

**Geographic accessibility study of social facility
and government service points for the
metropolitan cities of Johannesburg and
eThekweni 2011/12**

PART C: SECTION 5

THE SOUTH AFRICAN POLICE SERVICE



the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA



5 SOUTH AFRICAN POLICE SERVICE (SAPS)

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5 SOUTH AFRICAN POLICE SERVICE (SAPS)

5.1 SUMMARY OF FINDINGS

- 5.1.1 The analysis showed that geographic access to SAPS facilities was very good. More than 90% of citizens in both cities are able to reach a Police Station within 8 km. This increases to more than 95% in both cities if SAPS Contact Points are included as additional service points. It must be noted that the contact points analysed are not all fully functional, a majority of the contact points are currently proposed service points and have not yet been established.
- 5.1.2 Interpreting the analysis outputs differently: at any given point in time (no matter where you are in either of the metros) there is a 95% chance that you are within the specified standard of access to a police service (8 km from a Station or 4 km from a Contact Point). Again, it should be kept in mind that the majority of contact points still need to be established. The addition of these Points can, however, have a very positive impact on the service access to police services.
- 5.1.3 Only additional Contact Points were considered in terms of new sites in the proposed future expansion strategy as the service demand distribution is such that a new Police Station is not required for either of the metropolitan areas. Contact Points are effective alternatives for providing the necessary services within the required standard.
- 5.1.4 Five additional Contact Points – extra to the ones already proposed by the SAPS – were suggested for each of the metros. This increased the service coverage to more than 97% in both cities (eThekweni at 97% and Johannesburg at 99%). In other words, more than 97% of each metro's population are within either 8 km of a Police Station or within 4 km of a Contact Point (from their residences) if all the proposed and additional sites are added to the current service provision.

5.2 INTRODUCTION

- 5.2.1 This report section provides an overview of the analysis and findings in respect to the provision and distribution of South African Police Services (SAPS) Offices and Contact Points in the Johannesburg and eThekweni metropolitan areas and the geographic accessibility of residents to services provided by the SAPS, namely SAPS Stations and Contact Points. Please note that Contact Points are a new concept and the points analysed are mostly still only proposed sites.
- 5.2.2 It forms part of the geographic accessibility study in two metropolitan municipalities (Johannesburg and eThekweni) which was undertaken in 2011/12 as part of Government Programme of Action (Outcome 12). The study was funded by the Department of Public Service and Administration and was conducted by the Council for Scientific and Industrial Research (CSIR).

- 5.2.3 The analysis assisted the government departments concerned in testing and refining their geographic access norms and service catchment threshold parameters, i.e. the relationship between service demand within a defined distance of a facility and the capacity of the facility service point. The testing of access and threshold standards is applicable for the two metropolitan areas but should also prove suitable for application in other metropolitan areas.
- 5.2.4 As a subcomponent of the larger study, this analysis will support the development of integrated facility plans in relation to each of the metropolitan areas. Firstly, by supporting the achievement of more equitable and affordable access to a range of services in all parts of the selected areas and, secondly, by facilitating the clustering of facilities where appropriate and to provision of services from centralised points, such as Thusong Service Centres.
- 5.2.5 Several formal stakeholder engagements were held with officials from the SAPS, and key contact people were appointed to represent the SAPS for the study purposes (see Addendum 5.10).
- 5.2.6 The following information is provided here:
- The agreed upon geographic access standards for the services concerned;
 - The data sets used;
 - The current levels of service on a geographic basis;
 - The current backlogs in service provision identified geographically;
 - Proposals to improve access to services and to integrate these services with others that are provided by government.

5.3 FACILITIES ANALYSED AND THEIR DEFINITIONS

- 5.3.1 Two sets of facilities or types of service points for the SAPS have been analysed. These were *Police Stations* and *Contact Points*.
- Police Stations are the formal Station where vehicles and staff are stationed. A Police Station has a predefined precinct for which it plans and formally services through patrolling etc. However, the public may report a crime to any Station, but will then be referred to their designated precinct Station for investigation.
 - Contact Points are small offices which function as satellite services to Police Stations and are situated within a specific Station precinct. There can be more than one Contact Point per Station or none. Contact Points are established for various reason:
 - The precinct covers a vast area and the Contact Point brings the service closer to the outlying areas of the precinct;

- Socio-political issues may cause people to be hesitant to visit the Police Station of the precinct they reside in. The Contact Point is then established in an area where the community feels more comfortable in visiting the site.
- Contact points are a new concept and only a few have been established as yet, the rest are only proposed sites.

5.4 STANDARDS

5.4.1 The standard used by the SAPS prior to the study was a maximum allowable travel time of 24 km to a Police Station (national standard). This standard was applied globally; there was no differentiation made between different areas, for example urban and rural areas.

5.4.2 These standards were re-evaluated based on the outputs of the analysis and adjusted for an urban context to the following:

- Police Stations: 8 km maximum acceptable travel distance to a Station.
- Contact Points: 4 km maximum acceptable travel distance to a Contact Point (Contact Points are a more localised service and therefore they reduce travel distances).

5.5 SPECIFIC POLICY ISSUES AND DOCUMENTS CONSIDERED AS INPUT TO THE STUDY

5.5.1 The following documents were considered during the study:

- “Redbook” – *Guidelines for Human Settlement Planning and Design*. 2000. (available free online at http://www.csir.co.za/Built_environment/RedBook/)
- CSIR 2012. *CSIR Guidelines for the Provision of Social Facilities in South African Settlements* [online]. First edition: August 2012. Available from http://www.csir.co.za/Built_environment/Guidelines_Standards.html

5.6 SPECIFIC ANALYSIS PROCESS AND LOCATION FACTORS

5.6.1 On the whole, the standard analysis process was followed as described in Section B.

5.6.2 The first step in the analysis was an unconstrained travel time and unconstrained capacity analysis. From this analysis the following was derived:

- Total demand on each of the SAPS Stations;
- The travel distance of all residents to their closest Police Station, i.e. the complete distribution of access to SAPS services for each metro.

- 5.6.3 The analysis undertaken for SAPS only dealt with public access to a Police Station and did not deal with access by police to areas of the City when responding to callouts.
- 5.6.4 Evaluating the access distances for both the metros, the maximum acceptable travel distance was determined in consultation with SAPS to be 8 km for SAPS Stations and/or 4 km for Contact Points as indicated under the standards section above.
- 5.6.5 These access distance standards were used in a distance constrained catchment area analysis (but capacity unconstrained), to determine regions that could be considered as served (those that fall within the distance standard) and those regions that are considered as unserved (those that fall outside of the defined distance standard) and what the population demand on each facility was.
- 5.6.6 The previous steps identified the areas not served by and thus further than 8 km from a Police Station currently. The Contact Points were then introduced to look at the impact of these on the areas of unserved population. The maximum acceptable access distance to Contact Points was set at 4 km, i.e. the Contact Points was considered as a support / backup service to Police Stations in those areas beyond 8 km of an existing Police Station.

5.7 ANALYSIS AND FINDINGS FOR THE SAPS IN ETHEKWINI

5.7.1 Summary of Criteria and Analysis Process in eThekwini

Table 5.1: Summary of criteria and analysis process for SAPS Stations in eThekwini

Facilities analysed	All SAPS Stations All Contact Points
Access distance	8 km to the nearest Police Station 4 km to the nearest Contact Point
Demand	Total population of eThekwini Municipality 2011 (3 667 106)
Supply	54 Police Stations 49 Contact Points
Analysis undertaken	<ul style="list-style-type: none"> • Unconstrained travel distance to nearest Police Station • Constrained travel distance analysis <ul style="list-style-type: none"> ○ First round: Police Stations ○ Second round: Contact Points as well as Police Stations • Optimised locations for new Contact Points

5.7.2 Access to SAPS Services in eThekweni

- 5.7.2.1 The travel distance map (Figure 5.1) reflects the current travel distances that populations need to travel in order to reach their closest Police Station in eThekweni. The distances have been shown in increments of four kilometers.
- 5.7.2.2 Looking at current accessibility (Figure 5.1), it is clear that most areas fall within the 8 km travel distance to an existing Station. Those areas with low accessibility to a Station make up a small portion of the metro and are in the southwest and northwest of eThekweni.
- 5.7.2.3 Table 5.2 indicates that 3.3 million out of 3.7 million people (91.7%) are within 8 km of a Police Station. The rural areas are not served that well with only about 20% of the population within the 8 km standard. However, the total population in these areas makes up only a small portion of eThekweni's total population.

Table 5.2: Number of people assigned to their closest Police Station per distance band and per settlement category in eThekweni

Settlement type (persons per hectare)	4 km	8 km	12 km	16 km	+16 km	Grand Total
Dense rural (10p/Ha)	93 930	203 054	75 598	15 665	13 639	401 886
Rural (1p/Ha)	12 527	23 100	38 452	17 669	20 824	112 572
Urban (28p/Ha)	2 026 266	1 003 418	108 966	13 998	0	3 152 648
Total	2 132 723	1 229 572	223 016	47 332	34 463	3 667 106

- 5.7.2.4 Table 5.3 shows the average travel distance to a SAPS Station. Only the population lying in the rural areas must travel more than 8 km on average. The metro average is very good at 4.17 km.

Table 5.3: Average distance to Police Stations per settlement category in eThekweni

Settlement type (persons per hectare)	Distance (Km)
Dense rural (10p/Ha)	6.74
Rural (1p/Ha)	11.22
Urban (28p/Ha)	3.59
Metro average	4.17

5.7.2.5 The above results were used in the discussions with the SAPS to decide on the access standard to be applied in the constrained analysis.

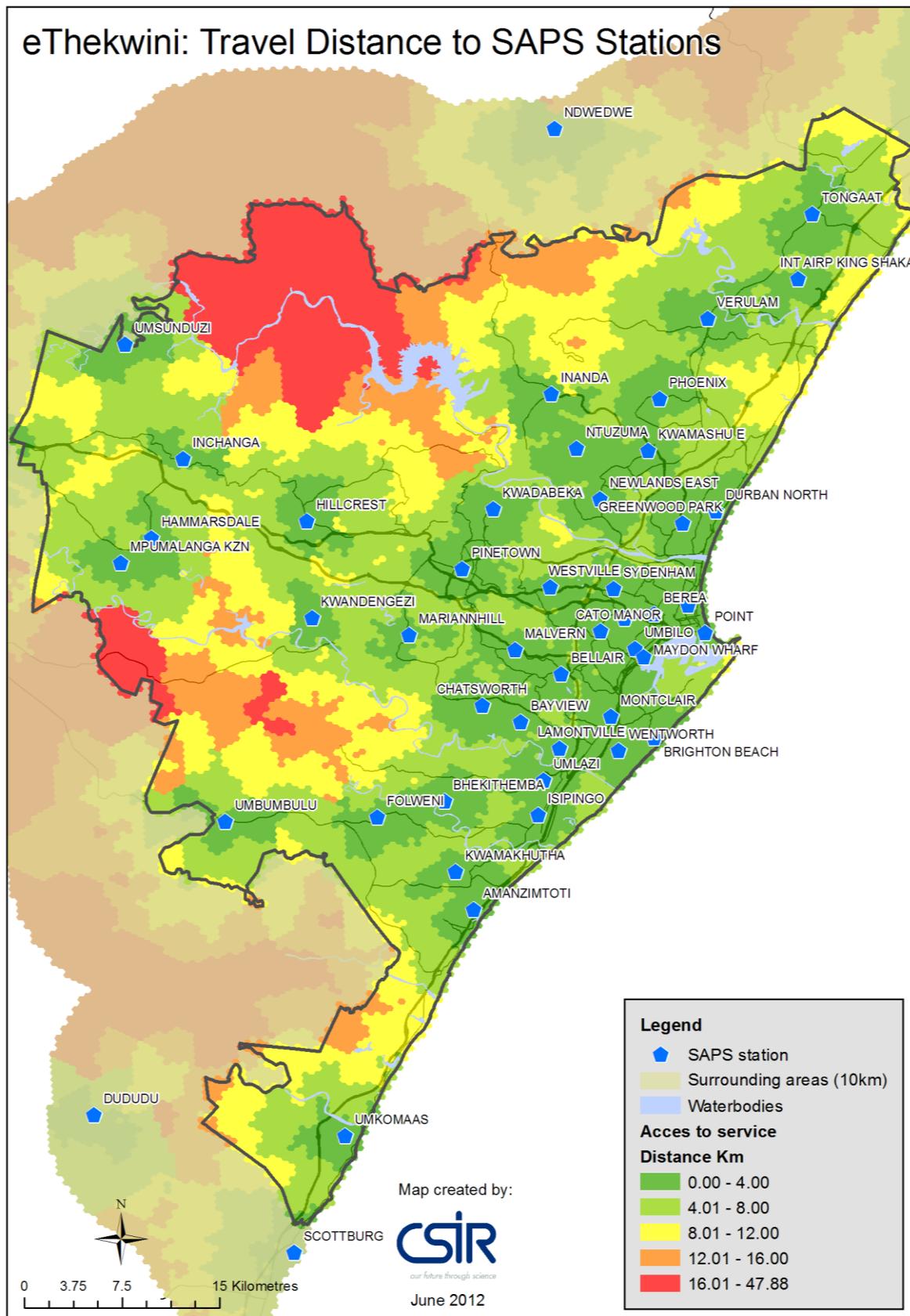


Figure 5.1: Travel distance to closest SAPS Station in eThekweni

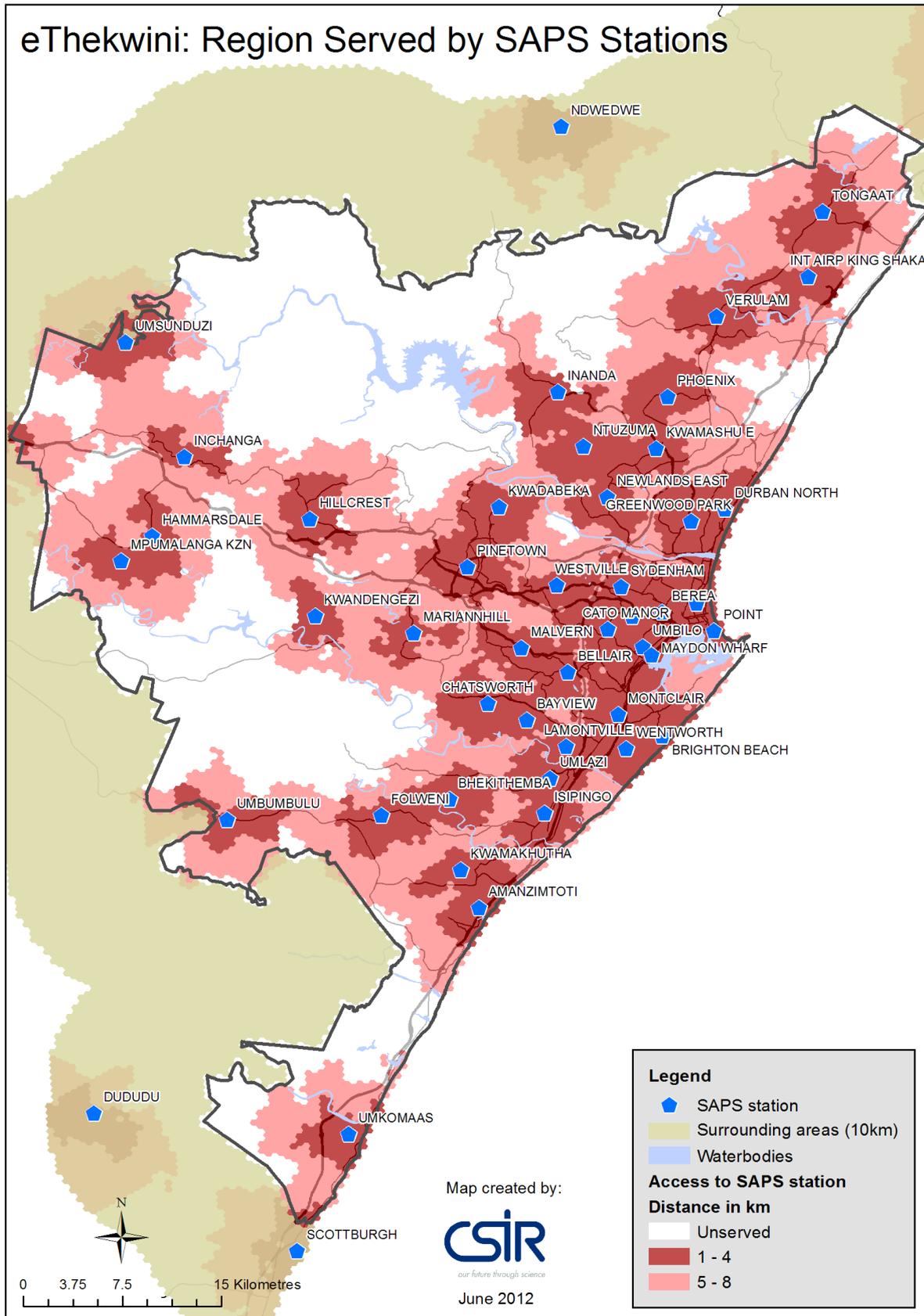


Figure 5.2: Areas served (within 8 km) by the SAPS Stations (Contact Points excluded) in eThekweni

5.7.3 Service Coverage by SAPS Stations in eThekweni

5.7.3.1 Service coverage statistics for eThekweni show that most areas are well served; there is 92% coverage over the metro as a whole, while 96% of the urban population is serviced which is exceptionally good (Table 5.4). The rural population, however, has substantially lower access with only 32% of people having access to a Police Station within 8 km. However, this rural population only makes up 3% of the total population. Dense rural areas are fairly well served at 74%.

Table 5.4: Service coverage statistics within the 8 km standard in eThekweni

Settlement type (persons per hectare)	<i>Unservd</i>	Served	% Served	Total population
Dense rural (10p/Ha)	104 902	296 984	73.90%	401 886
Rural (1p/Ha)	76 945	35 627	31.65%	112 572
Urban (28p/Ha)	121 780	3 030 868	96.14%	3 152 648
Total	303 627	3 363 479	91.72%	3 667 106

5.7.3.2 Figure 5.3 indicates the unserved population and is the inverse of the served map. It shows the areas, and concentration of population within those areas, where people do not have access to a SAPS Station within 8 km. It thus shows where new facilities are potentially needed. However, before looking at potential sites where new facilities are needed it is important to also consider the impact of the Contact Points on service delivery and their alleviation of unserved demand by adding them to the analysis.

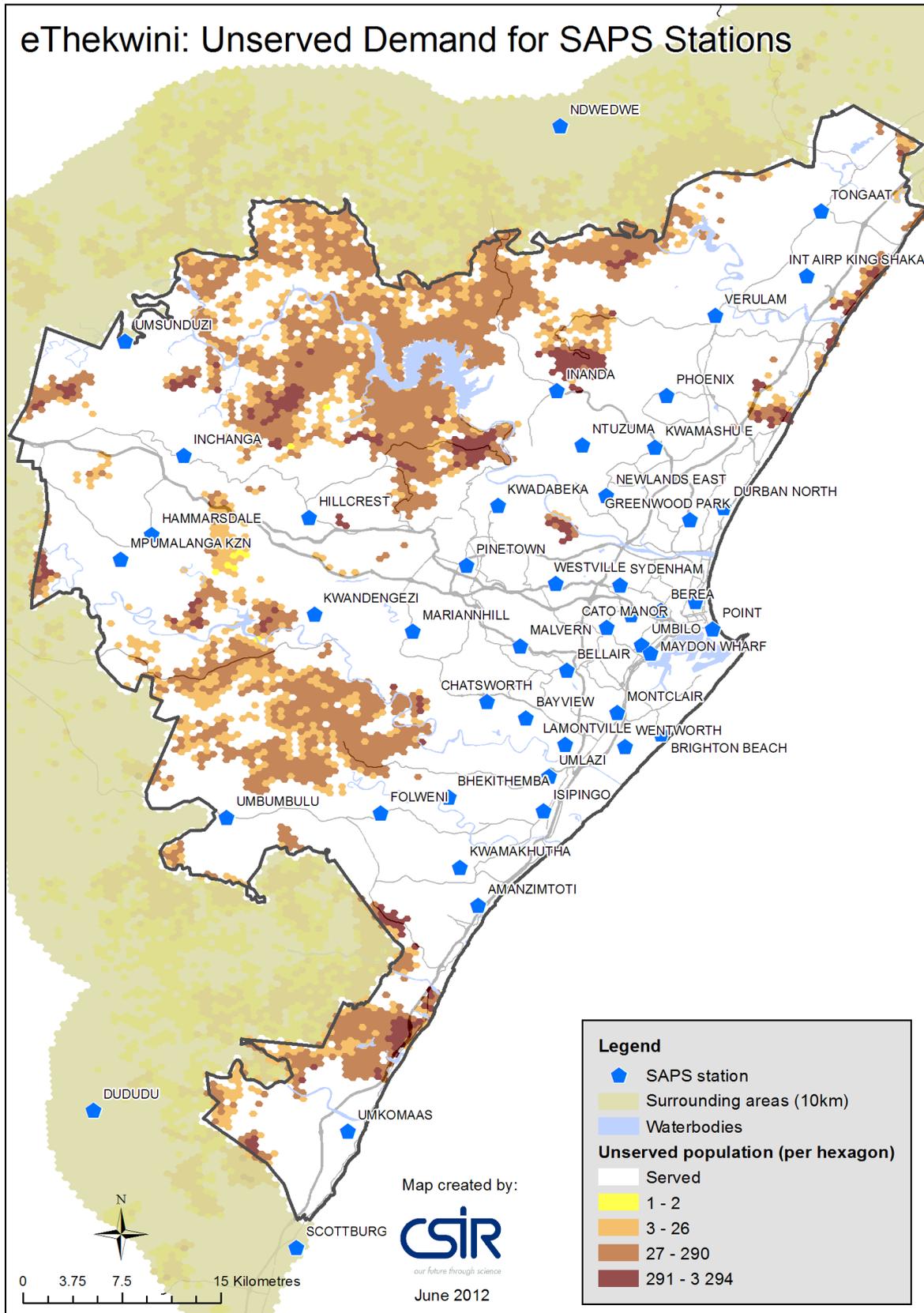


Figure 5.3: Areas of population not served within 8 km of a SAPS Station (Contact Points excluded) in eThekweni

5.7.4 Service Coverage by SAPS Stations and Contact Points in eThekweni

5.7.4.1 This analysis measures the impact of Contact Points on the level of access/ service delivery by the SAPS (Figure 5.4). It is important to remember that the maximum acceptable distance to a Contact Point was set at 4 km.

5.7.4.2 Adding the Contact Points (proposed by the SAPS and existing) increases city wide access to almost 95%; an overall increase of 3% (Table 5.5). The biggest areas of impact for the Contact Points are in the rural areas where the service access increased by 24% to 56%. The increased service coverage in dense rural areas is also good with an increase of 14% to 83%.

Table 5.5: Service coverage statistics of SAPS Stations (8 km) and Contact Points (4 km) in eThekweni

Settlement type (persons per hectare)	Unservd	Served	% Served	Total population
Dense rural (10p/Ha)	69 014	332 872	82.83%	401 886
Rural (1p/Ha)	49 651	62 921	55.89%	112 572
Urban (28p/Ha)	83 075	3 069 572	97.50%	3 152 648
Total	201 740	3 465 365	94.50%	3 667 106

5.7.4.3 Figure 5.5 indicating the unserved population is the inverse of the served map. However, in the map also shows the concentration of population in the unserved areas where people do not have access to a SAPS Station within 8 km or a Contact Point within 4 km. The areas of highest concentration are the areas suitable for potential new facilities.

5.7.5 Intervention Strategy/ Additional Facilities in eThekweni

5.7.5.1 The generally good access to Police Stations and Contact Points meant that sites for new Stations were not considered and only additional sites for Contact Points were considered in the intervention strategy.

5.7.5.2 The remaining unserved population is scattered and sparse and the population densities would not warrant a new Station. Based on this, the isolated concentrations of population in unserved areas were selected and an analysis was run to prioritise five areas where new Contact Points may be appropriate.

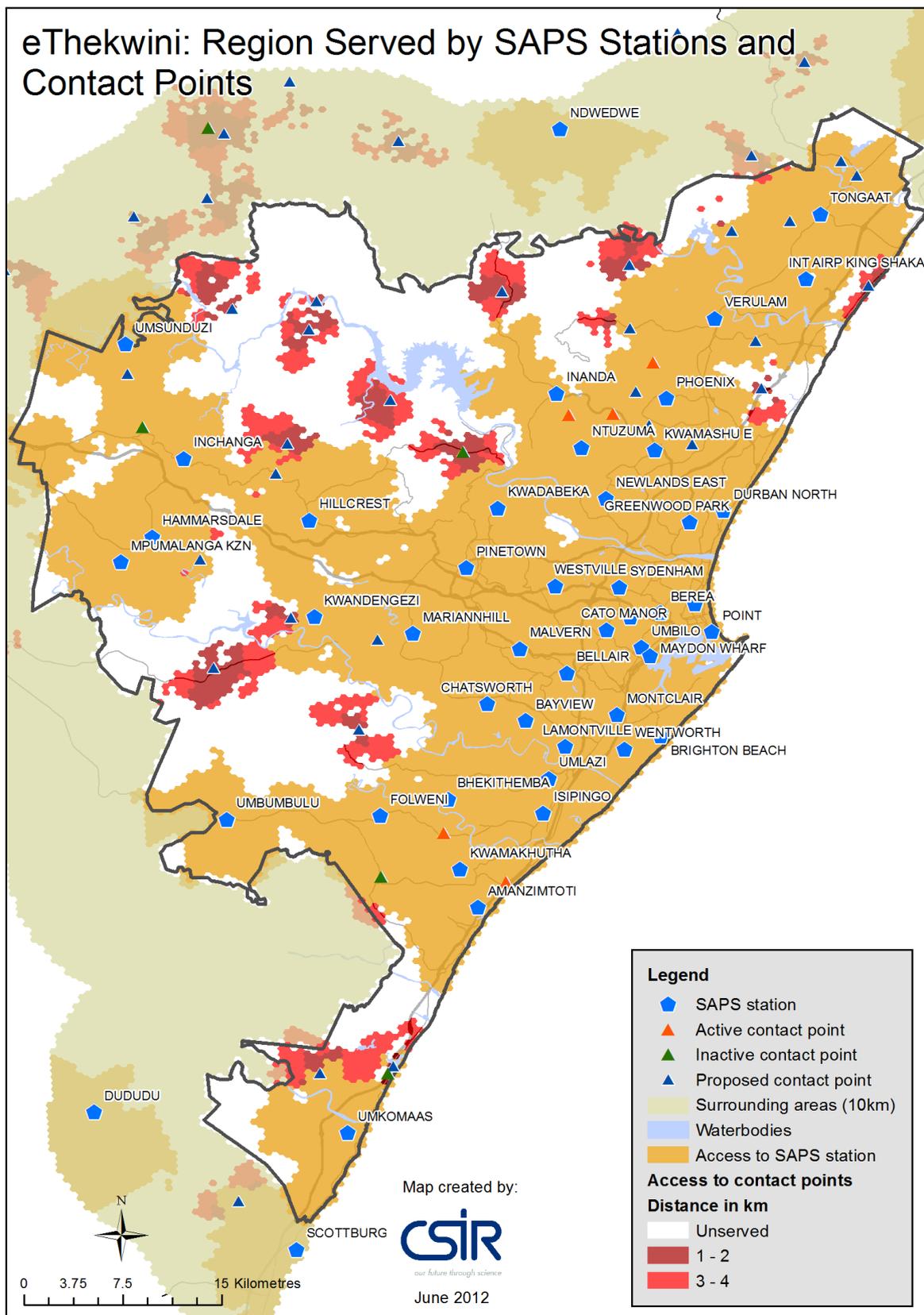


Figure 5.4: Areas served by SAPS Stations and Contact Points in eThekweni

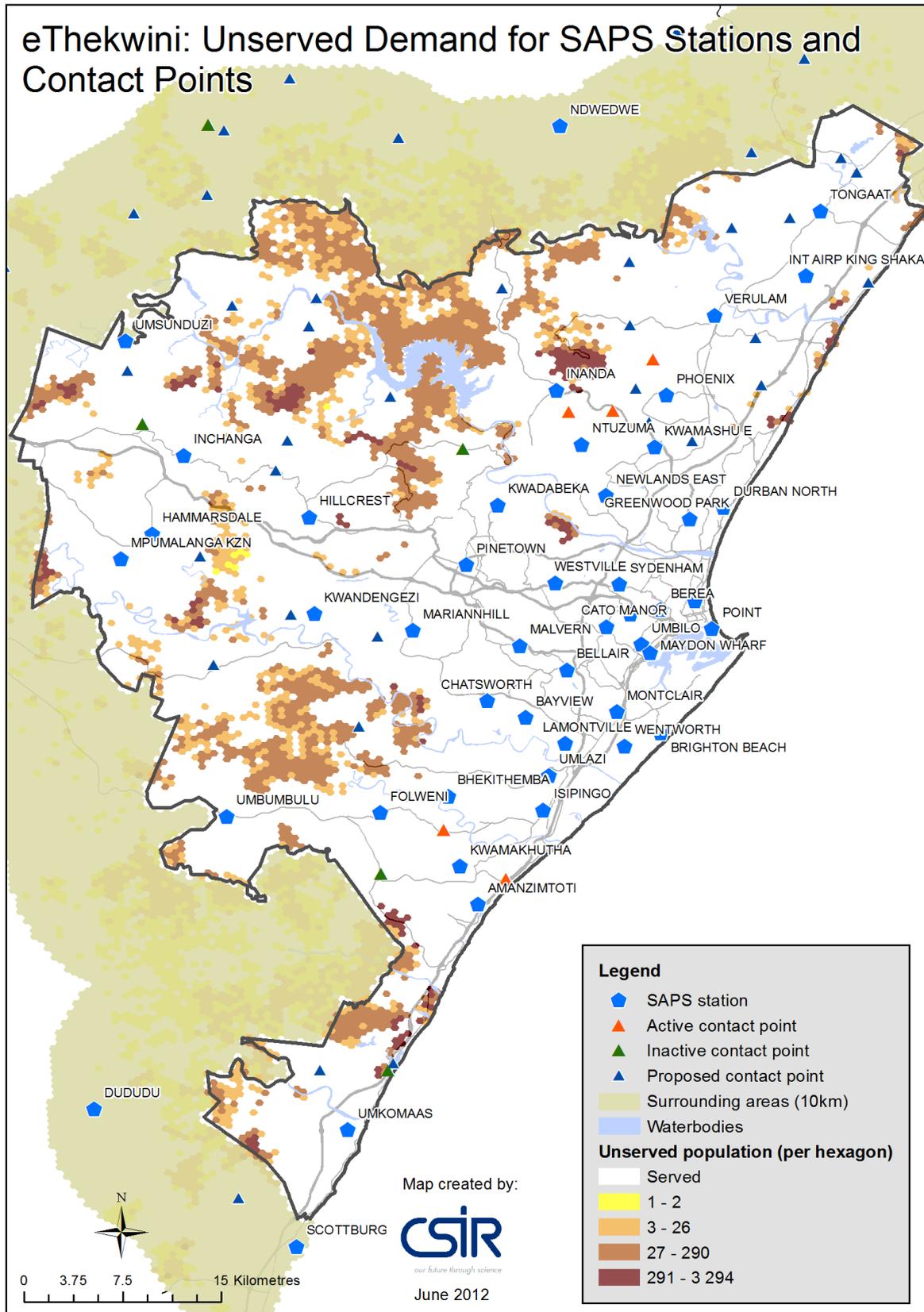


Figure 5.5: Areas of unserved demand for SAPS Stations and Contact Points in eThekweni

5.7.5.3 By adding the additional Contact Points to the current SAPS service points (Stations and Contact Points) access was increased to 97% based on the current set standards. The access of people in rural areas increased by 3% and in dense rural areas by 6% (Table 5.6). Figure 5.6 illustrates the additional locations and the impact on unserved population.

Table 5.6: Service coverage statistics when adding five additional Contact Points in eThekweni

Settlement type (persons per hectare)	Unserved	Served	% Served	Total population
Dense rural (10p/Ha)	46 857	355 038	88.34%	401 895
Rural (1p/Ha)	46 999	65 566	58.25%	112 565
Urban (28p/Ha)	35 082	3117 564	98.89%	3 152 646
Total	128 938	3 538 168	96.48%	3 667 106

5.7.5.4 Table 5.7 shows the precincts in which the additional Contact Points are to be located. It also indicates the potential size of the population these points will serve. The demand is based on people beyond the access distance standard of 8 km to Stations and 4 km to Contact Points.

Table 5.7: Proposed locations (approximate) for additional Contact Points in eThekweni

New site (hexagon id.)	Ranking (ref Fig. 5.6)	Precinct	Potential demand
10037	2	Umkomaas	11 461
12489	3	Amanzimtoti	10 676
27678	5	Hillcrest	8 694
30612	4	Hillcrest	9 262
30830	1	Inanda	32 709
Total			72 802

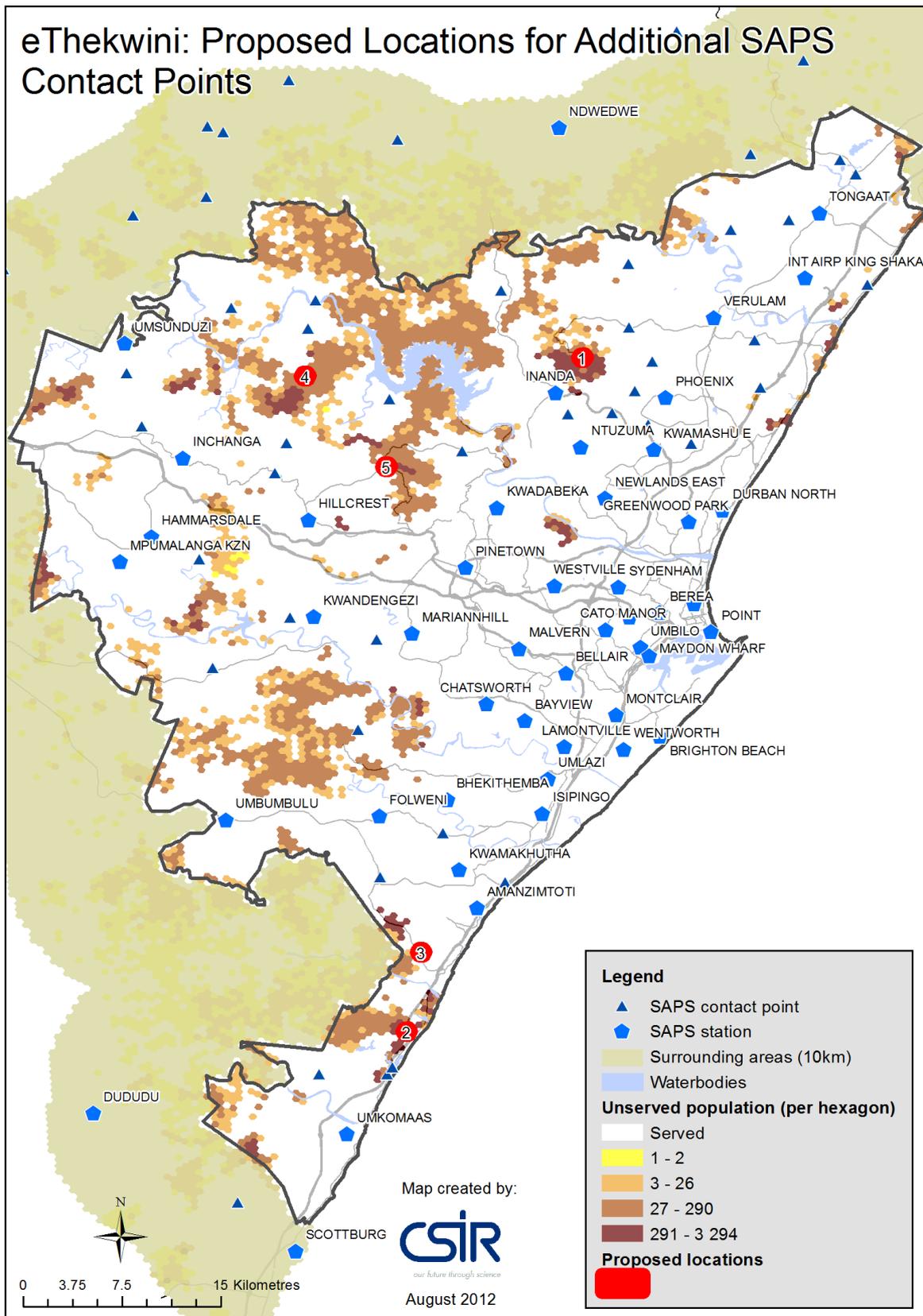


Figure 5.6: Proposed locations for additional Contact Points in eThekweni

5.8 ANALYSIS AND FINDINGS FOR THE SAPS IN JOHANNESBURG

5.8.1 Summary of Criteria and Analysis Process in Johannesburg

Table 5.8: Summary of criteria and analysis process for SAPS statistics in Johannesburg

Facilities analysed	All SAPS Stations All Contact Points
Access distance	8 km to the nearest Police Station 4 km to the nearest Contact Point
Demand	Total population of Johannesburg Municipality 2011 (3 685 073)
Supply	48 Police Stations 3 Contact Points
Analysis undertaken	<ul style="list-style-type: none"> • Unconstrained travel distance to nearest Police Station • Constrained travel distance analysis <ul style="list-style-type: none"> ○ First round: Police Stations ○ Second round: Contact Points as well as Police Stations • Optimised locations for new Contact Points

5.8.2 Access to SAPS Services in Johannesburg

5.8.2.1 The travel distance map (Figure 5.7) reflects the current travel distances that residents need to travel in order to reach their closest Police Station in Johannesburg. The distances have been shown in increments of four kilometers.

5.8.2.2 Looking at current accessibility, it is clear that most areas fall within the 8 km travel distances of an existing service point. Those areas with low accessibility to a Station are limited to a few low density areas on the outskirts of Johannesburg (Figure 5.7).

5.8.2.3 Table 5.9 indicates that 3.6 million out of 3.7 million people (96.9 %) live within 8 km of a Police Station. The areas defined as Sparse have the lowest level of service at 60%, while all the other areas are well served at levels of 90% and higher.

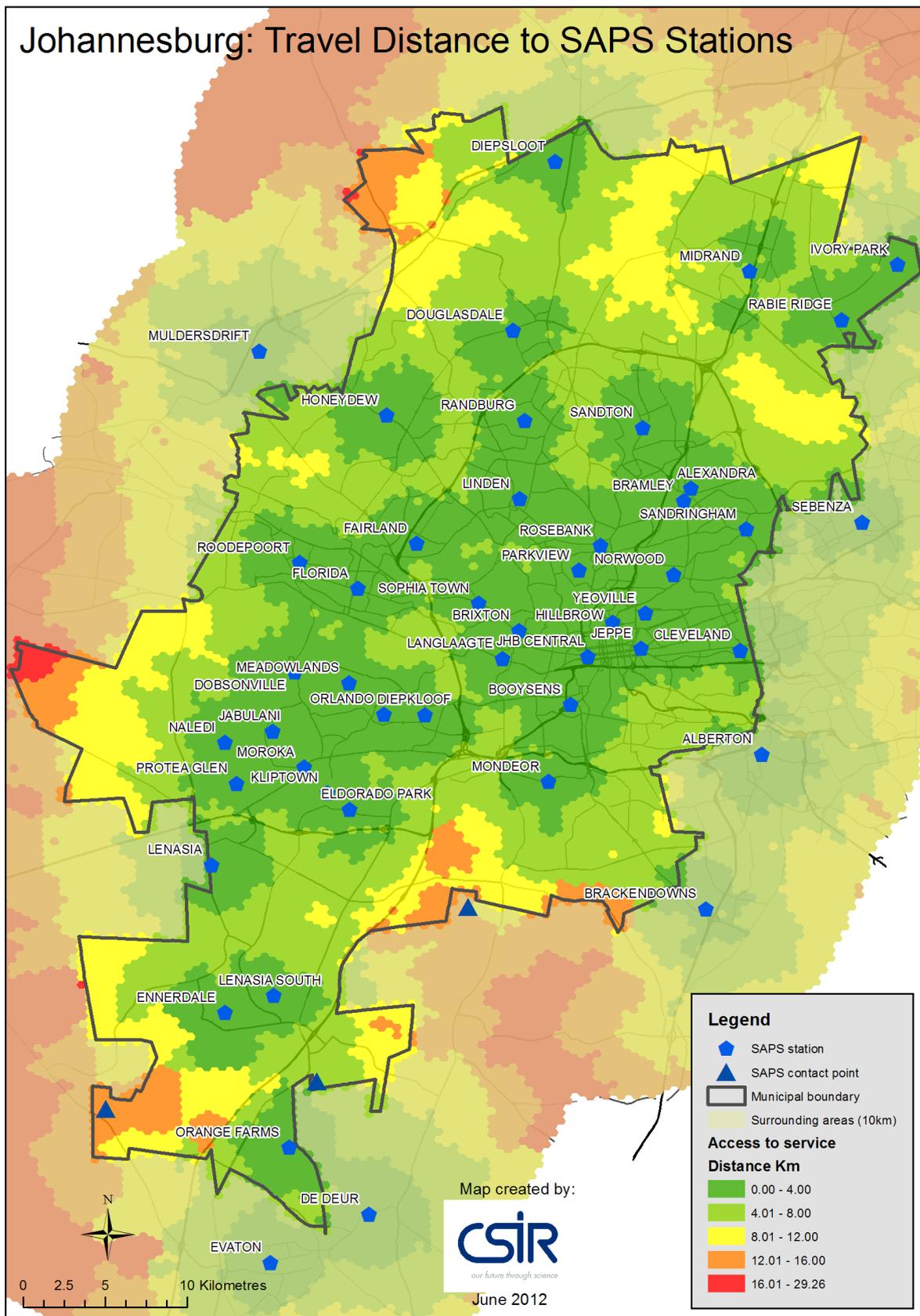


Figure 5.7: Travel distance to closest SAPS Station in Johannesburg

Table 5.9: Number of people assigned to their closest Police Stations per distance band and per settlement category in Johannesburg

Settlement type (persons per hectare)	4 km	8 km	12 km	16 km	+16 km	Grand Total
High (75p/Ha)	2 161 259	204 516	5 716	38	0	2 371 525
Intermediate (28p/Ha)	223 092	121 999	40 850	9 697	0	395 638
Low (12p/Ha)	516 505	303 046	34 473	93	0	854 117
Sparse (1p/Ha)	11 846	27 897	20 002	2 543	1 501	63 789
Total	2 912 702	657 458	101 041	12 371	1 501	3 685 073

5.8.2.4 Table 5.10 shows the average travel distance to a SAPS Station. The average access distance in all areas falls well within the 8 km travel distance. The average for the City is very good at 2.8 km. This is an indication of the effect of a compact / dense city form on good service delivery.

Table 5.10: Average distance to Police Stations per settlement category in Johannesburg

Settlement type (persons per hectare)	Distance (Km)
High (75p/Ha)	2.13
Intermediate (28p/Ha)	4.23
Low (12p/Ha)	3.77
Sparse (1p/Ha)	7.05
Total	2.82

5.8.2.5 The results from the unconstrained distance analysis were used in the discussions with the SAPS to decide on the access standard to be used in the constrained analysis.

5.8.3 Service Coverage by SAPS Stations in Johannesburg

5.8.3.1 Most areas are well served (Figure 5.8). The High density areas have 99.8% coverage, which is basically full access within 8 km (Table 5.11). The Intermediate density and Low density areas are 87% and 96% served respectively. The Sparse areas are the only areas where there is bit of a concern when considering access to a service, with only 62% of the people in these areas being within 8 km of a SAPS Station.

Table 5.11: Service coverage statistics of SAPS Stations in Johannesburg by settlement density zone

Settlement type (persons per hectare)	Unservd	Served	% Served	Total population
High (75p/Ha)	5 756	2 365 803	99.76%	2 371 559
Intermediate (28p/Ha)	50 547	345 094	87.22%	395 641
Low (12p/Ha)	34 228	819 896	95.99%	854 124
Sparse (1p/Ha)	24 032	39 717	62.30%	63 749
Total	114 563	3 570 510	96.89%	3 685 073

5.8.3.2 Figure 5.9 shows the unserved population in Johannesburg and is the inverse of the served map. It shows the areas, and concentration of population within those areas, where people do not have access to a SAPS Station within 8 km. It, therefore, indicates areas where additional facilities are potentially needed. However, before looking at potential sites for new service points it is important to consider the impact on service delivery when adding the SAPS Contact Points to the analysis.

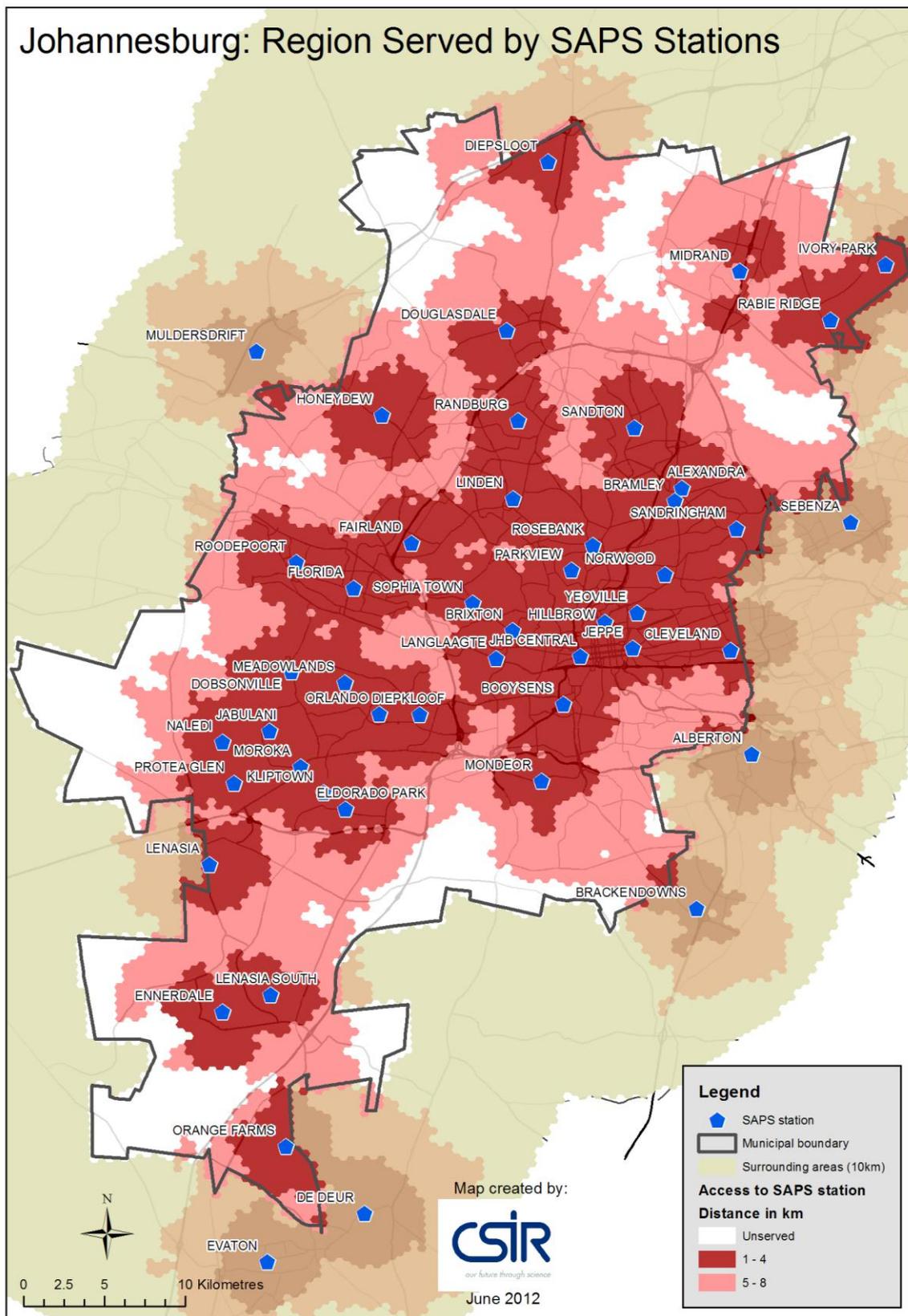


Figure 5.8: Served regions for SAPS Stations (Contact Points excluded) in Johannesburg

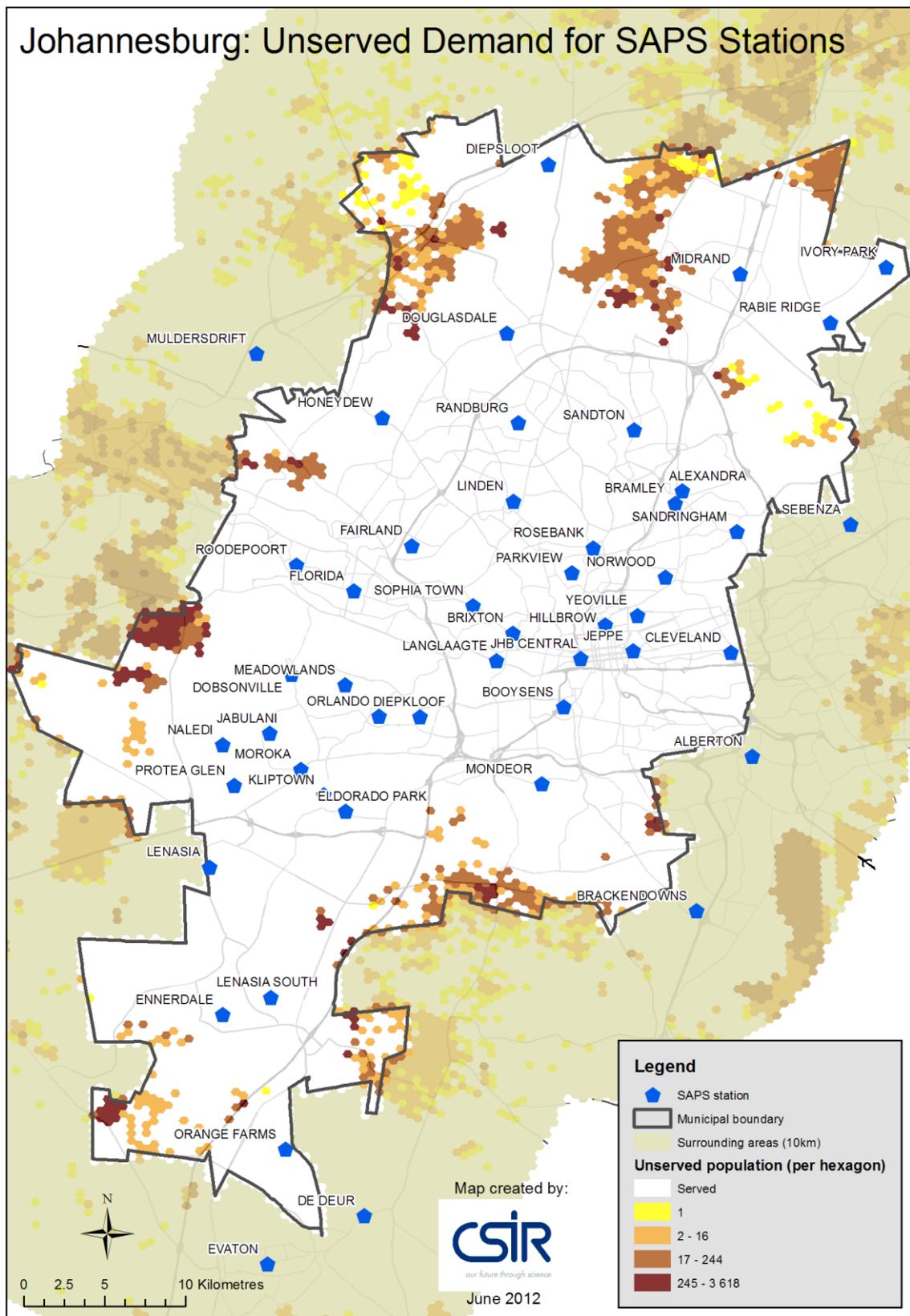


Figure 5.9: Unserved regions for SAPS Stations (Contact Points excluded) in Johannesburg

5.8.4 Service Coverage by SAPS Stations and Contact Points in Johannesburg

5.8.4.1 This analysis shows the impact of adding Contact Points to the service coverage provided by SAPS Stations on the level of access/ service delivery by the SAPS (Figure 5.10). It is important to remember that the maximum acceptable distance to Contact Points is 4 km.

5.8.4.2 The addition of the Contact Points (proposed by the SAPS and existing) increased the city wide access to 97% (Table 5.12), which is an overall increase of 2%. The biggest impact of the Contact Points is in the Sparse areas where the service access increased by 21% to reach 73%. The impact of the Contact Points is minimal in the other areas but these already have good coverage by Stations.

Table 5.12: Service coverage statistics of SAPS Stations (8 km) and Contact Points (4 km) in Johannesburg

Settlement type (persons per hectare)	Unserved	Served	% Served	Total population
High (75p/Ha)	5 756	2 365 803	99.76%	2 371 559
Intermediate (28p/Ha)	40 545	355 096	89.75%	395 641
Low (12p/Ha)	34 228	819 896	95.99%	854 124
Sparse (1p/Ha)	17 511	46 238	72.53%	63 749
Total	98 040	3 587 033	97.34%	3 685 073

5.8.4.3 Figure 5.11 indicates the unserved population after the addition of the Contact Points and is the inverse of the served map. It shows the concentration of population within those areas where people do not have access to a SAPS Station within 8 km or a Contact Point within 4 km. The areas of highest concentration are the areas most suitable for potential new facilities.

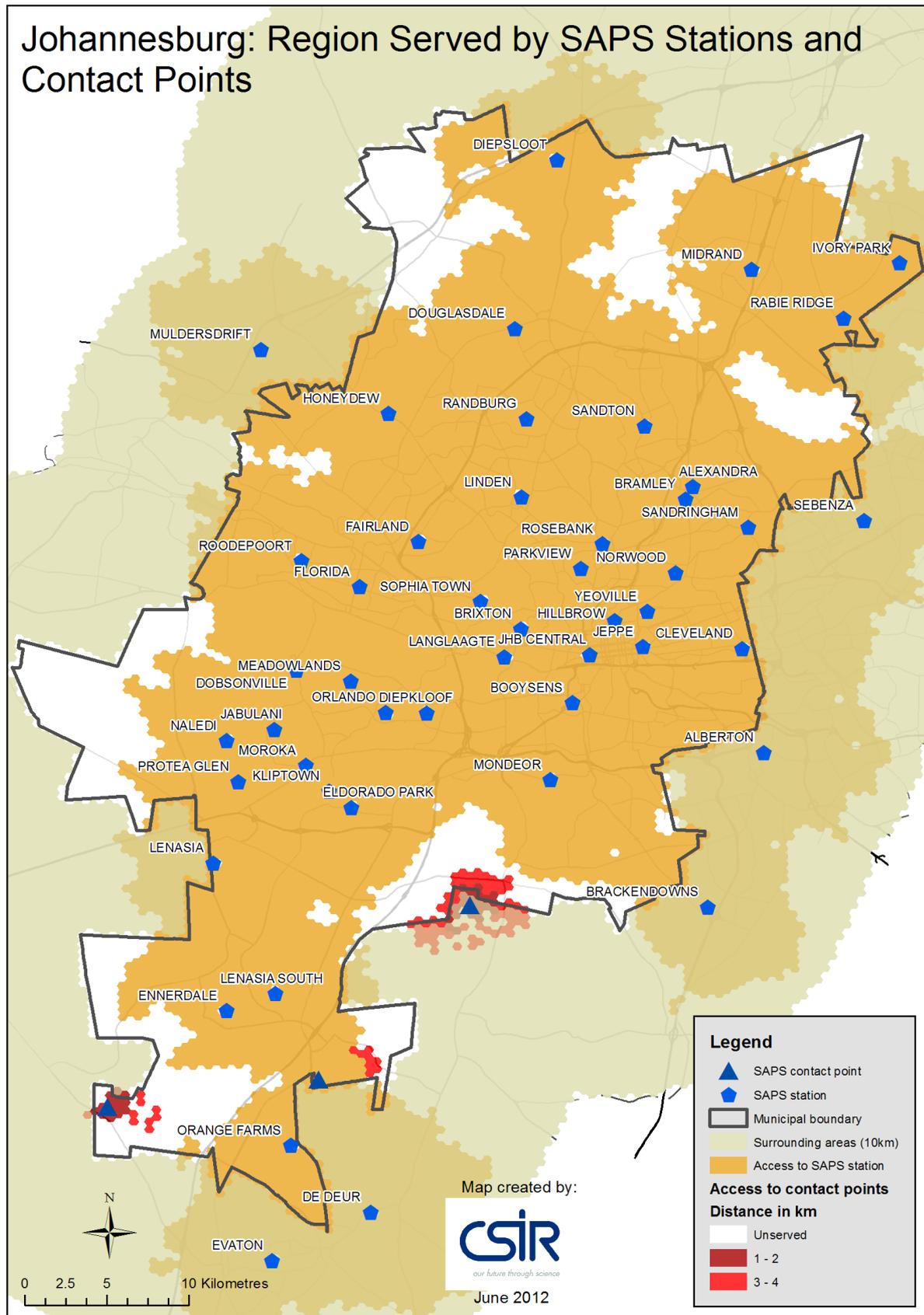


Figure 5.10: Served regions for SAPS Stations and Contact Points in Johannesburg

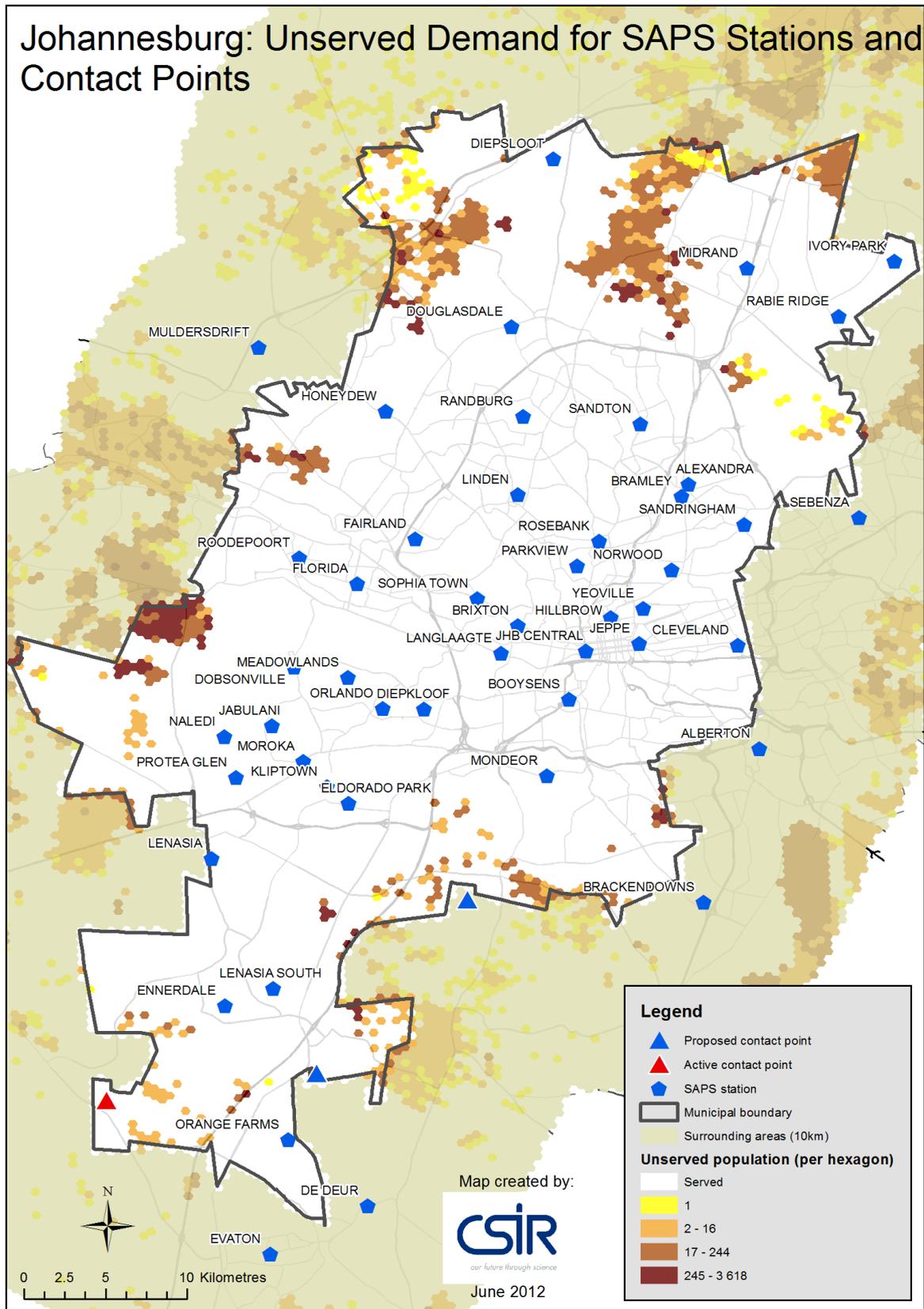


Figure 5.11: Unserved regions for SAPS Stations and Contact Points in Johannesburg

5.8.5 Intervention Strategy/ Additional Facilities in Johannesburg

5.8.5.1 Owing to the overall good access to Police Stations and Contact Points, sites were only considered for new Contact Points and not for new Stations. The remaining unserved population is scattered and sparsely distributed and the low densities would not warrant a new Station. Based on this, the isolated concentrations of unserved demand were identified and an analysis was run to prioritise five areas where additional Contact Points may be appropriate.

5.8.5.2 By adding the additional Contact Points to the current SAPS service points (Stations and Contact Points) Johannesburg's access was increased to 99% (Table 5.13 and Figure 5.12). The Sparse areas' access increased by another 10% to reach 83% and all other areas were now at an above 98% level of service coverage.

Table 5.13: Service coverage statistics when adding five additional Contact Points in Johannesburg

Settlement type (persons per hectare)	Unserved	Served	% Served	Total population
High (75p/Ha)	1 305	2 370 224	99.94%	2 371 529
Intermediate (28p/Ha)	4 729	390 909	98.80%	395 638
Low (12p/Ha)	16 444	837 672	98.07%	854 116
Sparse (1p/Ha)	10 248	53 540	83.93%	63 788
Total	32 726	3 652 345	99.11%	3 685 073

5.8.5.3 Table 5.14 lists the precincts in which the additional Contact Points are situated while Figure 5.12 shows their locations. The table also indicates the potential size of the population these Points will serve; the unserved demand based on people beyond the access distance standard of 8 km to Stations and 4 km to Contact Points.

Table 5.14: Proposed locations (approximate) for additional Contact Points in Johannesburg

New site (hexagon id.)	Ranking (ref. Fig. 5.12)	Precinct	Potential demand
10473	1	Roodepoort	34 540
15499	5	Sandton	6 954
16187	3	Roodepoort	10 611
17944	4	Olienhoutbosch	8 176
9659	2	Honeydew	14 306
Total			74 587

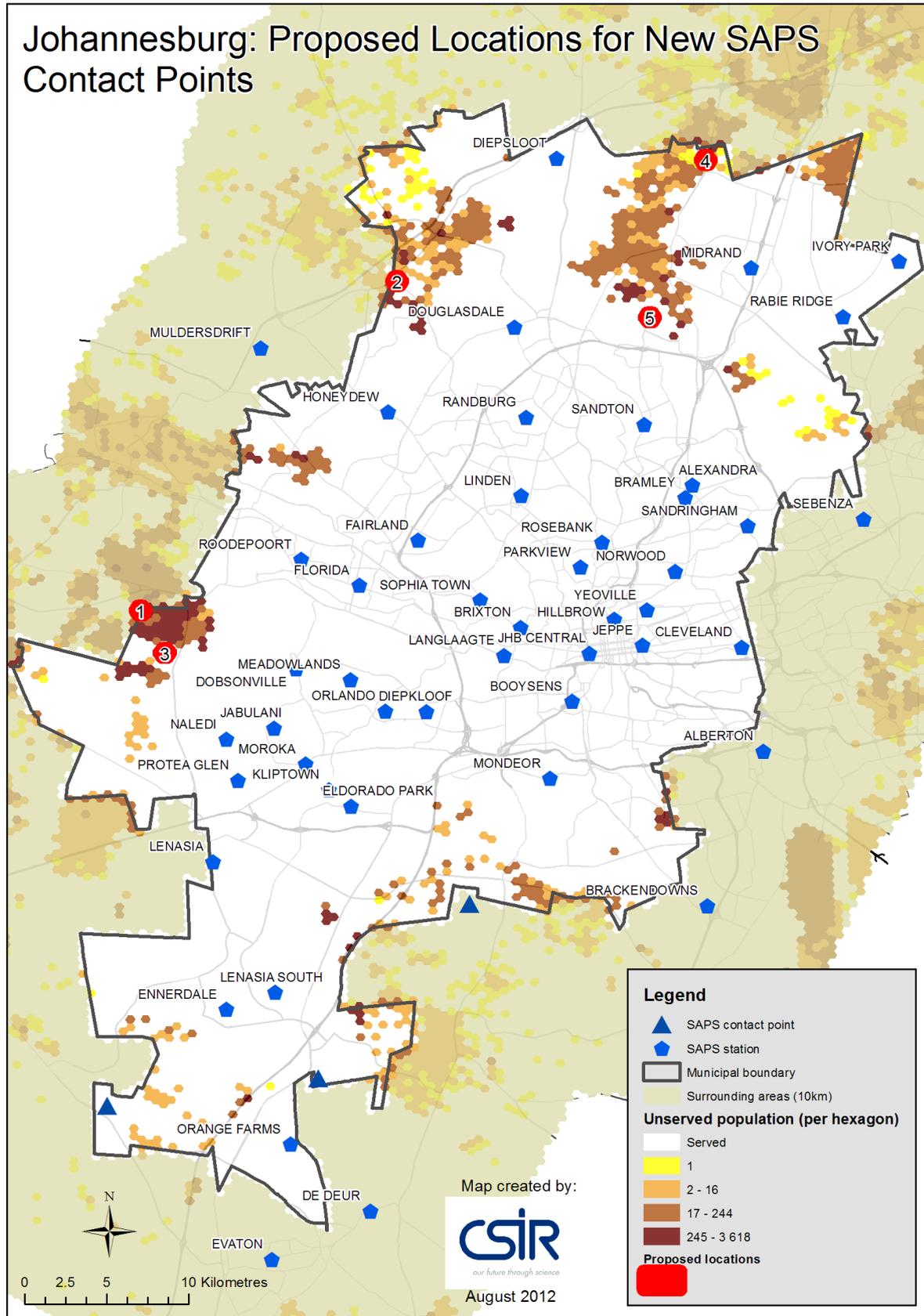


Figure 5.12: Proposed locations for additional Contact Points in Johannesburg

5.9 CONCLUSION

- 5.9.1 The analysis shows that geographic access to SAPS services is very good. More than 90% of citizens in both cities are able to reach a Police Station within 8 km. This increases to more than 95% in both cities if the Contact Points are included as additional service points.
- 5.9.2 In regard to the intervention strategy and additional facilities, only Contact Points were considered as the remaining unserved population in both cities did not warrant any additional Stations. This is because the unserved areas are mostly sparsely populated in the more outlying (rural) areas in the metropolitan areas and thus do not present sufficiently concentrated service thresholds.
- 5.9.3 An important note regarding the proposed locations for new Contact Points is that a contextual analysis (involving local ground truthing and community participation processes) is needed before implementation of such a service point. In some instances, access to a service can be solved or enhanced by providing a road link from a suburb to a main road, i.e. it is not always about the location of service points but also concerns the infrastructure linking citizens to such a point.
- 5.9.4 Community participation in the planning of SAPS services is crucial as social and political issues may or may not warrant the location of a SAPS service within a particular area. The SAPS considers these aspects quite extensively already as is evident by the location of many Contact Points within the 8 km radius from existing Police Stations in eThekweni. These Contact Points are not redundant but serve a specific purpose in ensuring that all people feel safe or comfortable in accessing SAPS services.
- 5.9.5 The SAPS mentioned that Police Station boundaries will have to be looked at in future and may change in accordance with the change in the functional boundaries of the justice system. In this analysis the impact of precinct boundaries was not considered or discussed as this relates to the administrative processes of the SAPS itself and not to community access to its services.

5.10 ADDENDUM

5.10.1.1 Formal stakeholder engagements were held with officials from the South African Police Service on the following dates:

- Project overview meeting: 30 November 2011
- Follow-up meeting: 1 December 2011
- Discussion on preliminary results 29 March 2012

5.10.1.2 Contact persons in the Department include the following:

- SAPS lead contact person: Major General GE Moorcroft
- SAPS (data and standards): Brigadier Leon Rabie