abuse their power	Community survey
The community is informed, and is encouraged by the police to report corruption	Community survey
Information is available on how to report corruption	Community survey

Based on these indicators, a questionnaire was developed, which is attached as *Appendix A*. A data-request template and complainant questionnaire are attached as *Appendix B* and *Appendix C*, respectively. It is recommended that the latter instruments be used in the course of follow-up as a barometer of the status of, and progress with, community–police relations.

The general-population questionnaire was then translated onto a digital platform, namely Kobo Collect. This process was then followed by an iterative process of testing and tweaking to ensure that all the form logic and flow were consistent and functional before training was conducted and the form deployed.

The survey was implemented via a network of community agencies currently working in Mitchell's Plain. The aim was to obtain a broad, randomised survey of the community using a representative sample of 300 people who were residents in the police precinct. This sample was selected at random from a

list of houses or streets in the area, and the survey was conducted independently of the police.

The responses were collected by a small group of trained surveyors, all of whom were chosen because they had specific experience of engaging with general community members in their areas. The surveys were all collected in person and were limited to households in the area to ensure that all those being questioned were residents of the area. Where a business was randomly selected, it was substituted by a residence. The survey-collection process was completed over a four-day period from 22 to 25 August 2022. The full survey team consisted of all 21 community members who were trained the week prior and three members of the core Safety Lab team.

The results of the assessment were then analysed and written up before being presented to police and community stakeholders for a review discussion and validation.

5. Results

In terms of setting a baseline value, the outcomes of the survey are as indicated in Table 9.

Table 9: Outcomes of the survey

PRINCIPLE – COMMUNITY SAFETY IS A PRIORITY:		
The police respond effectively to safety demands of the community.		
Indicator	Indicator in questionnaire for general population	Value in 2022 questionnaire
1. Perception of a general feeling of safety	9) How safe do you feel walking in the streets of Mitchells Plain during the day?	43.4% feel safe/very safe
	10) How safe do you feel walking in the streets of Mitchells Plain at night?	18.3% feel safe/very safe
2. Police visibility (times and areas)	11) How often do you see police officers patrolling the streets of Mitchells Plain during the day?	46.7% always/most of the time/sometimes
	12) How often do you see police officers patrolling the streets of Mitchells Plain during the night?	28.6% always/most of the time/sometimes
	13) How do you feel about the level of police patrolling of the streets in Mitchells Plain?	89.4% think there should be more/much more patrolling
8. Victimisation	15) Have you or any other member of your household been a victim of a crime in the last 12 months?	16.3% have been victims
	15.2) Did you or any other member of the household report the crime to the police?	61% (30 of the 49 victims reported it to the police)
	16) If you were a victim of a violent crime tomorrow, where would you report it?	72% would report it to the local police and 13.3% to the police outside the area
	26) If you saw a police officer behaving dishonestly tomorrow, would you report him/her?	48.7% would report him/her to the local police and 16.3% to the police outside the area
	18) How would you evaluate (from 0 to 10) local police EFFECTIVENESS? (0 means not effective at all and 10 means fully effective)	4.06 average
	19) Do you think that local police are: ...?	18% think the police are effective/very effective

PRINCIPLE – SERVICE ORIENTATION:

The police treat the community as recipients of a service.

Indicator	Indicator in questionnaire for general population	Value in 2022 questionnaire
1. Politeness of frontline police staff	20) How would you evaluate (from 0 to 10) local police POLITENESS in their treatment of citizens? (0 means extremely impolite and 10 means extremely polite)	4.07 average
2. Availability of someone that speaks my language	14) If you call a police officer or go to a police station, how often do they have an officer who speaks your mother tongue?	26.6% always/most of the time
3. Attending to community concerns	17) To what degree do you think that local policing addresses the concerns of the community?	38.3% completely/in part

PRINCIPLE – DIGNITY AND HUMAN RIGHTS:

The police respect everyone's dignity and their fundamental human rights.

Indicator	Indicator in questionnaire for general population	Value in 2022 questionnaire
1. Being treated with dignity and respect when being engaged by the police	23) Do you think that local police officers respect the rights of citizens?	7.3% always; 10.3% most of the time (25% never)

PRINCIPLE – NON-DISCRIMINATION AND BEING MINDFUL:

Police do not unfairly discriminate and are mindful in respecting gender and cultural sensitivity

Indicator	Indicator in questionnaire for general population	Value in 2022 questionnaire
1. Neutrality and lack of judgement when making statements	21) How would you evaluate (from 0 to 10) local police FAIRNESS? (0 means extremely unfair and 10 extremely fair)	3.88 average
2. Equal response to crimes regardless of identity		
3. The police are prepared to deal with various victim types	22) Do you think local police officers treat all social groups in the same way or treat some groups better than others?	28.7% yes (71.3% no)

PRINCIPLE – ACCESSIBILITY:		
The police are open and available.		
Indicator	Indicator in questionnaire for general population	Value in 2022 questionnaire
1. Knowledge regarding the police	5) Do you know any of the police officers at this police precinct by name?	24.3% know some by name
2. Contact with the police	6) In the last 12 months, did you talk to a police officer in Mitchells Plain?	37.7% did (28% requested assistance; 4.7% were addressed by a police officer)
	8) In the last 12 months, did you participate in any forum involving citizens and the police in Mitchells Plain?	6.7% did

PRINCIPLE – INTEGRITY:		
Low levels of corruption and knowledge of how to report corruption		
Indicator	Indicator in questionnaire for general population	Value in 2022 questionnaire
1. The police engage in forms of bribery	28) In the past 12 months, has any police officer in Mitchells Plain asked you for a bribe or for some unjustified benefit in order to do his/her job or in order not to carry out his/her legal duty?	2.0% said they had
	29) In the past 12 months, have you seen any police officer in Mitchells Plain asking somebody else for a bribe or for some unjustified benefit in order to do his/her job or in order not to carry out his/her legal duty?	7.0% said they had
2. Information available on how to report corruption	27) Is there a way to report dishonest police officers anonymously?	57.7% said there was
	24) How would you evaluate (from 0 to 10) local police honest? (0 means extremely dishonest and 10 extremely honest)	3.79 average
	25) Do you think that local police are ...?	10.3% honest/very honest (34.7% dishonest/very dishonest)

These values now provide a clear baseline for identifying and prioritising actions – for example, regarding the fact that, in the last 12 months, only 6.7% of respondents participated in any kind of forum involving citizens and the police in Mitchells Plain. If expanding the opportunity for interaction can now be measured in any

subsequent follow-up survey, this becomes a tool that can be used by police and community structures – such as the CPFs, which are tasked, among other things, with building that police–community interface – for setting targets to grow this relationship.

6. Emerging opportunities

The survey bore out what the workshops had demonstrated, namely that community trust in the police has largely been eroded, and this despite the community reporting relatively few direct experiences of corruption. Many of the complaints about policing related to the treatment received at the hands of the SAPS. This included experiences when engaging with the SAPS in order to obtain services at the service centre, the demeanour of officers when responding to crime, response times, language knowledge, etc. In spite of the low levels of trust, visibility more than anything else influenced the sense of safety in the community. Importantly, visibility included police involvement in community activity.

Many of the misconceptions about police effectiveness appeared to be due to a lack of knowledge of how the justice system functions. Training the community in criminal justice processes would therefore result in more informed residents and greater understanding between the community and the SAPS.

Emerging opportunities to build police–community relations thus included:

Police training – customer service and language training

The most immediate training needed would be in ‘customer service’ targeted at service centre staff, then at visible police officers and at investigators. The customer service training should include elements of cross-cultural communication.

Communication material – distributable communications about services, accountability and results

Literacy material and information pamphlets could be freely distributed among community members. Such material would both support greater community understanding of the SAPS and include information on procedural safeguards, on rights-based expectations, on important phone numbers, etc.

Community training – in oversight, intelligence, and community concerns by way of liaisons and a directorate

The NW, CPF and SAPS should procure, and participate in, training workshops on collaborative police–community engagement. This would help build community exchanges.

Visible policing – through more activity in the street, community discussions, and engagement

More vehicle and foot patrols would increase the ability of the SAPS to engage personally with the community. For instance, each subsector of the precinct could implement foot patrols. The Mitchells Plain SAPS should organise more community events and should also attend popular events in the community. This would increase opportunities for the community to engage with police officers.

The validation process concluded with the beginnings of a police–community action plan.

Table 10: Recommended Interventions through a police-community action plan

Solution	Primary responsibility	Steps	Secondary responsibility	Outcome
Police training				
Communication skills	SAPS	<ul style="list-style-type: none"> Identify the most community-facing SAPS officers Assess language skills Provide language training for community-facing officers 	Trainers CPF	Number of trained officers
Customer service	SAPS	<ul style="list-style-type: none"> Evaluate the customer service training needs of officers Tailor training to the SAPS situation Mobilise resources for training Train supervisors in customer service-focused training 	Safety Lab CPF	Number of trained officers
Conflict resolution	SAPS	<ul style="list-style-type: none"> Evaluate current conflict-resolution capabilities of patrol and service centre officers Develop key elements for training Find conflict-resolution practitioners Determine funding needs Train priority officers in conflict-resolution practices 	Safety Lab NGOs DoCS	Number of trained officers
Develop strong communication tools				
Utilise mobile apps	SAPS	<ul style="list-style-type: none"> Training on useful communication applications Determine best use applications for Mitchells Plain Test mobile apps for effect 	Safety Lab	Uptake of mobile application
Printed information sheets	SAPS CPF NW	<ul style="list-style-type: none"> Establish necessary information requirements Develop content for distribution Design and construct necessary publications Hand out during patrols and events 	CPF Safety Lab	Number of pamphlets handed out
Neighbourhood Watch (NW) and Community Police Forum (CPF) training				
Police liaison training	CPF NW	<ul style="list-style-type: none"> Workshop with the community and the SAPS on how to better support the SAPS outcomes Develop training module for NW and CPF Develop goals and outcomes for community engagement Seek funding for training 	Safety Lab DoCS SAPS	Number of trained members

Solution	Primary responsibility	Steps	Secondary responsibility	Outcome
Community-policing practices				
Training in community policing	SAPS	<ul style="list-style-type: none"> Evaluate options for increasing community-policing practices Develop metrics for evaluation Train SAPS Patrol and Sector Command in community-policing practices 	Safety Lab Specialists	Number of trained officers
Develop metrics on SAPS practices	SAPS	<ul style="list-style-type: none"> Determine which data is collected by the SAPS Collect necessary data as a baseline Set goals for improved quality Evaluate practices against the newly designed goals 	CPF DoCS	Metrics collected on practices
Visible policing practices				
Increase foot patrols	SAPS	<ul style="list-style-type: none"> Develop visible policing in conjunction with community-policing priorities Train officers in foot patrol protocol and 'beat'-based patrols Include in the policing protocol for visible policing 	Safety Lab Specialists	Number of trained officers Metrics collected on practices



7. Conclusion

The decline in trust in policing in South Africa in recent years has been significant – and Mitchells Plain has proved to be no exception. While the reasons are complex and varied, there are basic expectations in respect of service delivery and established rights obligations which provide a framework for building and rebuilding relationships. Applying these expectations can identify agreed priorities and can also provide local communities with the metrics necessary to be able to measure and track their progress.

An assumption of the project was that, if applied (in a manner that provides for continued open and transparent interaction between police and community), the basic standards of desired police behaviour can build better relations. This process has yielded immediate and unexpected results both with regard to the SAPS and the community. As a function of these workshops, the SAPS has initiated additional community engagements in order to

bridge the gap between it and the community. The parties have also agreed to continue to build additional measurements and to expand on the potential survey data in order to better evaluate and measure these interventions moving forward.

The joint workshops at which the Mitchells Plain community, the leadership and the SAPS were present together demonstrated both a need for such a forum and its usefulness. The metrics designed at the outset created a baseline for evaluating the SAPS, as well as potential future improvements. However, the results of the survey also give rise to greater questions and opportunities for measurement in the future. Additional surveys with larger sample sizes should be designed and implemented so as to analyse shifts in SAPS and community interactions and help build the sophistication of the SAPS's impact beyond simply relying on crime statistics.

Appendix A

Questionnaire on local police service

Good morning/afternoon/evening. We are carrying out a study to see how the local community in Mitchells Plain perceives and evaluates the local police force. We hope that the results of this study will help improve the police service and the relations between the police and local citizens. You have been selected as a respondent, as part of a random sample of local residents, and we would like to ask you to answer a short questionnaire. Your answers will be confidential, so nobody will know how you responded. Could you please help us by answering a few questions? Your cooperation is highly appreciated.

1) Are you a resident of Mitchells Plain?

<input type="checkbox"/> 1. Yes > Continue with survey	<input type="checkbox"/> 2. No > Thank the person and explain that the survey is for Mitchells Plain residents
--	--

2) How long have you been a resident of Mitchells Plain? _____ years

3) Do you know where the police precinct closest to your home is located?

☐ 1. Yes

☐ 2. No

4) How far is the police precinct from your home?

Approximately _____ metres/ _____ kilometres

5) Do you know any of the police officers of this police precinct by name?

☐ 1. No

☐ 2. Yes >

5.1) Approximately how many officers do you know by name?

_____ officers

Questionnaire on local police service: page 1

6) In the last 12 months, did you talk to a police officer in Mitchells Plain?

- ☐ 1. No
- ☐ 2. Yes, I requested the assistance of a police officer
- ☐ 3. Yes, I was addressed by a police officer
- ☐ 4. Yes, but it was because I have a personal relationship with the police officer
- ☐ 9. Does not know/no answer

7) When was the last time you talked to a police officer in Mitchells Plain?

- ☐ 1. I have never talked to a police officer in Mitchells Plain
- ☐ 2. It was _____ days/ _____ months/ _____ years ago

8) In the last 12 months, did you participate in any forum involving citizens and the police in Mitchells Plain?

- ☐ 1. No
 - ☐ 2. Yes > Can you tell me the name of the forum?
-

9) How safe do you feel walking in the streets of Mitchells Plain during the day?

- ☐ 1. Very safe
- ☐ 2. Safe
- ☐ 3. Neither safe nor unsafe
- ☐ 4. Unsafe
- ☐ 5. Very unsafe
- ☐ 9. Does not know/no answer

10) How safe do you feel walking in the streets of Mitchells Plain at night?

- ☐ 1. Very safe
- ☐ 2. Safe

- ☐ 3. Neither safe nor unsafe
- ☐ 4. Unsafe
- ☐ 5. Very unsafe
- ☐ 9. Does not know/no answer

11) How often do you see police officers patrolling the streets of Mitchells Plain during the day?

- ☐ 1. Always
- ☐ 2. Most of the time
- ☐ 3. Sometimes
- ☐ 4. Occasionally
- ☐ 5. Never
- ☐ 9. Does not know/no answer

12) How often do you see police officers patrolling the streets of Mitchells Plain during the night?

- ☐ 1. Always
- ☐ 2. Most of the time
- ☐ 3. Sometimes
- ☐ 4. Occasionally
- ☐ 5. Never
- ☐ 9. Does not know/no answer

13) How do you feel about the level of police patrolling of the streets in Mitchells Plain?

- ☐ 1. There should be much more police patrolling
- ☐ 2. There should be more police patrolling
- ☐ 3. The level of patrolling is adequate
- ☐ 4. There should be less police patrolling

☐ 5. There should be much less police patrolling

☐ 9. Does not know/no answer

14) If you call a police officer or go to a police station, how often do they have an officer who speaks your mother tongue?

☐ 1. Always

☐ 2. Most of the time

☐ 3. Sometimes

☐ 4. Occasionally

☐ 9. Does not know/no answer

15) Have you or any other member of your household been a victim of a crime in the last 12 months?

☐ 1. No (*Go to Question 10*)

☐ 2. Yes >

15.1) What was the crime ?: _____

☐ 3. Does not know/no answer (*Go to Question 16*)

15.2) Did you or any other member of the household report the crime to the police?

☐ 1. Yes, to the local police (*Go to Question 16*)

☐ 2. Yes, to other precincts or other sections of the police (*Go to Question 16*)

☐ 3. No >

15.2.1) Why did you NOT report it to the police?

☐ 1. It would be useless

☐ 2. The crime was not very serious/it was not worth it

☐ 3. I do not trust the police

☐ 4. It was difficult/impossible for me to report it

☐ 5. I was afraid of reprisals from perpetrators

- ☐ 6. I reported it to other institutions
- ☐ 7. I solved it in some other way
- ☐ 8. Other reasons: _____
- ☐ 9. Does not know/no answer

16) If you were a victim of a violent crime tomorrow, where would you report it?

- ☐ 1. To the local police
- ☐ 2. To other precincts or other sections of the police
- ☐ 3. To another formal institution:
- 16.1) Which one?** _____
- ☐ 4. To an institution that deals with informal justice mechanisms:

16.2) Which one? _____

- ☐ 5. I would not report it to anyone
- ☐ 9. Does not know/ no answer

17) To what degree do you think that local policing addresses the concerns of the community?

- ☐ 1. Completely
- ☐ 2. In part
- ☐ 3. Not at all
- ☐ 9. Does not know/no answer

**18) How would you evaluate (from 0 to 10) local police EFFECTIVENESS?
(0 means not effective at all and 10 means fully effective)**

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

19) Do you think that the local police are ...?

- ☐ 1. Very effective
- ☐ 2. Effective

☐ 3. Neither effective nor ineffective

☐ 4. Ineffective

☐ 5. Very ineffective

☐ 9. Does not know/no answer

**20) How would you evaluate (from 0 to 10) local police POLITENESS in the treatment of citizens?
(0 means extremely impolite and 10 means extremely polite)**

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

**21) How would you evaluate (from 0 to 10) local police FAIRNESS?
(0 means extremely unfair and 10 means extremely fair)**

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

22) Do you think local police officers treat all social groups in the same way or do they treat some groups better than others?

☐ 1. Yes > They treat all groups in the same way (*Go to Question 16*)

☐ 2. No, they treat some groups better than others

22.1) Which groups are treated worse by police officers? _____

23) Do you think that local police officers respect the rights of citizens?

☐ 1. Always

☐ 2. Most of the time

☐ 3. Sometimes

☐ 4. Rarely

☐ 5. Never

☐ 9. Does not know/no answer

**24) How would you evaluate (from 0 to 10) local police HONESTY?
(0 means extremely dishonest and 10 means extremely honest)**

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

25) Do you think that local police are ... ?

- ☐ 1. Very honest
- ☐ 2. Honest
- ☐ 3. Neither honest nor dishonest
- ☐ 4. Dishonest
- ☐ 5. Very dishonest
- ☐ 9. Does not know/no answer

26) If you saw a police officer behaving dishonestly tomorrow, would you report him/her ...?

- ☐ 1. To the local police
- ☐ 2. To the police in a different way
- ☐ 3. To another formal institution:

26.1) Which one? _____

- ☐ 4. To an institution that deals with informal justice mechanisms:

26.2) Which one? _____

- ☐ 5. I would not report it to anyone
- ☐ 9. Does not know/no answer

27) Is there a way to report dishonest police officers anonymously?

- ☐ 1. No
- ☐ 2. Yes >

27.1) In what way?: _____

28) In the past 12 months, has any police officer in Mitchells Plain asked you for a bribe or for some unjustified benefit in order to do his/her job or in order not to carry out his/her legal duty?

- ☐ 1. No
- ☐ 2. Yes
- ☐ 9. Does not know/no answer

29) In the past 12 months, have you seen any police officer in Mitchells Plain asking somebody else for a bribe or for some unjustified benefit in order to do his/her job or in order not to carry out his/her legal duty?

- ☐ 1. No
- ☐ 2. Yes
- ☐ 9. Does not know/no answer

30) Do you identify as a...?

- ☐ 1. Male
- ☐ 2. Female
- ☐ 3. Other

31) Could you tell us your age? _____ years

32) With which ethnic group do you identify yourself?

- (1) Black
- (2) Coloured
- (3) White
- (4) Indian/Asian
- (5) Others
- (6) I don't want to say

33) Is there anything else you would like to add? _____

Thanks a lot for your cooperation. Have a good morning/afternoon/evening.



Appendix B

Information to be requested from the police

- Number of police officers currently working at the police station
- Number of administrative and other support staff currently working at the police station
- Number of people living in the area for which the police station is responsible
- Number of officers patrolling per shift in the morning
- Number of officers patrolling per shift at night
- Number of recorded crimes in the last year, per type of crime (main types)
- Number of police officers at the local police station who have had human rights training over the last three years
- Number of hours per day during which the police station is open to the public
- Average number of emergency calls per day to the local police station (or addressed to the local police station)
- Whether the local police have a Gender Unit
- Whether the local police have a dedicated telephone line for emergencies
- Number of hours per day during which the telephone is answered
- Number of citizens denounced criminally at the local police station for resisting police action or insulting the police
- Number of complaints of police abuse over the last year
- Number of complaints of police discrimination over the last year
- Number of complaints of police corruption over the last year

Appendix C

Telephone questionnaire for complainant who has opened a case at the police station

CASE CONTROL No.: _____

NAME OF INTERVIEWEE: _____

TELEPHONE No.: _____

INTERVIEW ATTEMPTS:

Attempt	Day of week	Time	Date	Result	RESULT
1		____: ____	___/___/___		1. Interview done
2		____: ____	___/___/___		2. Person absent
3		____: ____	___/___/___		3. No answer
4		____: ____	___/___/___		4. No contact at this number
5		____: ____	___/___/___		5. Refused to answer questionnaire
					6. Has moved
					7. Wrong telephone number
					8. Other: _____

IDEAL TIME FOR CONTACT: DATE ___/___/___ TIME: ____: ____

INTERVIEWER: _____		DATE OF INTERVIEW: ___/___/___	
START TIME:	____: ____	END TIME:	____: ____

Good morning/afternoon/evening.

My name is _____ and I am calling you on behalf of _____.

We are carrying out a study to see how the local community in MITCHEL'S PLAIN perceives and evaluates the local police force. We hope that the results of this study will help improve the police

service and the relationship between the police and local citizens. You have been selected as a respondent, as part of a random sample of people who registered a complaint with the police, and we would like to know more about your experience with the police. We ask you to answer a short questionnaire. Your answers will be confidential, so nobody will know how you responded. Could you please help us by answering a few questions? Your cooperation will be highly appreciated.

COMPLAINT

According to our records, you made a complaint to the POLICE in _____ (month) of _____ (year)

in relation to a case of _____ (nature). Do you confirm this?

(1) Yes

(2) No, it was somebody else: _____

Ask for contact no.: _____

(3) No, I have no idea *(Thank the person and end the interview)*

(4) Yes, but _____.

Corrections: Month _____ Year _____ Type of incident _____.

VICTIM

1) Were YOU YOURSELF THE VICTIM in the case you reported?

<input type="checkbox"/> 1. Yes <i>(Go to Question 4)</i>	<input type="checkbox"/> 2. No	<input type="checkbox"/> 9. Does not know/ no answer
--	--------------------------------	---

2) What is your relationship to the victim?

<input type="checkbox"/> 1. Spouse/partner	<input type="checkbox"/> 2. Father/mother
<input type="checkbox"/> 3. Other relative	<input type="checkbox"/> 4. Friend/acquaintance
<input type="checkbox"/> 5. Other	<input type="checkbox"/> 6. None
<input type="checkbox"/> 9. Does not know/no answer	

3) Were you a direct witness to the facts?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No	<input type="checkbox"/> 9. Does not know/ no answer
---------------------------------	--------------------------------	---

REPORTING

4) When you reported your COMPLAINT to the POLICE, was there an officer available who spoke your mother tongue?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No	<input type="checkbox"/> 9. Does not know/ no answer
---------------------------------	--------------------------------	---

5) When you reported your COMPLAINT to the POLICE, did they take down all the necessary information accurately?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No	<input type="checkbox"/> 9. Does not know/ no answer
---------------------------------	--------------------------------	---

6) When you got in touch with the POLICE to report the complaint, did you ask the POLICE to come to the place where the incident happened?

☐ 1. No

☐ 2. Yes >

6.1) Did the POLICE actually come to the place of the incident?

☐ 1. No

☐ 2. Yes >

6.1.1) How long did the POLICE take to arrive at the place of the incident?

_____ minutes _____ hours _____ days _____ weeks

7) Did you lodge the same complaint with any other institution apart from the POLICE?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No (Go to Question 8)	<input type="checkbox"/> 9. Does not know/ no answer
---------------------------------	--	---

7.1) With which institution(s)?

	INSTITUTION
7.1.1	
7.1.2	
7.1.3	

8) Did you lodge the same complaint with any informal justice mechanism?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No (Go to Question 9)	<input type="checkbox"/> 9. Does not know/ no answer (Go to Question 9)
---------------------------------	--	---

8.1) To which mechanism(s)?

	INSTITUTION
8.1.1	
8.1.2	
8.1.3	

PROCESSING OF COMPLAINT

9) After making the complaint, did the POLICE CONTACT YOU to give you information about the progress of the case?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No (Go to Question 10)	<input type="checkbox"/> 9. Does not know/ no answer (Go to Question 10)
---------------------------------	---	--

9.1) How many days went by after the complaint was made before the POLICE contacted you to tell you about the case? _____ days

9.2) How many times after you made the complaint did the POLICE get in touch with you in order to tell you about the case?

<input type="checkbox"/> 1. Once	<input type="checkbox"/> 2. Twice	<input type="checkbox"/> 3. Three to five times	<input type="checkbox"/> 4. More than five times	<input type="checkbox"/> 9. Does not know/ no answer
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9.3) Do you think that the POLICE should have got in touch with you? (Read all the options)

<input type="checkbox"/> 1. Far more often	<input type="checkbox"/> 2 More often	<input type="checkbox"/> 3. As often as they did	<input type="checkbox"/> 4. Less often	<input type="checkbox"/> 5. Far less often	<input type="checkbox"/> 9. Does not know/no answer
---	--	---	---	---	--

10) After the complaint was made, did YOU GET IN CONTACT with the POLICE to find out about the progress of the case?

<input type="checkbox"/> 1. es	<input type="checkbox"/> 2. No (Go to Question 11)	<input type="checkbox"/> 9. Does not know/ no answer (Go to Question 11)
--------------------------------	---	--

10.1) How many times did you GET IN CONTACT with the POLICE to find out about the progress of the case?

<input type="checkbox"/> 1. Once	<input type="checkbox"/> 2. Twice	<input type="checkbox"/> 3. Three to five times	<input type="checkbox"/> 4. More than five times	<input type="checkbox"/> 9. Does not know/ no answer
-------------------------------------	--------------------------------------	--	---	--

11) After you made the COMPLAINT, did the POLICE LEAK ANY INFORMATION that you reported and that you thought should have remained confidential?

<input type="checkbox"/> 1. Yes	<input type="checkbox"/> 2. No	<input type="checkbox"/> 9. Does not know/ no answer
---------------------------------	--------------------------------	---

12) Do you know if your case had a FINAL OUTCOME or if it is still pending?

<input type="checkbox"/> 1. Yes, it had an outcome	<input type="checkbox"/> 2. Still pending (Go to Question 13)	<input type="checkbox"/> 3. I do not know (Go to Question 13)	<input type="checkbox"/> 9. Does not know/ no answer (Go to Question 13)
---	---	---	---

12.1) What was the final outcome? (Multiple responses are possible)

- ☐ 1. Patrolling increased
- ☐ 2. Preventive measures were taken
- ☐ 3. Someone was arrested
- ☐ 4. Someone was prosecuted

- ☐ 5. Someone was sentenced
- ☐ 6. You withdrew your complaint
- ☐ 7. Other: _____ | _____ | _____ |

12.2) How long did the case take to reach an outcome?

_____ days _____ weeks _____ months _____ years

12.3) In relation to the final outcome of your complaint, to what extent were you satisfied with it? (Read all the options)

<input type="checkbox"/> 1. Very satisfied	<input type="checkbox"/> 2. Satisfied	<input type="checkbox"/> 3. More or less satisfied	<input type="checkbox"/> 4. Unsatisfied	<input type="checkbox"/> 5. Very unsatisfied	<input type="checkbox"/> 9. Does not know/no answer
--	--	--	--	--	--

12.4) Can you explain briefly why you were satisfied or dissatisfied with it?

_____ | _____ | _____ |

EVALUATION OF HOW THE POLICE HANDLED YOUR CASE

13) On a scale of 0 to 10 (with 0 meaning very ineffective and 10 meaning very effective), please rate HOW EFFECTIVE the POLICE were in relation to the CASE you reported:

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

14) On a scale of 0 to 10 (with 0 meaning the worst possible treatment and 10 meaning the best possible treatment), how would you rate the POLICE according to the WAY POLICE OFFICERS TREATED YOU in regard to the CASE you reported?

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

15) In your contacts with the POLICE regarding your COMPLAINT, HOW CLEAR WAS THE INFORMATION they gave you?

(Read all options)

<input type="checkbox"/> 1. Very clear	<input type="checkbox"/> 2. Clear	<input type="checkbox"/> 3. More or less clear	<input type="checkbox"/> 4. Confusing	<input type="checkbox"/> 5. Very confusing	<input type="checkbox"/> 9. Does not know/ no answer
---	--------------------------------------	---	--	---	---

16) Overall, in terms of your expectations, how would you rate the POLICE's performance REGARDING YOUR COMPLAINT?

(Read all options)

<input type="checkbox"/> 1. Well above your expectations	<input type="checkbox"/> 2. Above your expectations	<input type="checkbox"/> 3. More or less as you expected	<input type="checkbox"/> 4. Below your expectations	<input type="checkbox"/> 5. Well below your expectations	<input type="checkbox"/> 9. Does not know/ no answer
---	--	---	--	---	---

17) If something similar to what you reported happened again to someone else, would you recommend this person to report it to the POLICE?

<input type="checkbox"/> 1. Yes, certainly	<input type="checkbox"/> 2. Yes, probably	<input type="checkbox"/> 3. Unsure	<input type="checkbox"/> 4. Probably not	<input type="checkbox"/> 5. Certainly not	<input type="checkbox"/> 9. Does not know/no answer
---	--	---------------------------------------	---	--	--

18) Overall, how would you rate POLICE PERFORMANCE in the COUNTRY on a scale of 0 to 10 (with 0 meaning the worst performance and 10 the best performance)?

0 1 2 3 4 5 6 7 8 9 10 (NK/NA)

19) Since you reported the complaint, has any POLICE officer ask you for a bribe or for some unjustified benefit in order to do his/her job in relation to your COMPLAINT?

- ☐ 1. No
- ☐ 2. Yes
- ☐ 9. Does not know/no answer

20) What suggestions do you have regarding the improvement of POLICE performance?

21) Do you have any other comments regarding this interview or is there anything else you would like to add?

Thanks a lot for your cooperation. Have a good morning/afternoon/evening.

POST-INTERVIEW OBSERVATIONS:

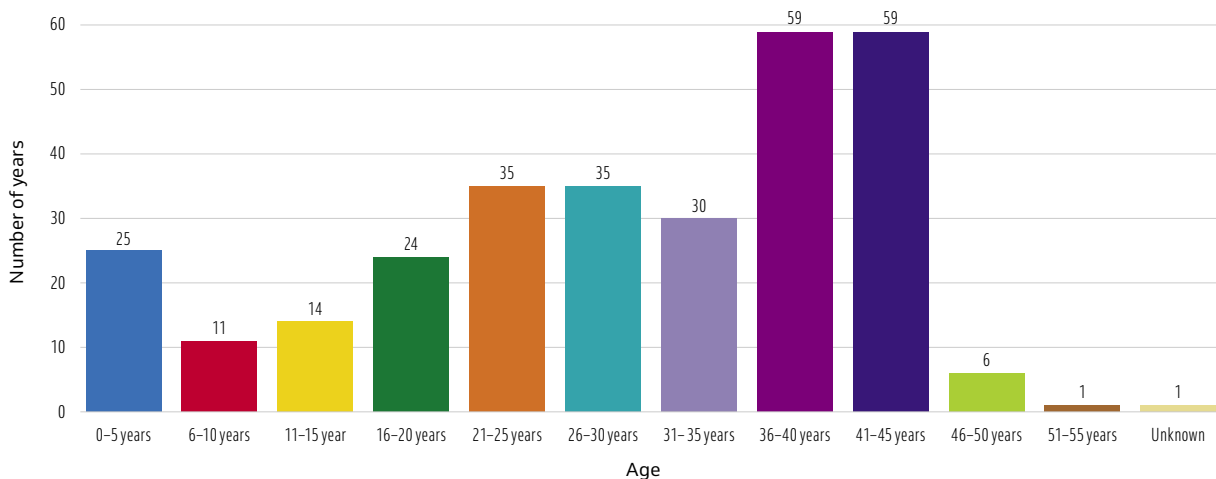
Appendix D

Survey results – synthesis

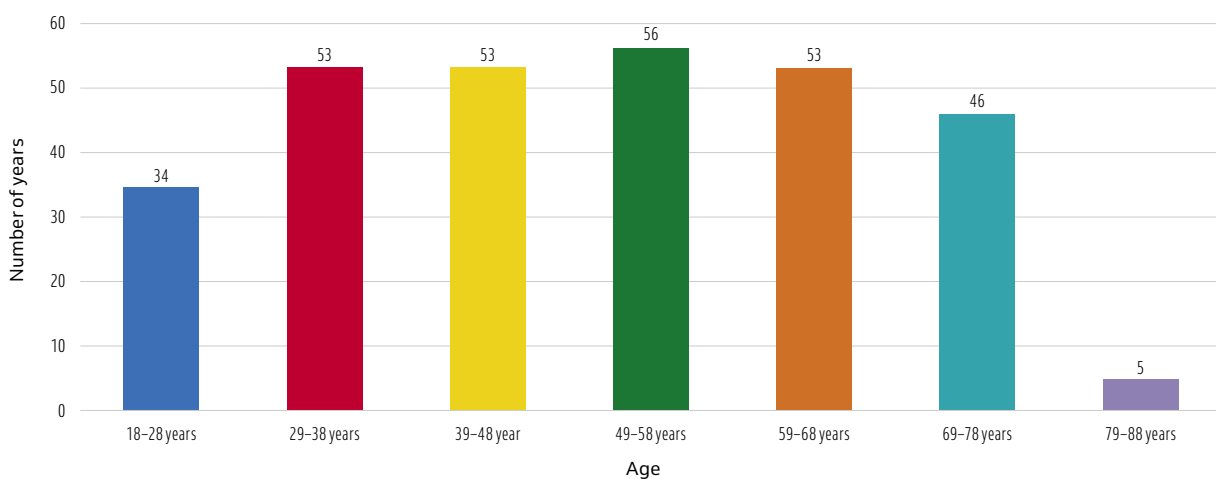
Demographics

The majority of respondents have lived in Mitchells Plain for several generations. This could be the reason why strong civil society agencies exist.

How long have you lived in Mitchells Plain?



What is your age?



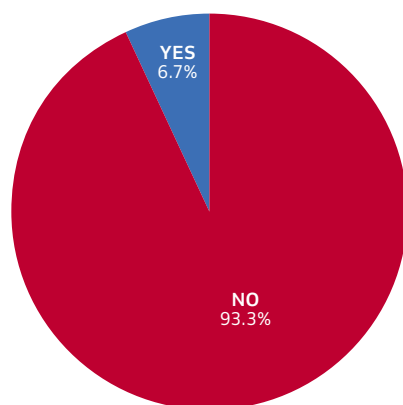
This community also has a large proportion of older people, with the average age of its population being just below 50 years. This is significantly higher than the average age for both Cape Town and the Western Cape, which is 29 and 28, respectively.

As regards the gender of the respondents, the proportion of those identifying themselves as women outnumber those who said they were men.

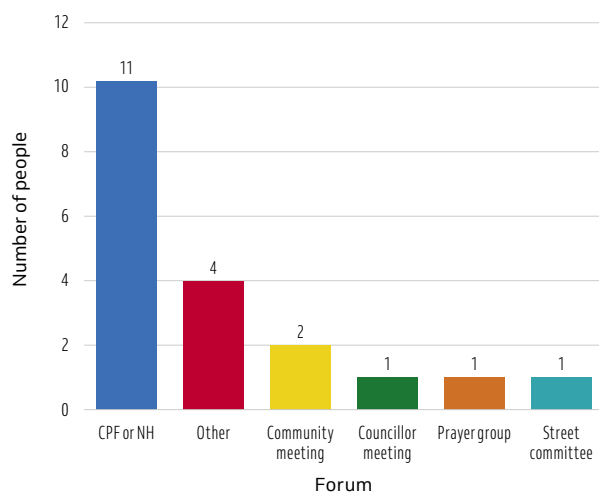
The gender split according to the most currently available data puts the representation of women at around 51%. This means that the sample for the present survey has women overrepresented by around 10%.

Ninety-eight per cent of Mitchells Plain residents identified themselves as Coloured according to the 2011 Census. This is likely because the Mitchell's Plain precinct does not include all of Mitchells Plain, in particular the neighbourhood that abuts Philippi, which is a predominantly black area.

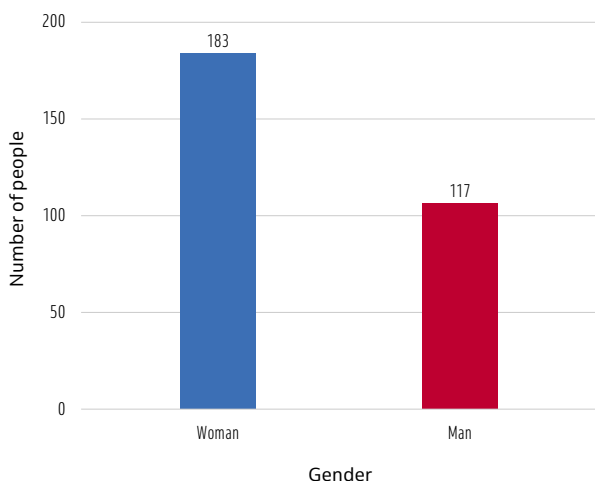
In the last 12 months, did you participate in any forum between citizens and the police in Mitchells Plain?



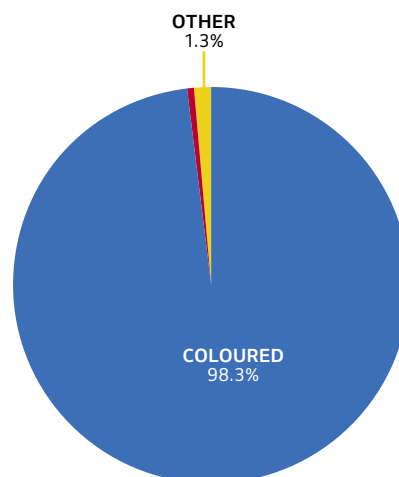
What is the name of the forum?



What is your gender?



Ethnic group



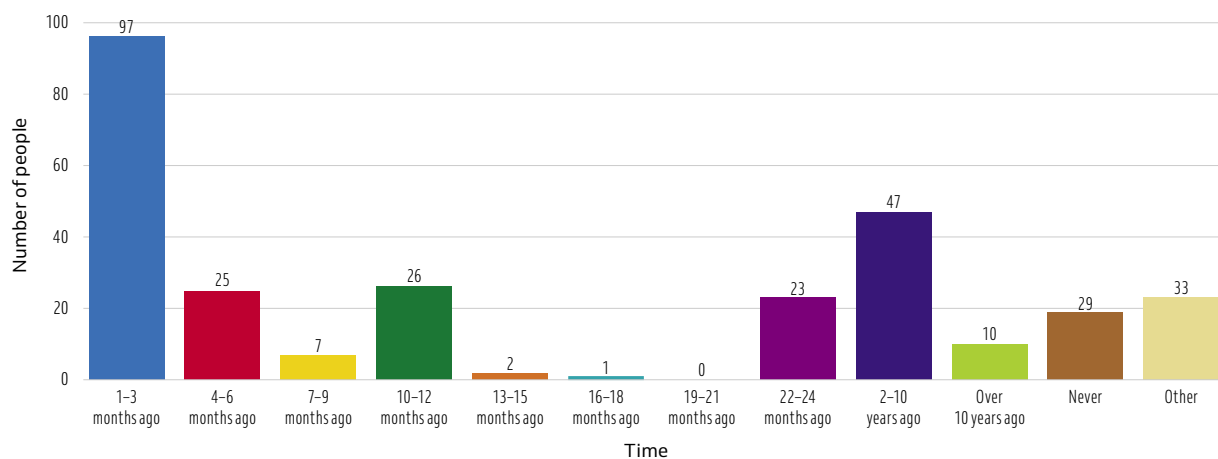
Engagement with the police

The graph which follows indicates that there is a very low level of citizen engagement with the police – which aligns with the communication gap found during the workshops and reported at the household level.

Of the 20 respondents that attended a meeting with the SAPS in the last year, more than half attended either an NW or CPF meeting. It is unclear whether the respondents were members of these forums or attendees. In any event, the fact that only the remaining nine respondents attended various types of meetings points to a lack of the planning, organising and holding of meetings for the public.

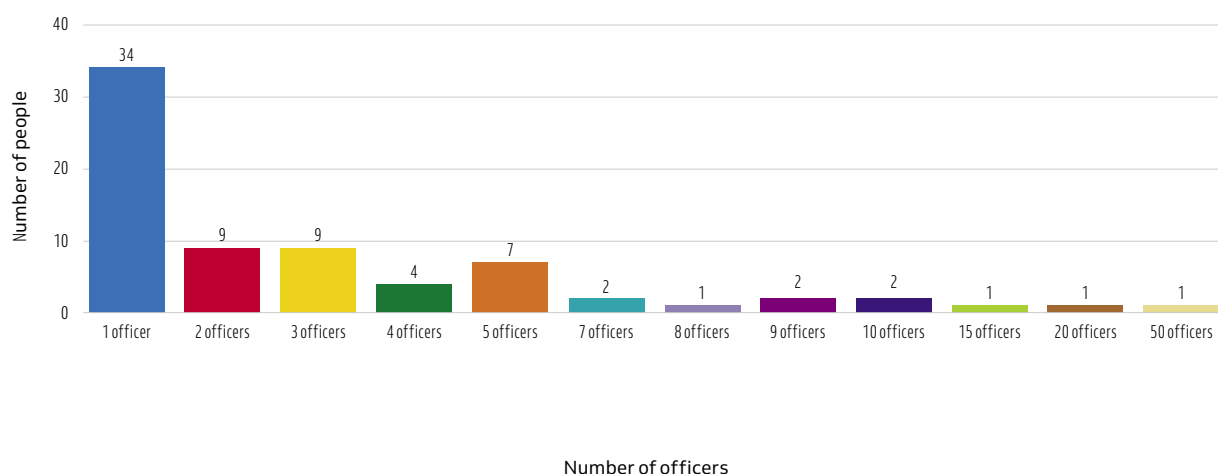
- Almost a third of community residents had engaged with a police officer within the past three months. This number rises to just over half of the respondents when looking at a period of a year.

When was the last time you talked to a police officer in Mitchells Plain?



- When comparing those that engaged with the SAPS and those that knew the names of local police officers, we found no correlation. This is surprising, as such engagement should have had a significant effect on whether respondents were familiar with SAPS officers.

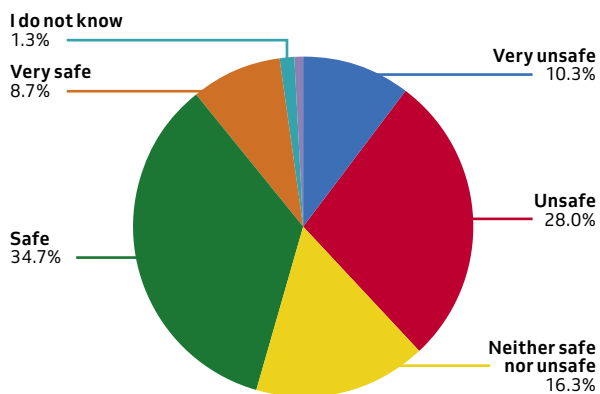
How many police officers do you know by name?



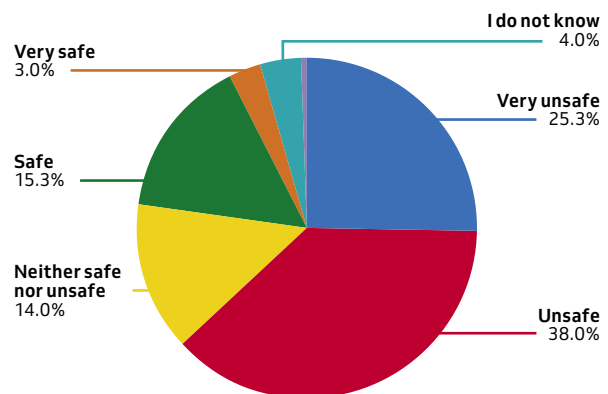
Feelings of safety/patrolling

Residents feel much safer during the day than they do during the evenings, which is to be expected and is consistent with the expected response to this question.

How safe do you feel walking in the streets of Mitchells Plain during the day?



How safe do you feel walking in the streets of Mitchells Plain during the night?



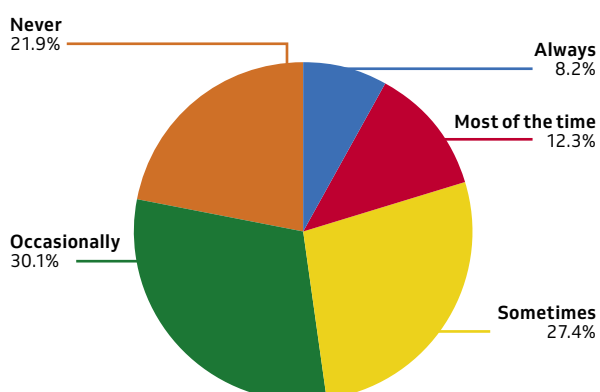
Feelings about safety at night may in part be fuelled by the reported lack of patrolling by police officers during the evening.

However, even during the day, 38% of respondents do not feel safe. In contrast, only 43.4% reported feeling a degree of safety during the day.

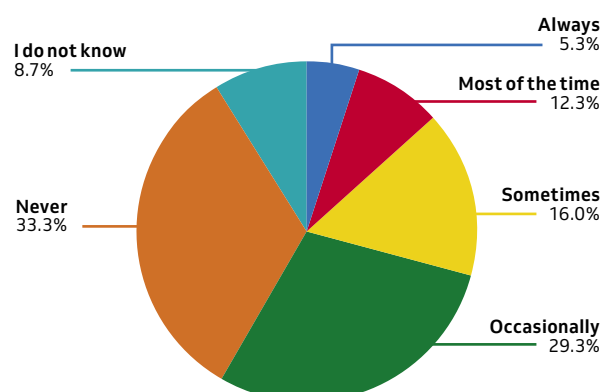
The proportion of people who report feeling less safe in the evening, and the frequency with which community members report seeing less police officers during the evening is almost identical (63.3% report feeling unsafe to very unsafe and 62.6% report seeing police occasionally or never).

The 'Police patrolling during the day' and 'Police patrolling at night' pie charts highlight the community's desire to see the police more often. This is especially the case when combined with the pie charts indicating feelings of safety.

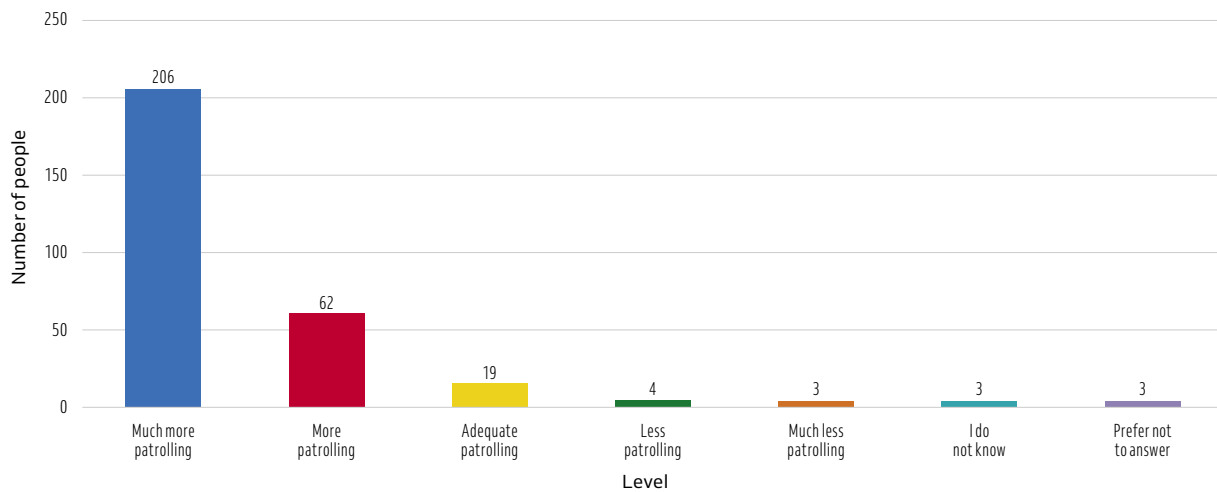
How often do you see police officers patrolling the streets of Mitchells Plain during the day?



How often do you see police officers patrolling the streets of Mitchells Plain during the night?



How do you feel about the level of police patrolling of the streets of Mitchells Plain?

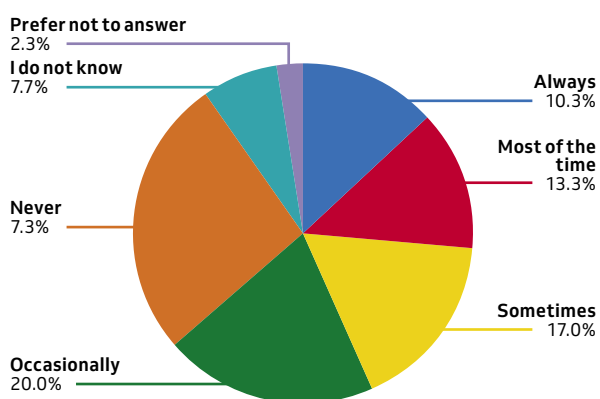


Communication and engagement with the police

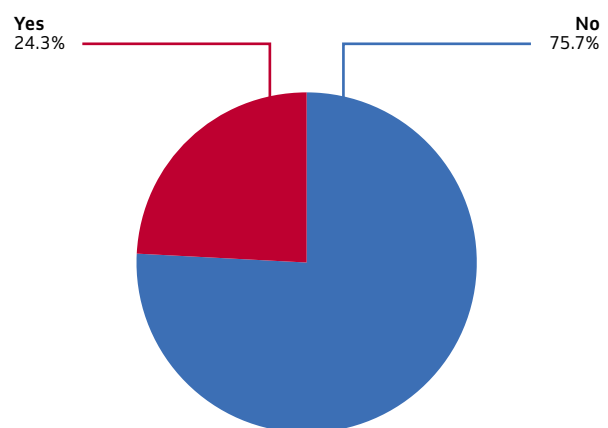
- Of the respondents, 26.7% report never speaking in their mother tongue with the police.
- Of the respondents, 26.6% speak their home language with the police 'Always' or 'Most of the time'.

Although this split appears evenly distributed, it means that a considerable number of people often have difficulty communicating with the SAPS and cannot rely on easily communicating when reporting a crime or seeking a service from the SAPS.

When reaching out to the police, how often do they have an officer who speaks your mother tongue?



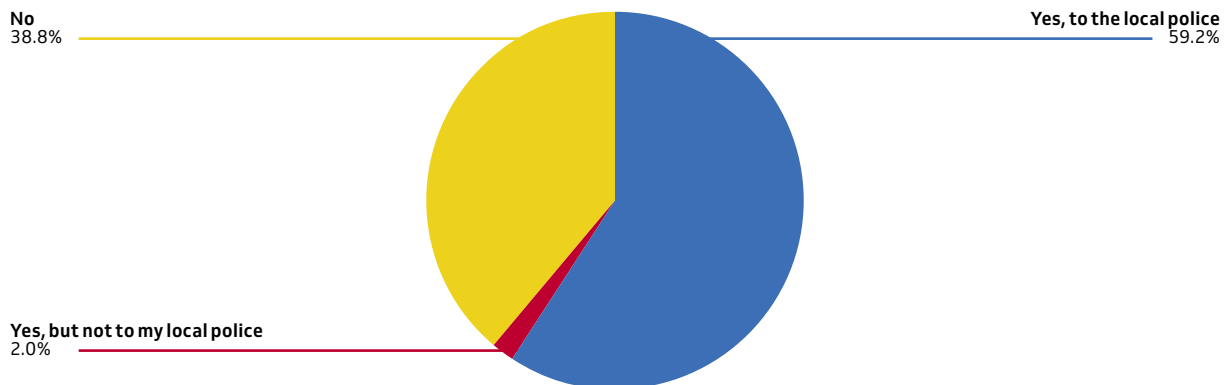
Do you know any of the local police officers by name?



Reporting of crime

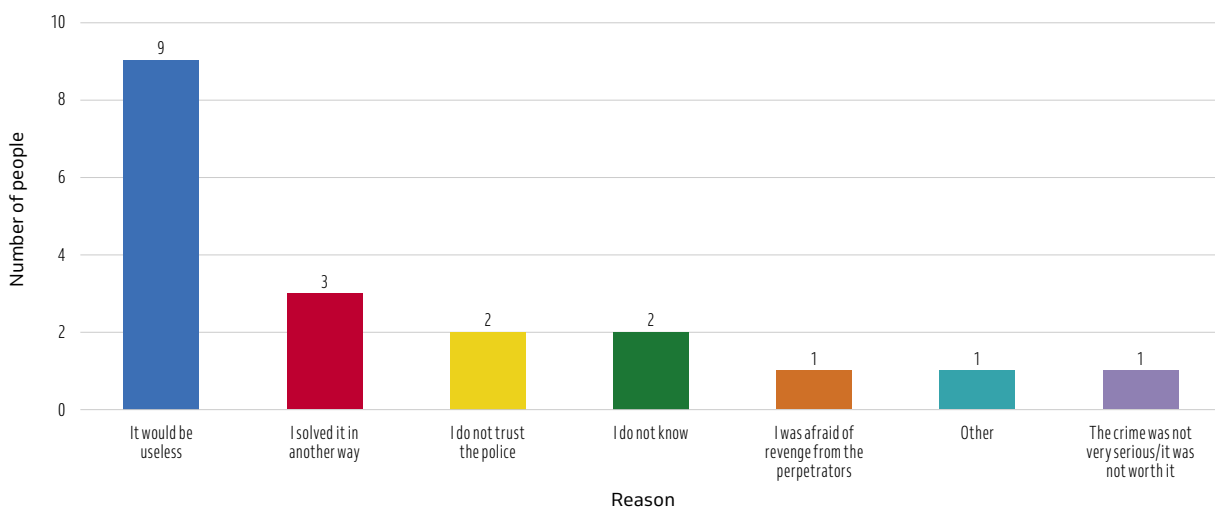
Just below 60% of people who experienced a crime in the past 12 months reported it to their Mitchells Plain SAPS station; and only a small number (2%) reported it to a different police station, all of which suggests an overall lack of trust in the SAPS that is not specific to Mitchells Plain.

Did you or any member of your household report the crime to the police?



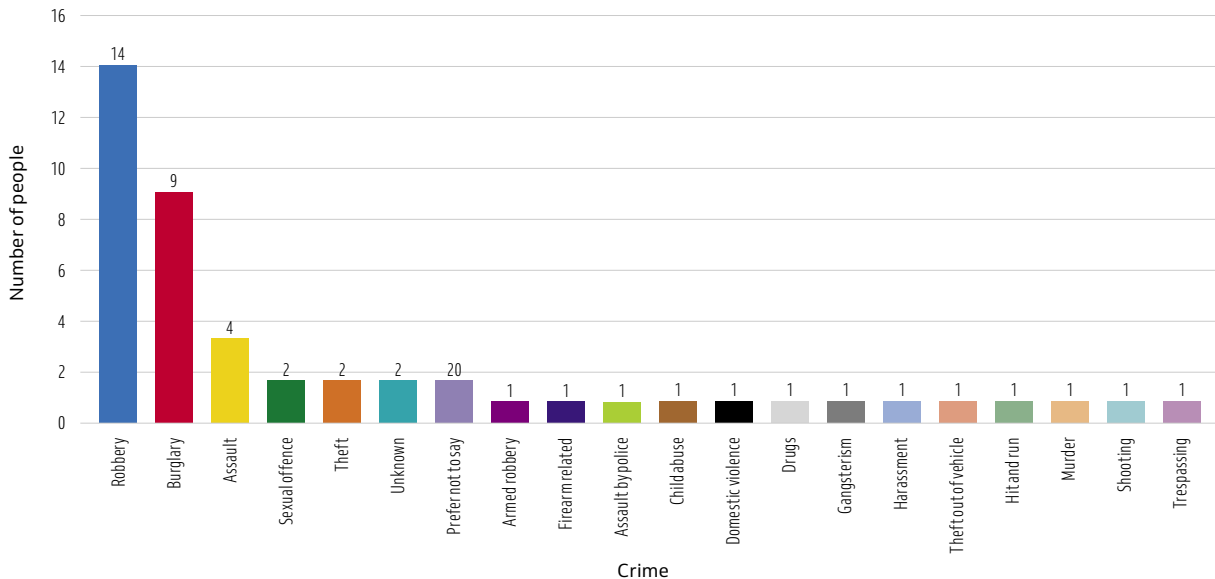
- When considering the reasoning of those who chose not to report the crime to the police, just below half of them said that they did not think that it would have been useful to do so.
- This could indicate a significant level of disillusionment with the police in Mitchells Plain. This disillusionment seems to be resulting in apathy within the community regarding the ability of the police to fight crime.

Why did you not report this to the police?



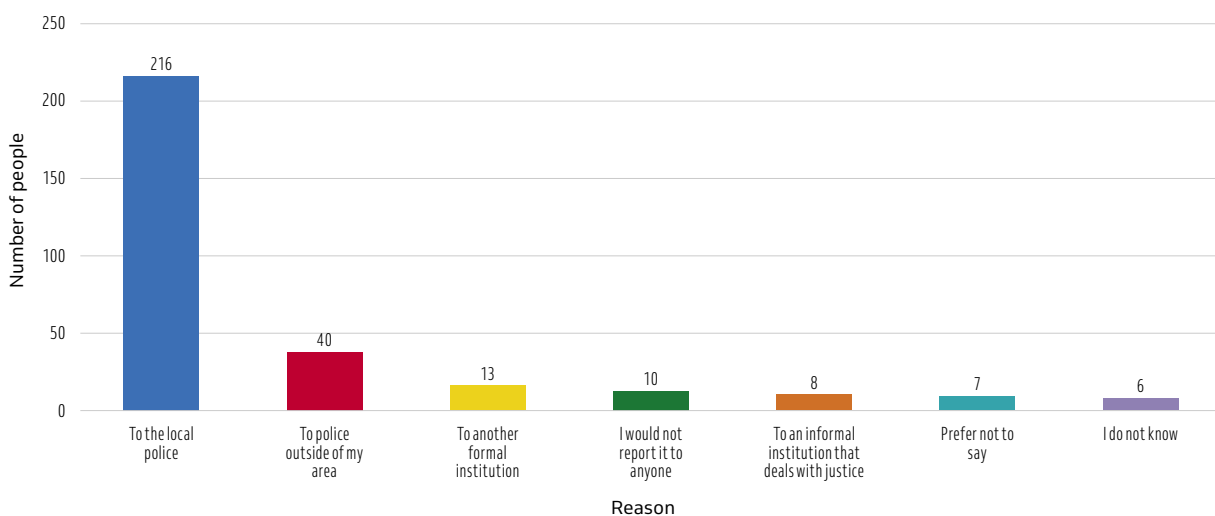
It should be noted, though, that the apathy regarding the ability of the police to solve crimes principally relates to property. The graph below indicates that the top two crimes – robbery and burglary – when combined, make up nearly half of the total crimes reported in the survey.

What was the crime?

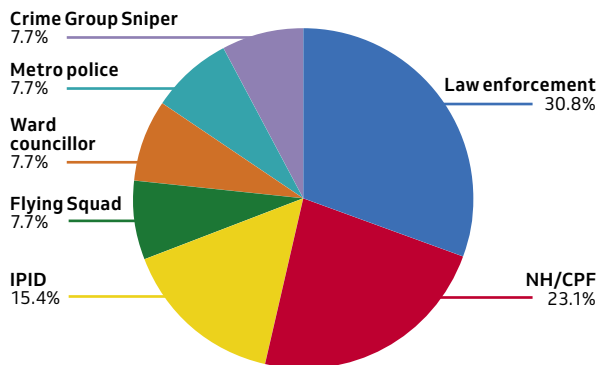


The vast majority of people indicate that they would go to the SAPS to report a crime. Even a subset of the respondents that answered that reporting a crime is useless, answered by a slight majority (5/9) that they, too, would report to the SAPS when victimised.

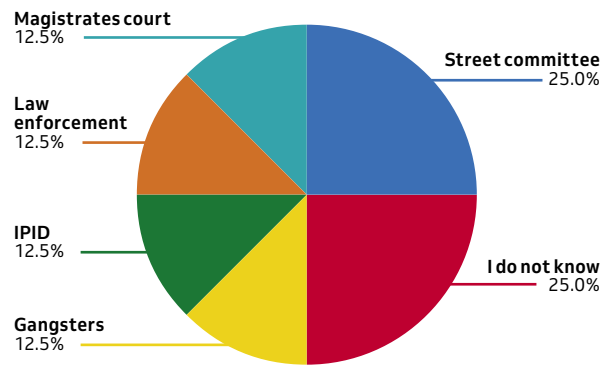
If you were a victim of a crime tomorrow, where would you report it?



What is the other formal institution (Crime)?



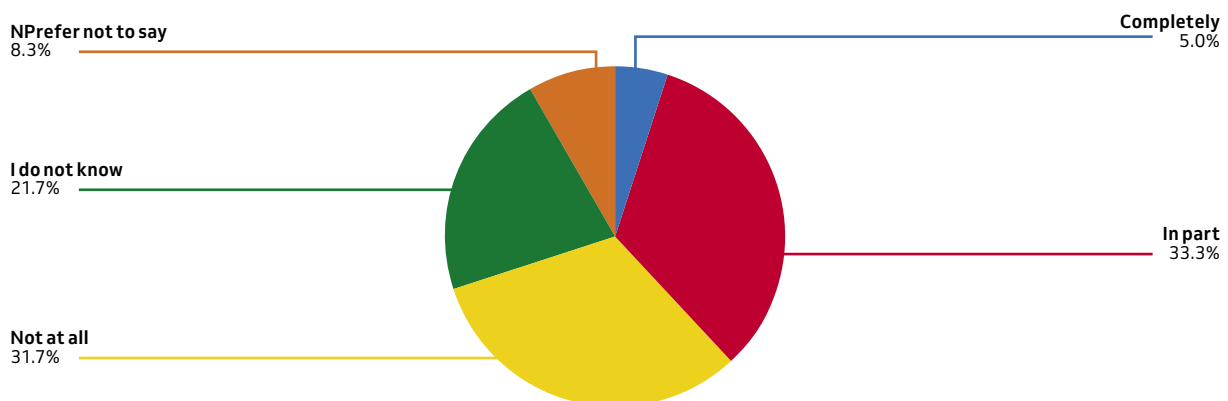
What is the informal institution (Crime)?



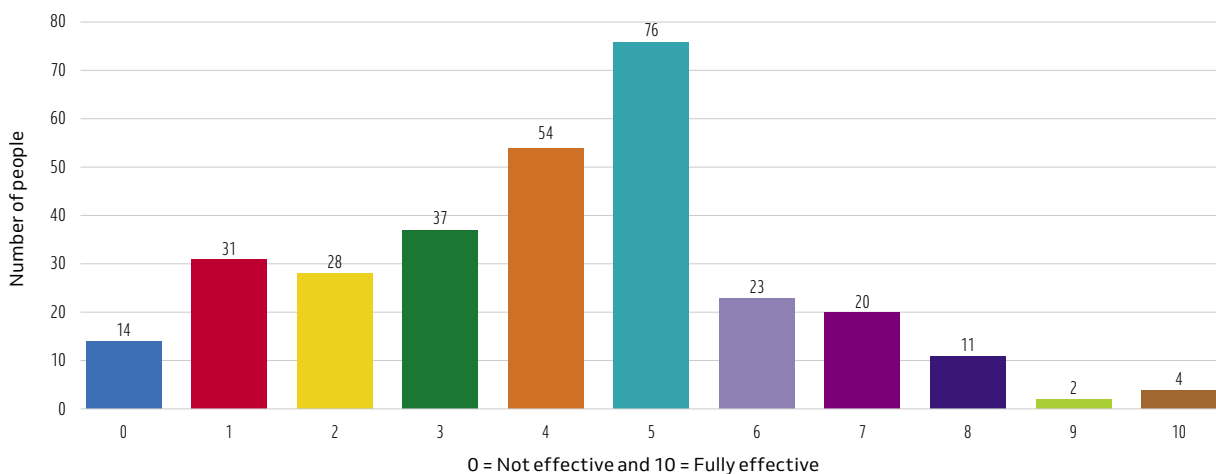
Police effectiveness and community concerns

Responses given regarding the degree to which the police respond to community needs are split. The pie chart below indicates that about one-third of respondents believe that the police address community needs, while one-third do not believe that they do it at all. Notably, 30% of respondents either preferred not to say or responded 'I don't know'.

To what degree do you think that the local police address the concerns of the community

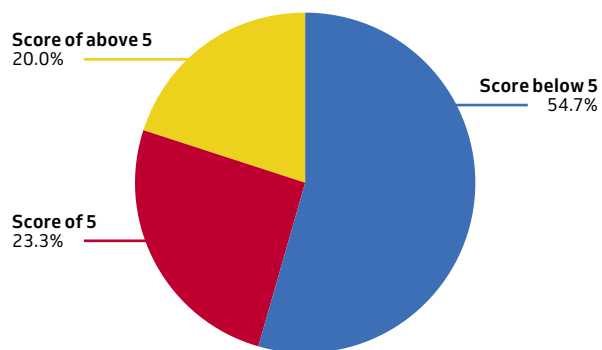


How long have you lived in Mitchells Plain?

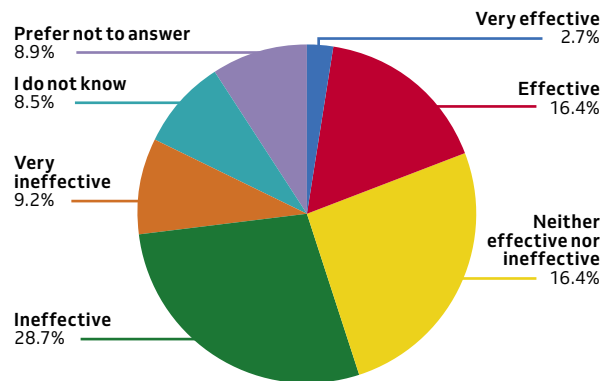


- When including 'Neither effective nor ineffective', 63.5% of respondents report in the negative overall.
- Of the respondents, 19.1% report that the police are effective and very effective.

How effective are the police?

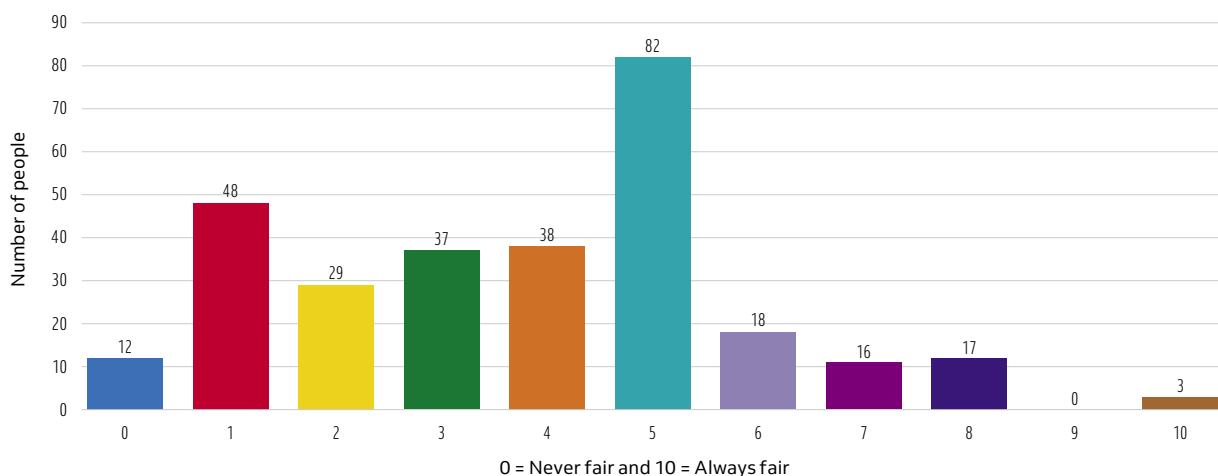


Do you think that local police are?



The foregoing proportions are quite negative. However, in discussions with SAPS officers, they believe that they are above average in getting cases to prosecution and in securing convictions. There may therefore be an opportunity for greater communication in this regard.

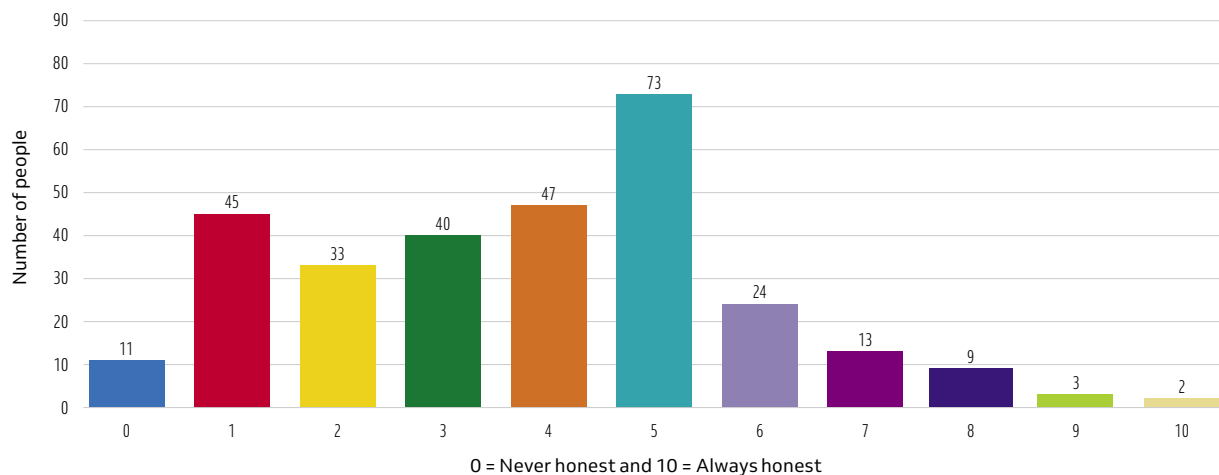
How fair are the police?



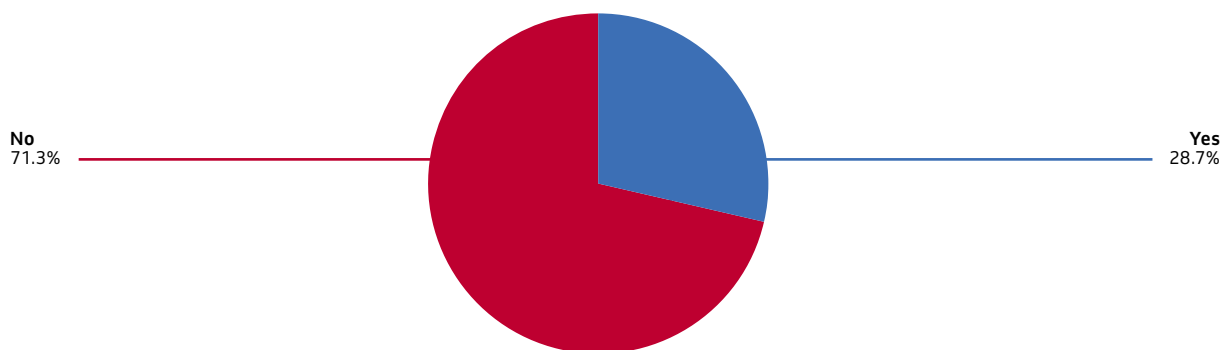
This graph is highly indicative of the impressions of police honesty. As demonstrated by the predominance of scores 5 or lower, the principal sense is that the police are not honest.

This could be due to general, national policing issues and the negative press that the SAPS gets. However, active steps should be taken to demonstrate any efforts designed to deal with police corruption, as well as to better communicate the work done by the police.

How honest are the police?



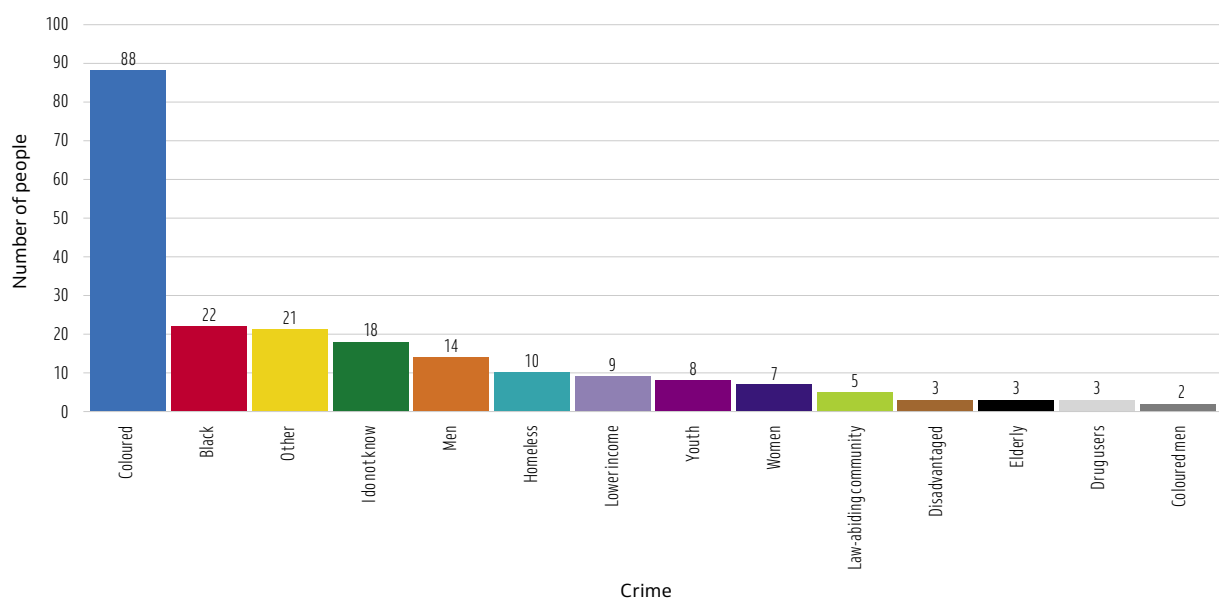
Do the local police officers treat all social groups the same?



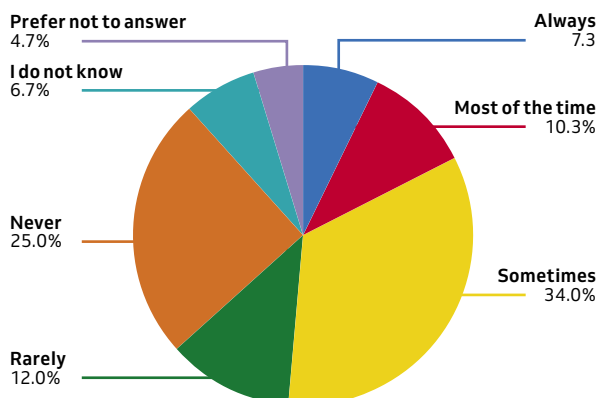
The majority of respondents report that SAPS officers treat people differently based on the social standing of such people in the community. This is a deeply problematic issue, as more than 70% agree that the police are prejudiced on the basis of other issues.

However, in the bar graph below, it appears that this is a deeply personal perspective and may be based on overarching political issues in South Africa, as well as on the perception that the police fall under a national directorate run predominantly by a political class that is predominantly black. Statistics do not bear this behaviour out in these proportions.

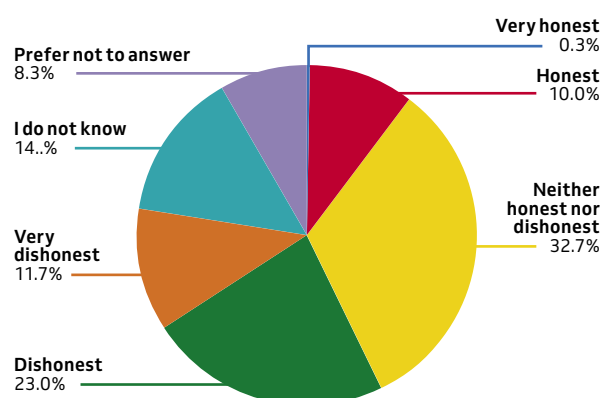
Which social groups are treated worse by the police?



Do you think local police officers respect the rights of citizens?

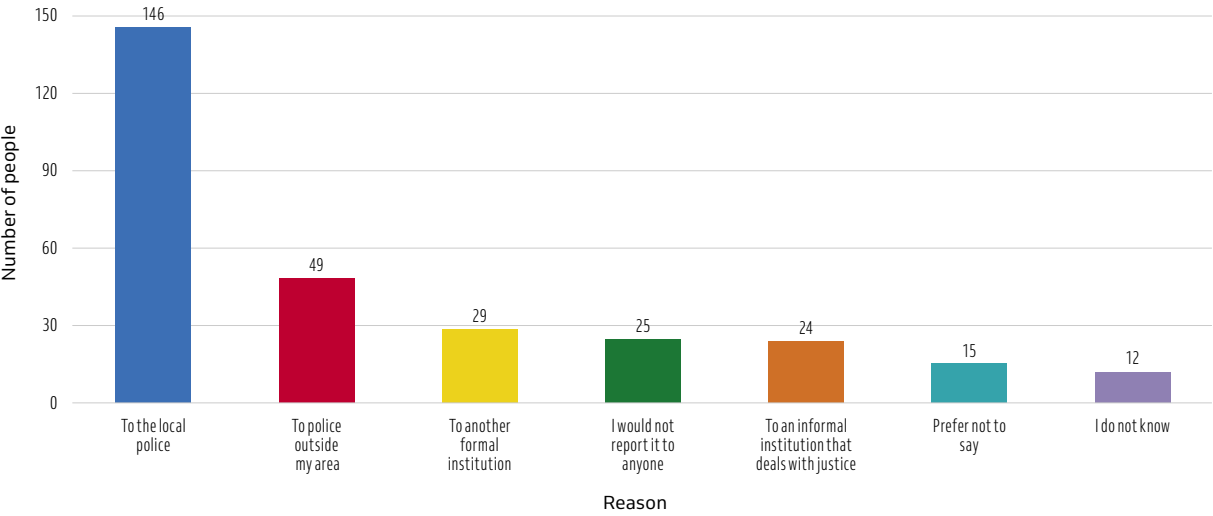


Do you think that local police are?



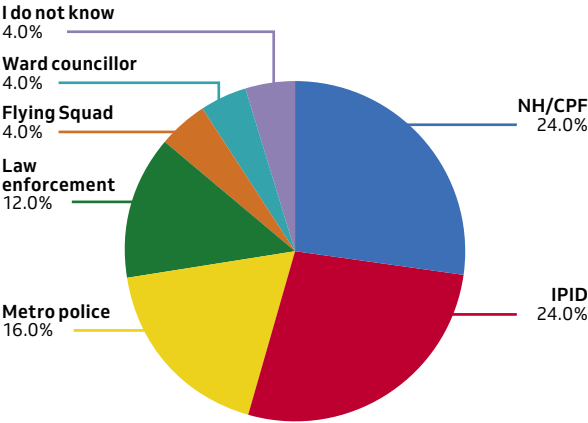
The above pie charts demonstrate that the majority think that the police are neither honest nor respect the rights of the community.

If you saw a police officer behaving dishonestly tomorrow, where would you report them?

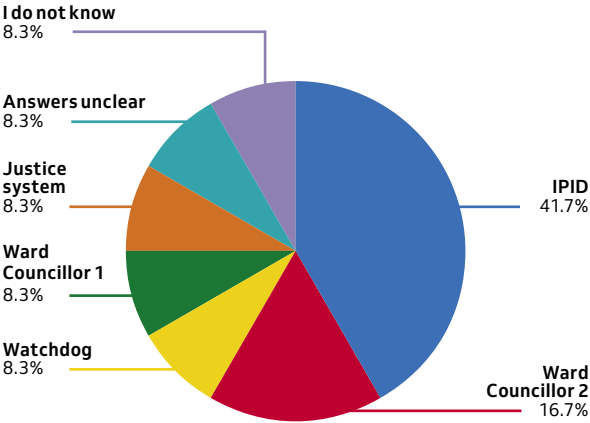


The most popular institution for reporting police misbehaviour to is the local police station. However, in our workshops, many said that they could not report misbehaviour there because of the manner in which such accusations and reports are shared. In our workshops, community members also reported being harassed by police officers after reporting them for misdeeds.

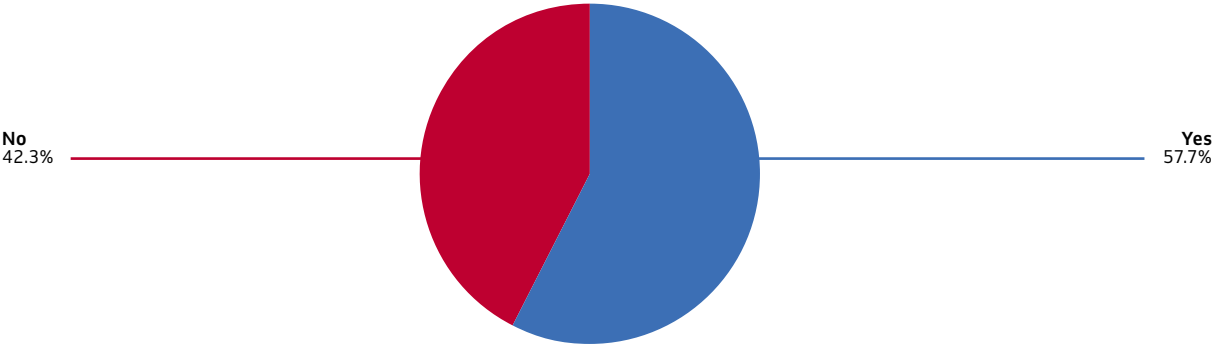
What is the other formal institution (Dishonest police)?



What is the informal institution (Dishonest police)?



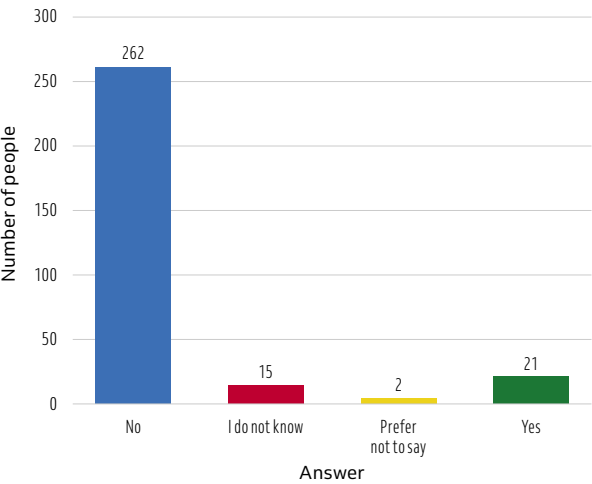
Is there a way to report the police anonymously?



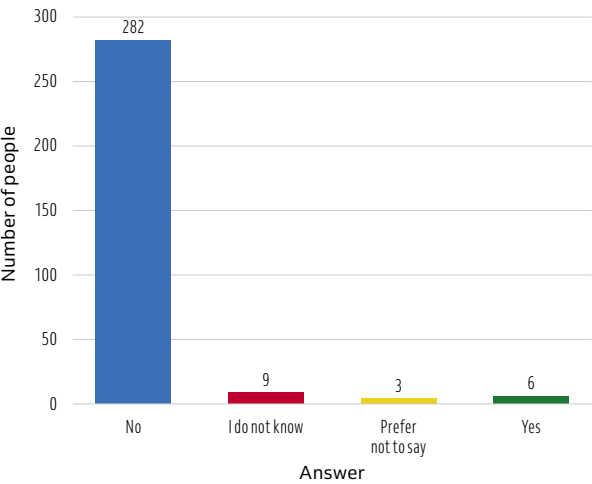
Since any bribery should be considered a negative result, the 7% per cent that know someone as well as the 2% per cent that have personally been asked for bribes should all be considered. The vast majority of respondents have, however, not been involved in solicitation of bribes, nor do they know anyone that has.

This could be a false report, or under-reporting, though, due to the risks associated with this specific question and with the potential lack of trust in the anonymous reporting in this survey. Although the respondents were informed of the confidentiality, and that none of the specific results would be shared, it may not have been enough to instill the necessary trust to offer honest answers to questions of bribery. It is the only question in the survey that might directly implicate the respondent in a crime.

Someone else asked for a bribe or for some unjustified benefit by the police in the past 12 months?



Personally asked for a bribe or for some unjustified benefit by the police in the past 12 months?



Endnotes

- 1 Sunshine, J & Tyler, T (2003). 'The role of procedural justice and legitimacy in shaping public support for policing'. *Law & Society Review*.
- 2 Bayley, D (2001). Democratizing the police abroad: What to do and how to do it. United States Department of Justice, National Institute of Justice.
- 3 Bayley, D & Perito, R (2010). *The police in war: Fighting insurgency, terrorism, and violent crime*. Boulder, Colorado: Lynne Reiner Publications
- 4 Batho Pele, which means 'People First' in Sesotho, is an approach adopted by South Africa's national government in 1997. Its aim is to transform the community-exclusive, public service departments and arms of the apartheid-era government and turn them into ones that not only take into account community needs, but also strive to exceed expectations in the service of all South Africans.
Batho Pele is based on the following eight principles:
 - **Consultation:** Citizens should be consulted about their needs.
 - **Standards:** All citizens should know what service to expect.
 - **Redress:** Citizens should be offered an apology and solution when standards are not met.
 - **Access:** All citizens should have equal access to services.
 - **Courtesy:** All citizens should be treated courteously.
 - **Information:** All citizens are entitled to full, accurate information.
 - **Openness and transparency:** All citizens should know how decisions are made and departments are run.
 - **Value for money:** All services provided should offer value for money.
- 5 Ward, C, Dawes, A & Matzopoulos, R (2013). 'Youth violence in South Africa: Setting the scene'. In Ward, C, Van der Merwe, A & Dawes, A. *Youth violence: Sources and solutions in South Africa*. UCT Press. 5.
- 6 Department: Statistics South Africa (October 2019). Victims of Crime Report 2018/2019. Available at: <https://www.statssa.gov.za/?p=12620>.
- 7 HSRC SASAS 2003– 2021. Available at: <https://ewn.co.za/2022/04/02/south-africans-have-low-trust-in-their-police-here-s-why>.
- 8 See <https://theconversation.com/south-africans-have-low-trust-in-their-police-heres-why-178821>.
- 9 The Safety Plan is a joint police, City of Cape Town and community process designed to prioritise safety concerns.

About this report

The Mitchells Plain South African Police Service (SAPS), the Community Police Forum (CPF) in the area, and the Mitchells Plain neighbourhood watches (MPNWs) collaborated with the Safety Lab and the African Policing Civilian Oversight Forum (APCOF) in an initiative to promote better community–police relations in Mitchells Plain. A set of indicators of desired police behaviour was developed by the police and community members and was applied in order to produce quantifiable measures for establishing an objective baseline so as to be able to track progress.

About APCOF

APCOF is a not-for-profit trust working on issues of police accountability and governance in Africa. APCOF promotes the values which the establishment of civilian oversight seeks to achieve, namely: assisting in restoring public confidence developing a culture of human rights, promoting integrity and transparency within the police service; and maintaining good working relationships between the police and communities.

About the AAAJD

The Afro-Asian Association for Justice Development (AAAJD) is a partnership of nongovernmental organizations on police and justice reform working in the continents of Africa and Asia. It is a not-for-profit and nongovernmental international alliance and works from a multicultural perspective to improve public safety and justice in democratic societies.

About the The Safety Lab

The Safety Lab is a not-for-profit, public-good company working on solutions to crime and violence in South Africa utilising research, innovation, design, and implementation in order to test new social processes and programmes with a view to reducing crime and violence in high-risk areas. The Safety Lab has four thematic areas: gangs, youth, development, and identity. Issues revolving round these key themes are drivers of crime and violence in the South African context. Utilising an agnostic approach to partnerships and politics, the Safety Lab seeks to create safer communities through social innovation.