



A CRIMINOLOGICAL EXPLORATION OF COMMUNITY
POLICING FORUMS IN DURBAN, SOUTH AFRICA

A STUDY BASED ON GLENWOOD SUBURB AND CATO
MANOR TOWNSHIP

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A CRIMINOLOGICAL EXPLORATION OF THE COMMUNITY POLICING
FORUMS IN DURBAN, SOUTH AFRICA: A STUDY BASED ON GLENWOOD
SUBURB AND CATO MANOR TOWNSHIP.

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DECLARATION

I, Siyanda Dlamini, hereby declare that:

- (i) The research reported in this thesis, except where otherwise indicated is my own unaided work.
- (ii) This research has not been submitted for any degree or examination at any other university.
- (iii) The sources have been properly referenced both in text, and in the reference section.

Signature:

Date:

.....

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DEDICATION

This thesis is dedicated to the people of South Africa

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While known as a lonely journey, by its nature and magnitude, a doctoral study cannot be a solo effort. Indeed, in a typical Ubuntu way, this product is a collaborative effort by many different people who variously contributed to its successful completion.

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ABSTRACT

Crime continues to be a serious problem in South Africa, as the country ranks 3rd on the global crime index as at 2016. The damaging impact of crime on the safety and security of communities, peace and stability in the country as well as its effect on the country's reputation among potential international tourists and investors, and how all these affect the general quality of life of ordinary citizens need no emphasis. Crime solutions that work, and are cost effective remain elusive. However, due to its success in reducing crime rates in different parts of the world since its introduction in the United States of America during the 1970s, community policing is now a standard ideological and policy model guiding mission statements, goals, and reform programs of most policing agencies across the world. Regardless of its enviable status in the practicing of policing, more than twenty (20) years after the attainment of democracy, the question beckons whether the inception of community policing and particularly community policing forums is an effective strategy within the South African communities to combat and prevent crime. This thesis draws from three theories namely normative sponsorship (Tiedke et al. et al. 1975), broken windows (Wilson & Kelling, 1997) and social resource (Wong, 2008) theories to explore the understanding, organization and challenges of community policing forums (CPF's) in two dissimilar suburban areas in Durban. The aim is to gain a qualitative understanding of its challenges in order to find ways in which community policing as an enviable crime prevention strategy can be improved to make communities safer.

The findings collected through focus group discussions and semi-structured interviews with a total number of fifty-five (55) participants comprising of South African Police Service (SAPS) and CPFs representatives, political leaders and ordinary members of the two communities suggest limited knowledge of and affinity to CPFs by community members. This owes partly to lack of communication, resources, trust, as well as political interference and SAPS organisational culture, which affect the functioning of these CPFs. A comparative analysis between the two areas noted differences in participation by the youth, police, and community members as well as their remuneration. Together, these findings suggest that more effort is needed from both the community and the police for an effective functioning of the CPFs.

While the findings may be limited to the present case study areas, they indicate that an effective implementation of CPFs in resource-constrained and relatively affluent areas in South Africa demands more attention. There is no doubt that this insight might be usefully adapted to maximize CPFs in a related context in and beyond South Africa.

Conceptually, the findings demonstrate that if the fight against crime is to have any meaning, it is essential that community policing, especially CPFs be thoroughly understood. This is particularly important in the South African context because community policing without a clear focus on crime risk factors generally has no effect on crime. These risk factors include the so-called “root causes” of crime. This study ends by pointing to understanding community policing outside cultural contexts as the other important area that warrant further inquiry to address challenges of CPFs that compromise effective crime prevention.

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ACRONYMS

ANC	African National Congress
CAPS	Chicago Alternative Policing Strategy
CP	Community policing
CPF	Community Police Forum
CSP	Community safety plan
DBN	Durban
FGD	Focus group discussion
HRSC	Human Sciences Research Council
IMF	International Monetary Fund
KII	Key Informant Interview
KZN	KwaZulu-Natal
NCCS	National crime combating strategy
NCPS	National crime prevention strategy
NENT	National Committee for Research Ethics in Science & Technology
NGO	Non-Governmental Organisation
PAC	Pan Africanist Congress
SAPF	South African Police Force

SAPS	South African Police Services
SRT	Social resource theory
STATSSA	Statistics South Africa
UK	United Kingdom
UKZN	University of KwaZulu-Natal
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
VOCS	Victims of crime surveys
WB	World Bank

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CHAPTER ONE

GENERAL ORIENTATION AND PROBLEM FORMULATION

Introduction

The purpose of this study was to establish how members of the public, local political leadership as well as South African Police Service (SAPS) and Community Policing Forum (CPFs) representatives in two dissimilar communities in Durban understand community policing. It also sought to establish how community-policing forums (CPFs) are organised and the challenges they face in combating crime in these two locations.

Crime and violence continue to present a problem to the South African democracy despite efforts by the government as well as civil society organisations for their prevention. Crime prevention is defined as any proactive collaborative actions aimed at reducing or managing the actual levels of crime or perceived fear of crime (Eck & Weisburd, 1994; South Africa, 1996; Stevens & Cloete, 1996; Lab, 2004). For purposes of this study, crime prevention is viewed as a range of activities aimed at reducing the opportunities to commit a crime, and deterring potential offenders from criminal activities (South Africa, 1995c; Smith & Cornish, 2003; Lab, 2004; Shaftoe, 2004; Burger, 2011). Crime prevention traditionally falls within the mandate of government through policing, a process by which social order and regulations are maintained (Findlay, 2004).

In this study, “policing” means activities by the police and community partners aimed at protecting individuals and securing the safety of all people in the country. According

to Wilson and Brewer (1994), policing is about diverse matters and practices that are aimed at preventing crime. It must be made clear that policing is not the responsibility of the SAPS only, but of its partners too. However, there are special powers that are bestowed on the police that the other partners do not have. It is important that there is clarity in terms of the different roles played in partnership policing to avoid friction and unnecessary tensions. Citizens have powers to assist the police to arrest suspects for further processing and investigation.

Partnership policing refers to joint working arrangements where the police, businesses, the relevant community and other stakeholders collaborate to design and implement strategies aimed at combating crime (Oppler, 1997; Minnaar, 1999; Miller & Hess, 2005). In this research, partnership policing is regarded as a formal structural arrangement among the police, the community, other state institutions and business, to promote good relations among all concerned, for addressing crime-related issues within the community. This concept is different from, and must not be construed as partnerships in policing, which means that the police work together with civil society and other parties to identify crime problems and resolve such problems. These partners need to share resources, information and others matters and must be held accountable for their actions. This allows for crime challenges to be addressed effectively when the police and community cooperate with each other. Lab (2004) notes that partnership policing is possible where the police, citizens and other agencies work together to identify and solve problems.

In recent years, policing in different countries has shifted from the traditional reactive form of policing towards such community-oriented approaches (Pelser, 1999; MacDonald, 2002; Brogden and Shearing, 2005). Since its introduction in the United States of America during the 1970s, community policing has considerably succeeded in different parts of the world and is now a standard ideological and policy model guiding mission statements, goals, and reform programs of most police forces across the world (Wisler & Onwudiwe, 2009). In South Africa, the National Crime Prevention Strategy (NCPS) of 1996, which lays a clear foundation for the use of partnerships in crime prevention in South Africa, gives emphasis to the value of police-community partnerships as one viable option for dealing with crime and community safety. The NCPS aims to establish partnerships between government organisations and other role players in addressing crime (South Africa, 1997) through consultation to identify each other's needs as promote accountability, transparency and effectiveness (Skogan, 2004).

Regardless of its enviable status in the practicing of policing and years of practicing in the post-apartheid South Africa where in the private sector businesses invest considerable resources in supporting local police station projects and poor black townships organize civic street committees to combat crime at the local level, crime remains a permanent feature of daily existence in South Africa (Marie-Singh, 2008; Minnaar, 2009). South Africa remains one of the worst affected countries by crime. As at 2016, South Africa is ranked 3rd on the global crime index (Carmichael, 2016). According to an online collaborative database NUMBEO (2017), Durban is one of the top 3 cities highly affected by crime, after Pietermaritzburg and Johannesburg. The

damaging impact of crime on the safety and security of communities, peace and stability in the country as well the country's reputation is well documented. Together, these affect the social and economic well-being and the general quality of life of ordinary citizens. Owing to the historical legacy of apartheid which created economic, social and structural imbalances in societies, South Africa remains generally a dual economy that is characterized by two opposite extremes of the richness and poverty in plush white suburbs and poor black townships respectively. For the purposes of this study, Glenwood will fit in the richness context and Cato Manor in poverty context. Such areas are reflective of South Africa.

Key research questions and aim of the study

The foregoing evinces that the problem of continued high crime rate in South Africa could be lying not in the question of government commitment, but perhaps in the (in) effectiveness of implementation strategies of police approaches. It is precisely in this context that the primary objective of this study was to explore the understanding, organization and challenges of CPFs in combating crime in two dissimilar residential locations in Durban. A total of fifty-five (55) participants comprising of ordinary members of Glenwood and Cato Manor, their local political leaders as well as selected SAPS and CPFs representatives took part in the study. Glenwood and Cato Manor represent two dissimilar communities that fairly depict the South African dual economy.

In South Africa, a CPF "is a legally recognized entity that represents the policing interests of the local community [and] were also intended to exert civilian oversight over the police at various levels, in particular at the local police station level" (Minnaar,

2009,p, 25). A CPF involves a group of people from the police and from different environments that collaborate to address crime problems in their communities. The concept is linked to the South African Police Service Act, 1995 (Chapter 7) that requires the police at both area and provincial levels to establish and maintain CPFs. According to section 18 (1) of the South African Police Service Act, 1995, to achieve the objects contemplated in section 215 of the Constitution, the service shall establish and maintain a partnership with the community. CPFs can help to promote accountability among the police particularly at the local level (Stevens & Yach, 1995).

The thesis attempts an inquiry on the following key research questions from which the study objectives are derived:

1. How the philosophy and principles of community policing is understood by the police personnel?
2. In what ways are the South African Community Police Forums (CPF's) in different contexts organised and constituted?
3. In what ways (and to what extent) is the police understanding of community policing philosophy and the way CPFs are organized and constituted constrain their effectiveness in the anti-crime drive?
4. How can the community policing challenges affecting CPFs be addressed to improve their effectiveness?

The aim of the study is to suggest evidence-based strategies to improve implementation and effectiveness of CPFs in the anti-crime drive in specific South African contexts. This is particularly important in South Africa where crime solutions that work, and are

cost effective remain elusive. The essence of the NCPS derives from the idea that the SAPS cannot singlehandedly reduce crime and hence, it stresses the need for the involvement and participation of the community and other stakeholders to help the SAPS to effectively fulfil its mandate. The level of cooperation between the community and the police should be maximised if crime is to be reduced or even prevented. Burger (2011) argues that, despite all the work and innovation going on in the fight against crime, the crime trend will not be reversed unless there is cooperation between all concerned. The degree of cooperation varies and the level of trust between the community and the police takes time to develop. Considering this background, it is apparent that there is a need for research pertaining to the effectiveness of community policing, with a focus on CPFs.

Community policing in South Africa

Crime is a global challenge that threatens not only safety and security of communities but also peace and stability of the country itself. The evidential scourge of crime remains a permanent feature of serious magnitude in South Africa as the country persistently tops the global crime index, along with (Carmichael, 2016), South African national crime surveys show that South Africa has never had what one would call the cleanest image. While a strong contributor to the Commonwealth in terms of finances and culture, South Africa has also had a long history of crime. South Africa's 2015/16 crime statistics were released by the police on the 2nd of September 2016 and they did not make for good reading. There was an increase in crimes such as murder, attempted murder; common assault, robbery with aggravating circumstances, house robbery and hijacking of cars. However, not all forms of crime increased with decreases in assault

with the intent to inflict grievous bodily harm, common robbery, house burglary, vehicle theft, and drug-related offences and rape. The high rates of crime in South compromises the quality of life of ordinary people in many ways. The impact of crime on the social and economic life of a country urges for crime solutions that work.

There is scholarly agreement that cost-effective and efficient policing requires a joint approach by the police and communities, as well as a strong political will to deal with crime. A pertinent question here is: what is community? According to Miller and Hess (2005), “community” is defined as a group of people living in an area under the same government. In addition, “community” can refer to a social group or class having common interests. The schools, businesses, public and private organisations, churches and social groups are vital elements of the community (Miller & Hess, 2005).

A strategy that encourages efficient use of resources and sharing responsibilities to fight crime is an absolute necessity. The responsibility to fight crime traditionally resided with police agencies. However, in modern-day societies, one of the ways in which the lives of ordinary citizens can be improved is for police agencies to involve communities as active partners in the fight against crime. The South African Police Service Act, 1995, compels each police station to embrace community policing and to operationalise it through implementing partnerships in policing (South Africa, 1995a). Community policing is concerned with the issues affecting communities, such as physical and social challenges (Crawford & Lister, 2005). Miller and Hess (2005) argue that the values, concerns and cultural principles of the people living and working in the community and

their common interests are important for community policing to thrive. When these are well understood by all role players, it makes policing in the area much easier.

This phenomenon originated in the United States of America during the 1970s (Wisler & Onwudiwe, 2009). Regardless of its popularity, community policing remains an ambiguous phenomenon that is not only variably implemented but also understood as either a strategy of the police to produce better intelligence through, for instance, CPFs or “as a philosophy of policing that opens the police agenda locally to the influence of grassroots communities’ expectations and priorities” (Wisler & Onwudiwe, 2009, p. 6). According to Diamond and Weiss (2009), community policing is both a philosophy (a way of thinking) and an organizational strategy (a way to carry out the philosophy) that allows the police and the community to work closely together in creative ways to solve the problems of crime, illicit drugs, fear of crime, physical and social disorder (from graffiti to addiction), neighbourhood decay, and the overall quality of life in the community. A key rumination underpinning COP is that success in the fight against crime can be accomplished when there is cooperation - regardless of the direction of the relationship - among the police, communities and other role players such as businesses.

From a philosophical perspective, Stevens and Yach (1995) define community policing as a philosophy and approach to policing that recognises the independence and shared-responsibility of the police and the community. According to SAPS policy, community policing is a philosophy that guides police management styles and operational strategies (Pillay, 1998). Community policing emphasises the establishment of police-community

partnerships and a problem-solving approach that is responsive to the needs of the community (Reyneke, 1997). This policing strategy allows the police and the community to work together to solve problems and fears of crime, physical, and social disorder. Community policing requires the government, non-governmental organisations (NGOs), public and private entities, faith-based formations, youths, schools and other stakeholders to actively participate in the prevention of crime.

However, Palmiotto (2011) views community policing from a different perspective by defining it as a management strategy that promotes the joint responsibility of citizens and the police for community safety through working partnerships and interpersonal contacts. Palmiotto (2011) writes that community policing is based on the premise that the police and community must work together to identify, prioritise and solve problems such as crime, drugs and fear of crime, with the aim of improving the quality of life. Therefore, for the purposes of this study, the operational definition will look at community policing as a philosophy of policing, based on the concept that policing officials and private citizens work together in creative ways to help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighbourhood decay that may lead to crime.

The above understanding is based on the belief that achieving the mentioned goals require that policing agencies develop a relationship with the law-abiding people in the community, allowing them a bigger say in setting local policing priorities and involving them in efforts to improve the overall quality of life in their communities. It shifts the focus of policing from handling random calls (reactive policing) to solving community

problems (pro-active policing) that require greater involvement in decision-making by police officials. Community policing implies that the police be more transparent and accountable to the community for its actions.

Community policing was introduced in South Africa only in 1996 after the end of apartheid to promote sound police-community relations, under a new and democratic dispensation (Salomane, 2010). SAPS was established on the 27th of January 1995 in terms of section 214 of the Interim Constitution of the Republic of South Africa, 1993. The police are required in terms of the Constitution of the Republic of South Africa (1996), and the South African Police Service Act, Act 68 of 1995, to work with communities to address issues of crime. The South African Police Service Act (1995), makes provision for a formal partnership between the SAPS and the community. Section 222 of the Constitution prescribes community policing as the style of policing to be adopted by the SAPS as a strategy to improve police-community relations and, service delivery to all the citizens in general.

Until 1994 when South Africa became a democracy, policing had been characterised by violence and racial segregation, owing to more than 300 years of colonial rule and to the apartheid regime (Singh, 2005). During these years, policing was divided along racial lines. Black townships were largely neglected when it came to policing. This situation changed because of the democratic dispensation that started in 1994. The Constitution of the Republic of South Africa, 1996, therefore makes provision under in s. 205 for the establishment of a National Police Service that is transparent, accountable, representative, legitimate and impartial.

The envisaged service espoused some key principles that underpin community policing. According to Diamond and Weiss (2009), the first principle is that community policing rests on the belief that people deserve input into the police process in exchange for their participation and support. It also rests on the belief that solutions to today's community problems demand to free both people and the police to explore creative and new ways to address neighbourhood concerns beyond a narrow focus on individual crime incidents. Diamond and Weiss (2009) reiterate that Community policing today involves the police partnering with the community to address public safety issues and improve the quality of life. Police and the community work together to identify problems and to respond to community concerns and needs. These efforts help build community trust. This study's participants stressed that, as much as possible, police department efforts should focus on being proactive or co-active, instead of reactive. This includes taking steps to cultivate trusting partnerships in good times, instead of just during a crisis. It also involves looking at problems from a holistic perspective and analysing them to identify trends or linkages. At the same time, these efforts do not diminish the ability of the police to pursue enforcement efforts to resolve public safety problems. Enforcement is an important tool in community policing-a point that participants felt was too often lost in the early days of community policing.

Another principle is a commitment to community empowerment. This means that Community Policing organizational strategy first demands that everyone in the police department, including civilian and sworn personnel, must investigate ways to translate the philosophy of power-sharing into practice. This demand making a subtle but sophisticated shift so that everyone in the department understands the need to focus on

solving community problems in creative ways that can include challenging and enlightening people in the process of policing themselves. Community policing implies a shift within the department that grants greater autonomy (freedom to make decisions) to line officer, which also implies enhanced respect for their judgment as police professionals. Within the community, citizens must share in the rights and responsibilities, that is: identifying, prioritizing, and solving problems, as full-fledged partners with the Police.

The third principle is decentralized and personalized policing, which implies that to implement true community policing, police departments must also create and develop a new breed of line officer who acts as a direct link between the police and the people in the community. As the department's community outreach specialists, community policing officers must be freed from the isolation of the patrol car and the demands of the police radio so that they can maintain daily, direct, face-to-face contact with the people they serve in a clearly defined beat area. Ultimately, all officers should practice the community policing approach.

Next is immediate and long-term proactive problem solving where the community policing officer's broad role demands sustained contact with the law-abiding people in the community so that together they can explore creative new solutions to local concerns, with private citizens serving as supporters and as volunteers. As law enforcement officers, community policing officers respond to calls for service and make arrests, but they also go beyond this narrow focus to develop and monitor broad-based, long-term initiatives that can involve all elements of the community in efforts to

improve the quality of life. As the community's ombudsman, the community policing officer also acts as a link to other public and private agencies that can help in each situation.

Ethics, legality, responsibility and trust is another principle which regards community policing as a new contract between the police and the citizens they serve, one that offers hope of overcoming widespread apathy while restraining any impulse of vigilantism. This new relationship, based on mutual trust and respect, also suggests that the police can serve as a catalyst, challenge people to accept their share of responsibility for the overall quality of life in the community. Community policing means that citizens will be asked to handle more of their minor concerns themselves, but in exchange, will free police to work with people on developing immediate as well as long-term solutions for community concerns in ways that encourage mutual accountability and respect.

The sixth principle relates to the expansion of the police mandate involving community policing adding a vital, proactive element to the traditional reactive role of the police, resulting in full-spectrum policing service. As the only agency of social control open twenty-four (24) hours a day, seven days a week, the police must maintain the ability to respond immediately to crises and crime incidents, but community policing broadens the police role so that they can make a greater impact on making changes today that hold the promise of making communities safer and more attractive places to live tomorrow (Robert & Bonnie, 1990).

Community policing should also involve exploring new ways to protect and enhance the lives of those who with special needs or the most vulnerable such as juveniles, the

elderly, minorities, the poor, the disabled, the homeless. It both assimilates and broadens the scope of previous outreach efforts such as crime prevention and police-community relations (Robert & Bonnie, 1990). Through community policing, the community and the police department help each other to be successful (Fong: 2009). Leadership has been essential to implementing community policing. It is important for community policing values to be well-articulated and for community policing behaviours to be continuous (Diamond & Weiss, 2009). Community policing values and behaviours include concepts such as integrity, empathy, compassion, and trustworthiness. Therefore, for the purposes of this study, leadership means allowing staff members within the agency to become leaders within their own ranks and divisions and encouraging their professional development through continuing education, cross-training, and networking opportunities (Diamond & Weiss, 2009).

For Irvin (2009), community policing comes down to three things namely partnerships with businesses, the community, and other city departments; a problem-solving perspective; and accountability at all levels of the organization. The challenge for a police chief is that each group has its own concerns and interests-which may or may not intersect with those of the other groups. Transparency in sharing crime information with the public (for example, through crime maps, websites, and e-mail trees among others), jointly developing and sharing agency policies and procedures as well as educating local government officials about the department and community policing is of paramount importance. The implementation of community policing has required a transformation within the police departments to support this philosophy. These efforts include empowering officers and holding supervisors accountable for work within

specific neighbourhoods. To do this, officers must receive appropriate training in areas such as problem-solving and supervisory support for working with the community on proactive efforts (Diamond & Weiss, 2009).

Grass-roots creativity and support is another principle which, while acknowledging community policing to promote the judicious use of technology, also believes that nothing surpasses what dedicated human beings; talking and working together can achieve. It invests trust in those who are on the frontlines together on the street, relying on their combined judgment, wisdom, and experience to fashion creative new approaches to contemporary community concerns.

Community policing must also be a fully integrated approach that involves everyone in the department, with community policing officers serving as generalists who bridge the gap between the police and the people they serve. The community policing approach plays a crucial role internally by providing awareness and information about the community and its problems, and by enlisting broad-based community support for the department's overall objectives. Once community policing is accepted as the long-term strategy, all officers should practice it. This could take as long as ten to fifteen years.

Lastly, community policing should provide decentralized, personalized police service to the community. This principle recognizes that the police cannot impose order on the community from the outside, but that people must be encouraged to think of the police as a resource that they can use in helping to solve contemporary community concerns. It is not a tactic to be applied and then abandoned, but a new philosophy and

organizational strategy that provides the flexibility to meet local needs and priorities as they change over time.

Against the political climate of transition from apartheid, the introduction of community policing in South Africa was, however, not without challenges (Salomane, 2010). These challenges included police personnel who lacked basic detective and investigative skills which had been largely discarded during the apartheid years in favour of techniques of torture, detention and relocation (Marie-Singh, 2009), a deep resistance to changing the internal organisational culture and to reshaping modes of accountability from the police's side, as well as limited understanding of how to make partnership policing work. Owing to the ambiguity of community policing, when CPFs were established as an emblem of the democratic reform, they had to compete with the police, which resulted in a disaffection of the forums by communities. According to Minnaar (2009) communities expected the police to conform to the views of the forums, whereas the police viewed forums as an instrument for gaining better intelligence on neighbourhood crimes. This led to a degeneration of community policing owing to negative attitudes among the South African police towards the forums, and poor black neighbourhoods resorting to informal policing characterized by apartheid techniques (Minnaar, 2009). These challenges undoubtedly make partnership policing a difficult exercise, particularly in under-resourced police stations located in black townships.

Comparative research on CPFs in unique socio-economic settings are sparse. This study examines community policing in two different settings: Glenwood, a suburban area and Cato Manor, a township both located in Durban. Subjective experiences and views of

community policing were gathered from the participants in these two settings. An analysis of the findings on the nature and challenges that constrain the effectiveness of CPFs in these two different locations provide valuable insights on critical absences and conceptual gaps that if bridged, could result in efficient CPFs that can effectively work towards crime prevention in South Africa.

Theoretical framework

Many theories have been advanced in both academic discussions as well as in the implementation of community policing. This thesis draws from three theories namely normative sponsorship (Tiedke et al. 1975), broken windows theory (Wilson & Kelling, 1997) and social resource theory (Wong, 2008) briefly outlined below. A detailed discussion of their ruminations and application in this study is the subject of Chapter Three.

Wilson and Kellings' Broken Windows theory (1997) refers to a metaphor of decay in an unattended neighbourhood characterized by broken windows, graffiti, broken vehicles among other social and physical deteriorations in the community, which together constitute symbols of neglected communities that attract lawbreakers. It posits that if a window in a building is broken and is left unrepaired; all the rest of the windows will soon be broken (Oliver, 2004). According to Pollard in Braton *et.al* (1998), this means that the moment deliberate discourtesy such as drunkenness, begging, vandalism, disorderly behaviour, graffiti, litter are not controlled, an atmosphere is created in which more serious crimes will be committed. Another theory advanced to explain community policing is Normative Sponsorship Theory (Tiedke et al. et al. 1975), which posits that a significant number of people have goodwill that allows

cooperation towards building a harmonious community. It also suggests that a community programme can succeed only if it is within the limit of established standard to the stakeholders. This suggests that community support cannot be obtained without regard to the interest of respective communities. The above two theories appear to have fundamental absences that render them inadequate to capture the essence of community policing, for example, their uni-directional and rectilinear understanding of crime from the perspective of the state.

As such, a third and people-centred understanding is a Chinese theory of policing, Social Resource theory propounded by a Chinese scholar Wong (2008). Its ruminations are premised on the role and function of the police, the relationship of the police with the people, and why people call the police. This theory repositions the idea of crime and policing from the perspective of the state to that of the people, which considers crime as a personal problem resulting from people's unmet expectation, scarcity of resources and police inefficiency (Wong, 2008). Here, the police are viewed as social resources which are supposed to solve the problems of the people. The theory envisages an ecological community policing that is of the people, for the people and by the people (Wong, 2008). The social resource theory gives people the power and makes the police influence a social resource, made visible by the state by choosing within the citizens to address societal ills (Wong, 2008).

The above theories provide a global analytical framework that was used in making sense of the understanding, organization and challenges of community policing in the

studied areas. They also provide insight in proffering theoretically sound and context-specific strategies to effectively design and implement CPFs projects.

Thesis outline

The thoughts underpinning the inquiry attempted here are organized in different chapters structured as follows:

Chapter One: Introduction. This is the present chapter which has provided the objective and contents map of the thesis by describing the South African criminological context and highlighting not only the problem characterising community policing but also why an exploration of the understanding, organisation and challenges faced by CPFs in two dissimilar settings is important. The chapter located community policing within a historical, contextual and theoretical framework. It also outlined key research questions from which the study objectives are derived, identified participants and introduced the research design. The Chapter ends, as it does here, by outlining the thesis map in terms of its chaptalisation.

Chapter Two: Community policing and community policing forums is the next and literature review chapter, which traverses, synthesises and analyses empirical studies as well as other relevant academic and policy literature on the geography and history of community policing. The reviewed literature amplifies the problems associated with community policing outlined in Chapter One and raises pertinent questions that justify the need to explore the understanding,

organisation and challenges faced by CPFs in two dissimilar settings of the need to be answered to achieve the aim of this study.

Chapter Three: Theoretical Framework outlines the theoretical framework deployed in this study. Ruminations of three distinct but complementary theories namely normative sponsorship (Tiedke et al. 1975), broken windows theory (Wilson & Kelling, 1997) and social resource theory (Wong, 2008) are discussed in relation to how they inform a criminological analysis of community policing within the dual South African economic context.

Chapter Four: Research Methodology provides an in-depth description of the research methodology employed for the study. The Chapter outlines a qualitative approach to knowledge and how it informed an embedded exploratory case study design and complementary research techniques such as focus group discussions and semi-structured interviews that were used to collect data. A deductive theoretically directed criminological analytic framework that was used to make sense of the data is also described.

Chapter Five: Data Analysis presents and makes sense of the findings through a deductive theoretically directed criminological analytic framework. The findings are presented in a way that, simultaneously, provide answers how the philosophy and principles of community policing are understood by the police personnel; how the South African Community Police Forums (CPF's) in different contexts are organised and constituted, as well as ways and extent to which the police understanding of community policing philosophy and how

CPFs are organized and constituted constrain their effectiveness in the anti-crime drive. The Chapter notes limited knowledge of and affinity to CPFs by community members as one of the many problems that affect the effectiveness of community policing in the two areas. This owes partly to lack of communication, resources, trust, as well as political interference and SAPS organisational culture, which together affect the functioning of these CPFs. A comparative analysis between the two areas noted differences in participation by the youth, police, and community members as well as their remuneration.

Chapter Six: Conclusions and Recommendations is the final and concluding chapter of the thesis in which the question: how the community policing challenges affecting CPFs can be addressed to improve their effectiveness is answered. The chapter concludes that an effective implementation of CPFs in resource-constrained and relatively affluent areas in South Africa demands more attention. It opines that while the findings may be limited to the present case study areas, they point to an effective implementation of CPFs that could as well be meaningfully employed in resource-constrained and relatively affluent areas in South Africa and beyond to enhance the effectiveness of CPFs. Conceptually, the findings demonstrate that if the fight against crime is to have any meaning, it is essential that community policing, especially CPFs be thoroughly understood. The Chapter ends by pointing to understanding community policing outside cultural contexts as the other important area that warrant further inquiry to address challenges of CPFs that compromise effective crime prevention.

Together the above chapters constitute a diagnosis, conceptualisation, contextualization, review and description of an inquiry that attempts to provide answers and suggestions to a troubling question on how the work of CPFs in resource-constrained and rich contexts can be made effective to prevent crime in South Africa. The next chapter is a review of literature relating to this inquiry.

CHAPTER TWO

LITERATURE REVIEW

Introduction

This chapter traverses, synthesises and analyses empirical studies as well as other relevant academic and policy literature on community policing as it relates particularly to the effectiveness of community police forums in South Africa. The chapter raises pertinent questions that justify the need to explore the understanding, organisation and challenges faced by CPFs in two dissimilar settings. The chapter begins with a general survey of crime in South Africa. It goes on to describe trends of community policing as a model for crime response locally and internationally. At an international level, the chapter reviews patterns of community policing in the United States of America where community policing originated, Britain and Holland where community policing has also been effective in crime prevention, and Kenya, which is one of the worst affected countries by crime in Africa.

The extent of crime in South Africa

The global crime index published online by NUMBEO (2017) shows South Africa as having 75.39, placing the country at the 1st and 3rd positions in the world and Africa respectively, after Venezuela (82.42) and Papua New Guinea (77.58). With a long history of crime more typically associated but not limited to poverty, the country records an average of nearly 50 murders per day, one child kidnapping every five hours, with one in three women suspected to have been raped (Carmichael, 2016). However, there has been an improvement in recent years. In the past five years, South African households experienced a sharp decline of home robberies and housebreakings from

931 000 (6.8%) in 2010 to (807 000) 5.7% in 2015/16. The percentage of households experiencing other crimes either remained constant or declined marginally over the same period. Theft of personal property also saw a steady decline from 889 000 (2, 5%) in 2011 to 712 000 (2%) in 2015/16. Despite these achievements over the last five years, South Africans feel that violent and property crime is increasing to the extent that the majority of households don't feel safe to walk alone in parks or allow their children to play freely in their neighbourhoods (Stats SA, 2016; Victims of Crime Survey, 2016).

Victims of Crime Survey (VOCS) provides information on crime trends and households' perceptions about safety and law enforcement. In the 2015/2016 crime survey, they report that housebreaking/burglary and home robbery were the most common and most feared types of crime.

The prevalence of housebreaking/burglary essentially remained unchanged at about 5% between 2010 and 2015/16, representing about 647 000 cases in 2015/2016. About 712 000 (2%) of individuals experienced theft of their personal property, while 254 000 (0, 7%) experienced assault in 2015/16. Crime reporting rates vary a lot depending on the type of crime from 95% in the case of murder to 17, 3% in the case of crop theft. Majority of people do not report crime incidents to the police due to lack of confidence that the police could do anything (Victims of Crime Survey, 2015/2016).

The above survey shows declining trends in the households' levels of satisfaction with the police and courts between 2010 and 2015/16. In 2011, an estimated 64.2% of households were satisfied with the police in their area, while about 58.8% were satisfied with the police in 2015/16. The decline in satisfaction with the police was most severe

in the Western Cape from 71.3% in 2011 to 57.1% in 2015/16. Those who were satisfied with the courts thought that courts passed appropriate sentences, while of those who were satisfied with the police believed the police were gender and disability sensitive and tolerant. The survey also indicates a decline in police visibility during the last five years (Victims of Crime Survey, 2015/2016).

From 2011 to 2015/16, a noticeable decline was observed in the percentage of households who felt safe walking alone both during the day or when it was dark while throughout the period the majority felt safer walking during the day than in darkness. Slightly more than a third of households felt being safe walking alone in their areas. Due to the fear of crime, households in South Africa take measures to protect themselves and their property. More than half of the households take physical protection measures for their homes and slightly more than a third of vehicle owners take protection measures for their vehicles.

Motives for committing property crimes differ. Most victims in South Africa attribute property crimes to drug-related motives. However, other crimes such as trafficking in persons, though high are not common across the country as others hear about these through the media. Trafficking in persons is reportedly done for sexual exploitation of victims and extraction of body parts. Young girls are the most vulnerable population to being victims of human trafficking (Victims of crime survey, 2015/2016). Crime in South Africa also varies according to the area.

Glenwood Suburb (Umbilo police station)

Glenwood suburb is located in the district of *eThekwin*i in the Durban metropolitan area, province of KwaZulu-Natal (KZN), South Africa. Glenwood is one of Durban's oldest suburbs as it was established to serve the picturesque port which it overlooks. According to South African Police Service Crime Statistics (2015/2016), murder increased from 5 reported cases in 2015 to 17 in 2016. Sexual Offences increased from 34 reported cases in 2015 to 40 in 2016. Attempted murder decreased from 26 cases in 2015 to 15 in 2016. Assault with the intent to inflict grievous bodily harm increased from 60 cases in 2015 to 67 in 2016. Common assault decreased from 254 reported cases in 2015 to 236 in 2016. Common robbery increased from 143 cases in 2015 to 191 in 2016. Robbery with aggravating circumstances increased from 421 reported cases in 2015 to 494 in 2016. Arson decreased from 2 reported cases in 2015 to 0 in 2016. Malicious damage to property increased from 222 cases in 2015 to 223 in 2016 (SAPS, 2015/2016).

Burglary at non-residential premises increased from 241 reported cases in 2015 to 250 in 2016. Burglary at residential premises decreased from 706 cases in 2015 to 587 in 2016. Theft of motor vehicle increased from 411 cases in 2015 to 419 in 2016. Theft out of or from motor vehicle increased from 748 cases in 2015 to 754 in 2016. Illegal possession of firearms and ammunition increased from 7 cases in 2015 to 21 in 2016. Drug-related crime increased from 641 cases in 2015 to 728 in 2016. Driving under the influence of alcohol or drugs increased from 82 reported cases in 2015 to 121 in 2016. Commercial crimes decreased from 261 cases in 2015 to 258 in 2016. Shoplifting increased from 121 cases in 2015 to 139 in 2016 (SAPS, 2015/2016).

Carjacking increased from 95 reported cases in 2015 to 111 in 2016. Truck hijacking increased from 0 cases in 2015 to 2 in 2016. Robbery at residential premises increased from 32 reported cases in 2015 to 47 in 2016. Robbery at non-residential premises increased from 35 cases in 2015 to 41 in 2016. Sexual offences as result of police action increased from 253 reported cases in 2015 to 316 in 2016.

Cato Manor Township (Cato Manor police station)

Cato Manor was established in Natal (now KwaZulu-Natal) and is situated 5km west of the Durban city centre. The township is known for its rich cultural and political heritage. Cato Manor had been inhabited since the 1650s when the area was occupied by numerous small-scale chiefdoms.

According to South African Police Service Crime Statistics (2015/2016) murder decreased from 40 reported cases in 2015 to 38 in 2016. Sexual offences decreased from 100 reported cases in 2015 to 79 in 2016. Attempted murder decreased from 32 cases in 2015 to 21 in 2016. Assault with the intent to inflict grievous bodily harm increased from 171 cases in 2015 to 224 in 2016. Common assault decreased from 103 reported cases in 2015 to 34 in 2016. Common robbery increased from 143 cases in 2015 to 191 in 2016. Robbery with aggravating circumstances decreased from 125 reported cases in 2015 to 118 in 2016. Arson increased from 3 reported cases in 2015 to 5 in 2016. Malicious damage to property increased from 64 cases in 2015 to 75 in 2016.

Burglary at non-residential premises increased from 20 reported cases in 2015 to 26 in 2016. Burglary at residential premises decreased from 234 cases in 2015 to 185 in 2016.

Theft of motor vehicles increased from 37 cases in 2015 to 84 in 2016. Theft out of or from motor vehicles increased from 52 cases in 2015 to 57 in 2016. Illegal possession of firearms and ammunition decreased from 42 cases in 2015 to 13 in 2016. Drug-related crime decreased from 803 cases in 2015 to 802 in 2016. Driving under the influence of alcohol or drugs decreased from 63 reported cases in 2015 to 50 in 2016. Commercial crimes decreased from 24 cases in 2015 to 17 in 2016. Shoplifting increased from 0 cases in 2015 to 1 in 2016 (SAPS, 2015/2016).

Carjacking increased from 25 reported cases in 2015 to 27 in 2016. Truck hijacking remained the same from 0 cases in 2015 to 0 in 2016. Robbery at residential premises decreased from 30 reported cases in 2015 to 21 in 2016. Robbery at non-residential premises increased from 9 cases in 2015 to 11 in 2016. There were no sexual offences resulting from police action reported between 2015 and 2016.

From the above statistics, it can be noted that crime and violence continue to present a problem to the South African democracy. The two may be an impediment to attaining a better life for all the citizens. Despite the numerous efforts by the government as well as civil society organizations to prevent crime and violence, these two remain challenges that impact on all South Africans, either directly or indirectly.

According to Statistics South Africa (2015/2016) people gave reasons why sometimes they do not report crime to the police. These, amongst others, include issues related to the police, perpetrators, crime and victims. People believed that either the police would fail to solve the crime, or that some police were corrupt or inaccessible, or that sometimes the police's behaviour was inappropriate. Regarding perpetrators, some

victims did not report a crime to the police because they could not identify the perpetrator(s), while others feared reprisals from the perpetrator(s). Crime-related issues involve some victims not reporting crimes because they were not serious enough; others did not report it because items stolen were either not insured, old or not valuable, while others claimed that they had solved the crime themselves. Some victims had fear of being blamed, believed that it was partly the victim's own fault, and fear of being exposed or embarrassed (Statistic South Africa, 2015/2016).

The above two areas reflect two dissimilar settings that reflect different ways that the South African public is policed due to the legacy of the previous apartheid government in which authoritarian policing style was used, other areas were under-policed in terms of service delivery and the allocation of resources. It is exactly these imbalances that the drafters of the interim Constitution (1993) sought to transform by making Community Policing an underpinning philosophy for a transformed policing approach in South Africa (Minnaar, 2009). Below is a global overview of this phenomenon, which begins from an international perspective and ends with a detailed focus on South Africa.

International developments in community policing

Since its introduction in the United States of America during the 1970s, community policing has achieved an enviable position and is now a standard ideological and policy model guiding mission statements, goals, and reform programs of most police forces across the world (Marenin, 2009). Be that as it may, community policing as a strategy remains ambivalent as there are competing views on the role that communities should perform in the policing framework (Wisler & Onwudiwe, 2009). This lack of clarity

accounts for misunderstanding and inconsistencies when it comes to the implementation of community policing in different countries. Globally, there are different models of community policing and different police agencies have implemented it differently. The sections below provide an overview of the practice of community policing the United States of America Britain, Holland and Kenya, which are important highlights of community policing in many respects.

United Kingdom, London: Wandsworth

In Britain, Wandsworth's partnerships in policing are regarded as some of the successful examples in the United Kingdom (UK). Among London suburbs, Wandsworth came to be regarded as one of the safest places to live in and had the lowest crime rate in the 90s (Gilling, 1997). The community of Wandsworth, a borough in London, experienced high levels of crime in 1994 (Skogan & Harnett, 1997). This led to the community and the police coming together to establish a partnership aimed at bringing down the level of crime. The Wandsworth partnership consisted of the Wandsworth Borough Council, Metropolitan Police, Wandsworth Fire Council, Wandsworth Primary Care Trust, London Probation Service, and Youth Offending Team as well as many specialist delivery teams, which were invited to form a core group whenever necessary (Skogan & Hartnett, 1997). At that time, the area had approximately 285 000 residents, comprising a range of ethnically diverse communities. In this area, there were 20 wards, each with a "safer neighbourhood" team. There was a constant influx of new residents from other parts of the world, which posed substantial challenges, as sections of the population were unknown and very vulnerable.

There were indications that crime levels had been low since the establishment of partnership policing in that area. Criminals moved from area to area as they realised that their chances of success were disturbed by security arrangements in the area. The Wandsworth Community Safety Partners (WCSP) was committed to working with other agencies to make the area a safe place. WCSP was the equivalent of a CPF. The Wandsworth Council, the police and other statutory partners established the “Disorder Reduction Plan”, which was aimed at improving the quality of life of residents by focusing on six related priorities that targeted offenders, hotspot locations and victims of crime.

The partnership plan provided greater scope for community involvement and development of coordinated communication and engagement and ensured that residents were properly informed and involved in the fight against crime (Jones & Newburn, 1994). Furthermore, the public had a major role to play in implementing crime prevention measures and providing information that could prevent many crimes from happening in the first place and assist in solving those crimes that did take place. The partners targeted those issues that mattered most to residents and businesses, with the aim of delivering improved quality of life and confidence in policing. Because of this partnership, the council, police and other partners in the WCSP managed to achieve very positive results (Sullivan, 2002).

The policing partnership in Wandsworth provided positive results that directly impacted on the quality of life of local people. Emphasis on the criminalisation of anti-social behaviour, with a focus on partnership working, has a way of tying local

authorities and other agencies much closer into policing functions, either in their own capacity or jointly with the police (Jones & Newburn, 1994). Cooperative relationships, which include the exchange of information and intelligence, the sharing of equipment and facilities, and the undertaking of joint operations, can all contribute to the reduction of crime (Jones and Newburn, 1994). Furthermore, partnerships in crime prevention and community safety must be encouraged in communities where crime is rife. These authors further argue that involvement of a range of agencies and community groups in community safety provides a framework for the development of accountability.

The partnership initiative established projects such as roadblocks, raids and other community safety initiatives that included key role players from the community and resulted in the launch of the partnership charter. In the London borough of Wandsworth, the metropolitan police appointed an officer to examine planning applications and offer advice on designing features that might prevent crime (Liddle & Gelsthorpe, 1994). Law enforcement agencies used partnership strategies to calm public fears about crime, to improve confidence in police effectiveness and the legitimacy of policing authority, and to promote willingness to pass information and to take local responsibility for crime (Jones & Newburn, 1994).

Jones and Newburn (1994) state that in the UK, working through partnership is a principal component of the police reform agenda. Policing through networks and managing multi-agencies in crime prevention works is formally encouraged through policy initiatives and legislation. In addition, working through partnerships has been made a statutory requirement for police and local authorities. Police are required to

collaborate with public agencies and bodies to establish and promote community safety strategies, and to share information with other agencies. Police in the UK is statutorily obliged to network, partner and collaborate with the community and other agencies to reach their goals and objectives (Rhodes, 1997).

The Wandsworth partnership policing project is an example of how successfully communities and other partners can pull resources together to reduce crime. However, in 2011, the United Kingdom experienced riots. The riots were allegedly sparked by, among other things, youth unemployment. It is evident from these riots that the partnerships that had existed in the past had collapsed. The riots were characterised by rampant looting and arson attacks of unprecedented levels in places such as Hackney, Bristol and Manchester, which the police battled to stop and which had an impact on the public's perception of the police (Home Office, 2011).

Crime prevention partnerships in Kenya

In 2003, SaferWorld, in collaboration with its local partner PeaceNet, developed and implemented partnerships in policing in Kenya (Tilley, 2005). SaferWorld is a non-profit and an independent international organisation working to prevent violent conflict and build safer lives. The organisation interacts with local people affected by conflict to improve their safety and sense of security and conduct wider research and analysis. PeaceNet is a national network of peacebuilding organisations. It focuses on building the capacities of its members and conducting peace actions. The initiative was designed to improve relations between the police and communities and to enable them to work together to find solutions to community safety concerns. This was achieved through the creation of inter-agency partnerships, community involvement and collaboration with

key stakeholders. Two pilot sites were identified and partnerships were developed successfully at these sites. According to police reports, the partnership approach to addressing insecurity resulted in crime rates being reduced by up to 40% in one of the pilot sites. The decrease in crime rates culminated into an increase in trust between the police and residents as well as an increased accountability on the part of the police (Haberfeld & Cerrar, 2008).

The first pilot site was the area of Kibera that was faced with the challenge of rampant crime (Haberfeld & Cerrar, 2008). Community members who were both victims and perpetrators of crime were involved in efforts to improve safety through various projects. In collaboration with the police, communities launched several awareness campaigns to raise attentiveness to the dangers of involvement in crime, particularly drugs. Citizens in Kibera gained confidence to openly discuss the safety and security issues that confronted them in their day-to-day lives. As a result, more opportunities for new partnerships emerged. For example, the local development fund, the Lang'ata Constituency Development Fund and Adopt-a-Light, which put up high-mast floodlights in the area to light up the dark alleys frequented by criminals. This street-lighting project reduced the incidence of muggings, being an example of crime prevention through environmental design. According to Travis (1996), the environmental design may contribute to incidents of crime, especially when these areas are poorly policed. Criminals use poorly developed areas to their advantages such as dark alleys and open spaces.

Overall, the partnerships in policing projects in Kibera served to improve trust and cooperation among the police, civil society and communities. Many residents felt more comfortable approaching police officers in confidence and believed that they would receive support. Police officers also felt better equipped for crime prevention because they had the support of the community. The police have realised that they cannot solve all problems presented to them without citizen involvement (Smith & Cornish, 2003:57). Furthermore, many problems were more appropriately resolved by working with agencies. According to Hughes (1998), partnerships in crime prevention and community safety have become increasingly important, given the related failure of more traditional policing.

The main causes of crime in this area were related to social and economic factors. High levels of unemployment among the young and increasing levels of drug abuse and prostitution were some of the issues that forced many to resort to crime. There was also a proliferation of small arms in this area. The first step was to raise awareness on, and support for the philosophy and principles of partnerships in policing. Following this, relationships among communities, the local police and local government officials were built to develop programmes that responded to specific safety and security concerns of the residents, and a partnership agreement was signed.

A steering committee that included representatives of communities, the Kenya police and the local provincial administration, was established (Mbogo et al. 2008). The steering committee organised a range of activities to raise awareness among communities and to ensure that people recognised the need to engage with local police

to tackle security and safety challenges. The pilot also became a success because all partners were committed to dealing with crime in the area. This points to the need to approach the forming of partnerships in policing in an orderly and organised manner, based on the principles of consultation and obtaining buy-in from all the partners.

Crime prevention partnerships in Holland

The development of partnerships in policing in Holland followed the philosophy guiding the movement of the police from a reactive, crime-fighting organisation to a problem-oriented, proactive one (Lab, 2004). In addition, partnerships in policing gained new impetus as the government emphasised on a total approach to safety and cooperative problem-solving at the local level, which resulted in the police becoming partners with citizens, social welfare and community agencies in dealing with the problems relating to security and people's fear of crime (Lab, 2004). According to Lab (2004), citizens are most closely affected by security problems and are best able to identify concerns and possible solutions. In addition, many police-initiated prevention projects involve citizen input and cooperative relations with other social and justice agencies (Lab & Das, 2003).

Crime prevention projects in Holland can be characterised as varied, local and problem-oriented, and as having multi-agency approaches. Prevention of crime in Holland has not addressed the underlying structural causes of crime and insecurity (Brogden & Nijhar, 2005). Brogden and Nijhar (2005) argue that this is because the national government has been reluctant to make resources available for crime prevention projects.

Enschede-Haven industrial site in Holland covers more than 300 hectares (Lab, 2004). It is close to a state highway, on the Twente kanaal, and is transacted by a railway line. Four hundred companies are located there in 250 industrial buildings. Owing to the location of the site, crime had become a daily problem. At the insistence of citizens operating on the site, the police itemised criminal incidents on the industrial site (Lab, 2004). Partly based on this itemisation, the police concluded that it would be effective and desirable to deal with crime on the industrial site on a project basis by means of a partnership approach. This led to the police and the business community establishing the Reduce Crime Enschebe-Haven project to perform the preventive surveillance needed on the site.

Participants were selected and trained by the regional employment agency, and they received a basic security diploma on completion of the training course. During the project phase, the police were accompanied by a trainee during their evening, night and weekend shifts on the industrial site (Lab, 2004). To compensate for the irregular hours worked, the trainees received a small salary in addition to unemployment benefits. A few months later, a government security firm agreed to employ the previously trained unemployed people.

The project proved successful. Sound communication cooperation was established between the business community and the police, crime was reduced and the local unemployed were used resourcefully, and ultimately offered long-term employment. Lab (2004) indicates that the problem facing Enschebe-Haven then was that, due to the

substantial decrease in crime, companies were threatening to end their participation in the project.

The Drieviant project was another example of successful collaboration in crime prevention efforts. The police and other agencies joined forces to address security issues in the neighbourhood (Lab & Das, 2003). The project team won the 1996 Police Innovation Award. This was due to the cooperative relationship between parties that traditionally viewed each other with scepticism and mistrust. This suggests that any partnership can succeed if all partners are committed to a long-term and sustained relationship. Jones and Newburn (1994) argue that partnerships tie local authorities and other agencies much more closely into policing functions, either in their own capacity or jointly.

The Chicago Strategy: United States of America

The Chicago Alternative Policing Strategy (CAPS) was started in 1993 as a pilot programme in five diverse neighbourhoods in Chicago in the United States (US). The goal of CAPS was to encourage community members and the police to work together to reduce crime. During this period, the crime rate was on the rise, the public was growing increasingly fearful of crime and the police were frustrated by their inability to control crime while working in isolation from the community. Relations between the police and the community were strained and there was no trust between the police and the community (Skogan, 1995).

The Chicago Police Department, in conjunction with other city agencies and the community, sought to engage the public in community policing (Stevens, 2002). The

establishment of CAPS was based on an understanding that, if police, residents and other agencies worked together, crime rates could be reduced. The motto of the strategy became “Together We Can.” Crime declined in the period after the partnership was formed significantly, and the quality of life improved. The community and the police trust each other and work together on solving problems.

CAPS is a community-oriented philosophy of policing and crime prevention involving the police, community, and other government agencies working together to identify and solve crime. The strategy was designed to meet the specific needs of Chicago (Skogan, 1995). Four key elements define the strategy namely: expanded police presence on the beat, community involvement, support from other agencies and proactive problem-solving.

Five districts in Chicago were selected to pilot the strategy. The strategy was a great success and, based on this, was later expanded to other districts. CAPS set an example of what effective partnerships can accomplish.

Policing is arguably an institution characterised by challenges and obstacles often difficult to overcome. Therefore, many countries have experienced difficulties in decisively dealing with crime, owing to global technological advancements and developments. Furthermore, developments and advancements in crime have also overwhelmed technological resources in a strange and indescribable way. Therefore, the reason the above international countries were chosen as examples is that policing strategies, policy frameworks, systems and models are forced to assume the status of flexibility as in the case of global markets, to meet the demands of evolving flexible

criminal activities. Hence, to determine whether South African policing systems, policies, models and frameworks are effective and workable, it was necessary to compare such with worldwide trends and systems in policing.

Community policing in South Africa

Community policing is an important type of partnership policing. According to Palmiotto (2011), the police needs the assistance of the community to prevent crime. Lab (2004) states that it is difficult for the police to singlehandedly prevent crime. In addition, the police themselves have come to realise that their work can be made easier when the community provides them with information about crime. This is not only the case in South Africa but has been a norm in other countries as well. Community policing has been a platform for organising the police, the community and other role players to form partnerships in policing. Reyneke (1997) argues that community policing should guide police management styles and operational strategies, and emphasises the need to establish police-community partnerships. This policing approach is an antithesis to policing during apartheid.

Apartheid policing system

During the apartheid era, the focus of the police was primarily on stopping political resistance (Singh, 2005). The South African Police (SAP) made sure that the privileges of the white minority were protected. The state used the available resources to ensure the safety of the white minority while neglecting the safety needs of other racial groups, particularly Africans. This meant that townships such as Cato Manor were neglected in terms of crime prevention. Informal settlements flourished in townships in the 1990s, because of the influx of people from rural to urban areas in search of a better life. This

influx resulted in unemployment and high crime levels, as some people resorted to crime as a means of survival (Singh, 2005). Furthermore, the environmental design of most townships made them difficult to police.

According to William (2010), the division among the races in South Africa can be traced back to the Dutch who colonized the area in the 1600's (Clark and William, 2004). The racial segregation increased throughout the years until apartheid rule was institutionalised beginning in 1948 when the Nationalist Party led by D.F. Malan triumphed in the elections. Apartheid was a system of government that separated the people of South Africa based on race and controlled major functions of a person's life (Clark and William, 2004). During this period, the police were expected to maintain order and neutralize any hostility. Essentially the police were responsible for keeping apartheid rule dominant for nearly fifty years (Gastrow & Shaw, 2001).

During the height of apartheid rule, the police were divided into separate, locally controlled units. The country was divided into eleven homelands where the ethnic majority in that region was promised self-determination (Brewer, 1994). The homeland divisions further divided the country among coloureds, Indians, and whites. Policing became decentralised and homeland police forces began to take prominence in the execution of police powers (Brewer, 1994).

Part of the South African Police during apartheid was composed of what was known locally as “kitskonstabels”. This translates literally to “instant constable” in Afrikaans (Cawthra, 1993). The kitskonstabels were black officers trained in six weeks and then allowed to police the townships (Leggett, 2005; Cawthra, 1993). While enjoying full

Police powers, the kitskonstabels were not granted full Police membership (Leggett, 2005). For example, kitskonstabels were not allowed to wear the same uniform as white officers, they could not give any order to a white officer, and they could not deal with cases that involved white suspects. Estimates place the number of kitskonstabels at ten percent of the South African Police Force (SAPF) (William, 2010).

Unfortunately, the quick training and lack of oversight led to terrible abuse at the hands of the kitskonstabels for most South Africans. The training they received had to be done orally because most of the candidates were illiterate (Cawthra, 1993). After completing their training, the kitskonstabels were given shotguns, batons, whips, and handcuffs to perform their duties, which was mainly to suppress any revolutionary actions led by the anti-apartheid movements such as the African National Congress (ANC) and the Pan Africanist Congress (PAC) (Cawthra, 1993). These officers were known to be drunkards, corrupt, and especially more brutal than their white counterparts (Leggett, 2005).

The system of developing and using kitskonstabels arose during the British reign over South Africa. Great Britain had imported a system of policing where locals were to be used to police their "own kind" because the "lower race" was more content with a legal process to which it was accustomed. This process was known as retribalization. It was an attempt to resurrect tribal customs among the South African people. But instead of offering black South Africans power over their own police and legal system, it served to further divide the races (William, 2010). Serious offences were to be transferred away from the kitskonstabels and the local legal system (Brogden, 1996). These cases

went to the dominant system which was controlled and staffed by whites. Disputes between black and white citizens were settled by State law rather than tribal law. The process was built to be deliberately humiliating by offering some local control while reinforcing apartheid where ultimate power was invested on the white population.

Allowing local police control also served to divide the Police quality and service that white and black South Africans received. The SAPF saved manpower by utilizing kitskonstabels. Then, the so-called “real policing”, done by white Police officers, was at the disposal of the white South Africans (Brogden, 1996). Only whites got real police services and protection making black South Africans feel like less than full citizens in their own country. The tribal Police Chief was also a paid officer of the state making it difficult to complain about the system because it benefited the black local kitskonstabels to maintain the division of police power. This was the state of policing in South Africa for many decades. As the grip of apartheid began to falter, the police began to experience drastic changes. While apartheid was the law of the land, the police were used more as a control device than a crime-fighting organization (Gastrow & Shaw, 2001). The SAPF was not perceived or viewed as a democratic police force. South Africa's new constitution in 1994 marked a complete overhaul for the police with its ultimate goal of bringing democratic policing to the country (William, 2010).

Post-Apartheid Policing System

The South African elections of April 1994 ushered in a democracy and redefined the political and social context within which policing in South Africa was revolutionised. As already indicated in the previous chapter, the South African Police Service (SAPS) was established on the 27th of January 1995 in terms of section 214 of the Interim

Constitution of the Republic of South Africa, 1993. The Constitution of the Republic of South Africa, 1996, consequently makes provision under section 205 for the establishment of a National Police Service that is transparent, accountable, representative, legitimate and impartial. The Constitution further prescribes in section 222 community policing as the style of policing to be adopted by the SAPS as a vehicle to improve police-community relations and, in general, service delivery to all its citizens.

These requirements stipulated in the Constitution demand a fundamental reassessment and transformation of the nature and style of policing in South Africa from denying the human rights of most South Africans during the ‘apartheid era’ to gaining the trust and respect of all. This includes changing the basic assumptions of the individual police officer with regards to the organisation and its environment.

The Constitution of the Republic of South Africa, 1996 prescribes that community policing must be adopted so that the SAPS can obtain greater public legitimacy and acceptance and in general improve service delivery to all South Africa’s citizens. Through these provisions, the Ministry of Safety and Security developed and implemented several policies, plans and strategies to give meaning to the prescripts of the Constitution. These include the following:

- i. The National Security Policy (coordinated by the Justice Crime Prevention and Security Cluster)
- ii. The Minister for Safety and Security’s Draft Policy Document on Change 1994
- iii. The Community Safety Plan (CSP) 1995

- iv. The National Crime Prevention Strategy (NCPS) of 1996
- v. Annual Plan of the South African Policing Service 1996/1997
- vi. The White Paper on Safety and Security 1998
- vii. The Policy Framework on Community Policing 1997
- viii. Policing Priorities and Objectives of the South African Police Service 1997/1998
- ix. Policing Priorities and Objectives of the South African Police Service 1998/1999
- x. Policing Priorities and Objectives of the South African Police Service 1999/2000
- xi. The National Crime Combating Strategy (NCCS) of 2000
- xii. Strategic Plan for the South African Police Service 2002/2005
- xiii. Annual Report of the South African Police Service 2004/2005 and the
- xiv. Strategic Plan for the South African Police Service 2004/2007.

The Minister of Safety and Security, at the time (1994-1999) Mr S. Mafumadi, stipulated that “the philosophy of community policing must inform and pervade the entire organisation. Changing the police culture is perhaps one of the most significant challenges facing the new government” (South Africa, 1994b:12, 16 & 22).

Pelser (1999) highlights that the community policing policy framework and guidelines were distributed to all police training institutions and stations in 1997 and workshops were held with some police officers throughout the country. In addition, a user-friendly comic entitled “Safer Street” which incorporated the Framework and provided

Guidelines for the functioning of Community Police Forums (CPFs) was published by the Department at local level. Two years later, the Department of Safety and Security's White Paper affirmed community policing as the appropriate methodology for enhancing policing in South Africa. It outlined a significant role for the structures of community policing in the provision of local level crime prevention, particularly social crime prevention programs. Community policing was thus placed firmly on government's agenda. However, Pelser's augmenting about community policing must be treated with caution, because up until today, its objectives have not been fully realized, even with the development of the policies listed above. Crime still hounds many South Africans, Durban communities in particular.

In 1995, the SAPS was required in terms of the South African Police Service Act to form partnerships with the broader community to address crime problems in South Africa. According to Smith and Cornish (2003), partnerships between the police and the community should be broadly representative of the local community. Several police stations could establish and implement community policing, while others did not manage to implement it (Minnaar, 1999:5).

In some instances, the sector policing approach was established, despite the challenges brought about by a lack of resources. The sector policing method is described in the Department of Safety and Security's White Paper on Safety and Security of 1998 as the division of areas into smaller manageable sectors and the assignment of police officials to these areas on a full-time basis (South Africa, 1998). These police officials were expected to police demarcated sectors identify problems and find solutions to those

problems. The officials and the community in those sectors were encouraged to establish a working relationship with each other. The community in these sectors was also encouraged to assume an active role in policing activities.

Community policing has generally been viewed as the responsibility of a particular function within the SAPS (Pelser, 2002:24). This responsibility is interpreted at various levels, primarily in terms of the establishment and maintenance of the Community Police Forums (CPF's) and community policing has been interpreted by SAPS members as an add-on function to the other responsibilities of the police (Pelser, 2002). This is an indication why, in some police stations in South Africa, community policing is not regarded as an important component of policing. The result of this attitude is that community policing cannot be sustained in the long term. Oliver (2004) opined that for community policing to be effectively implemented, there is a need to plan for its short, medium and long-term sustainability.

Koning (2000) argues that the government has the moral and constitutional obligation to guarantee a safe and secure living environment for the society by upholding law and order. This is usually done through the establishment and implementation of policing structures, programs and strategies together with adequate delegated authority to implement these. Thus, community policing was established in the post-apartheid South Africa to help in securing a safe and secure environment for its people.

William (2010) holds that community policing in the current South African context is policing which is based on the following:

- (i) Acceptance of the principle of public oversight and accountability at an operational level. Key areas of concern here are the establishment of mechanisms for the credible handling of public complaints and involvement of independent persons in the investigation of police abuses and police criminality.
- (ii) Police organization should subject its planning and strategy development to public scrutiny. This "transparency" of the police organization is particularly important in relation to training, promotions, internal disciplinary mechanisms and the mechanisms for control over undercover and surveillance work.
- (iii) Accountability either at a regional or national level to a broadly representative civilian structure.
- (iv) That organic or traditional system of local policing such as anti-crime committees should be facilitated and supported insofar as they are broadly accountable and representative of the community and operate according to accepted criteria of political tolerance. Where conflict around such structures exists it is the role of the police to ascertain the nature of such conflict and to deal with this in a constructive way.
- (v) Recognition and acceptance of the diversity of communities. This means that the maintenance of social order must, as far as possible, occur according to the values and norms in a community.
- (vi) That special attempts should be made by the police force to address the needs and concerns of special interest groups which are, or have been,

discriminated against; or by some other factor, are disadvantaged in their ability to demand specific police service.

(vii) All communities should have access to the same quality of service and allocated resources. Visible mechanisms must be established to ensure that powerful and influential groups are not allocated an unfair proportion of police resources.

(viii) Community policing requires changes to the police organization to enable local operational flexibility, enhance the status of patrol work and the rewards for community problem solving rather than the arrest of suspects.

While community policing in South Africa was founded on the above values, its operationalisation has not been without challenges. Below are some of the challenges that are worth noting.

Factors affecting community policing (South Africa)

Barriers to effective community policing include, among others, the use of extreme force by members of the SAPS, a lack of leadership, accountability, trust and resources, bureaucracy and a police culture characterised by low morale (Stevens & Yach, 1995). However, Community policing cannot be discussed without mentioning crime prevention. Crime prevention may bring desired results when communities and law enforcement agencies work together. In the following sections, factors, such as the police culture, resistance to change, training and a lack of leadership, that affect community policing in South Africa are discussed.

Police organisational culture

Police culture is best defined as the values, norms, perspectives and craft rules that inform police conduct (Verma et al. 2013). Culture is the foundation on which a social group functions (Palmiotto, 2011:35). Purpura (2001) defines culture as the system of values and meanings shared by a group or society. Police culture is also seen as an occupational culture as it provides a shared lifestyle (Stevens, 2003). The police subculture is marked by certain differences from the dominant culture, such as their occupation, training, knowledge of crime and caution when dealing with citizens when on duty (Purpura, 2001). The police subculture is an essential element of the police's reaction to crime, dealing with any other issues pertaining to their mandate, and the level of cooperation and partnership between the police and the community (Verma et al. 2013).

Police subculture can either be positive or negative and has a significant influence on officer behaviour (Skogan, 2006). Studies indicate that officers who hold negative attitudes towards community members find the transformation process in the SAPS difficult to accept. According to Thibault, Lynch and McBride (2004), the police must overcome their resistance to change and turn the established police culture into a positive force through proper planning and training.

Resistance to change

Resistance to change appears to be a contributing factor in the slow transformation of the SAPS. Officials who resist change do not always understand what community policing means in relation to their current and future functions. There is the fear of the unknown, as they feel that their power and authority as police officials are being eroded.

Some officials do not believe that community policing is the way forward, and often these officials act in contradiction to the spirit of community policing. These individuals will sometimes express their lack of support of community policing openly. In situations like these, police management finds it difficult to implement community policing (William, 2010).

The culture of the police needs to change to encourage the “rank-and-file” of the SAPS to embrace community policing (Goldsmith & Lewis, 2000:94). This view is supported by Cassels (1996), who argues that culture change involves changes in attitude, values and behaviour. Steinberg (2008:51) emphasises the need to change entrenched organisational practices by the police. According to Van Graan (2008:84), change is stimulated by rapid environmental change and uncertainty. Schwarz and Shulman (2007) argue that organisations of all kinds must deal with regulatory, cultural, economic, technological and physical environments that are potentially changing more rapidly than the organisations themselves. This means that the pressure on organisations to adapt and change structures and culture is a major challenge. The main objective for transformation and restructuring in the SAPS was to ensure a change of attitudes.

The management of the SAPS can play a significant role in facilitating change by encouraging officials, particularly at the lower levels, to adapt to changes. These officials should undergo induction programmes that will enable them to adapt to changing environments. Officials need to be reminded always that they cannot deal with crime without the involvement of law-abiding citizens (Trojanowicz & Bucqueroux, 1994). According to Miller and Hess (2005), managers should anticipate

and prepare for resistance to the community policing philosophy and the changes that accompany the transition.

An environment that promotes an effective police-community partnership is reliant on the police subculture (Verma et al. 2013). The transformation of the SAPS from being a police force to a police service requires strong leadership. The SAPS' system of policing is highly authoritarian in culture (Singh, 2005). Some communities still regard the police as “the enemy” and some police officials maintain a hostile attitude towards community members. There is a need for a paradigm shift from both sides. Training for both community members and the police is necessary to ensure that all role players understand their roles and responsibilities in community policing. It is evident that progress in terms of community policing will be limited unless there is a change in attitudes, and this requires proper training.

Lack of Training

Lack of training is one of the problems for community policing. Issues like police brutality are linked to lack of proper training for SAPS members. According to Hosken (2011), police management, poor training, disrespect for law and order, criminal members within police ranks and a blatant disregard for internal disciplinary procedures are the chief causes behind the scourge of police brutality. Paoline, Myers and Worden (2000:575) opined that

training that enhances officers' capacity to perform community policing functions – analysing problems, working with community groups, developing

and implementing responses that do not rely on the criminal law – could shape officers' outlook on the police role and their attitudes toward the public.

It is most important to include communication skills, problem-solving skills and leadership skills in training. In some police stations, management has not been able to take responsibility for stopping excessive force by members under their command. Hosken (2011) argues that in certain instances, the impression is created that extra-legal methods are necessary to deal with violent crime. Police officers often cross the line by using unnecessary force in their attempt to apprehend suspected criminals. Sometimes the use of force is not justifiable and amount to police brutality.

The culture of excessive force continued long after 1994 when the police were supposed to have adopted professional standards and embraced a policing approach which emphasises the protection of human rights. The training on human rights has been viewed as a “paper pushing” exercise to get as many police on the street as quickly as possible, with a focus on numbers rather than quality (Bruce, 2011:2). Internationally, it has been recognised that the abuse of power can have the most devastating and lasting effect on the way the police are perceived (Glanz, 1992). Police officials should be trained in community policing matters to perform duties with a better understanding. Police leadership is supposed to be leading the process of training officials at station level rather than waiting for training to be initiated. Training of police officials remains a focus since transformation and change are continuous processes. There is also a need for strong leadership and political will to make the change to community policing a living reality (Oliver, 2004).

Lack of leadership

Fleming and Rhodes (2005) show that many of the challenges that police officials confront in their everyday work practices arise from the difficulties of combining a command and control structure with contractual obligations on the one hand and the client-focused approach of community policing on the other hand. Community policing is about leadership, partnership, consultations and building trust within the organisation and with the community (Wright, 2002). Leadership is defined as the process of influencing and directing the actions of others (Stevens, 2003). Peak, Gaines and Glensor (2004:60) define leadership in almost the same way as Stevens in that they view it as a process of directing and influencing the behaviour of others to accomplish specific organisational objectives. Previously, lack of leadership led to the failure to implement the Community Policing Policy Framework and Guidelines in some of the police stations in South Africa (South Africa, 1998:20). The police are required in terms of the framework, to create an atmosphere in which potential partners can work with the police. It appears that in many police stations in South Africa there has been a lack of leadership to ensure the implementation of these guidelines and, as a result, community policing has not been effectively effected.

Accountability

Fox and Meyer (1995) describe accountability as the responsibility of a government and its agents to realise previously set objectives and to account to the public. The police are accountable when they can be answerable for their acts or omissions (South Africa, 1997b:3). According to Pelser (2002:11), it is important for the police to develop a “culture of accountability” to gain a level of trust from the public. Being accountable

means being answerable personally for individual acts and omissions (Stevens & Yach, 1995).

In addition, police officials should be aware that they will be held accountable, whether for neglect of duty or failure to act when they are expected to do so. On the other hand, the public is also expected to provide information to the police, as part of its accountability. The community is accountable when it provides the necessary information to the police, responds to the requests by the police and participates in all aspects of police work (Trojanowicz, 1998).

Citizens have always been entitled to and demanded accountability through effective community policing service. Where this has not been provided, they have expressed their dissatisfaction in a variety of ways, including marching to police stations to demand that their concerns be addressed. Similarly, accountability means that the resources are used by the police to serve the public (Peak et al. 2004). The public expects protection from the police and, if this is not forthcoming, they are entitled to receive the reasons for its non-delivery.

The nature of accountability determines whether the public views the police as “their police” and has a profound impact on community perceptions of police inefficiency and on police-community relations (Marais, 1992). A police department that resists opening itself up to close consultation with citizen groups is likely to fail in crime prevention efforts (Grabosky, 2009). In addition, it is unacceptable in democratic societies for police not to be held accountable. Grabosky (2009) argues that if unchecked, the police may abuse their powers in ways that threaten the principle of human rights enshrined

in the Constitution. Accountability is the basic principle in community policing (Leishman, Loveday & Savage, 2000).

Accountability is described as the requirement to provide satisfactory reasons for significant deviations from duties or expected results (Bartol & Martin, 1998:271). Community policing has been used in many countries to strengthen the accountability of the police to citizens (Neild, 2001). Although police-community relations and the “partnership in policing” are constantly emphasised by the SAPS, up until today, the form of police accountability makes real relationships at a local level hard to realise. Both the police and the community should be accountable for their actions. Accountability is a fundamental principle in a democratic dispensation (Pelser, 2002). According to Palmiotto (2011), the police should be accountable not only for misconduct but also for any policies, procedures, or activities that are questionable. Abuse of power, such as police brutality in the recent past in some parts of South Africa is unlawful. This kind of action results in strained relations or tensions between the police and the community.

It is clear from the above discussion that the police must be answerable for their actions, whether positive or negative. Equally, the public has a responsibility for providing information to the police and for active involvement in crime prevention, as their part of accountability.

Police-community relations

Police-community relations are efforts by both the police and the community to identify and solve problems in the area jointly (Oliver, 2004). This requires cooperation by all

role players. The relationship is based on mutual trust, respect and willingness to be actively involved. Police-community relations are an important focus of policing today, especially under the community policing model (Palmiotto, 2011). In addition, police and other public agencies and individuals in the community have an opportunity to identify problems and find solutions together.

The relationship can be bad, good or indifferent, depending on the attitude, action and demeanour of every role player (Palmiotto, 2011). Community policing requires cooperation between the police and other role players (Lab, 2004). Police-community relations are aimed at resolving the hostile attitudes between the police and the community they are supposed to serve (Redelet & Carter, 1994). In partnerships, the police are expected to show a willingness to and interest in working with the community. On the other hand, the community is expected to cooperate with the police by providing information about crime to the police.

Police officials who work in a community that is hostile toward them have difficulty providing protection to that community (Palmiotto, 2011). In addition, citizens who are hostile toward the police will not report crimes to the police or provide them with the information necessary to solve crimes. Furthermore, when a community has negative feelings toward the police, tensions rise and aggressive actions against the police begin to occur, which in turn can trigger irrational behaviour on the part of police officials.

According to Stevens (2003), getting community involvement in a meaningful community policing drive is a daunting task. Furthermore, the community members must be brought on board but community members are not always readily cooperative.

Police realised that they cannot deal with crime alone; therefore, they need to involve the community (Redelet & Carter, 1994). Police officials must understand and be part of the community if they are to fulfil their mandate. Furthermore, the police must initiate meetings and encourage interaction with the community. When the police and the community have a good working relationship, they will be honest with each other and it will be easy to trust each other also.

Lack of Trust

People continue to fear the police and most do not trust the police, long after the advent of democracy. The police have a responsibility to work with communities and to change negative perceptions. Trust is a very important aspect in any kind of a relationship. According to Tyler and Yeun (2002), police officials react to perceptions of distrust. In addition, where police officials perceive community disrespect and distrust for the police generally, they are unlikely to support partnerships and have less favourable attitudes to community policing (Novak & Alarid, 2003). An effective community policing strategy implementation can only be realised where there is mutual trust, honesty and sharing of information and views (Oppler, 1997). The police expect the public trust in them and the public has similar expectations of the police. The public also expects fast and efficient service. When the police do not respond swiftly to reports of crime, the public may take the law into their own hands and mob justice may result.

According to the Policy Framework and Guidelines for Community Policing (South Africa, 1997b), trust between the police and the community is the cornerstone of effective community policing. When the police and the community trust each other, it becomes easy to collaborate (Bullock & Tilley, 2003). Community policing requires

understanding, trust, honesty and integrity on the part of the police and community to be effective. If these values permeate police-community relations, the police will gain access to important information from the public, which, in turn, can lead to the prevention of crime and the arrest of perpetrators of crime.

According to Whisenand and Ferguson (2002), both the police and the community will benefit when there is a healthy relationship between them. Collaboration, consultation and cooperation are the building blocks for trust (Maguire, 2000, cited in Lee & South, 2003). Lee and South (2003) argue that such building blocks are not developed overnight, but require commitment from all concerned over a protracted period. Frances (1991) argues that trust is the essential coordinating mechanism of partnerships. Most important, earning and sustaining trust form a two-way process and a continuing task (Flynn, Williams & Pickard, 1996).

Lack of resources

Homel (2004) suggests that if the police wish to promote community policing successfully, there is a need for investment in time, resources, infrastructure, training and development. According to Liddle and Gelsthorpe (1994), where there is competition for resources and conflict is generated between individual and organisational commitments, partnerships may be difficult to establish and implement effectively. Similarly, where there are legislative or policy constraints and bureaucracy, successful networking becomes a challenge. This is not a problem in South Africa because existing legislation and policy makes it possible for partnerships in policing. There is a need for both physical and human resources for the SAPS to be able to implement community policing effectively.

Together the above shows both internal and external factors that affect effective implementation of community policing, often with devastating consequences.

Implementation of community policing

In light of the foregoing and to implement community policing efficiently, Oliver (2004) suggest that there is a need for proper planning and change management at every level. Implementation depends on both internal and external factors (Oliver, 2004). The Policy Framework and Guidelines for Community Policing (South Africa, 1997b) was intended to serve as a guideline for the implementation of community policing in South Africa (Nalla & Newman, 2013). The policy document gave detailed guidelines for the establishment of CPFs in every precinct. Every police station commissioner was instructed to be responsible for the establishment of CPFs in their respective areas (South Africa, 1997b:5). Furthermore, they were delegated to undertake the identification and mobilisation, through consultation, of community resources and organisations that might assist in combating and preventing crime (South Africa, 1997b:4). Moreover, all police members were tasked with developing new skills through training, which incorporated problem-solving, networking, mediation, facilitation, conflict resolution and community involvement.

Nalla and Newman (2013) argue that this was a tall order for the SAPS, whose members were undertrained, under skilled, poorly resourced and almost overwhelmed by a high workload and persistently high levels of crime. In 1998, a comprehensive programme was launched within the SAPS to train all members in the philosophy, values and principles of community policing. Immediately after the establishment of the community policing approach, disputes between members of the SAPS at local police

station level and the CPF members arose, particularly over the operational independence of the SAPS (Nalla & Newman, 2013). The community policing style was abandoned or at best simply ignored or disregarded in terms of operational planning. Most SAPS members strongly believed that community policing was “too soft” for the tough crime conditions in South African townships.

SAPS members tended to ignore the local CPF or alternatively took the initiative in co-opting members from the community onto the CPFs, which was administered by the local police station commissioner (Nalla & Newman, 2013). Moreover, in the more affluent, predominantly white areas, the tendency was for the local CPF to turn itself into a Section 21 Company (These are companies that are registered to provide services and do not intend to make, or to be judged by, the profits that they make) and then to contribute money toward the purchase of equipment and vehicles for the use of the police station in their area. CPFs in poorer areas could not afford to equip their local police stations at all.

In a study conducted by Pelser et al. in 2002, it was found that, essentially, community policing and CPFs appeared to have been downgraded operationally and as a guiding policing philosophy. In addition, communities were also seen to have abrogated any involvement in community policing, viewing crime prevention, reduction and control as solely “police business” (Pelser et al. as cited by Nalla & Newman, 2013).

In South Africa, community policing per se faded into the background. Other forms of policing such as visible policing and sector policing have been pushed forward by the SAPS, in support of community policing. Successful implementation often depends on

several factors, commitment being the major factor. All role players must have a clear understanding of their roles and responsibilities.

There is also a need for a paradigm shift by all the role players, especially in terms of their perceptions about each other. Resistance to change, police culture and a lack of resources are some of the challenges that can hamper the implementation of community policing. The police alone cannot prevent crime. As demonstrated in the foregoing, partnerships in policing seek to build relationships between the police and local communities. There has been a transition from community policing over the years towards a more focused policing approach of partnerships in policing. Community policing, if implemented correctly, can provide answers to today's problems, particularly the high levels of crime and very low detection rate, and can assist the police in gaining legitimacy in the eyes of the communities (Nel & Bezuidenhout, 2003).

Now, more than 20 (twenty) years after its establishment, the question beckons whether community policing as the adopted style of policing is viable or not. This thesis is an attempt to address this question, especially because crime and violence continue to present a problem to the South African democracy. Despite the best efforts of government as well as civil society organisations to prevent crime and violence, these remain challenges that impact on all South Africans, directly or indirectly. This research aims to ascertain whether the implementation of community policing forums (CPFs) in Glenwood Suburb and Cato Manor Township, Durban is effective in crime combating and reduction.

Conclusion

The foregoing review has established that community policing especially Community Police Forums is deemed a very necessary crime prevention strategy. Considering the appalling need for stability, reconstruction and development, South Africa can no longer afford to neglect this. The chapter has examined the shift from traditional reactive policing to the proactive community policing model, demonstrating the importance of including community members when designing policing strategies to take care of the needs and expectations of the community. Without the support of the community, it becomes a challenge to implement community policing. Factors that affect community policing have been identified. Most importantly is the lack of and need for training of police and the other role players on community policing.

The following chapter outlines the theoretical framework guiding this study. Different theories and concepts that are relevant to this research are outlined. These include the normative sponsorship, broken windows and social resource theories.

CHAPTER THREE

THEORETICAL FRAMEWORKS FOR THE NEED AND IMPLEMENTATION OF COMMUNITY POLICING (COMMUNITY POLICE FORUMS)

Introduction

A theoretical framework demonstrates an understanding of concepts and theories that are relevant to the study and relates to the broader areas of knowledge being considered. The selection of a theoretical framework depends on its appropriateness, ease of application and explanatory power. Peacock (2013) postulates that a theoretical framework strengthens the study in three ways. Firstly, an explicit statement of theoretical assumption permits the reader to evaluate the theory critically. Secondly, a theoretical framework connects the researcher to existing knowledge. Therefore, being guided by a relevant theoretical framework, one is given a basis for a hypothesis and choice of research methods. Lastly, having a theoretical framework helps one to limit generalisation. Therefore, the theoretical framework introduces and describes the theory that explains why the research problem under the study exists.

Community policing has always been premised on many theories that have been advanced by scholars to offer an explanation in principle, and pave the way for a point of reference in the academic discussion as well as a point of departure towards implementation initiatives of community policing. One theory used to explain the philosophical bases of community policing is the Normative Sponsorship Theory (Tiedke, *et al.* 1975). The theory posits that a significant number of people have

goodwill, and cooperation becomes a necessary factor towards building a harmonious community. It postulates that a community programme will be supported only if it is “within the limit of established standard” to all people. Simply put, the police cannot achieve any positive transformation without the support of the public. Another theory advanced specifically to explain community policing is the Broken Windows theory (Wilson and Kelling, 1997). A key postulation of this theory that is widely acknowledged among social psychologists and police officers is that if a window in a building is broken and is left unrepaired, the other windows will also break. The sign of one broken and unrepaired window sends an indication that nobody cares, so another window can also be broken and nothing will happen (Oliver, 2004).

According to Pollard in Bratton et al. (1998), Wilson and Kelling's proposition is that the moment deliberate discourtesy such as drunkenness, begging, vandalism, disorderly behaviour, graffiti, litter are not controlled, an atmosphere is created in which more serious crimes will be committed. Until today, any discussion on community policing refers to the broken windows theory (Allender, 2004). However, this does not signify that the broken windows theory represents the only framework for understanding community policing.

From a radically different dimension, Wong (2008) offered a different viewpoint through the Social Resource theory that addresses the following three main questions:

- (a) What is the role and function of the police?
- (b) What is the relationship of the police with the people, and
- (c) Why do people call the police?

The Social Resource theory repositions the idea of crime and policing from the angle of the state to that of the people. From the people's viewpoint, crime is a personal problem resulting from people's unmet expectation, scarcity of resources and police inefficiency. The police in effect are social resources, which are supposed to solve the problems of the people concerning crime. Therefore, the ultimate purpose of community policing is to ensure better, responsive and responsible efficient and effective police service. The theory is of the people, for the people and by the people, a theory of democratic governance, empowerment, and a theory of self-help (Wong, 2008). The social resource theory begins from observing that crime represents illegality but only from the state point of view. However, for the people, crime represents one of the experiences of life. The theory represents a radical shift in theorising community policing because it completely gives people the power and makes the police influence a social resource, which is made visible by the state by choosing within the citizens to address societal ills (Wong, 2008).

For the purposes of this study, normative sponsorship, broken windows theory and social resource theory are discussed.

Normative Sponsorship Theory

One theory commonly used to explain the philosophical basis of community policing is the Normative Sponsorship Theory (Tiedke, et al. 1975). The theory posits that a significant number of people have goodwill and that cooperation becomes a necessary factor towards building a harmonious community. It postulates that a community programme will be supported only if it is within the limit of an established standard to all people. Simply put, the police cannot achieve any positive transformation without

the support of the public. It is important to note here that society is divided into strata and classes, with common interests in some areas and conflicting interests in many fundamental areas. Because of the inequality in terms of access to societal resources, those who have access to resources will want a change in the structure and this is a basis of conflict in society and thus the death of goodwill. The conflict perspective, therefore, argues that the police are not there to 'serve society' or 'people' but to serve some parts of society and some people at the expense of others.

Broken Windows Theory

The Broken Windows custom assumes that disorder is a construct distinguishable from crime and that it (disorder) temporally precedes crime in a causal fashion. Failing to address disorderly conditions in certain areas sparks a wave of serious crime within those needy neighbourhoods or communities (Kelling & Coles, 1996; Skogan, 1990; Wilson & Kelling, 1982). However, recent empirical analyses cast doubt on this proposition (see, Sampson & Raudenbush, 2004).

One emerging issue concerns the subjectivity of disorder as perceived by persons living in neighbourhoods. A pertinent question raised is whether people see disorder as a distinct problem separate from other negative neighbourhood conditions (for example, crime) or whether they view disorder as part-and-parcel of a general malaise. To this end, recent research has shown that disorder and crime have either marginal discriminant validity (Armstrong & Katz, 2010) or none (Gau & Pratt, 2008). There is, therefore, doubt as to just how different disorder and crime are.

Compounding the issue of discriminant validity (or the lack thereof) is the related debate about the origins of the disorder. Specifically, there are questions on how signals of community disarray might influence citizens' perceptions of the amount of disorder in their neighbourhoods. Sampson and Raudenbush (2004) concluded that area levels of socio-economic disadvantage and racial heterogeneity influence people's perceptions of disorder even more so than actual, observed levels of disorder. This contradicts Wilson and Kelling's (1982) proposition that disorder is an exogenous construct that has independent effects on how people feel about their neighbourhoods.

Wilson and Kelling (1982) were not the first to point out the deleterious effects that disorder can have on communities, but they were the first to accuse disorder of causing crime. They hypothesized that even a single instance of disorder (the metaphorical "broken window") can spark a chain reaction of community decline if it is not fixed immediately (see also Skogan, 1990). This logic applies to everything from vandalism to obnoxious teenagers to pushy panhandlers. Wilson and Kelling believed that the failure to address these problems in a timely manner fostered a belief among community residents that all mechanisms of formal and informal social control had failed. Residents would eventually cede streets, parks, and other public spaces to the criminals who see the lack of cohesiveness and control as a prime opportunity to practice their trades.

While this idea sounds good, empirical research on the Broken Windows theory has been equivocal. Some studies (Savolainen, 2007; Skogan, 1990; Xu, Fiedler, & Flaming, 2005) have proffered support while others allow only the tentative conclusion

that some types of disorder may be related to some types of crimes in some areas (Brown, Perkins, & Brown, 2004; Kurtz, Koons, & Taylor, 1998; Sampson & Raudenbush, 1999; Taylor, 2001; Wilcox, Quisenberry, Cabrera, & Jones, 2004). In addition, the relationship between the two is unclear even when a link is uncovered. Disorder and crime do often co-occur, but it is difficult to say whether this overlap comports with the Broken Windows' sequential, causal, disorder-to-crime process or, alternatively, whether disorder and crime are both sub-components of larger conditions of concentrated socio-structural disadvantage.

The validity of the broken windows theory matters greatly from a policy perspective because the theory has had a dramatic impact on the field of policing. In short, Wilson and Kelling (1982) put police in charge of cleaning up the streets. According to the Broken Windows, the police could keep serious crime at bay by maintaining control over disorderly conditions. Evaluations of order maintenance policing strategies have produced mixed findings. Some have shown support for these strategies (Braga et al. 1999; Corman & Mocan, 2005; Kelling & Sousa, 2001; Sampson & Cohen, 1988; Worrall, 2006b; see also Skogan, 2008; also see Cerda et al. 2009). However, other scholars such as (Harcourt & Ludwig, 2006; Hinkle & Weisburd, 2008; Katz, Webb, & Schaefer, 2001; Novak, Hartman, Holsinger, & Turner, 1999; see also Eck & Maguire, 2000; Gau & Brunson, 2010; Greene, 1999) argue that the prevalence and popularity of broken windows-type policing interventions necessitates further testing of the theory upon which policies are premised because it is unclear at this point if the theory has merit and, if it does, under what conditions order maintenance might be a viable approach.

Within the mix of challenges to, and critiques of the broken windows theory; two potentially-related themes have emerged. The first theme centres on the discriminant validity of disorder and crime. The Broken Windows thesis makes several assumptions about the nature of disorder and crime. One pivotal assumption is that disorder and crime are different constructs; that is, there is a clear line differentiating each one from the other. This assumption is critical to the theory because disorder cannot cause crime if the disorder is a crime; such would render the theory fatally tautological. Broken Windows' assumption of the discriminant is logically problematic from the outset because many of the actions that the theory characterises as types of disorder - such as prostitution, public drinking, and vandalism are actually low-level forms of crime (Gau & Pratt, 2008; Sampson, 2006; Sampson & Raudenbush, 1999). Therefore, there is an indigeneity problem built right into the Broken Windows framework.

The Broken Windows theory could withstand the above criticism, however, if, irrespective of the philosophical debate over logical fallacies, citizens were to, in fact, make a mental distinction between disorder and crime. To this end, some studies have employed survey-based perceptual measures to test for discriminant validity between the disorder and crime constructs using confirmatory factor analyses designed to shed light on the underlying factor structure. Ross and Mirowsky (1999) assessed the discriminant and convergent validity of physical disorder, social disorder, and crime. Social and physical disorder did demonstrate convergent validity, which seemed consistent with the Broken Windows theory, but the crime indicators loaded strongly on the disorder factor. This implies that the two constructs are not distinct, as the Broken Windows theory maintains, but are, rather, two pieces of a larger whole. Worrall

(2006a), as well as Armstrong and Katz (2010) found mixed results for the discriminant validity of perceptual incivilities, personal victimization, and perceived crime. Perceived crime and disorder appeared to load on a single factor, though there was an apparent distinction between physical incivilities and personal victimization. Overall, crime and disorder did not demonstrate clear or consistent discriminant validity.

A second issue concerns the effect that concentrated disadvantage can have on both crime and disorder. The Broken Windows theory manifests a singular focus on disorder and downplays the effect of other neighbourhood problems. The de-contextualization of disorder is a mark against the theory because negative environmental conditions are preeminent considerations in the analysis of communities and crime. The study of structural disadvantage has a long history in criminological research, dating back to Shaw and McKay's (1942) formulation of social disorganization theory, of which the Broken Windows theory is an offshoot (Pratt & Gau, 2009). Within the tenets of social disorganization theory (and its revised systemic version), concentrated social and economic disadvantage are strong—albeit indirect—determinants of area crime rates (Kornhauser, 1978; Lowenkamp, Cullen, & Pratt, 2003; Pratt & Cullen, 2005; Sampson & Groves, 1989). Disadvantage and crime, moreover, spread variably across municipalities with a concentration in some areas than others (Sherman, 1995; Sherman, Gartin, & Buerger, 1989), which results in differential exposure to these noxious conditions across the residents of a given city or town. Research has shown that concentrated disadvantage affects citizens' perceptions of disorder. Sampson and Raudenbush (2004; see also Wilcox et al. 2004) found that neighbourhood levels of poverty and racial heterogeneity in Chicago shaped residents' perceptions of the

severity of disorder more so than disorder itself did. Franzini, Caughy, Nettles, and O'Campo (2007) found similar results in Boston, although poverty stood out in their analysis as the driving force behind disorder perceptions.

Other researchers have linked disorder to area land use. Business-oriented land use increases both perceived (Wilcox et al. 2004) and independently assessed incivilities (Kurtz et al. 1998; Sampson & Raudenbush, 1999). Overall, then, it appears that certain socio-structural conditions can shape the extent to which citizens believe disorder to be prevalent and/or problematic in their neighbourhoods and communities (see also Piquero, 1999).

Wilson and Kelling (1982) made much use of the language of prevention in their original proposal of the theory; they wrote of the need for police and private citizens to keep disorder at bay and not to allow it to infiltrate the city. They also described the possibility that in some places, disorder and crime may already be so prevalent that controlling disorder is no longer an option because serious crime has already befallen the area. This implies that Broken Windows theory (and its policing strategy) may be most applicable in relatively disorder-free neighbourhoods where disorder can still be held in check. It remains to be seen, however, how people's perceptions of the state of their neighbourhoods affect the distinction they make between evidence of disorder and instances of actual crime.

Social Resource Theory

As a strategy, Community Policing (CP) has variously been associated with police-public relations, team policing; foot-patrol and crime prevention. Whatever the

strategy, Wong, (2008:5) notes that community policing is directed at: Enhancement of human relations, a community sensitive and user-friendly police service, consultation on the needs of communities, respect for human rights and cultural sensitivity, continuous positive contact with community members, discretion on the part of police officers when they enforce the law, and the establishment of mechanisms to enhance the accountability and transparency of the police.

CP has revolutionized policing in untold ways, some by design, and most by default. Thus, while there are continued and unrelenting debates over various aspects - philosophy, strategy, effectiveness – of CP, there is no doubt that it has fundamentally changed the way police organize and operate. However successful CP is as a police strategy, intellectually it is still very much a practice in search of a scientific theory.

Wong (2008) premises the Social Resource Theory (SRT) on the following propositions:

1. People confront problems every day as unmet expectations, resulting from a lack of resources.
2. People experience crime as a personal problem not as a legal violation.
3. People call the police because they do not have (or unwilling to spare) the necessary resources to deal with their problems, crime and non-crime.
4. Police call the police because they are resources of legitimacy and coercion, both resources of necessity by law.
5. Police power is a kind of emergency (social) resources made available to the people to solve their problems.

6. The more resources at the disposal of the people the less problem the people will be confronted with.
7. The more resources at the disposal of the people the less they have to call the police when a problem (crime) occurs.
8. The more (adequate and appropriate) resources at the disposal of the police the more effective they are in solving people's problem.
9. The less (adequate and appropriate) resources at the disposal of the police the more likely they will resort to illegal or extra-legal means in solving people's problem.

Essentially, SRT considers the police as a resource for solving people's problems (including crime) through empowerment and self-help. It starts with a basic observation that in a state run by the people, we must understand how the people conceive of the nature of crime and the role of the police. On the one hand, the state, views crime as a legal violation while on the other hand, people see it as a set of life experience, and a multifaceted personal problem.

From the perspective of the state, police power is a political resource to secure control, maintain order and command obedience. Here the power is defined coercively, structured legally, organized bureaucratically and imposed unilaterally. From the people's perspective, police power is a social resource made available by the state and draw upon by the citizens to handle personal problems of an emergency nature or crisis kind. Importantly, in the eyes of the people, police power is not reconstructed in the political image, structured by law, organized with reference to police needs but dictated

by the people and negotiated to fit the personal circumstances and situational needs the problem calls to mind.

In its entirety, SRT argues that the definition and availability of police power as a political resource happens at a structural-macro level, for example, legislative process and policy debate, and the initiation, distribution, disposition of police power as social resource happens at the personal situational-micro level. This involves reporting crime and preferring charges.

Looking at police role and functions from the public's perspective can be justified on several grounds: Firstly, the SRT calls for looking at life course problems from the people's perspective, as a matter of birthright and process of maturation. This means empowering the people to meet their own personal needs by supplying them with the necessary resources, on demand and as required. Secondly, the SRT corrects the lopsided relationship between police and the people by returning the people to the centre stage and putting them in control, thus achieving the communitisation, socialization or personalization of crime.

Thirdly, the theory shifts focus from a state-centred community (oriented) policing to a people's oriented policing. While community policing calls for the police to listen to, and serve the needs of the community as a collective to enhance its political legitimacy and operational efficiency, the SRT requires the police to be responsible and accountable to the people as individuals and collectively. Fourth, the SRT gives "social" meaning and lends "emotional" content to police – people activities, which is what policing is all about, that is, dealing with personal issues, human problems,

relationship difficulties of one form or another. In so doing, it socializes and humanizes the police – people interface, making police business a truly peoples’ business. Fifth, the theory liberates the police from the sterile confine of the law and stifling restraints of the bureaucracy. Sixth, it recognizes that police work should be as diverse and complex of people’s problem, which is, policing changes with time, place, people, context, circumstances and situations. Seventh, and most importantly, the SRT allows the people to be heard. For all too long, the public has been an object of policing when in fact they are and should be, the subject of policing. Instead of being policed, the theory suggests that people should be engaged in problem-solving.

The SRT, as proposed – people solving their own problem with state resource - is consistent with the civil society movement, privatization of police trend, and alternative dispute resolution initiative. The theory, if ever fully realized, allows the people to be the masters of their own affairs. They have the right to dictate and control the extent and manner of the state’s involvement in their life choices.

Conclusion

Community policing do appear to represent a different mode of policing, which encourages openness and flexibility, public education, neighbourhood watch, neighbourhood town meetings, storefront ministrations, weed and seed, foot patrol and so on. It essentially represents an umbrella concept at least in practice and this has the potential of allowing room for the needed flexibility, which can push the people to the centre stage. All the above three theories, the Normative Sponsorship, the Broken Windows and Social Resource Theory bring to the fore the basic characteristics of community policing, which converge with this study’s focus on community policing

forums. In the next chapter, an in-depth description of the research methodology and various research techniques that were used in the study are presented, alongside a full explanation of the data collection instruments utilised.

CHAPTER FOUR

RESEARCH DESIGN AND METHODOLOGY

Introduction

The adopted research methods by the researcher form the backbone of any undertaken research study. These methods make fieldwork possible and provide a systematic guide for the data collection procedures, in which the goals of the study can be met. To fulfil the aims and objectives of the study, it was imperative to select appropriate methodological procedures and techniques. Furthermore, the research design of a study outlines the framework or plan on how the study was carried out in the practical field. Bayens and Roberson (2011) argue that a good research design encompasses adherence to the rules of scientific investigation along with a level of creativity, which allows the researcher to be flexible within the context of the study.

In light of the above, this chapter (four) describes the research design and methods along with the assessment instruments used in the study to fulfil the aims and objectives outlined in Chapter One of this thesis. A presentation of characteristics of the selected participants is made and the procedures for analysis of the collected data is presented and explained in detail.

Research design

The problem that informed this study was that more than twenty (20) years after the establishment of a constitutional democracy, the question beckons whether the establishment of community policing especially community policing forums is an

effective strategy within the South African communities to combat crime. The study deployed a qualitative design. The design used a phenomenological design that is both descriptive and exploratory in nature.

Exploratory research

Exploratory research, as the name states, intends merely to explore the research questions and does not intend to offer final and conclusive solutions to existing problems. For Bryman (2004) exploratory research is conducted to determine the nature of the problem, and is not intended to provide conclusive evidence, but helps to have a better understanding of the problem. Explanatory research indicates a progression in the investigative process as it attempts to explain certain phenomenon in terms of the presence or absence and nature of certain relationships between key variables.

In light of the above, when conducting this study, the researcher was willing to change his direction as a result of the revelation of new data and new insights. Therefore, the study ensured the participants' acquaintance with the subject, to increase their understanding of community policing forums to explore the problem of crime in the selected study areas.

Descriptive research

Descriptive research can be understood as a statement of affairs as they are at present, with the researcher having no control over variables. Moreover, "descriptive research may be characterised as simply the attempt to determine, describe or identify what is, rather than establishing why it is that way or how it came to be" (Bayens & Roberson, 2011:86). This means that in qualitative studies, descriptions are more likely to refer to a more intensive examination of phenomena and their deeper meanings, thus leading to

a more comprehensive understanding. Bayens and Roberson (2011:28) define descriptive research as the search for information related to a relatively unknown population or phenomenon for the sake of providing a representative description. The information is often represented in terms of means and frequencies that are used to describe the population or phenomenon for the sake of generalised qualitative comparison across contexts.

This study included relevant stakeholders who understand the phenomenon under investigation. Their understanding was probed by means of an intensive interview schedule aimed at ascertaining their viewpoints on the subject, and to provide more detailed information on the effectiveness of CPFs in crime combating in the study areas.

Research philosophies

The biggest question for many researchers is “how is knowledge created and developed? To provide a precise answer to this question, the researcher should provide the research philosophy/philosophies that guide a study. The philosophies that guided this study are as follows:

- (i) The goal of qualitative phenomenological perspective is to describe a "lived experience" of a phenomenon. As this is a qualitative analysis of narrative data, methods to analyse its data must be quite different from more traditional or quantitative methods of research.
- (ii) Constructivism accepts reality as a construct of the human mind, therefore reality is perceived to be subjective. Moreover, this philosophical approach is closely associated with pragmatism and relativism.

These philosophies deal with the nature of reality, the nature of knowledge and selecting the appropriate values and ethics in conducting research. It should be noted that the above two philosophical traditions, anti-positivist and positivist find expression in qualitative and quantitative research approaches explained below.

Discussion on research approaches

At present, there are three well-known and recognised approaches to research, namely: the qualitative, quantitative and mixed methods. These three approaches described below differ radically from each other.

The qualitative research approach, which is used in this study (also known as the socio-anthropological research approach) is a somewhat historical, intuitive or observational approach that attempts to seek a deeper understanding of complex situations. It is often exploratory in nature, more holistic and 'emergent', with a specific focus, design, measurement instruments, and interpretations developing and possibly changing along the way. Qualitative researchers operate under the assumption that reality is not easily divided into discrete, measurable variables. Researchers are often described as the research instrument because the bulk of the data collection is dependent on their personal involvement (interviews and observation) in the natural setting (Braun & Clarke, 2006).

This approach requires detailed observation, explanation and assumes that it is impossible to define exactly what elements are important and crucial and should be considered to the exclusion of others. It argues that trustworthiness in this approach is important than attempting rigorously to define what is being observed and by so doing

study the whole phenomena. It attempts to study the whole situation to evaluate the complexity and ensure that their conclusion takes account of both unique and general factors (Bayens & Roberson, 2011).

On the other hand, quantitative research approach, which is also known as the scientific research is empirical in nature. This approach ensures validity and reliability by the process of rigorous clarification, definition or use of pilot experiments where instruments are tried beforehand, checking their relevance with experts and assessing their reliability by use of statistical tests. This approach makes use of inferential, experimental and simulation research designs (Bayens & Roberson, 2011).

A mixed method approach is a hybrid approach that gathers data using both qualitative and quantitative designs and methods in a single research project. Combining quantitative and qualitative methods can capitalize on the strengths of each approach and offset their weaknesses. It may also provide more comprehensive answers to research questions and hypothesis by going beyond the limitations of a single approach to study a phenomenon. A researcher will first decide which approach should be the main dominant approach to be used and then add the design and method of data collection of the less dominant approach (Bezuidenhout, 2011).

Bezuidenhout (2011:47) citing (Green, *et al.* 1989) identified five major purposes for the mixed-method approach:

- a) Triangulation – Findings obtained through different qualitative and quantitative methods.

- b) Complimentary – The results from one method will be clarified and illustrated using another method; for example, interviews will add information and will qualify scores and statistics.
- c) Development – Results from one method will shape subsequent methods or steps in the research process; partial results from a study might suggest that other assessments should be incorporated.
- d) Initiation – Research questions, hypothesis or challenges based on results obtained through one method will stimulate new research questions, hypothesis or challenges.
- e) Expansion – Richness and detail in the study as it explores specific features of each method and provides better results.

In addition to the abovementioned purposes of the mixed-method approach, Creswell et al. (2003) as cited by Bezuidenhout (2011:47) identifies four main reasons to combine qualitative and quantitative methods. Firstly, it is to explain or elaborate on quantitative results with subsequent qualitative data. Moreover, use qualitative data to develop a new measurement instrument or theory that is subsequently tested. Furthermore, compare qualitative and quantitative data sets to produce well-validated conclusions, and; enhance a study with a supplemental data set, either qualitative or quantitative. Crucially, a research strategy integrating methods is more likely to produce better results in terms of quality, reliability and scope. A mixed-methods approach is a way to come up with creative alternatives to traditional ways of undertaking research.

A qualitative research approach was adopted in this study whose purpose was to explore the effectiveness of the implementation of community policing forums (CPFs) in Glenwood and Cato Manor, Durban, using purposively selected participants. As such, a more detailed explication of qualitative research is pertinent. This approach involves “an in-depth investigation of knowledge” (Crix, 2004:119), it allowed the researcher to focus on exploring the effectiveness of CPFs by soliciting the participants’ attitudes, perceptions, opinions and views regarding crime combating and prevention. Qualitative researchers seek to frame the information from their studies, with a view to discerning patterns, trends and relationships between key variables (Khan, 2010:33). Bryman (2004:26) defines qualitative research as a “research strategy that usually emphasizes words rather than quantification in the collection and analysis of data”. The use of a qualitative method facilitates a more in-depth understanding of factors that would be difficult to get in a quantitative survey. Subjective factors such as opinion, attitude, personality, emotion, motivation, interest, personal problems, mood, drive and frustration are relatively more complex, and hence more difficult to capture quantitatively than variables that can be empirically verified (Baumgartner and Strong, 1998:248).

According to Bryman (2004), qualitative researchers are interested in meaning that is how people make sense of their lives, experiences, and their structures of the world. Furthermore, the qualitative researcher is the primary instrument for data collection and analysis. Hence, data is mediated through this human instrument, rather than through inventories, questionnaires, or machines. Moreover, qualitative research involves fieldwork. The researcher physically goes to the people, setting, site, or institution to

observe or record behaviour in its natural setting. Qualitative research also allows for the description of the processes, meaning, and understanding gained through words or pictures. Lastly, the process of qualitative research is inductive in that the researcher builds abstractions, concepts, hypotheses, and theories from details.

Qualitative methods are highly appropriate for questions where pre-emptive reduction of the data will prevent discovery. If the purpose is to learn from the participants in a natural setting the way they experience phenomena, the meanings they put on it, and how they interpret what they experience, the researcher needs qualitative research methods that allow for discovery and do justice to their perceptions and the complexity of their interpretations. Bryman (2004) further notes that qualitative methods have in common the goal of generating new ways of seeing existing data. If the purpose is to construct a theory or a theoretical framework that reflects reality rather than the researchers own perspective or prior research results, one may need methods that assist the discovery of theory in data. If the purpose is to understand phenomena in-depth, the researcher needs methods for discovery of central themes and analysis of core concerns. Each of these suggestions has another side, for consideration. For example; if the researcher knows what is being envisaged? What are they likely to find? Knowing the complexity of others' understandings? Whether the researcher is testing prior theory rather than constructing new frameworks? Determining if a researcher is describing a situation rather than deeply analysing it? Answering these questions refers to the understanding of qualitative research approach and its functioning thereof.

Limitations of qualitative research design

The aim of qualitative analysis is a complete, detailed description, exploration, explanation and comparison. No attempt is made to assign frequencies to the linguistic features which are identified in the data, and rare phenomena receive (or should receive) the same amount of attention as more frequent phenomena. Qualitative analysis allows for fine distinctions to be drawn because it is not necessary to shoehorn the data into a finite number of classifications. Ambiguities, which are inherent in human language can be recognized in the analysis. For example, the word "red" could be used in a corpus to signify the colour red, or as a political categorization (that is socialism or communism). In a qualitative analysis, both senses of red in the phrase "the red flag" could be recognized. The main disadvantage of qualitative approaches to corpus analysis is that their findings cannot be extended to wider populations with the same degree of certainty that quantitative analyses can. This is because the findings of the research are not tested to discover whether they are statistically significant or due to chance (Cohen & Crabtree, 2006).

For this study, the use of a qualitative research approach enabled an in-depth appreciation of the participants' responses and a detailed understanding of the effectiveness of CPFs in Glenwood suburb and Cato Manor Township, Durban.

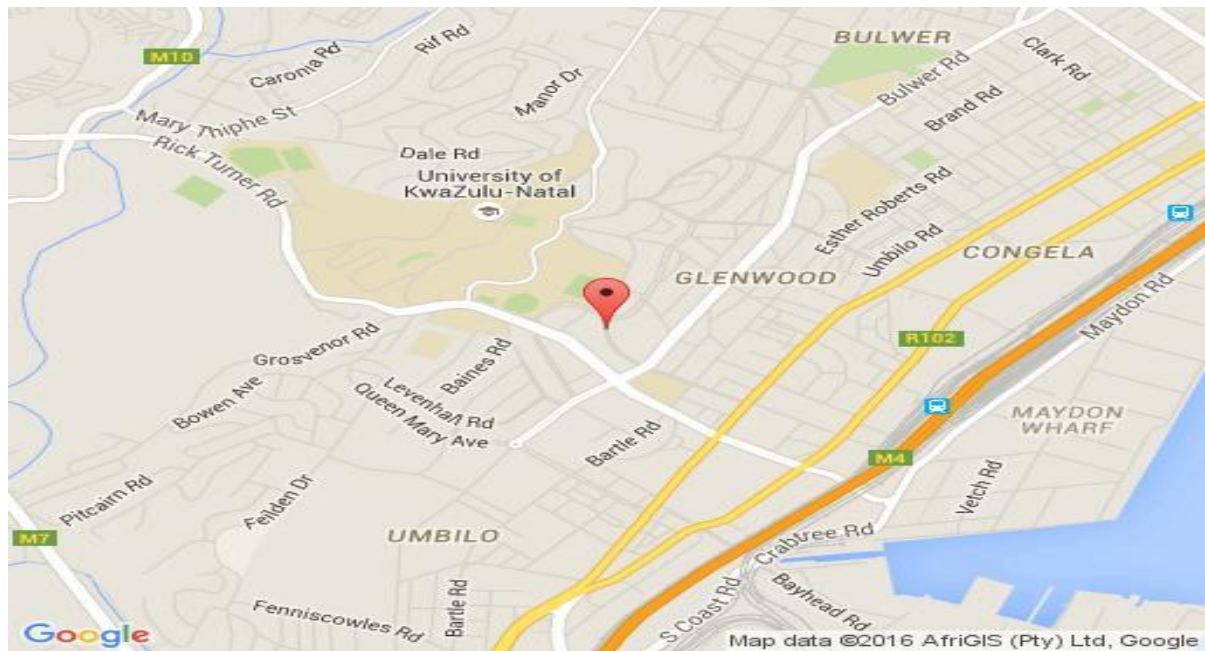
Study location

The data for this study were collected in two locations in Durban namely: Glenwood suburb and Cato Manor Township.

Glenwood suburb

Glenwood is a residential suburb located in Durban (Figure 1 and 2) in the district of *eThekweni* in the province of KwaZulu-Natal (KZN), South Africa. It is one of Durban's oldest suburbs as it was established to serve the picturesque port which it overlooks.

Figure 1: Map of Glenwood (Google Maps 2017).



Glenwood is close to most of Durban's countless amenities and tourist attractions. Due to its proximity to Durban's southern industrial hub of Mobeni, Jacobs and Prospecton, Glenwood is a convenient retreat for visiting business executives as well as holidaymakers (Ethekewini Municipality, 2016: np).

Figure 2: Area image of Glenwood (Google Images 2017).



Cato Manor

Cato Manor (Figures 3 and 4) was established in Natal (now KwaZulu-Natal) and is situated 5km west of the Durban city centre. The township was known for its rich cultural and political heritage. Cato Manor had been in existence since the 1650s when the area was occupied by numerous small-scale chiefdoms.

Among the chiefdoms was the Nqondo clan who were replaced by the Ntuli clan in 1730. The township was named after Durban's first Mayor, George Christopher Cato in 1843 when it was given to him as compensation for another portion of land previously used for military purposes. It was also intended as a reward for his years of personal dedication to community service and recognition as Durban's first Mayor in 1865 (Cato Manor Development Association Status Report, 2000: np).

Figure 3: Map of Cato Manor (Google Map 2017).



Figure 4: Area Images of Cato Manor (Google Images 2017).



Cato Manor covers a geographical area of 1800 hectares. It is estimated that 93 000 people settled in the area through mass invasions in the late 1980's and early 1990's. Cato Manor had been left vacant since the 1950's and 1960's following apartheid forced removals of an estimated 150 000 people. Despite the successes of the Cato Manor Development Programme, residents include some of the poorest of the urban poor. The area remains characterised by a high unemployment rate and social fragmentation. At the same time, Cato Manor residents are increasingly taking the initiative in the development of the area and there is a high level of community organisations, citizen action and participation (Ethekwini Municipality, 2016: np).

Study population

Qualitative research data collection usually involves a smaller sample than would be the case for quantitative approaches. The benefits of the qualitative approach are that the information is richer and has a deeper insight into the phenomenon under study. The study population (Table 1) consisted of members of the SAPS, Community Safety and Liaison officials; CPFs and community leaders; and ordinary community members. Together, there are 55 participants who took part in the study. Their complex and detailed understanding of the effectiveness of CPFs in the study areas was explored. As previously explained, the study in question is descriptive and exploratory in nature and accomplished by means of the application of documentary study, FGDs and interviews. In each study area, there were two (2) FGDs consisting of ten (10) participants each and the total of fifteen (15) interviews for both study areas.

Table 1: The selected study sample

Community Safety & Liaison Officials: Assistant Director crime prevention & partnerships (KII)	SAPS Officials: Station Commanders Sector Managers (KIIs)	CPFs Leaders: Chairpersons Secretaries Community engagement (KIIs)	Community Leaders: Counsellors (KIIs)	Community Members: Business Ordinary Citizens (FGDs)	Total
1	3 (Glenwood) + 3 (Cato Manor) = 6	3 (Glenwood) + 3 (Cato Manor) = 6	1 (Glenwood) + 1 (Cato Manor) = 2	20 (Glenwood) + 20 (Cato Manor) = 40	55

The total number of participants in both study areas was forty (40) for FGDs. In each study area, there were three (3) CPFs leaders and three (3) SAPS members for KIIs, totalling to twelve (12) for semi-structured interviews. For policy purpose in CPFs, one (1) official from Community Safety and Liaison were interviewed. Two (2) Community leaders (Counsellors) were also interviewed, one (1) from each area. Participants included Africans, Whites, Indians and Coloureds, speaking different languages. Some were fluent in isiZulu and English, to be precise, and any language of understanding referring to selected residents of the study areas.

Sampling procedures

Relevant literature shows that research topics in the social sciences and in the field of criminology are complex and require a combination of sampling techniques to adequately explore the phenomena of interest. The use of mixed method sampling strategies can greatly strengthen the research design of most studies in the social sciences.

Although there are many kinds of sampling techniques they can be divided broadly into two types: probability and non-probability. Probability sampling allows us to specify the probability that any given element in a population will be included in the sample, while non-probability sampling does not permit one to determine the likelihood that an element in the population will be selected. Probability sampling, therefore, has significant advantages over non-probability sampling.

To select the participants of this study, two sampling methods were used namely purposive and random sampling. Purposive sampling is based entirely on the judgement of the researcher. Researchers rely on their experience, ingenuity and previous research findings to obtain participants deliberately to ensure that the sample obtained may be regarded as representative of the relevant population (Huysamen, 2001). Purposive sampling involved hand picking participants from the target population (from the SAPS, CPFs and community leaders). This sampling was relevant to this study because the participants selected informed the researcher's understanding of the area of investigation.

Simple random sampling gave everyone an equal chance of being selected (Cohen & Crabtree, 2006). While simple random sampling from a list of the population is less costly, a limitation is that constructing and purifying the list can be both time-consuming and expensive. However, when little is known about the population and a reasonably accurate list of elements is available, as in the present study, a simple random sample is usually the best choice. Using a probability sampling technique, the

researcher randomly selected forty (40) community members from both the study areas to participate in the study.

This allowed the researcher to collect data from various organisations and communities. The information collected provided the appropriate and relevant data required to illuminate the researcher's understanding of community policing, especially community policing forums.

Data collection techniques

In the field of social sciences, the two main means of collecting qualitative data are the individual interview and the observation of participants in groups. The three primary methods of data collection utilised in this study are interviews (key informant interviews – KIIs) and Focus Group Discussions (FGDs) based on an interview schedule and document study (literature review). Prior arrangements were made with the willing participants regarding the times that they would be available for an interview. The interviews took place at their places convenient to participants and the duration of ranged from 30 to 45 minutes, depending on how much information was forthcoming in each individual case. The FGDs took place at the community halls in both the study settings, and the duration ranged from 45 minutes to 90 minutes. Overall, data collection took a period of eight (8) weeks. In the FGDs, participants were not asked to answer each question individually, as compared to the KIIs. Rather, discussions developed naturally, allowing domination of certain participants over others. The researcher and three fieldworkers were multilingual African men and women experienced in gathering social data. The question posed, as guided by the interview schedule guide (see annexures: A, B and C), were asked in English but

participants were at liberty to respond in whichever language they felt most comfortable, especially English and IsiZulu.

Interviews

According to the Centre for Civil Society (2003:73) an interview “refers to any person-to-person interaction between two or more individuals with a specific purpose in mind”. Interviews are the most commonly employed method to collect information for qualitative research (Harding, 2013). The following types of interviewing methods were deployed in this study:

Key informant interviews

Data collection for this study was based on semi-structured key informant interviews (KIIs). It combined a set of pre-determined questions that enabled the interviewer to probe further. The semi-structured interview was appropriate for this study because it allowed for a free and open dialogue with the interviewees, and provided a unique opportunity to acquire in-depth information about CPFs in each of the study areas. This allowed for a great degree of flexibility and prompted participants to speak on issues that were relevant to this study.

The said semi-structured interviews were constructed in such a manner that more neutral social demographic information was requested at the onset of the interview and more sensitive questions posed later after the participant demonstrated being at ease and comfortable with the interview. The interview sessions would start with less sensitive (easy) questions to facilitate the conversation between the interviewer and the interviewee by creating an informal, friendly atmosphere that enabled a natural flow of ideas and opinions.

The advantage of a semi-structured interview technique was that it allowed participants the freedom to express their views in their own terms. This ensured that participants an opportunity to express themselves in their own words about the effectiveness of community policing forums in combating crime. Semi-structured interviews can also provide reliable, comparable qualitative data (Cohen and Crabtree, 2006). There was more in-depth information, which led to unexpected themes emerging. The researcher endeavoured to understand the perspectives and experiences concerning the relationship between CPFs, the police and the communities.

An interview schedule guide that was used ensured that key questions were asked in each interview (FGDs and KIIs). The ordering of questions was not fixed and the flow and sharing of views were more natural. The researcher posed probes without being directive or judgmental.

All the interviews were recorded on a digital audio recorder. The advantage of using an electronic recorder is that “it allows the researcher the opportunity to listen to the flow of discussion and the exact vocabulary used by informants” (Centre for Civil Society, 2003:74). Audio recording allowed the researcher to capture all the necessary information that was relevant to the study. Once all the information was recorded, the researcher transcribed the completed interviews. Although transcribing can be time-consuming it is nevertheless a helpful technique that allowed for the abstraction of all relevant and necessary data.

Focus groups discussions

Focus group discussions (FGDs) in their widest sense have continued to be a popular method of data collection throughout the 1970s and 80s within particular niches. A focus group is a type of in-depth interview accomplished in a group, whose meetings present characteristics defined with respect to the proposal, size, composition, and interview procedures. The focus or object of analysis is the interaction inside the FGD. The participants influence each other through their answers to the ideas and contributions during the FGDs. The moderator stimulates discussion with comments or subjects. The fundamental data produced by this technique are the transcripts of the group discussions and the moderator's reflections and annotations. The general characteristics of the focus group are people's involvement, a series of meetings, the homogeneity of participants with respect to research interests, the generation of qualitative data, and discussion focused on a topic, which is determined by the purpose of the research (Cohen and Crabtree, 2006).

A focus group combines elements of these two approaches by interviewing participants in groups. The application of the focus group technique, allows for the collection of an appropriate amount of data in a short period of time, although one cannot argue with full conviction about the spontaneity of the contributions from the participants. Nevertheless, some of the information gathered during an FGD session was of great worth, because it was collected with great difficulty through the simple observation of reality. For Bryman (2004), FGDs permit a richness and a flexibility in the collection of data that are not usually achieved when applying an instrument individually; at the same time permitting spontaneity of interaction among the participants.

FGDs were used in conjunction with KIIs. The selected FGDs involved discussions with the community members in the two study areas. Discussions were guided by schedule (see Annexure: C) developed by the researcher to explore the understanding and experiences of the participants regarding crime combating in the Glenwood and Cato Manor areas through use CPFs.

In each study setting, there were two (2) FGDs consisting of ten (10) participants each. This brought the number of FGDs participants in both Glenwood and Cato Manor to forty (40), and a total number of fifty-five (55) participants from different organisations and communities were included in the qualitative aspect of this study as indicated *Supra*.

Literature Review

According to Welman, Kruger and Mitchell (2005), in an academic research, the classic way to identify a research problem is to conduct a literature review. Bryman (2004) identifies different reasons why a review of literature is so important. These include discovering recent and authoritative aspects about the subject, identifying the available instrumentation that has proven validity and reliability, and to ascertain the widest definitions of key concepts in the field. In other words, a review of literature is aimed at contributing towards a clearer understanding of the nature and meaning of the problem that has been identified (De Vos et al. 2002).

Several primary and secondary sources were consulted by the researcher. These include; government policy documents, textbooks, unpublished dissertations and

theses, peer-reviewed journal publications and personal (semi-structured) interviews with the selected study participants.

Methods of data analysis

Languaged data were generated through KIIs and FGDs. These data were presented according to emergent themes. To gain a better understanding of the effectiveness of CPFs in crime combating, narrative accounts were thematically analysed. Thematic analysis is a method for identifying, analysing and reporting patterns (themes) within data as it organises and describes data in detail (Braun and Clarke, 2006). At the heart of thematic analysis the familiarisation of data by the researcher. Data familiarisation was possible because the researcher personally conducted audio-recorded interviews (KIIs and FGDs) and transcribed them. This process allowed the researcher to familiarise with the data for an expedited and insightful analysis.

Following this thematic transcription, the scripts were analysed using NVivo version 8 software. This software organised the raw data so that it was possible to link and compare thematic issues within and across documents. The list of “starter nodes” was generated from an initial entry in a project journal in the software where the questions and assumptions brought to the report were outlined. The software gave results that allowed for a deeper examination and management of the qualitative data that might not be possible in traditional coding.

Two distinct types of coding were used in the analysis. The first was *descriptive coding*, which described the cases in the study. This process related both to the coding of information in categories and the creation of attributes to clarify them. The second type

was analytical coding, which was done by selecting source content to interpret and reflect on the meaning of the data to arrive at new ideas and categories. The process entailed gathering material that could be re-thought and reviewed given the growing understanding of the inter-relationship of the categories in the data. Topic coding was not undertaken because the study already had relevant topics under different themes. The original themes had been embedded within an interview schedule (see annexures: A, B and C). The themes generated in the analysis were modified to suit the aims and objectives of this study.

Rigour in qualitative research: Ensuring Trustworthiness

Gathering of raw data in a semi-structured way is the default data collection process in qualitative research. This study adopted semi-structured interviews with FGDs and KIIs as the preferred data collection modes. Raw data has been kept in the form of transcripts of responses from the questions posed to the participants in this study. It should be noted that a true reflection of qualitative study findings is ensured by means of the maintenance of vast records of interviews and by documenting the data analysis in detail. The selected participants of this study were attentively listened to (by the researcher) during the interviews to obtain trustworthy information that closely represents what they meant. The researcher used proper recording techniques to capture all the reported data. The accuracy of the study findings was attained by the researcher through reporting the exact participant responses, and seeking clarity from the participants when the need arose.

For this study, processes to ensure that data collection methods meet the requirements of trustworthiness were duly followed and considered. Methodological and disciplinary conventions and principles were applied to ensure trustworthiness of this study.

The trustworthiness of qualitative research generally is often questioned by positivists, perhaps because their concepts of validity and reliability cannot be addressed in the same way in naturalistic work. Nevertheless, several writers on research methods, notably Silverman (2001) have demonstrated how qualitative researchers can incorporate measures that deal with these issues. Similarly, investigators such as Pitts (1994) attempted to respond directly to the issues of validity and reliability in their own qualitative studies. Many naturalistic investigators have, however, preferred to use different terminology to distance themselves from the positivist paradigm. Guba (1981) proposes four criteria that he believes should be considered by qualitative researchers in pursuit of a trustworthy study. By addressing similar issues, Guba's constructs correspond to the criteria employed by the positivist investigators.

Credibility (in preference to internal validity)

One of the key criteria addressed by positivist researchers is that of internal validity, in which they seek to ensure that their study measures or tests what is intended. According to Shenton (2002), the qualitative investigator's equivalent concept, that is credibility, deals with the question, "how congruent are the findings with reality?" Lincoln and Guba (1985) argue that ensuring credibility is one of the most important factors in establishing trustworthiness. For this study, the researcher interpreted the data received from the participants in a theoretically sound manner. Three theories (discussed in the previous chapter) articulate realities concerning community policing. The researcher

further used multiple sources of data collection (FGDs, KIIs, document analysis and even spent long periods of time with the selected participants in the natural setting to understand their perceptions on the subject under investigation. This helped in getting a better understanding of the participants` views regarding the combating of crime.

Furthermore, the following provisions were made by the researcher to promote confidence in the accuracy of the collected data in this study:

- (a) The adoption of research methods was well established in a qualitative research approach.
- (b) The development of an early familiarity with the culture of participating organisations before the first data collection took place. This was achieved through consulting appropriate documents and preliminary visits to the organisations themselves and the selected settings in Durban.
- (c) Utilisation of purposive and simple random sampling methods in the selection of participants of this study. Although much qualitative research involves the use of purposive sampling, a random approach negated charges of researcher biases in the selection of participants.
- (d) Triangulation involving the use of different methods, especially FGDs and KIIs, which formed the major data collection strategies was important. Whilst focus groups and individual interviews suffer from some common methodological shortcomings since both are typical interviews, their distinct characteristics also resulted in individual strengths.

- (e) Tactics to help ensure honesty in informants when contributing data were developed. Each person who was approached was given an opportunity to refuse to participate in the project so as to ensure that the data collection sessions involved only those who were genuinely willing to take part, and prepared to offer data freely. Participants were encouraged to be frank from the outset of each session, with the researcher aiming to establish a good rapport in the early stages of interviewing.
- (f) Frequent debriefing sessions between the researcher and his supervisor were constantly held. Through discussion, the vision of the investigator was widened as the supervisor brought to bear her experiences and perceptions. Such collaborative sessions were used by the researcher to discuss alternative approaches and drew attention to flaws in the study.
- (g) Peer scrutiny of the research project was welcome. Opportunities for scrutiny of the project by colleagues, peers and academics was welcomed. Feedback offered to the researcher at presentations (at colloquiums, symposiums and conferences) over the duration of the project was also welcomed. Different perspectives that such individuals brought allowed them to challenge assumptions made by the researcher, whose closeness to the project frequently inhibits his ability to view it with real detachment.

Transferability (in preference to external validity and generalisability)

External validity is concerned with the extent to which the findings of one study can be applied to other situations. In positivist work, the concern often lies in demonstrating that the results of the work at hand can be applied to a wider population. Since the

findings of a qualitative project are specific to a small number in a particular environment and among certain individuals, it is impossible to demonstrate that the findings and conclusions are applicable to other situations and populations. If the situations are to be like that described in the study, then transferability can happen. Again, if another researcher can subject the findings of this study to similar circumstances, or apply the same research design and methodology, almost the same results could be obtained.

Dependability (in preference to reliability)

In addressing the issue of reliability, the positivist employs techniques to show that, if the work were repeated, in the same context, with the same methods and with the same participants, similar results would be obtained. However, the changing nature of the phenomena scrutinised by qualitative researchers renders such provisions problematic in their work. This, as the published descriptions are static and frozen in the ‘ethnographic present. Lincoln and Guba (1985) stress the close ties between credibility and dependability, arguing that, in practice, a demonstration of the former goes some distance in ensuring the latter. This may be achieved using “overlapping methods”, such as the focus group and individual interview.

To address the issue of dependability more directly, the processes within the study should be reported in detail, thereby enabling a future researcher to repeat the work, if not necessarily to gain the same results. Thus, the research design may be viewed as a “prototype model”. Such in-depth coverage also allows the reader to assess the extent to which proper research practices have been followed. It will enable readers of the research report to develop a thorough understanding of the methods and their

effectiveness. This study NVivo version 8 software to analyse the collected data, which helped to prevent the researcher from making wrong deductions and interpretations of the themes. The researcher was also cautious and did not make his own deductions or suggestions to direct the view point of the participants. The researcher further took care of not manipulating the collected data to fit a certain viewpoint.

Reliability was improved through triangulation of multiple sources of data gathering (FGDs, KIIs and document study). Moreover, this study used a well-defined research design, describing what was planned and executed; the operational detail of data gathering, addressing the minutiae of what was done in the field; and reflective appraisal of the project, evaluating the effectiveness of the process of inquiry undertaken.

Confirmability (in preference to objectivity)

The concept of confirmability is the qualitative investigator's comparable concern to objectivity. Here steps must be taken to help ensure, as far as possible that the findings are the result of the experiences and ideas of the informants, rather than the characteristics and preferences of the researcher. The role of triangulation in promoting such confirmability must again be emphasised, in this context to reduce the effect of investigator bias. The detailed explanation of how the data was collected and analysed in this study supported confirmability. This enables other researchers to scrutinise the adopted research design and methodology and if the same data collection methods can establish similar conclusions. Furthermore, the following principles of confirmability were considered in this study by the researcher as suggested by Miles and Huberman (1994):

- (a) The beliefs underpinning decisions made and methods adopted were acknowledged within this study,
- (b) The reasons for favouring one approach when other were explained and the weaknesses in the techniques actually employed were admitted.
- (c) In terms of results, preliminary theories that ultimately were not borne out by the data were discussed. Much of the content in relation to this was derived from the ongoing “reflective commentary”.
- (d) A detailed methodological description was acknowledged which enables the reader to determine how far the data and constructs emerging from it may be accepted. Critical to this process is the “audit trail”, which allows any observer to trace the course of the research step-by-step via the decisions made and procedures described. The researcher chose a data-oriented approach, showing how the data eventually leading to the formation of recommendations was gathered and processed during this study.

Ethical considerations

Ethical issues form an integral part of any research project. Bryman (2004) argues that access to the research site is usually mediated by gatekeepers who are concerned about the researcher’s motives. Entry into the field was gained after all the formal requirements were fulfilled. In all cases, informants participated voluntarily and they were assured that their identity would remain anonymous. This research ensured anonymity and confidentiality by using pseudonyms and obtained informed consent from the participants.

The importance of good research ethics is growing both locally and internationally, to promote the application of ethical standards to human beings, animals and the environment. The National Committee for Research Ethics in Science and Technology (NENT) (2007: 11) highlights that just as ethics is about a vision of the good life, research ethics is about a vision of good knowledge. The term “research ethics” refers to a diverse set of values, norms and institutional regulations that help constitute and regulate scientific activity. Ethics may be operationalized as good research practice. Good research practice entails that the aims of research do not violate common morality, ethics and respect for human dignity. Good research practice also entails that the researcher respects current regulations and principles of research ethics. Both the researcher and the research institution are responsible for accommodating and exercising good research practice.

The field of research ethics contains many elements. Research has a fundamental ethos, namely the search for truth. At the same time, research ethics emphasizes that research has a more general responsibility to society. Research ethics also concerns the internal relationship among researchers, as well as the relationship between researchers and others people. Research may, in addition, have consequences for animals and the environment. These guidelines attempt to cover all these elements for everyone who is involved in research.

The researcher understands the ethical and legal responsibilities of conducting research. With that in mind, the participants were treated with respect, as co-creators of knowledge within the social science context. Bryman (2004) states that researchers

have two basic categories of ethical responsibilities, namely: the responsibility to those, both human and non-human, who participate in the research project or study, and the responsibility to the discipline, namely to be accurate and honest in the reporting of their research.

The researcher further advocates that research ethics constitute a set of moral principles that are suggested by any individual or any group, subsequently widely accepted, and that offer rules and behavioural expectations about a correct conduct towards experimental subjects and participants, employers, sponsors, other researchers, research assistants and students. Therefore, the researcher abided by the ethical code of conduct in the social sciences research and exercised the ethical obligations regarding the participants involved in this study, since the participants were informed that this study would not contain any derogatory statements towards other human beings, and would not involve any object that might harm them, either physically or emotionally. The participants were also not obliged to participate in this study, and if they did take part, their identities would remain anonymous.

For this study, the researcher abided strictly by the SAPS National Instruction 1/2006, as well as by UKZN's policy on research ethics. The following known ethical principles were honoured by the researcher:

1. The researcher understands that he is not supposed to harm (protection from harm) the experimental subjects or participants – the participants should be given the assurance that they will be identified against any physical and emotional harm;

2. The researcher must seek informed consent from institutions prior to conducting the research, and the necessary permission from the participants shall be obtained as well after they have been thoroughly and truthfully informed about the purpose of the interview and the investigation (see annexure: I)
3. In no way is the researcher supposed or allowed to deceive participants;
4. The researcher shall not at any time violate the privacy of participants. This shall be ensured at all costs;
5. Researchers shall guard against manipulating participants or treating them as objects or numbers rather than individual human beings; and
6. The researcher is neither supposed to nor allowed to release or publish the findings of the study without the consent of the participants.

The above ethical principles derive from the following guidelines, which also inform the South African Police Service National Instruction 1/2006: research in the service document outlined further below.

The Belmont Report

The National Research Act was signed into law on 12 July 1974 and enacted by the 93rd United States (US) Congress to pave way for the creation of the Protection of Human Subjects of Biomedical and Behavioural Research. Its objective was to ensure that all research involving human subjects is conducted humanely and in accordance with the principles. According to this report, researchers, as with this study, must adhere to the following principles:

Respect for Persons: This has at least two ethical considerations. The first is that the individual human research participant is treated as an autonomous being—a person who makes decisions or deliberates for herself about personal goals and then acts upon them. The second is that those persons who are not able to make and carry out decisions for themselves, such as children or sick people or those who have a mental disorder, must be protected from coercion by others and from activities that harm them. All participants in this study were treated with respect and as autonomous agents who are capable of deliberating on the study subject under investigation, and to act under such deliberations. Moreover, in this study, participants entered the research program voluntarily and with good information about the research goals.

Beneficence: This deals with the well-being of the individual. In the Belmont Report, beneficence is understood as an obligation, that is, to do no harm and to “maximize possible benefits and minimize possible harms” to the individual research participant. This study emphasised the fact that the participants should be treated in an ethical manner, which included ensuring that their well-being was protected against any harm.

Justice: This study acknowledges that the basic principle of justice is based on the fact that all people should be treated equally.

Human Sciences Research Council Policy (HSRC) on Research Integrity

The Preamble suggests that the value and benefits of research are vitally dependent on the integrity of research. While there can be and are national and disciplinary differences in the way research is organized and conducted, there are also principles

and professional responsibilities that are fundamental to the integrity of research wherever it is undertaken. These principles are founded on the following:

- a) *Honesty* in all aspects of research
- b) *Accountability* in the conduct of research
- c) Professional courtesy and fairness in working with others
- d) *Good stewardship* of research on behalf of others

UNESCO guidelines on research ethics Code of Conduct in Social Science Research

The United Nations Educational, Scientific and Cultural Organisation (UNESCO) attaches the highest priority to the maintenance of high standards of integrity, responsibility and accountability in the research it supports. This applies to all aspects of that research from collection, recording, citing and reporting to the retention of scientific material.

As UNESCO fosters international, interdisciplinary, comparative and policy-relevant social science research, network and research activities will take place in many parts of the world, and within a variety of economic, cultural, legal and political settings. Researchers may therefore inevitably face ethical, sometimes legal, dilemmas from competing obligations and conflicts of interest.

For the most part, researchers will be aware of the potential difficulties arising from their work. However, UNESCO is concerned to draw the attention of all researchers to certain areas in which conflicts between ethical principles and aims of the research might arise and to stress the need for their resolution. Therefore, a set of Ethical Guidelines has been developed to provide a framework to guide research practice. They

are intended to act as signposts rather than detailed prescriptions or regulations. They are not intended to be a substitute for the scientific and professional judgement of the individual researcher. UNESCO encourages the participating institutions and networks to develop policies and promote information sessions for awareness-raising concerning ethical issues in social research.

South African Police Service National Instruction 1/2006: research in the service

Application to conduct research in SAPS is guided by National Instruction 1/2006. The purpose of this instruction is to regulate requests to conduct research in the Service by persons from outside the Service or by employees who wish to conduct the research for private purposes (such as for the purposes of their studies). The researcher adhered to the sections (1-6) of the said document and fully understood the instructions in his capacity as an applicant, and undertook the submission of indemnity and declaration documents (see annexure: J). Gatekeeper permission was granted by the SAPS (see annexure: E).

The University of KwaZulu-Natal Policy on Research Ethics

Ethical Clearance was granted by the University of KwaZulu-Natal Human and Social Sciences Research Ethics Committee (see annexure: D). This study, adhered to all the UKZN Policy on Research Ethics (2014: np). Research at UKZN is conducted and governed within the framework of policies and guidelines that promote impeccable ethical standards. All research protocols, irrespective of the level (undergraduate, postgraduate, post-doctoral, staff research) are reviewed, using a standard pre-determined set of criteria. Studies are categorised as either: Green: No Risk (no human participant involvement); Orange: Minimal or Low Risk and Red: Increase over

Minimal Risk or High Risk. Expedited reviews are conducted on protocols in the Green and Orange categories. Any research protocol classified as Red is subject to a Full Committee Review. Studies classified as Red include the following but are not limited to: Children (depends on the nature of the enquiry), teenagers (under 18 years of age), pregnant women, women living in unequal relationships, people living in poor socio-economic conditions, people living with HIV, prisoners, and mentally compromised individuals.

For this study, the Ethics Review (2014: 1) process included the following:

Gatekeeper permission

Gatekeeper permission refers to access into an institution/organisation. This access can either be physical or informational. All institutions/organisations have the right to be aware of and be given the right to grant or decline permission to a researcher to conduct research in their domains. Research being conducted in public settings do not usually need gatekeeper permissions, but one must be aware that some 'public' spaces, for example, malls, concerts among others are private spaces where management permission is required to conduct research.

Gatekeepers can only provide access permission and do not provide consent for the study. Consent is only obtained from the individual participants, caregivers, guardians among others. The gatekeeper permission letter must ideally be presented as an official document bearing either a school/company/clinic stamp or letterhead. An electronic communication is accepted provided that a corresponding e-mail address is attached. Permission was granted from different organisations (SAPS and CPFs).

Consent

The consent process consisted of two documents namely the information sheet and declaration of consent: The information sheet covered the aims of the study, data collection instruments, duration of data collection, risks/benefits of the study, HSSREC contact details, PI/supervisor and student contact details. The sheet also included information on how confidentiality and privacy would be maintained, how the psychosocial needs of the participants would be addressed, available referral patterns/mechanisms are in place, costs and benefits involved and what would be done to actively minimize potential risks. Other Considerations in the form included how the study findings would be appropriately disseminated among the research participants as well as the social value of the study.

The declaration of consent solicited participant confirmation that they understood the research process, their rights, including the right to refuse participation and/or withdraw from the study without any negative consequences. It also included a request for permission to audio-record/video record an interview. The form bore signatures of participants and date. While parental consent must be considered, where applicable for children under 18 years, this study did not include children under 18 years of age. Consent forms submitted to ethics review were not signed as recruitment comments *after* the study was approved.

Conclusion

With the information presented in this Chapter (four), it can be deduced that this study was executed an appropriate research design and methodology to fulfil the aims and objectives guiding this study as outlined in Chapter one of this study. This chapter has

outlined the research methodology employed for this study. The research design and methodology utilised to fulfil the aims and objectives guiding this study as well as ethical considerations have been outlined. The following chapter presents the study findings.

CHAPTER FIVE

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

Introduction

This chapter presents' primary findings collected from Community Safety and Liaison (CSL) officials, SAPS members, CPFs leaders, and community members (business and ordinary citizens). The two qualitative modes of data collection (FGDs and KIIs) were used to obtain the stakeholders' attitudes, experiences, views and opinions on the effectiveness of CPFs in crime combating in the selected areas in Durban metropolitan area, namely; Glenwood suburb and Cato Manor Township. The findings are presented as verbatim quotations from participants. Individuals are not identified by name, and this is in keeping with the policy of anonymity discussed earlier and for reasons associated with ethical considerations already outlined in the previous chapters.

Participants are identified through an alphanumerical method comprising an alphabet and two numbers, and an example of this notion is as follows: (A: 1:3). The first alphabet (A) to the folder in the voice recorder, the second digit (1) is the interview number in the said folder, while the third digit (3) is the sequence in which the cited interview was conducted.

Findings are discussed in relation to the objectives formulated in chapter one. While many of the themes overlap, the discussion has been clustered in terms of the following objectives and aims outlined in chapter one namely: To identify the community policing forums in the study settings; to explore and analyse the effectiveness of such

community policing forums; and to identify and ascertain the differences of such community policing forums between the two study settings. These are further refined into following four thematic issues reflected by the interview schedule (see annexure: A): (a) the level of crime, (b) community policing (c) community policing forums, and (d) the effectiveness of community policing forums. The theoretical framework informing the study and relevant literature are used to make sense of the findings.

The level of crime in the study settings

To find information pertinent to this research question, the following questions (in italics) were asked to participants:

1. What do you think about the nature and extent of crime in your area?
2. What measures are being undertaken to curb crime in your area?
3. What are the most prevalent crimes in your area?
4. Whose responsibility do you think it is to prevent crime in your area?
5. Do you think is the role of the community regarding policing in your area?

It should be noted that findings given below are classified according to the study settings (Glenwood and Cato Manor). However, it is important to firstly note and understand the responses based on Durban as a city.

The participant from Community Safety and Liaison clearly indicated that in Durban, crime is increasing and is most violent in nature. The following are the responses quoted verbatim, and no corrections were made on the language:

Well, for me I believe that crime is really increasing in Durban. It is also the impact that the violent crime has on the community because often times we have violent crimes in and around Durban. For instance, if you look at Umlazi for

the past couple of months we've had a family being wiped out and we've had another attacked in their own house, we've had a boy who was beheaded and castrated. All this happened in a space of about 8 weeks. Now, what that does is that it creates the fear of crime in the community and that then has an impact in terms of people looking at that and saying there is a lot of crime in the area. For me, I would think that most of the crime problems that we have in Durban are mostly petty crimes, theft (out of vehicles), and break-ins where small stuff is stolen and that is purely because of the whoonga addiction. Mostly, those people who are whoonga addicts would want to get something so that they could sell it so that they can get their drugs. Well, that's mostly what happens. As for the violent crimes, it's very sporadic but the impact is just so much that it creates a perception that there is a lot of crime. But one last thing that is also a reality is that because Durban is the only metro in the province, you'd find that there are a lot of people who are living in a very small area and then that means there is a lot of crime that would occur. You'd find that probably Durban alone would contribute maybe 25% of the total crime in the province and that then means that is where the challenge is in terms of the crime problems (KII-A:01:06).

On the measures that have been taken to curb the issues of crime, the participant expressed that communities have stood up and engaged with the issues of crime:

The biggest challenge is that of community safety after the apartheid regime. well the community, has the perception that the issue of community safety only lies in the hands of the police now that is a fallacy because of many reasons, one of the reasons is that crime occurs in the community and the people who have the information and knows who committed the crimes are the community members so they need to collaborate with the police so that they can be able to eradicate that, that's one part but the other part is that the resources that the SAPS have do not talk to the crime problems that we have, for instance, we have in KwaZulu-Natal about 11 million people and we have probably like 20 000 policemen and women. Now, the ratio if you were to take one police versus the people, it will tell you that it is not possible for us to be able to have the police present everywhere, all the time. So, for me, that would be the biggest challenge that we have and I think maybe as a government we need to put more effort in terms of educating the people and telling them, to say look, come to the party. I'm saying that because everywhere where the community has taken a stand and stood up for themselves there's a huge difference. I can cite a few examples. In Isipingo, they had a challenge of carjacking, especially at Lotus Park up until that community... They did everything, they marched, they barricaded the

roads, they did everything, they went to the police station, complaining, there's nothing that they didn't do up until... because every time that they did that a short-term measure would then be applied wherein police from other areas would purport and then they'd then be there and crime would go down but because of the reality that those members are also needed elsewhere they'd then be taken out and as soon as they are taken out, crime would escalate again up until then they decided to then take it upon themselves to then do something. I can tell you right now that there is a big difference. They are using their own vehicles to patrol, they are working very closely with the private security companies, Metro police and SAPS and that has had a huge impact (KII-A:01:07).

On the issue of common crimes faced by the city, a range of different crimes was expressed, but mostly contact crimes:

You are more likely to get the contact crimes. That would be your murder, attempted murder, assault and you're also going to get your property crimes where you're looking at theft, break-ins and all that. So that's basically mostly the crimes that you'll get and of course rape, you can't leave as it's a huge problem (KII-A: 01:08).

On the responsibility of preventing and combating crime, it was highlighted that there is no single entity that must deal with crime. However, it is a responsibility of every individual within communities:

There is no single agency or a single individual who can combat crime. What we need is a collaborated effort by the civil society, the community at large, government and the private sector. Everyone putting their efforts together to fight this... Otherwise, we will be fighting a losing battle. For instance, you as an academic, you are going to come with your research and give directions in terms of policy direction to say look because of this that and the other we think that this would be the best solution to address X, Y and Z. (KII-A: 01: 09).

It was also expressed that the community is necessary and adds value to policing in Durban Metropolitan Area, through collaboration:

It does. Every time where you see police having had a successful raid it is often through the tip-off from the community. Every time. When I interact with the community, I always tell them that the police have never gone to the Sangoma College where they go and be able to foretell what is going to happen or what had happened. It is only through our collaboration that we will then be able to then sort out the crime problems because in areas where you'd find that some people are arrested and the walk away it is because the community is saying we do not want to go and provide evidence that then becomes a challenge so wherever there is cooperation there is bound to be success (KII-A: 01: 10).

Crime levels in Glenwood

Crime remains disturbingly high in South Africa. This is because crime in South Africa possibly requires a combination both the long-term social crime prevention and an effective tough short-term law enforcement strategies as was an indication in the National Crime Prevention Strategy (NCPS).

On the nature and extent of crime in Glenwood, the participants expressed that there has been an increase in crime in the area, and sometimes it can be violent in nature:

Crime in Glenwood has consistently increased for a couple of years now and most violent, such as carjacking (KII-A: 02:06).

Very, Very high (FGD-A: 03:01).

Simply put it is property related crime, fortunately, we do not have serious crimes like murder. I am sure that there are rape cases just that suburbans tend to put that one in their closets but I still think that there is rape. Not that I am propagating for them, but if nationally we are saying that rape is one of the serious issues we need to deal with, gender-related crimes are issues but then in our area when you look at the stats you hardly see any. Like we know that domestic violence is present everywhere. Fortunately, those kinds of things are not reported in our area it is mostly property-related crimes. Like your petty theft, the stealing of cell phones, home appliances, furniture and including car theft. In this area, cars are like the hot cakes they tend to be stolen more often. These crimes are seasonal but at the same time they fluctuate. So when you observe the crime rates you will see that now that it is winter, it gets darker earlier so thefts will increase. When the police counter-react it subsides but then

if they is a certain activity and the police respond in time. There is no particular crime that is constant but in terms of the numbers, they fluctuate (KII-A: 04:06).

Umbilo firstly is a unique area in that it has a lot of migratory, where people actually go through the area. People from the North migrate all through the way to the South. People that are working in the South migrate from the opposite side all the way to the North. In Umbilo is caught in the middle, so the influx is that people travel through. With that, we find that people in Umbilo have to travel from different parts of Durban and we find that that's what makes a unique area in term of crime. You find that in Umbilo gets caught up in a lot of things. In a sense that if you take carjacking, for instance, the victim is possibly followed from another area and when he stops in Umbilo the criminals see an opportunity moment to do so because of the various exit routes in Umbilo (KII-A: 05:06).

On the measures that have been taken to curb crime, participants expressed that they have increased communication between the community and the police. Encouragement of crime reporting and strategic planning were also highlighted as some of the strategies of crime combating in the area:

Well, I would say that from our side as the CPF, we have been promoting communication between community members and the police. Also motivating residents to report the crimes, so that the police will be able to react properly. So that crime statistics will be factual and not based on a rumour. Then we will have programmes like for example tonight we will be having a joint patrol involving all the stakeholders being the security companies, the community and the police, government departments will also be there to observe. That also helps as we are not necessarily going to go out and arrest people but it will be just a show of force to show that the police are existing and the people that the CPF does not just work by itself but there are other people involved that is intended to hopefully get more people involved (KII-A: 04:07).

The measures taken are that we sit on a regular basis and we analyse the criminal activities that take place in Umbilo. We analyse our trio-crimes, our police-able crimes and also what is called non-police-able crimes. What we do is that we look at times that certain crimes take place. For example carjacking, we take the days that they take place, example on a Monday, Tuesday, Wednesday, Thursday, and Friday. We look at also the type of vehicle that is targeted. Also look for example as to the number of suspects, are they armed

are they not armed, the colour of the firearm, whether it is a pistol or a knife. Looking also at the type of vehicle that they come in, whether they were on foot or in a vehicle. So all this we take and we analyse it and then this helps us now to put our plans into place as to how we going to deal with it and do what we call our daily combating crime in our morning meetings that we have. Operational plans are then put into place around this, where we would say our crime prevention unit which responds to certain crimes will work from this time in the morning until this time of the afternoon. Within the hours of the times that these crimes occur. Our shift vehicles will then respond to complaints and will also have their own time to work in normally from 7 to 7 covering a 24 hour period. Then also whilst analysing we look at which are our hotspots, and we find that in and around a certain section there is a time when these particular crimes take place. We are also able to analyse which are the hotspots and we put our members into those areas at those times and those dates (KII-A: 05:07).

Regarding common crimes in the area, a range of different crimes was expressed, mostly property-related crimes:

The biggest crimes that happen in Glenwood are break-ins and hijackings, which also include breaking into vehicles. There is a lot of what you could call petty crimes such as the stealing of cell phones (KII-A: 02:08).

Hijackings, Muggings, House Break-ins, theft

Prostitution, Car theft, Drugs (FGD-A: 03:08).

Simply put it is property related crime, fortunately, we do not have serious crimes like murder. Like your petty theft, the stealing of cell phones, home appliances, furniture and including car theft. In this area, cars are like the hot cakes they tend to be stolen more often (KII-A: 04:08).

When I look at the common crimes that come up it is theft out of the motor vehicle, opportunistic crimes where someone is walking past and they see that there are valuables in the vehicle or the vehicle is not safeguarded, they will break into the vehicle and steal and then quickly move out. Then you get your house break-ins, where you get guys who will actually observe when houses are empty and then they will break into the house and steal property and they will leave. They steal at that particular time because they know they will not be disturbed at that time. You also get common robberies, all of which are opportunistic crimes, where guy when he sees someone on the street that is talking on his/her cell phone and they steal it. We live in a society that has so

much technology, where people are always on their cell phones or they have headsets on. This makes the victim unaware and their property can be easily stolen from them and can be quickly disposed of by the criminal. In a sense that if I steal your cell phone and it is worth about R10 000 but I can quickly sell it for R500 because there is a demand for such items (KII-A: 05:08).

On the responsibility of preventing and combating crime, it was highlighted that there is no single entity that must deal with crime, however, it is a responsibility of every individual within the community. It was also expressed that the government is also responsible for crime prevention, it can do so by elevation of poverty and the provision of employment:

It is the government's responsibility. Me as a person I know that there is crime, I need to make sure that the safety of my house is up to standard because I know that there is a high crime and also make sure that my car is locked in my garage. When I come home I am very aware of my surroundings, this would play a big role for my safety this shows that I also need to be responsible because I know that crime is increasing. Crime is also related to things like poverty and lack of jobs, so then whose responsibility it is to stop crime, I guess it is the police as they are tasked with crime prevention. To make sure it does not happen so much and to have measures so it does not happen. But crime is also a displacement the police do something so that they push the crime outside of their areas because there are criminals. As long as they are criminals there will also be crime and as long as there are poverty and lack of jobs there will be crime. So I guess you will have to solve the social issues before you get to deal with solving the entire crime issue (KII-A: 02:09).

It is everyone's responsibility to prevent crime and that is also possible if everyone understands their capacity as well. In that it is everyone responsibility but I cannot say it is everyone's responsibility and as a civilian you go out and arrest someone. As you do not have the capacity and you do not have the knowledgeable recourse as to how you can conduct yourself when you do it. As much as there is something called a citizen's arrest but you have to understand what it entails before. For us as community members our responsibility is to observe and report. Then the police are responsible for protecting and serving the community. So it cannot be a one-sided approach, everyone must get involved and take action (KII-A: 04:09).

To prevent and combat crime, it is a two-way street. It is the responsibility of the police and the community. Hence we have the partnership with the community which is community policing because where the police cannot be there at all times there is always a member of the public around who sees what is happening. So that quick call or the formation of community structures such as community patrols can help in the combating of crime (KII-A: 05:09).

It was also expressed that the community is necessary and adds value to policing in Glenwood, through a collaboration with the law enforcement agencies, such as the SAPS:

Yes, they definitely do, from a community policing point of view the community is necessary and they definitely add value to curbing crime in the area” (KII-A: 05:10).

To a certain extent yes, making sure your area is safe. I think it is very important that they work together with the police and the community because they get to live it and they are part of the community they know more about what happens in the surroundings because they live there. Police members do not live in your area, they can work there but not live there, they have an understanding of what the community has said. The community comes up and says, but we must remember that some people do not report crime, it happens so they think that there is no police or security guard but neighbours will know what has happened in their area or group. I think it can keep the police updated about what is going on even if crime is not reported. So the investigating and having people who are in certain places who work with the police, it is basically more of ears on the ground. I think if they band together and did patrols, like in CPFs some the communities do patrols, they can’t arrest but they can advise and have patrols and they also help the police know exactly where to go and not where to go so time is not wasted in certain places (KII-A: 02:04).

Yes, we do as we also are also required to ensure our own personal safety so therefore we do have a role in making sure that we all feel safe as a community.

Yes we do, we need to do whatever it takes to keep ourselves and our neighbours safe (FGD-A: 07:04).

Yes, they do add value because without them the police will not have a direction. They will not know where to begin for example let’s say, a crime incident is not reported, how are the police going to know that this happened. Information is

gathered by the police from the citizens. You have situations where people will observe and talk about it that does not make sense because they have to report it because if you just talk about it you are just starting a rumour. For example, today the hottest cake in the news was that a certain area there have been 18 car thefts within a week, so the news just got hold of a rumour that was not actually true. Because the rumour made it through to the news we were granted an opportunity to clear the air, so that things can be put into context. So it is everyone's responsibility and unfortunately some people like bad news. There needs to be proof for rumours that go around (KII-A: 04:10).

Cato Manor's responses to the level of crime

On the nature and extent of crime in Cato Manor, participants expressed that crime fluctuates in the area, but, currently it is on the rise and it can be violent in nature:

For me, I can say that the extent of crime in our area fluctuates. A lot of measures have been created to address crime in our area but it continues to occur. The most prominent thing that occurs is that people from outside our area who are criminals choose to come and hide in the informal settlement of Cato Crest that is within our area. Cato Crest used to have a very high rate of crime but due to the developments that have been made and the partnerships of various stakeholders such as the police, councillors, CPF and so on. Which makes it easier for us as the CPF intervene. For now, crime in our area is high. But is better than before. In the past, it was very high and this was something that was known throughout South Africa (KII-A: 09:06).

The crime rates in Cato Manor are waving up because of where Cato Manor is situated, which is very close to the CBD. Many people migrate to Cato Manor because they all come to Durban to seek employment. It is a challenge for people to live far from the area that they work in and the first place that people would see as close is Cato Manor. When a crime occurs in the CBD area it generally displaces to those areas that are surrounding the CBD. I can say that crime rates in Cato Manor continuously wave up and this constant migration or people that are just travelling through the area constantly require us to close all entrances leading into our area, especially on Fridays. On Fridays, crime prevention work actively starts at 12:00, we ensure that this runs smoothly when officers at our station change shifts because criminals are aware of this and they see this time as an opportunity to conduct crime. What we noticed that a lot of crimes are reported at the time when police officials change shifts, so we decided to have officials on standby during the handing over of shifts. The extent

of crime in our area fluctuates from time to time, sometimes we see a decrease and sometimes it escalates. We use various different strategies to address crime at different times. On the other hand, as much as we create and plan different strategies, criminals also do the same and we then have to follow up in curbing a new crime trend (KII-B: 01:06).

It's not going down, I would say it's high, even with the efforts of the police, CPF and the Counsellor to try and fight it. Crime here is mostly violent because most of them can lead to death (FGD-B: 02:01).

It is high

It fluctuates, but it is not going down (FGD-B: 04:01).

On the measures that have been taken to curb the issues of crime, the participants expressed that they have increased communication between the community and the police:

Measures that are undertaken to curb crime as mentioned above are to strategize and implement different crime prevention mechanisms (KII-B: 01:07).

What has happened is that we had to sit down with our leaders and the police to give individuals that work with crime intelligence. This was done in order to revive crime prevention programmes such as MPIMPA, Safer City, Sesifikile, Juluka Tsotsi, and KZN CCPA for us as the CPF to work hand in hand. These organisations are now visible in our area and we as the CPF work together with them. That is why we see crime decreasing in our area. People in the area would know that if someone gets involved in criminal activity the Juluka Tsotsi programme will get involved and people would know not to engage in criminal activity. These programmes are able to work together with the CPF to combat crime in our area. What we have done is also create WhatsApp groups where we are able to raise awareness, and also notify each other when crime occurs in a certain area so that everyone who is responsible for fighting crime can get together and do something. In this way, as a community, we can get together and fight crime, in this way we can increase the number of crimes that are reported to the police in our area (KII-A: 09:07).

Communicating with the police and providing them with information (KII-B: 03:02).

On the issue of common crimes faced by the area, a range of different crimes was expressed, but mostly violent and abuse related crimes. The participants also expressed that most of the crimes are alcohol-related:

Challenges that we face around the area is that we have a lot of taverns situated in our area, this causes great problems as it contributes towards crime. We as the CPF have notified the owners of these taverns together with the liquor board for us to work together to find ways to decrease crime. For examples if the taverns are close earlier there would be less crime and people will not be out drinking till the morning, because when people are under the influence of alcohol they get involved in a lot of criminal behaviours. Another thing is that are areas that are known for card gambling after those individuals have lost their money they come back to the community and cause house break-ins in order to get more money. Those are the things that we as the CPF are currently trying to address. The most common crimes in our area are house robberies, common robberies like mugging and we also have a very high rate of domestic violence. Domestic violence is when we meet people in relationships that argue and fight sometimes in the presence of their children (KII-A: 09:08).

We have a problem of that different crimes are common at different times, and there is no pattern which is as if criminals have a year plan of which crime to commit when. The thing is we cannot address 4 or 5 crimes that have been reported early in the month because when we turn our focus to that particular crime a new common one will emerge. As the police, we need to be spread out at all times in our area to address these different crimes. What is really common in our area and urgently trying to address in our area is murders, common robberies for example smash and grab. We have done different awareness programmes to address this, we gave out pamphlets that tell them which are the crime hot spots in our area but people just seem not to be interested until they are directly affected. Also common to our area are assaults GBH, what I have noticed about assaults is that people get hurt normally when they are returning from places where they consume alcohol. There are a lot of taverns in this area and that is very problematic because most of the murders that occur are mostly at these taverns. The thing with taverns is that we able to reach those individuals

who are licenced to sell liquor and liaise with them on strategies to curb this problem. Many taverns are not licenced and this makes working with them very difficult as we cannot charge them, what we normally do is to just close the tavern when we find that it is unlicensed. What also happens is that you find that people who own these unlicensed taverns they move around the area so they do not get caught and we as the police are of the impression that people are having parties but they are selling alcohol at different households (KII-B: 01:08).

We face different crimes such as house robberies, murder and assaults (FGD-B: 02:02).

On the responsibility of preventing and combating crime, it was highlighted that there is no single unit that must deal with crime, however, it is a responsibility of every individual within the community working together with the law enforcement agencies:

It is our responsibility as the community to fight against crime and also assist the police. I would also like to add that our CPF has worked very hard ever since it was formed to the extent that we have received an award from the MEC in KwaZulu-Natal for excellence. I am proud of our CPF as we consistently work hard to fight crime in our area, every month we have community programmes, we sit together with councillors and find solutions to better our community. Our CPF also engages with the Durban Westville Prison, for example when people who come out of prison on parole we are involved in ensuring that when the people are released from prison they are safe and so is the community. We are able to build relationships with inmates prior to them being released back into our community to ensure that they are well behaved when they come back and join our community. If the individual comes back and having not being rehabilitated and they continue being involved with criminal behaviour, we notify the correctional services for them to take the person back to complete their sentence (KII-A: 09:09).

They normally say it is the responsibility of the police but I really think as the whole community we have a joint commitment to combat crime. When the community voices out their concern about crime it makes the jobs of the police much easier. A great challenge that we have in our community is that we have informal settlements and when do raids or try to locate criminals it makes it very difficult when the community will not assist you in the community. Even

when you are trying to conduct an arrest of a known criminal, the suspect will run into the informal settlement and finding the suspect is very hard as the community may conceal them. Members of the community hide the suspect knowing very well that the suspect is wanted. As the police, we will go around in circles trying to locate the suspect but the community will know very well where the suspect is, and then as the police, we give up the chase. When it so happens the criminal commits that directly affects the person who was hiding the criminal, that's the only time they will report the suspect and tell the police that he was previously involved in a chase. The community has a great responsibility to prevent crime when the people decide that enough is enough the community can be much safer. We as the police without the community we are nothing" (KII-B: 01:09).

I would say that it is my responsibility as a person to prevent crime in my area. Everybody has a responsibility to help towards preventing crime

It is the responsibility of everyone in the community. Just to add onto that I have been working with correctional services in assisting them with the individuals that have been let out on parole. I was previously appointed at the time in prisons that are within KwaZulu-Natal, to mention a few Bergville, Estcourt, Pietermaritzburg, Empangeni, and so on. I was assigned to motivate the offenders up until they leave the correctional centre and go back to their community. Also to reconnect the offenders with their families, sometimes you find that the family has disowned the offender so what we can do is try and rebuild that relationship. Also reintegrate them back into the community and make sure that they are involved in the socio-development of the community (FGD-B: 02:04).

It was also expressed that the community is necessary and adds value to policing in Cato Manor Area, through a collaboration with the law enforcement agencies, such as the SAPS and academic institutions such the University of KwaZulu-Natal:

The community adds great value to policing in our area. In the past years, we have had workshops that were done by the scholars at Howard College called the Men's Corner. It was a platform for men to discuss their opinions. For instance, we would discuss the issue of the rape of young children, the issue of male violence at home, and so on we sat down as men and discussed these issues. This made enabled us to go back into our communities and speak about

these issues and get the community involved in addressing social issues (KII-A: 09:10).

Yes, it does add value. The people in our community are very willing to assist towards crime prevention in our area. But what I have noticed a lot is that people hide information and this contributes to the great number of crimes we have that go unreported in our area. When crime goes unreported it is very hard to address when the policing stakeholders in the community are not aware of what is going on. That's why it is necessary for the community and the police to work together in order to combat crime. That is why we need structures such as the CPF so people can feel free to report crimes if they are uncomfortable with going to the police (KII-B: 03:04).

Yes, the community adds great value in policing crime in our area. As a police without the community, you cannot do anything regards policing crime (KII-B: 01:10).

The phenomenon of community policing

The selected participants in both study areas were asked the following questions on their perceptions of community policing as a strategy to combat crime:

1. What is your understanding of community policing?
2. Do you think all SAPS members support community policing in your area?
3. If yes, why? If no, why not?
4. How well established is community policing in your area?

The participant from Community Safety and Liaison indicated that community policing is a philosophy aimed at achieving more effective crime control; reduce fears of crime, improved police services through proactive partnerships and programs with communities. In short, community policing is a partnership between the police and the community to solve safety problems. However, the participant went further to outline that in Durban, there is a challenge of change within the SAPS:

Well, it's a philosophy that looks at having the community being actively involved in policing matters, especially in their areas but the biggest challenge that SA is grappling with is that we have a previously militarised service that was a force that has suddenly become a service that is still trying to grapple with the issue of transformation in terms of having a common understanding with the community because every time we try as the member of community to interact they would then assume that this guy is now interfering instead of trying to intervene and then that causes some challenges in terms of community policing. If that can be addressed then half the battle will be won (KII-A: 01:11).

On the issue of SAPS members supporting community policing in Durban, the participant expressed that not all the SAPS members support the philosophy of community policing, raising the issue of interference:

No I don't. I think some of them are resisting because they have the perception that the community members are interfering with their work. You see, the mentality that the police had was that they perceived the community in a particular manner. The lens through which they saw us was that they called "vryman" which is like a free man in English. Now, it was because they perceive themselves as these elites vested with the powers to oversee our safety and our safety was primarily in their hands and now with the paradigm shift in terms of the policy direction and all that and the adoption of community policing. It was difficult for some to really accept that so then you are bound to find resistance if there's change so there are still those who perceive the community policing as something that is not necessary (KII-A: 01:12-13).

The participant also revealed that community policing in Durban, is not that well established due to lack of policy direction and support:

Well, it is not that well established but I think there is always room for improvement, especially you see my understanding is that community policing is just not a stand-alone issue on its own or policy direction it stems from the idea of saying that we need a participatory democracy and if that is the case people are going to be able to influence the direction that the operations of the police as well as the strategies that the police are going to take it means then that we need to empower those people because if you're going to give them such powers and not empower them the biggest challenge is that they will get there

and not know what they are going to do and then they find the police and the police often are very clued up and they know their story so they would say some things that would make community members not really to be as effective as they would be if they were informed so in as much as we do have the structures but more than anything for me we need empowerment (KII-A: 01:14).

Understanding of community policing phenomenon in Glenwood

When asked about the understanding of community policing, participants expressed that community policing could be seen as a working partnership between the police and the communities to prevent crime, arrest offenders, find solutions to recurring problems and enhance the quality of life of the community. Furthermore, it was also expressed that the partnership should ensure that the lives and properties of all citizens are protected; that the dignity of everyone is respected; and that the police service is rendered with courtesy.

Through this positive working relationship, the police can come into closer, more positive contact with the community and thus foster effective communication with the entire community it serves. The close cooperation between the police and the community has a positive spin-off in that it also fosters police professionalism and police accountability to the community being served:

Community policing is a partnership between the communities with their local police stations. The community must take ownership of what is happening in their community and together with their local police station, we form a partnership. Whereby we all look out for the interests and safety of the people in our community (KII-A: 05:11).

It is actually a relationship between the community and the police. It is responsible for taking the issues of the community regarding crime to the police and visa-versa in order to bridge that gap between the community and the police (FGD-A: 03:03).

My understanding is a preventative approach towards crime. It is more on go activity or countering what can happen. So if everyone can accept that to prevent something from happening it is way better than reacting. Yes, so that is my understanding of community policing (KII-A: 04:11).

Well, the general concept would mean community members getting involved in forums that have to do with crime marches and then the police, metro police and the community police. For example, Glenwood falls under Umbilo police station, those people would come together and they would discuss the crime statistics of the area. What zone or sector that community falls under, what the police and metro police are doing about the crime and what the community can do to help with crime and collectively get together to try and solve those specific crimes that are related to that area (FGD-A: 07:03).

When asked, whether all SAPS members support community policing philosophy, the participants expressed that not all SAPS members support such an initiative:

No, they do not. Because we are like the bad people, we are the ones that are supposedly coming to tell them how to do their jobs. That is the perception of certain officers. Also not all police stations have community policing forums because some do not want to accept or understand it and some just clearly do not want to work with the community. So it is very important to have a coordinator more especially on who is a station commander that accepts the idea of community policing, for them to see that in order to do their work effectively they have to involve people around. They need to pay attention to the fact that the community that they are serving is of primary importance. Like sometimes I feel that maybe it is that mere fact of motivation, certain people join the police force because of jobs not because they peruse it as a calling. So to have someone as a community member, they don't even call us CPF members they call us civilians so we are like aliens from somewhere. For them to have that person to come and say no captain or Sargent this is what is happening in my area, we need to deal with it and please do something about it, they do not want that. Fortunately, at my station, the relationship is good with the station commander and the general management relations are good. Fortunately, I do not have that challenge (KII-A: 04:12-13).

No, not all of them. I feel that it should be an interest of all members of the South African Police Services to support the notion of community policing. Because it makes your job so much easier; knowing that you have eyes out there. Also for my benefit as well because if I am not out there at that certain point and I have

formed a relationship with the community then the community can call me on my phone or send me a WhatsApp or get hold of us via the station, radio control or whatever. There is all these types of communications and ways of getting into to contact with one another. Therefore what it also does is that it hinders the criminal element. Whenever I am out on the road working and somebody calls, especially if they are sending a complaint that they are scared to point the person out. I would say no, point the person out because they must see that the criminal element must be eliminated. For example, if the community calls the police to a crime scene, the criminal must be called out so that he can be arrested, you must see that the people in that area and the police have a relationship making it much easier to combat crime. So criminal knows that when he is in this area I am going to be caught that causes the criminal to move out of the area, this is what we call displacement of crime. And if the next station area can do that then guess what crime can be displaced until we get rid of it. But what we find is that crime will not totally go away but it can be reduced (KII-A: 05:12-13).

When asked, how well established community policing is in the area, some of the participants expressed the following:

Well, I would say it is not that well established, but I would say there is progress because within my area we have a very functional CPF, we have community forums that run off from the CPF and we all work together (KII-A: 05:14).

I won't lie to you and say that the officers at my station are all good. It cannot be coated in that way. We do have challenges, even today we got a complaint from a person whose house got burgled into, the police who came to take the report were apparently rude to them but it is just one of those issues. What is good is that the head of the station understands and accepts, so everyone has to just follow in line. They do try not all potatoes are rotten and more especially the golden potatoes are very fresh (KII-A: 04:14).

Understanding of community policing phenomenon in Cato Manor

When asked about the understanding of community policing, the participants expressed that community policing could be seen a philosophy that guides police management styles and operational strategies. This philosophy emphasises the establishment of police-community partnerships and problem-solving approach responsive to the needs

of the community. This assumes that the objectives of the SAPS, namely the prevention, combating and investigation of crime; the maintenance of public order; the provision of protection and security to the inhabitants of the Republic and their property; and upholding and enforcing the law, can only be achieved through the collaborative effort of the SAPS, other government institutions, the organisations and structures of civil society, and individual citizens:

According to my knowledge community policing is a relationship between the police and the community to work together to fight against crime. For instance as a police officer you require information from members of the community in order to solve crimes. We as the community belong to our area and we know our area in and out, the police are sometimes not aware of what we know as the community. As community structures we are responsible for assisting the police (KII-A: 09:11).

I know that within community policing we have stakeholders that are required to work hand-in-hand to fight crime. The police and the police work together to combat crime. If we as the community can work together with the police we can decrease the rates of crime in our area (FGD-B: 02:03).

My understanding of community policing is based on the fact we have a community policing forum that we work with the police. We have a great relationship with the executive of the Cato Manor policing forum as they are able to bridge the gap between the police and the community. There are certain crime issues that the community does not feel comfortable discussing with the police the executive of the policing forum will intervene. They are able to talk to the community as they are also part of the community; members trust them and are more comfortable, they see police officials as outsiders. When members of the executive set up meetings with the community, they invite us as the police and we all interact with the community (KII-B: 03:11).

When asked, whether all SAPS members support community policing philosophy, the participants expressed that not all SAPS members support such an initiative:

I could say partly. When I first arrived in the area in the Cato Manor area a lot of police officials did not understand concepts of social crime prevention and

community policing. There was a big confusion regarding the duties of the community policing forum. There became a need to create a clear understanding and proper working relation between the CPF and the police. Members of the CPF must be able to trust and work together with the police. Currently the relationship between the CPF and the police has been well established as now the police officers in our station are aware of the members of the CPF and know what they do as a forum (KII-B: 03:12-13).

No, not all of them. The members of the SAPS support community police because you find that many people are not aware of community policing. I know that in our area when there is crime they resort to catching the criminal themselves and then you find acts of vigilante or mob justice which is not good (KII-B: 01:12-13).

Not all of them. To add to that there is great lack of understanding of how the police and policing forum work together. In most instances you find that when acts of vigilantism occur, the courts or police will normally let the criminal go and they go back into the community. Members of our community in most instances do not understand the negative effects of mob justice, there is a need for the community to understand that the police are there to assist. What the community needs to understand is that we as the community can be the eyes of the police as they cannot be everywhere. Acts of vigilantism are what breaks the relationship between the community and the police because people who are seen trying to fight the criminals will be seen as the criminal for assaulting the offender. This all happens because people do not have the necessary knowledge on how this partnership actually works (KII-B: 04:05).

When asked, how well established is community policing in the area, some of the participants expressed the following:

They are not that very well established. But there is always room for improvement (KII-B: 03:14).

Not well established, because if it was, there would be no high rates of crime (KII-B: 01:14).

Community Policing Forums as a strategy of community policing

As previously mentioned in Chapter one, a Community Police Forum is a group of people from different communities and police representatives who meet to discuss

safety problems in their communities. They aim at ensuring police accountability, transparency, and effectiveness in the community. Furthermore, the CPFs are established in terms of section 19(1) of the SAPS Act, Act 68 of 1995. The selected participants for the KIIs in both study areas were asked the following questions on their perceptions of community policing forums as a strategy to combat crime:

- 1. Are there community policing forums that have been established in your area?*
- 2. If so, what are these community policing forums?*
- 3. Who participates in these community policing forums in the area?*
- 4. What are the roles and responsibilities of partners in community policing forums?*
- 5. How often do partners interact with each other?*
- 6. What form does this interaction take?*

For the City of Durban, the participant from Community Safety and Liaison indicated that there are CPFs that have been established in different areas of the city:

Yes, well according to the SAPS Act you have to have a CPF with a station level, it's a must, so one of the key performance indicators for the station commander is to have a CPF at his/her station, actually that is up until the provincial commissioner because according to the Act it is the provincial commissioner who has to ensure that it is established so by him delegating the power to the station commander he then says you have to establish this so he then assesses the station commander as to whether he has established it and he also, in turn, is evaluated as to whether he did have all the stations with the CPFs (KII-A: 01:15).

Almost all. I've been through most of them. I've been to Cato Manor, I've been to Berea, KwaMashu, Ntuzuma, Inanda, Folweni, eMlazi, Isipingo (KII-A: 01:16).

On the issue of participation in the CPFs, the participant expressed that different stakeholders including the community, businesses and the police participate in the CPFs:

Well, it's mostly community members who are concerned with the issue of safety and who also understand that they need to play a role in the fight against crime. That's usually the people but there's also a substructure of the CPF called The Youth Desk that deals particularly with the young people because the understanding is that most of the people who are victims or perpetrators of crime are the young people so we have a structure that deals with that. Yes, young people. Well in white areas you'd find that business is much more hands-on but in African, predominantly African areas, businesses are very reluctant to be part of it (KII-A: 01:17).

On the issue of roles and responsibilities of partners in CPFs, the participant expressed the following:

Well, there's basically a few. The first one is that of building that community police relations because as you'd know our history is such that there was that mistrust between the community and the police and for us to take the country forward and also to make sure that we collaborate with the police we need them to start working on that understanding between the community and the police so that you can then get cooperation because you can't get cooperation from the community if they don't trust the police. So that's the first task. The second one is that of ensuring that there are crime prevention programmes, you know, because in as much as the police will be patrolling the streets, there'll be conducting the raids and stops and searches and all that but we need something that is way extra than that because some of the challenges that we are faced with have to do with social fabric and then we'll need that to have preventative measures that will say what is it that would provide ground for people to be involved in crime and then you try and address those through the CPFs, whether through the actual programmes or through facilitating other agencies that would be able to provide that service. That is what the CPF is there for but also one other thing is also to plan over site role of the police over the police because the two cannot be separated. You can't have, if you're going to have the community to be mobilised against crime, you need to have trust and if you're going to have trust then you need to then make sure that the person that you are

or the agency or the police as service are doing what is supposed to be done, what they are supposed to be doing otherwise you are going to have a situation where you are going to go to the community, try to get them involved and they tell you no we don't trust the police because of X, Y and Z. They are taking bribes, they are this that or the other, you know, and that then creates a problem so that is why it is important that you also play an oversight role so that you make sure that whatever is wrong is then addressed so that you can win back the confidence of the community (KII-A: 01:18).

On the interaction and the form of interaction, the participant outlined the following:

They meet monthly. The constitution of the CPF stipulates that at least they should meet monthly but some of them they might meet at least twice a month depending on that CPF and its dynamics. It is a meeting. What happens is that you have three sets of meetings no no no four sets. The first meeting is where you have the executive that would be your six people who are the office bearers, the chairperson, the deputy as well as one person from the police station who is the coordinator of the CPF. They sit and they are like the management committee that then provides direction to the wider body which is the CPF and then after that the CPF meets about a week later and their issues are then discussed. That is where the station commander then comes with the crime problems in the area, patterns, trends and all that and it tells them that these are the issues, this is what is happening, these are the areas that are most affected and then they are supposed to come up with a programme to say as a CPF what is it that we can do to address some of those challenges and then they come up with a programme and then address that but then you have a third... Oh because what happens is that because the station area is too vast what then happens is that it is then broken into small areas that are called sub-forums then you have other committees there so what happens is that after three months the general meeting is then called where all these sub-forums meet under one room so that they can then be brought up to say this is where we are and this is where are going, you know. So and then the fourth type of meeting is that of a community because they are also supposed to go back to the community to report to say look these are the issues and this is where we are, you know, and then they try to also get more members involved in the community (KII-A: 01:19-20).

Community Policing Forums in Glenwood

For Glenwood, the participants indicated that there is a CPF established in the area:

Yes. We have Umbilo Community Police Forum. We also have community watchers that we have also adopted as sub-forums. Due to that, we have two sectors, of which this is another challenge because our area is too big to have one sector. We have two sectors each has its own managers from the police side and from our side, there are executive members that stay in those respective areas. Those members are part and parcel of those safety activities that are happening and are part of the community watchers directly. We also have a youth desk that is the youth element and is there just to get young people involved in safety activities (KII-A: 03:15-16).

Yes in my area I have Umbilo Community Police Forum. There is also the community watch that falls under the CPF. The Umbilo CPF, what they have done is to further assist in the fighting against crime. They have actually placed up camps throughout the area on private property, they have put warning signs up and all the legalities have been put into place and this actually helps us to solve crimes. When there is a carjacking taking place, if it takes place within the where the cameras have been placed, registration number, make of vehicle and even the suspects can be identified through the video footage. What this then does for us as the police we can see how the partnership works. When a crime is reported in a certain area, we go and interview the complainant, we get the details down, we check if there is video footage available. Then we go back to our community structure and then they make the footage available for us, which is then used as evidence in court. We have got convictions just on that and that how the community can assist. Further to that what it has done it has also displaced crime because every time there are criminal elements that have gone into a certain area, they find that they are getting arrested and when they get to court they see that there is video footage. Now what the criminals have embarked in is, because they are also doing their homework, they come in and drive around the area and they see where the cameras are located and they start moving to other areas where there is no camera footage and that's when finding that our crime trends have displaced. That is the help that they give us (KII-A: 05:15-16).

On the issue of participation in the CPF, the participants expressed that different stakeholders including the community, private security, businesses and the police participate in the CPF:

In our area we have the community, community watchers, we have the CPF, the police, as well as the security companies and businesses that all participate positively and effectively (KII-A: 05:17).

Because they are portioned along the different areas so the community members that stay within the areas are involved. There is an organisation called Umbilo Business forum we have an agreement with them, they deal mostly with business related crimes. They arrange themselves as business people within the area and they have their own meetings, and they have their own programmes of which some of our members become part of them (KII-A: 04:17).

On the issue of roles and responsibilities of partners in CPFs, the participants expressed the following:

The roles and responsibilities first and foremost are taking ownership of our communities. Secondly is with the police, remember that it is not a relationship if it is not handed in hand with the other with the police to combat crime. This is to avoid the formation of vigilante groups out there, we want groups who work with the police so what they do is that they conduct community patrols. They will go out with vehicles, with people also on foot, with security guards basically everyone is involved. What they do is if they spot something, the way which we work with all these forums is not to engage the criminals yourselves because that becomes dangerous for you. So when they spot something, for example, we had an incident when there was a carjacking, were the member of the community stayed at a very safe distance and they actually followed the hijacked vehicle with the suspects in it and all along just communicating with the police. That was one where the suspects were arrested and a shoot-out did ensue and the vehicle was recovered. All that happened because of the efforts of the communities' involvement with the police(KII-A: 05:18).

Well, our partnership is not a dictatorship but our partnership is within communication that is to communicate the concerns, communicating whatever issues there be. We also have at the station there are weekly meetings with the business areas and the police watchers and they are called go-cop meetings. Whereby the weekly interests or the issues pertaining that week or that time frame everyone gets together and communicates about them and go towards solutions(KII-A:04:18).

On the interaction and the form of interaction, the participant outlined the following:

Officially we have monthly meetings as the executive and then following that we will have meetings with the police station. Then on a daily basis, we all communicate. We have meetings and we have a WhatsApp group that we communicate through on a daily basis if there are certain issues. We are supposed to have monthly meetings and a yearly AGM, but unfortunately, our meetings do not take place on a monthly basis. In that case, we make sure that two months do not lapse without us having a meeting. Formally we should have those monthly meetings but due to certain issues that do not happen, we also have a Facebook page where we communicate with the community. There is also newsletters that will be sent to people, we also have an open door policy that makes sure we are always available (KII-A: 04:19-20).

With the CPF we hold a monthly meeting. Whereby all the stakeholders are there, SAPS, the CPF, the security, our councillors from the various political parties and the whole community is discussed, crime is evaluated. To find out what programmes should be rolled out and run out. On a fortnightly basis we, at the station here, have go-cop meetings, where businesses, security companies and other security agencies such as the Metro police are invited. To discuss intensely as to the problem area and the problems which everyone is facing and an operational plan is then put into place and that is how we continue to serve our communities. The form of interaction is a meeting (KII-A: 05:19-20).

PGD participants in Glenwood were asked the following questions on their perceptions of community policing forums as a strategy to combat crime:

- 1. Do you know of the community policing forum in your area?*
- 2. Do you engage with it (In fighting crime)?*

For Glenwood, the participants had a mixture of responses regarding the community policing forum:

No

Well we know a bit

Yes (FGD-A: 07:05).

I have heard about them but have never seen any community policing forums

I have heard of them but they don't do anything they are not helpful (FGD-A: 09:05).

On the issue of engagement with the CPF to fight crime, participants expressed the following:

No, because we don't know who they are

Not really because we have just heard of them and we cannot actually see them. All we know that as an individual I need to ensure my own safety (FDG-A: 07:06; FGD-A: 09:06).

Community Policing Forums in Cato Manor

For Cato Manor, the participants indicated that there is a CPF that have been established in the area:

Yes. We have Cato Manor Community Police Forum. We have other organisations in our area that also assist us to fight against crime such as Juluka Tsotsi, Sesifikile, Safer City, Community Safety and Liaison all these forums assist us to fight crime in our community. We also have private security companies that are also involved around our area such as Boss Security, Blue Security and ADT all fall under our CPF (KII-B: 01:15-16).

Yes. The Cato Manor CPF. We also have sub-forums under the CPF. At our station, we have sectors 1 and 2. Under sector 1 there is structure and also the same for structure 2, so the CPF is able to cover both sectors and there are sub-forums in each. We have sector commanders for both sectors that are both able to communicate with the CPF; this is done before they communicate with the station commander. These structures can communicate with the police and address crime issues in each sector. If the CPF can resolve the complaint they are able to provide the police station with a report or the police can intervene (KII-B: 03:15-16).

On the issue of participation in the CPF, the participants expressed that different stakeholders including the community, private security, businesses and the police participate in the CPF:

Private security companies, members of the community and Business owners (KII-B: 03:17).

Different people take part in the CPF. We have the community members, the police, security companies and businesses. I believe that people should always be truthful when working with the community and ensure that all the necessary avenues are exhausted when working to help members of the community. In our area, we have many property disputes between families and I have had to deal with many of these disputes. As a community leader, you need to stand firm and assist them in finding an objective solution using the correct state avenues. For example, recently the community went and burnt down the residence of a boy who was involved in criminal activities in our area and the members of the community were arrested, they came to our CPF and asked for assistance but there is nothing we could do as they had committed an offence. What I did in that was to ask those members of the community who had burnt down the residence of the boy to replace it using their own personal funds, as the house did not belong to the boy but his family. The community needs to understand that it is wrong to take the law into their own hands (KII-B: 01:17).

On the issue of roles and responsibilities of partners in CPFs, the participants expressed the following:

Establishing a partnership between police and the community and ensuring effective protection of the community and a better quality of life. The partners need to also ensure that the police address the primary needs of the community, and are accountable to these needs (KII-B: 01:18).

Well, I think it's to Providing communities with a visible and accessible policing presence. Also, enhancing the community's confidence in the police and discouraging criminals. Again, they should also align the values of the police organisation with those of democratic South Africa and inspire police officers who can interact sensitively with the community and in a manner that respects local values (KII-B: 03:18).

On the interaction and the form of interaction, the participant outlined the following:

We meet every month on the first Monday of each month. Even today we are having a meeting. We meet to report on what has been happening in and around our area. Here the police station is able to brief us on how much crime has occurred and what sorts of crimes have occurred and we can then discuss a way

forward. We also have special meetings that when we are going to have events just discuss the programme and logistics of that event. We have meetings (KII-B: 01:19-20).

The Community Policing Forum according to the police station they meet once a month with the management of the station. But as a CPF they meet maybe 3 or 4 times in a month, during those once a month meetings they provide reports and also we discuss how we can fight crime in our community. Sometimes they meet more than three times as they also need to meet as sub-forums for them to bring reports forward to the police station once a month. Meetings (KII-B: 03:19-20).

The FGD participants in Cato Manor were asked the following questions on their perceptions of community policing forums as a strategy to combat crime:

- 1. Do you know of the community policing forum in your area?*
- 2. Do you engage with it (In fighting crime)?*

For Cato Manor, the participants appeared to have an understanding the community policing forum in their area:

Yes, the one that is being led by Makhathini. The Cato Manor CPF

Yes, we do know the Cato Manor CPF, they are very helpful

Yes, everyone knows the Cato Manor CPF (FGD-B: 02:05; FGD-B: 05:05).

On the issue of engagement with the CPF in their area to fight crime, the participants expressed the following:

We try to help where we can

We do, even though sometimes it gets us into trouble if the perpetrators are not convicted and sent to prison

We need to take charge of our community, so yes we do engage with the CPF and the police

Crime is not the issue of police alone, it's also for us as a community to help where we can, yes we do help

Our children grow up in this community, so if we do not help we would be letting them down. Even though sometimes you will find that the perpetrators are from the community and their family members may look at us in a negative way because we tell the police (FGD-B: 02:06; FGD-B: 05:06).

The effectiveness of the Community Policing Forums

The functions and roles of the CPFs as outlined in the Manual on Community Policing, Policy, Framework and Guidelines (1997b) include but not limited to:

1. Promotion of accountability of the local police to the community, and cooperation of the community with the local police.
2. Monitoring the effectiveness and efficiency of the police serving the community.
3. Examination and advice on local policing priorities. Evaluation of the provision of services such as:
 - a. Distribution of resources
 - b. The way complaints and charges are handled
 - c. Patrolling of residential and business areas
4. Keeping records, writing reports and making recommendations to the Station Commissioners, the Provincial Commissioner and the MEC.

Considering the above, selected participants in both study areas were asked the following questions on their perceptions of the effectiveness of the CPFs as a strategy to combat crime:

1. Does the community know of these community policing forums?

2. If so, what are the measures that have been taken to make these community policing forums known by the community?
3. What successes have such community policing forums achieved?
4. Are there any barriers that affect the effectiveness of the community policing forums in your area?
5. If so, what are they?
6. What do you think can be done to improve the effectiveness of the community policing forums?
7. Is there anything more that you wish to add?

For the City of Durban, the participant from Community Safety and Liaison indicated that not all community members know about the CPFs in different areas of the city:

Well, not really. I'd say yes and no because there are some who know about it but there are some who, if you try to talk about this thing, say "what is that?" and there has been talking within the CPF and I'm also fortunate that I've been privy to that because I've been involved also in the CPF and I'm in the current provincial, committee so (KII-A: 01:21).

On the issue of the measures that have been taken to make the CPFs known by the community, the participant highlighted that they are engaging in utilising social media and approaching other governmental departments:

I'm privy to the information that we are looking at the issue of aggressive marketing of this policy, to use social media, to use other ways of marketing this initiative to say look there's a body like this and this is what it is doing and this would be your role because sometimes when you talk about trying to get people involved they are thinking no, no, no, I can't be going there to chase after criminals. You try to change their mentality and say look, it's not like you are chasing after them but you look at the possible scenarios that would then lead to crime and then you say what is it that you can do to prevent that from

happening. I always make an example to say look, one of the prevalent crimes that we are faced with as a country is that of the molestation of young kids and often times it is because the mother is unemployed or is underemployed and she can't afford to pay for an ECD so she then leaves the child with an uncle or the neighbour, you know, and then that exposes the child to the opportunity where the uncle can then molest the child but if there's a CPF, we are sitting in the community and we are identifying that there's this challenge. We might even approach the Department of Basic Education and say look in that area we don't have an ECD and we need it because this then exposes children to danger and then that can be organised and then it creates employment, it also addresses a problem and then it prevents the possibility of that child being exposed to danger, you know. So, whenever I interact with the community I try to take the issue of prevention to that level to say, we must not look only at saying well he has stolen this, now he needs to go to jail and all that, no. That is for the police. For us, it has to be preventative (KII-A: 01:22).

On the matter of the successes that the CPFs have achieved, the participant had this to say:

An example of Isipingo. It's not that are alone, there have been areas where... For instance, in Umlazi when the killings that I talked about earlier occurred, one of the interventions that the CPF did was that it then facilitated a meeting between the community and the MEC where he came and he addressed the community because the issue was getting out of hand because the community was so angry that they had started to burn down properties that they believed belonged to those people who are criminal elements. Now, you have a situation there where those who are ordinary law-abiding citizens but on the wrong side of the law because they are breaking the law by going to the extreme trying to address the challenges that they are faced with and that then calmed the situation. For me, that was a very important measure because it prevented something that would have escalated into violence. It wouldn't have helped us in any way. I have also had interactions with CPFs that have been intervening because, you know, one of the challenges that we are faced is that of xenophobic violence. I've been interacting with CPFs that have successfully intervened and stabilised areas where some sort of xenophobia was trying to crop up and it was addressed and there have been incidences where the CPF has had. I remember, for instance, in Lindelani the CPF there was called in when a group of criminals had come and conducted a... They were robbing these people who pay grants. The CPF chased those guys until one of them was then arrested because he had

been shooting then but he had run out of bullets and he dropped his firearm, they picked it up, they chased him until they caught him so that's how then that gang was arrested because they got that criminal so there are many instances where we can cite (KII-A: 01:23).

On the issue of the barriers that affect the effectiveness of the CPFs, the participant highlighted lack of understanding the role and capacity of the CPFs and lack of resources:

Of course. Like I did mention earlier the issue of understanding their role, capacity building, I would say where you find that people are elected into the CPF but they are not really sure what are they there to do, you know, and the biggest challenge with that is that you go to, you are going to play an oversight role over someone who knows their story so if you go there they are bound to manipulate you and tell you, "oh look, this is what is going to happen or this is how this is supposed to be done". You then need to have people who are capacitated who will be able to say, they challenge issues and say look this is what we are supposed to be doing and this is how we are supposed to be doing it so that they can be able to influence management in terms of them taking decisions whether it talks to the issue of resources, whether it talks to the issue of areas that meet priority or the identification of hotspots and all that. All those are important and if you don't have capacity then you're going to have a challenge. The second challenge that we have is that of the resources. We have an Act of the SAPS saying that the SAPS has to establish CPFs but there's nothing that talks to them being resourced so you have an organisation that has no resources, it has no computers, no access to internet at this time and age, if you need a telephone you have to request a member of the SAPS to provide you with the necessity so it becomes a bit of a challenge to be able to perform optimally without resources which is often what becomes a difference between the township and an urban CPF because the urban CPF by virtue of them having the support of businesses they can have funds up to thousands of rands and they would have even a vehicle or vehicles, you know, and they would have all the equipment that they would need. That then becomes the issue of inequalities that plays out from our previous history up until we have these structures so we still have that" (KII-A: 01:24-25).

On what can be done to improve the effectiveness of the CPFs, the participant highlighted the following:

1. *Amending the Act of Parliament that regulates the CPFs, to give a clear indication of the role and capacity of the CPF.*
2. *CPFs to be housed under the Civilian Secretariat for the police.*
3. *Establishing a curriculum for CPFs:*

The first thing that needs to be done is that you need to amend the Act so that the CPFs are no longer the mandate of the SAPS because look, it does not make sense that we have a body that plays an oversight role over an institution that then is mandated to establish that body, you know, so you need to separate the two. For me, it would make sense if the CPFs are then housed in the civilian secretariat for the police because their role also is similar to that of the CPFs and then you can then start looking at the issue of budgeting for them so that they can get resources then you can then also look at issues of capacity building, you know, and start working towards having a curriculum for the CPFs, saying, if you join the CPFs we then orientate you, we take you through this then until you are capacitated enough so that when you go there and become effective, you know, it's just like what used to happen before when you had school governing bodies from our communities. If you have people in the SGB who are not literate for instance it's very easy for the principal to say, "Hey chairperson, and sign here!" The chairperson will just sign and they won't even know what they are signing and three years, five years down the line you find that the principal has been misusing the school funds and without anyone knowing so it's almost a similar issue here that if you leave the CPFs within the SAPS and you expect them to establish the CPFs but then also expect the SAPS to play an oversight role over the police you are not going to really get what you really want, it's a bit of a challenge(KII-A: 01:26).

Further to the above, the participant added that:

Well, one of the biggest challenges that I've also, that I think that I need to also mention is that you realise that most of the CPFs are male-dominated and that for me is a bit of challenge because women also belong to the vulnerable group which also really gets to be at the end of the perpetrators, so I would feel that one of the issues that I've thrown to the string? committee at the provincial level is to have a particular focus in terms of us looking at that problem because we already have a youth desk maybe we should look at the issue of having a women's desk so that maybe women can be able to get together and look at the

issues that affect them in particular and then we work around that, that's one of the issues that I think I really am interested in but also I'm looking at what role you as academia can play in ensuring that the CPFs are as effective as they can be. I think if you were to take the theoretical knowledge that you have with the practical experience that the members CPFs have, we are going to find solutions to the crime problems that the country faces. Of course this issue of the escalation of crime and all that is not unique to South Africa. I am told that most of the developing countries are grappling with the issues of and I actually sometimes watch these TV programmes especially that are related to crime because it is somehow my passion and I was watching the one called Drug Inc. recently and I discovered that we are crying about whoonga in the country, we are not the only country. In Thailand, where there is a death penalty if you are found to be in possession of drugs they are having a huge challenge of this thing. It is similar to whoonga but I think it is even worse because when a person has consumed that they just become mad, practically mad. They were actually showing a video of a guy who had taken it and he had a machete and he was trying to kill anyone (KII-A: 01:27).

The effectiveness of the Community Policing Forums in Glenwood

For the KIIs in Glenwood, the participants indicated that not all community members know about the CPF in the area:

Some do some do not and others just choose to ignore. I have been officially involved with the CPF for 5 years, since 2012 I have been an executive member and before then I was just involved with subcommittees and forums. What I have observed is that in this area people are somehow too busy for community involvement. It is not just the CPF meetings they are too busy for but even general community meetings that are called by the councillor. There is a lack of motivation to attend. People are too busy in their own lives to attend community meetings. It has been normalized for people not to participate in community events in this area. There are community events that are very relevant but people do not want to establish that sort of relationship they will rather go to the beach. Also, we have a highly diverse community and it is very difficult to get them together under one roof on a day to do something, and I realise that it is a great effort and will require all the different stakeholders to come together. Unfortunately, there is that lack of willpower but I have not lost hope yet. There was a time when there was a big meeting about prostitution and on that day the hall was overflowing but unfortunately that meeting there were no tangible solutions that were reached because the idea was right but the

execution was wrong. And again people feel that if I have insurance I am okay, they will steal my car and it will be replaced or recovered using a tracker system. I have got my high walls in place so I am safe. At times what the police station has also noticed is that some people just come here to report these things just for insurance purposes not because they are concerned about what is happening because if they were concerned they would be involved. We also have encouraged people to start their own street committees, also introduce themselves to their neighbours so that they know each other and can look out for each other. This is happening in certain areas but is not happening in most areas (KII-A: 03:21).

On the issue of the measures that have been taken to make the CPF known by the community, the participants highlighted that they are engaging in utilising media, social networks and brochures:

What happens when a CPF structure is elected the community is invited at large through media, radio and adverts that are put out in the local newspaper in that way they are informed. The forums are formed and with that, the forums are made up of members of the community, so the community is well aware of the various forums that are in their area in their communities. They have 100% access to these forums and can participate (KII-A: 04:22).

What is left now is to just parade ourselves because we have had events where if there are community events we would have a table and have safety awareness pamphlets on the table to make the CPF available for interaction with the people. The next thing is to be on television now and say okay here we are because people watch too much television these days. What has been working for us most is that open door policy and also making ourselves available as much as possible. Also ensuring our executive is diverse as much as possible, unfortunately, the race element is something we cannot go away with. Some people will feel better if they approach me because they are black and so am I, so they will approach me instead of approaching a white person (KII-A: 03:22).

On the matter of the successes that the CPFs have achieved, the participants had this to say:

I will say establishing good communication between the community and the police station has been a good success. Because the past committees have had

challenges with the station, partially because of the station and partially because of the members of the executive. Since becoming the chairperson for the past two years we have had good communication. Challenges exist but they have been manageable. But when it comes to the community we still need to emphasize participation, because of that historical element there are still those shortcomings but people are still able to get hold of us when there are problems. So that in itself is a success (KII-A: 03:23).

Like I have said earlier on with the community watchers, I know I have personally would be sitting and I get a call where we would follow the vehicle to a certain point. We have allowed them to make citizen's arrest if they see that it is a safe thing to do. For example, where a guy has broken into a house, the security vehicle comes and the guy is there, they will secure the area or arrest the person or call the police. So arrests get made through the help of our CPFs, arrests have been made through the help of them setting up their cameras like I said in my area. So we have had quite a varied amount of successful arrests made in participation with the CPF" (KII-A: 04:23).

On the issue of the barriers that affect the effectiveness of the CPF, the participants highlighted lack of communication between the CPF executive members and the community; and lack of resources:

Yes, they have been. The barriers that I have been having as the chairperson is that the members of the executive think that they are above the community. They decide to represent themselves instead of representing the whole community as a whole. Trying to do certain things for themselves and by themselves and without giving a proper feedback. Other barriers would be resources at times are scarce, people because they know that they have separated themselves from the CPF they do not see the need to donate. Getting the buy-in and the trust from the masses it is a barrier, we are slowly working on it (KII-A: 03:24-25).

Yes, they are. For me where I find that there is a barrier is that the community forums must not become vigilante groups where they take matters into their own hands. As long as they work within the preamble of the police and they work hand in hand with the police then we can overcome those barriers. But most of the time members of the community only come aboard when they become victims of a crime other than that you find that there is no interest in what's happening around them. I would find that I would go out and be attending somewhere in the neighbourhood and people would tell me what is happening and I tell them

that I am your sector manager for this area and I attend the CPF meetings how come I do not see you and people would respond and say that it is just a waste of time. But what they do not know is that there is effectiveness that comes out of CPFs. People also do not have the time, like the one forum I used to attend because the minutes of the meeting would be emailed to everyone on the attendance register. Here people would get comfortable and think that they do not have to go to the meetings. These are the things, for example in winter it gets darker earlier and people do not want to leave their homes. Another thing is that the public comes to the meetings they come with the opinion of just lashing out at the police, yes they have got the right to ask all these questions. But when you come to a forum of that nature ask the questions and let's work together in resolving the problem. There we find that we can resolve those barriers (KII-A: 04:24-25).

On what can be done to improve the effectiveness of the CPFs, the participants highlighted the following:

You can only do what you can, stretching your legs more than they can go is dangerous. It is just a matter of getting our voice heard as much as possible even from the police side. We have had issues where we ended up going to the provincial offices because of the issues we have at the station. That gave us that impression that democracy does exist. At times it makes us suffer as the people at the bottom. We have issues with vehicles and the police are trying to do what they can to rectify the matter because our station is really small for the area. Now we are pushing for the station to be promoted into a carnal station, in this way it will be bigger and there can be more resources. We are working towards that because that tends to be more of our challenge most of the time. Everyone agrees that we need to show visibility all the time. There are infrastructural setups of the area that we cannot change, the area was built in a certain manner, it has too many exits and entrances it is like a free flow area. For example, when a car is stolen within a minute it is somewhere else. It has close exit points, for instance, the highway is very easy to access. That means we have to counter with something tangible. It is a work in process but for now, the Premier of the province station is in our area and we need to take that into our advantage. It is a challenge for them sometimes they need a political intervention for administrative purposes (KII-A: 03:26).

I would say positive participation from the community and the police. Some of the SAPS members need to change their attitude, and the way they interact with the community. Accountability from both the community and the police. Because

none of us can sit back and say it does not affect me. We have got to be accountable and responsible and that is how we can take back our communities. That is one of the ways that we as the community can improve the effectiveness of the community forums (KII-A: 04:26).

The participants had the following to add:

Generally, I would say community policing forums have been made to be white elephants most of the time. I mean they are legislated into law and people acknowledged. We are constantly facing the same challenges and as a structure, we need to be acknowledged and recognised and the police need to support the policing forums. Whatever that they do towards the safety of the community but the support is hardly there. At my station the support is conditional, I will put myself in a situation whereby let's say Glenwood was a poor area, things would not be fine. We are functional because our area has members with resources. So if we say we need to do something it gets to be done and the support of the police can be obtained where necessary. Let's say I needed to make a phone call I would have to go the station and depend on their resources as a chairperson but fortunately in our area, if I need to make a phone call I can call one of the members and ask for a donation. In a situation where I need to go somewhere, I will have to use the support of the police station and it normally does not happen. Sometimes I can just call the station commander and tell him that I need to go for a safety meeting they make it possible. Most areas nationally do not get the support that they need from their police stations. Pretty much because this support is only on paper not in execution. You cannot have something exist without giving it the proper support, that's the challenge that most CPFs face within their stations. It has been spoken about for a very long time but it seems as if this transformation within the force is a still train, it is not a moving train (KII-A: 02:27).

I will just give a small background of what community policing is in the broader spectrum. This is when an area gets broken down into manageable sectors, hence comes the term sector policing of which I am one. The sectors are kept at a minimum of two sectors, but the sectors must be manageable. The sector managers communicate with your station commander then you CPF structure through their forums that they have to the community. So there is accountability from the top of the police side and that of the community and then that gets filtered out. What happens is that we as sector managers, we profile the area, the shopping malls, hospitals, parks, schools, tertiary institutions. To ensure an accurate demographic of the total area being policed. We look for the various

stakeholders of these entities and ensure that they form part of our go-cop initiative so that all stakeholders take accountability when it comes to policing. We have business forums as well were businesses take accountability with the police for their areas. Where any criminal business brake-ins that take place, we are able to monitor if we are able to sit down with them and look at the safety features that the business has. Do you have security guards, your high walls, your alarms in place? In order for us to combat crime we have to try and make it difficult for the criminal element to get in, so if the suspect breaks the door your alarm should go off. Your security guard should be there as well to deter the suspect, your response vehicle will respond. When you have these things in place, your criminal element will know that they are encountering a security guard or an alarm and a response vehicle from security or a reactive security. The suspect will know that they will encounter a police vehicle that is responding, all these things impact negatively on what the criminal wants to do and eventually he will move out and all this is all made possible just through one medium called communication and partnership between the police and the community (KII-A: 04:26).

For FGDs, the selected participants in Glenwood were asked the following questions on their perceptions of the effectiveness of the CPFs as a strategy to combat crime:

1. What can be done to improve the functioning of the CPF?
2. Are you satisfied with the services rendered by the police in your area?
3. Do you think that there is a partnership between the police and the community in your area?
4. What can be done to improve the partnership?
5. Anything else you would like to add?

On the improvement of the functioning of the CPF, the participants highlighted that the CPF needs to be visible and accessible to the community, and it must also communicate and engage with the community:

The CPFs need to be more visible so we know that they exist and also to be provided with more information about them

I also think that have more awareness on their part would be helpful to us as the community. Having more meetings that will allow for the engagement with the community. Also working together with the crime watchers that are already out there such as the neighbourhood watch

In the past, I believe that there was a very good CPF in our area, which worked together with the Umbilo police station. Currently, the CPF is not really helpful as we do not even see them. Another thing is that as the Umbilo community we do not have a great relationship with the SAPS as they never respond in time or sometimes they do not even come when we call, so being part of a CPF will not assist you. In some cases, we have resorted to calling the Metro Police rather than the SAPS (FGD-A: 02:07).

Recently I went to the police station with a friend to get my I.D book certified and then went past the Glenwood Presbyterian Church that is near the station, I swear to you we were there for less than half an hour and her car got stolen. We then we went to the police station to report this and the police officer who was there said that he sleeps on a Sunday. He said we must come and live in his community he does not have crime like this

I think that people are misunderstanding that when it comes to the CPF, you have one that is elected by the residents which is called the executive CPF. Then you also get your area community watchers in our area we are known as the Bulwer Community Safety Forum. Then you get the Glenwood Patrol Team and also the Glenmore Patrol Team we are community watchers we are not the Community Policing Forum. The CPF is elected they sit on an executive board, they have a chairperson, vice-chairperson and so on. They are the individuals that work closely with the police, the chairperson goes to meetings and gets to interact with the station commander. That is how it works and everything is supposed to fall under that this is a link of bringing in your crime watchers, councillor and the CPF to work together with the police. The problem that we have had with the CPF at the top, they change consistently, what happens is that each area now all the different crime watchers see to their area without the involvement of the CPF, and we honestly have no idea what the CPF do or even who they are. So everybody just takes care of their area, for example, we have a huge problem of prostitution in our area and we have tried on many occasions to bring everybody in to assist but what happens is that because people are

doing their own thing, we are never on the same page to address crime effectively in our area (FGD-A: 07:07).

On the issues of services rendered by the police and partnership between the police and the community; the participants expressed that they are not satisfied with the services rendered by the police and there is no partnership between the police and the community:

No, because they are not doing anything to assist us as the community. You should walk into a police station and you find that none of them has their badges on, you need to ask them who they are. When we as crime watchers need information from them as the SAPS, or we want to make reports they make a big uproar with regards to giving us their names. The police are there to serve us as their community they should have their badges on at all times. The thing is that they do not care that we as the community are trying to work with them and assist them so they can help us prevent crime in our area

I feel that our police station has taken on quite a very active role in policing as they have been seen to be very active in terms of crime statistics and are very reputable when looking at national crime statistics. Now what I have noticed about the Umbilo Police station is that they refuse to open up crime dockets for us. For example, I had an issue with an insurance company that committed fraud against me, I had evidence showing what had occurred but I received no cooperation from the police when trying to report this case. I told the police officer if he doubts my evidence and what I have said he must send it off to court and wait for the opinion of the prosecutor. We can see that they are not interested in opening dockets for us, their duty is to investigate the crime not to judge or prosecute the crime and they are also required to serve the community. The prosecutor has the role to prosecute and so should the police keep to their roles, they talk a lot about convictions but this is not part of their jobs, they should be fighting crime by conducting proper investigations so that the correct information goes to court. They want you to have caught someone in the act for them to open a docket for you, which does not make sense when dealing with my case of fraud. This does not only happen at the Umbilo police station but it happens throughout the SAPS in our country. They are incapable of delivering what they are supposed to be delivered to the community (FGD-A: 02:08-09).

It has been brought up to me a lot of times about police officers refusing to open dockets at the Umbilo Police station. I was told to report the complaint directly

to the station commander if any member of the SAPS refuses to open a docket and this issue will be dealt with accordingly. But I am really not sure how far this issue has been dealt with

We once had an issue where the Umbilo police refused to open a docket because we as the community watchers apprehended a suspect in the house where the owner was not there. They told us that they could not charge the guy because there was no complainant. The problem is that we caught the guy red handed by they refused to assist us. Also a couple of years ago I was nearly attacked by a guy who had a piece of metal in his hand, there was a whole lot of witnesses there at the scene. I was arrested that day for attempted murder because I drew out my firearm to protect myself. This issue went on for up to five or six months in court costing me a lot of money and the Umbilo SAPS had not bothered to correctly ask me what had happened, nothing had been followed up correctly (FGD-A: 02:08-09).

As residents, we are not safe as the community as the police themselves are also criminals. I have witnessed so many times police buying drugs our offering known drug dealer's money in our area. I think they call that protection money. How do we work with the police when they are the ones working against us?

The problem with the Umbilo police station, this is something I noticed a few years ago when I worked at the victim centre and I was a counsellor there. There was a whole group of rape victims that were treated extremely badly by police officials both male and female officers. What happened was that these ladies went and laid a complaint with IPID and a whole disciplinary hearing took place and I was also called in as a witness to testify against these officers. When you go to a disciplinary hearing the victim does not get a lawyer but the police officer is allowed a lawyer from his union. You go into a little room and it is like a court case, you, the police officer, the lawyer and a man who acts as a mediator is also present. The lawyer and the mediator are allowed to question you as a witness or a victim, so naturally, when you are a victim and you are sitting there you are alone you do not have a lawyer and you have a police officer that is looking at you, you do not really stand a chance of being assisted. Most of those police officers that were part of that disciplinary hearing have been promoted but what happens now is that a lot of them do not like me. So then I got a disciplinary hearing from the Umbilo police station at the victim centre and I left. They stated that I was not allowed to accompany the victim to the district surgeon or to the station because they knew that I saw what was happening they were putting the victim and the perpetrator in the same vehicle. They were leaving the rape victim sitting at the police station for 5 hours sitting

at the police station naked without any help. So I have seen all that first hand but now I was the bad person when they said to me that I cannot help a victim I said to the that's fine bye. There is still that stigma with those now me from those who were in the hearing but other police officials are able to assist when I go into the police station. As much as we as the community can go out there we are doing our bit in our areas they are not helping us. This is so sad because I hear from people in our community that they would rather not go report a crime because of the way they are treated at the police station. So crimes go unreported because people do not want to go to the police station. We as the crime watchers and the councillor have gone to the police station and laid complaints but there has never been any follow-up. We never see the police in our area unless they are coming to get food from Keys in Davenport Road. I had a knife pulled on me and till today I am still waiting for the SAPS, if it was not for Metro Police I would have been dead. The station commander promised me in a room full of people that we will change and have a police member that is assigned to our area. We are supposed to have a sector manager that will work with us I am yet to see him. What is said in meetings and what gets promised gets left at the meetings. Unfortunately, the Umbilo Police station does not have the faith of the police station in them. What is happening is that the ward councillor and the community structures are getting all the complaints and the poor Metro police are bombarded with the communities' complaints

People go onto the CPF and become executives not because of what they think that they can do for the community but what you as an individual can do for yourself and your group, not at how one can assist all areas of the community. In the past, people joined CPFs for the right reason now that is lost (FGD-A: 07:08-09).

For the improvement of the partnership between the police and community, the participants expressed the following:

Getting the right people involved in the CPF and also motivate the people to come together and work with the community watchers and just draw more people in.

Ensuring that all people who should be involved attend the meeting

I think that the relationship between the police and the community should be restored. Everybody should do their part and abide by the law. If the police could do better in receiving us as the community when we come into the station

and lay complaints, this would help build the relationship that we should have with the police and in this way, we can fight crime together (FGD-A: 02:10; FGD-A: 07:10).

The participants had the following to add:

I think most of us in the community have lost faith in the SAPS because of the way they treat you when you need their help

It shouldn't be the role of the Metro police who are assisting us it is the duty of the SAPS to help us fight crime. Yet in our area, the Metro Police seem to be doing the most for us

As a community, if you have not got an active CPF that is actually pushing your station commander to assist the community, nothing is going to get done. But if the CPF is actually active, a lot can be done to fight crime in our area and assist regain the communities trust in the police. Also, things have changed in the past all the chairpersons of each community watch sat on the CPF executive, which is how it should be done because there you are representing all areas of the community. As well with Umbilo police station, you are always hearing that they do not have enough resources to assist the community, I feel that they use this as an excuse to do their work properly. There is never a solution always excuses (FGD-A: 02:11; FGD-A: 07:11).

The effectiveness of the Community Policing Forums in Cato Manor

For the KIIs in Cato Manor, the participants indicated most of the community members know about the CPF in the area:

Our community policing forum is very well known and very well established in our area. I know that the community reports many cases of crime to us as the CPF and we then report to the police. Then we and the police can work together to solve these cases and prevent the occurrence of similar crimes in the future. We encourage placing their trust in the police and using us as an aid to assist the community and the police to police crime in our area. People place a lot of trust in the CPFs because they are made up of people they can easily relate to. In our community, you find that people do not know the number for the ambulance and they come to us as the CPF for help and they direct most of their complaints to the CPF instead of the police (KII-B: 01:21).

Yes, they are aware of the community policing because there was an AGM since we have 4 wards in our area. There was a request that all wards participate in

the AGM in order for each ward to have a representative in the community policing forum. This ensures that our CPF is accountable and transparent; I also do surprise visits just to make sure we know what kind of people are the executive of the CPF (KII-B: 03:21).

On the issue of the measures that have been taken to make the CPF known by the community, the participants highlighted that they announce community meetings and high visibility:

We make announcements for community meetings, what we do is we look at the crimes that have occurred and we call our meetings based on the need to address these crimes. We put in Place Street committees in different parts of our area they can keep us informed of the crimes that occur on their streets. Community meetings are held more frequently in our area due to the great need to ensure the safety of our residents in Cato Manor (KII-B: 01:22).

What happened before was that members of the CPF went out and were visible to the community even before they have the AGM where they invite the whole community. They held campaigns where they involved the community such as the planning campaign. The positive thing about the Cato Manor CPF is that they are highly active in the community, for instance in our area we have informal settlements and they have central points where vans pick up the trash. If those vans do not come to the CPF normally intervenes and provides them with a temporary service to pick up solid waste. In this way, the community can see the CPF and see that they are of great assistance. It is easier for the CPF to gain the trust of the community if the CPF addresses social issues. So, the CPF has decided to use getting involved in community development issues rather than campaigning as people do not really show interest unless they are affected directly (KII-B: 03:22).

On the matter of the successes that the CPFs have achieved, the participants had this to say:

Yes, here in KwaZulu-Natal the Cato Manor community policing forum is the best CPF. What happens is that CPFs are audited annually and they are asked what have they achieved and how have they achieved this. Then the CPF needs to provide a portfolio of evidence for these achievements and the auditors will go out and do research within the community to verify this. Here the community

will answer honestly on what the CPF has done or what it has failed to do and that is why the Cato Manor CPF received a trophy (KII-B: 03:23).

On the issue of the barriers that affect the effectiveness of the CPF, the participants highlighted lack of resources and politics:

I wouldn't call the barriers but we do have challenges here and there. For instance, most of us work voluntarily and there are no stipends that we are given. So in some cases, we really would like to help the community but we cannot because we do not have the resources to do so which is a great challenge to us. For example, we get whoonga users who come to the CPF and ask if we can assist with medication that can flush the drug out of their system. And you find that we cannot be of any assistance because there are no funds for us to do this. If we were able to find donations that will assist us to address these challenges in order to make our forum more effective. To add to that we also try to find other organisations to come into our community and educate our people on various social issues. The challenge that we have is that some members of the community think that we trying to enter the political race and use these programmes to become councillors, yet all we try to do is to fight crime and ensure that Cato Manor is safe. Some members of the community tend to forget that we advocate for social crime prevention in our area and we do not involve ourselves in politics (KII-B: 01:24-25).

The problem is mainly with resources, it is a great struggle to find resources in our communities. The government cannot provide the CPF with adequate resources to function. I have encouraged the CPF to continue working regardless of the scarcity of resources; we need to use what we have to make sure that we fight crime in our area. For instance, if we need to contact each other let us use our own personal phones and funds to continue working. The CPF cannot afford to have things like radios and walkie-talkies but in the future, we can only hope that the government can provide those resources at the moment we are using WhatsApp or just telephone calls to communicate. There needs to be a great improvement in our resources for our CPF to work effectively. Areas are different and the types of crimes that occur in different areas are not the same. We cannot compare Cato Manor and Westville, crimes that are common in Westville are house break-ins, in our area, we also have house break-ins but the extent and nature of these break-ins are very different. In areas like Westville, the CPF there came together and they organised cars and people to conduct neighbourhood watches and that occurs even though they have private security looking after their neighbourhoods. This has created

confusion in our area as that when people see these cars; our community thinks that there are certain areas where the government has provided cars for the CPF, which is not true all resources are from the members of the community. It is up to the community members and the coordinators to find ways to obtain resources for the CPF to work effectively. The only way the government assists CPF is to ensure that they can be identified and are legitimate and recognizable by the law so they can work together with the police” (KII-B: 03:24-25).

On what can be done to improve the effectiveness of the CPF, the participants highlighted the following:

More resources need to be provided and more community involvement (KII-B: 01:26).

The Government needs to provide resources for the effective functioning of the CPF, and some SAPS members need to change their mindset concerning the CPF and the community, they should not live in their own world (KII-B: 03:26).

The participants had the following to add:

There is not much for me to add but what I can say that is that it will not be of benefit if I speak about how things occurred in the past regarding CPFs. What I can say is that currently a lot of things in our community are politically motivated. This really causes a great challenge as our hands are tied when it comes to political issues. It is really hard to intervene when crimes are politically motivated, even if you follow the necessary protocol, you end receiving a phone call from the people with great political authority telling you what to do and there is nothing you can do about it as a mere police officer. If you as an individual continue to perform that duty and intervene in terms of the law it can cause great problems for you as you could even lose your job. Things are not like before in the service as it was strict being dismissed as a police officer is really easy today and does not adhere strictly to protocol. Even if you can bring proof to the table but a lot of corruption occurs. This is what causes a lot of police corruption as a lot of people in power threaten the law and do not allow us as police to perform our duties but because we need to feed our families we work under those conditions. People now enter the service because they need jobs and not because they have a passion to fight crime in South Africa. We normally speak of arrests and you find that a police official has not even conducted one arrest for the whole entire month although there are so

many crimes occurring in our area. Also, the community also has a hand in this as we as the police end up in conflict with the community. As I interact greatly with the community, they end up thinking that I should not arrest them when a crime occurs but I have to because it is my duty as a police official to do so. Like recently we had an issue of land invasion, we hold a lot of meetings so I know most people who are involved but when a crime occurs I cannot hold them accountable just because I know them. Politically these land invasion cases have their own justifications which are against the law. The CPF does a great service in assisting in addressing the conflict that occurs between the community and the police. The CPF can communicate with the community in a way that they can understand and identify with and make sure that the community understands their wrongs. Also when the community protests for service delivery they tend to destruct property, which is illegal, the community normally burns tyres and closes off Bellaire Road which is problematic as it has a central office. The community does not understand that you cannot do such things and they can be arrested which causes conflict between the police and the community because it seems as if the police are against the community when they want their services. Those are our major challenges when it comes to working with the police (KII-B: 03:27).

I can say that most of the things that I would like to say I have most probably mentioned. We have the challenge of informal settlement that pop-up in vacant plots of land in our area. We know that the more informal settlements there are; the more crime increases in our area. As the CPF we need to sit down with the community and educate them that when it comes to vacant land, they need contact the councillor or the municipality (KII-B: 01:27).

For FGDs, the selected participants in Glenwood were asked the following questions on their perceptions of the effectiveness of the CPFs as a strategy to combat crime:

1. What can be done to improve the functioning of the CPF?
2. Are you satisfied with the services rendered by the police in your area?
3. Do you think that there is a partnership between the police and the community in your area?
4. What can be done to improve the partnership?

5. Anything else you would like to add?

On the improvement of the functioning of the CPF, the participants highlighted that resources should be provided to the CPF to better communicate and engage with the community:

We have a great problem because the area that we live in is known for the very high crime rate in the past. If you spoke of the Cato Manor area people associated it with crime. So, the CPF need to be provided with resources for them to do their job effectively”

Many people come in and out of the area as this is one of the closest townships to the Durban CBD and that is why you find a lot of informal settlements. It also causes great conflict and disputes on housing based on who the title deed of the house belongs and this can lead to criminal activities in our area. Therefore, communication and resources are the things that the CPF needs to do its job (FGD-B: 02:07; FGD-B: 04:07).

On the issues of services rendered by the police and partnership between the police and the community; the participants expressed that to a certain point, they are satisfied with the services rendered by the police and there is a partnership between the police and the community in the area:

We are satisfied, even though they shoot at us, sometimes when we are protesting for our rights and service delivery. As a community, we do partner with the police to solve crime problems in our area, with the help of Makhathini`s team, yes, the CPF

Yes, we are satisfied. However some of the police do not respect us as community members, the way that they speak or handle our matters can sometimes be disrespectful

The police try their best to serve us as the community, sometimes, I think, us as a community tend to be unfair to them, especially when we engage in violent protest actions, etc. even when we do that, they still communicate with us (FGD-B: 02:08-09; FGD-B: 04:08-09).

For the improvement of the partnership between the police and community, the participants expressed the following:

Respect. The police need to respect the community, and the community needs to respect the police

Trust is also important. We sometimes loose trust in our police, I think that trust needs to be restored, by the police. They need to make sure that they do not do corruption

Active engagement of us as the community together with the police to fight crime in our area

We, the community, must engage with our CPF and the police. We must not hide suspects, even if they are our families (FGD-B: 02:10).

The same sentiments were echoed in FGD-B: 04:10). The participants also indicated that:

In the long term, it would be a good idea for the CPF to have strategic planning meetings in order to plan their activities more effectively and include us as the community (FGD-B: 02:11).

The CPF should be representative of the community. In some cases subforums have been established to enable community members to articulate their concerns and interests in a more effective way (; FGD-B: 04:11).

Discussion of findings

This section presents the researcher's interpretation and discussion of the data collected during the KIIs and FGDs with the participants. Interpretation means relating the researcher's results and findings to existing literature and research studies and showing whether these are supported or contradicted by the interpretation (Mouton, 2011). Interpretation also means considering rival explanations or interpretations of one's data and showing what levels of support the data provides for the preferred interpretation.

Data was interpreted with the objective of identifying the effectiveness of the implementation of the CPFs in Glenwood suburb and Cato Manor Township, Durban

in combating crime. Furthermore, data interpretation was aimed at relating it to international best practices and research findings on community policing.

Interpretation of the themes

During the analysis of the research data, several themes were identified. These themes are structured as sections in this chapter. The main purpose of this study was to arrive at an understanding of the effectiveness of the CPFs as a community policing strategy in combating crime in the two study settings. Therefore, in this section, the participants' responses are interpreted and discussed.

The level of crime

The formulation of CPFs as a community policing strategy can be a positive initiative in crime combating and prevention activities. How the participants viewed the nature and extent of crime in their areas is an important indicator of community participation in crime combating and prevention. Furthermore, the crime rate is a major concern in society as it negatively affects people's lives since different crimes are committed in different areas every day.

In expressing their understanding of the nature and extent of crime in their area, most of Glenwood participants were clear that there is an increase in crime in their area. They went further to indicate that sometimes these crimes can be violent in nature. In order to curb crime in Glenwood, participants indicated that they are working on increasing the communication between the community and the police. Furthermore, the participants highlighted the need to encourage crime reporting and strategic planning (on the side of the police, and working together with the community) as some of the strategies of crime combating in the area. Consequently, it was also expressed that the

area faces different types of crimes, with property-related crimes such as vehicle hijacking, housebreaking, and theft out of a motor vehicle being most prevalent in the area. Prostitution and drugs were also highlighted as crimes that are common in the area. The participants indicated that crime combating and prevention is the responsibility of everyone within the community. This means that there is no single entity that must deal with crime as it is the responsibility of every individual within the community. There was a convergence of views in this area that the community is necessary and adds value to policing in the area, through collaboration with the law enforcement agencies, such as the SAPS.

On the other hand, most of the participants from Cato Manor indicated that crime fluctuates in the area, depending on the seasons of the year. However, during the time of the interviews, they felt that it was on the rise despite various measures that had been put in place to combat it. Furthermore, they indicated that these crimes can be violent in nature. To mitigate crime, the participants expressed that ensuring communication between the community and the police is one of the measures they have adopted. Furthermore, strategizing on the part of the SAPS was indicated as one of the measures to combat crime in the area. Consequently, it was also expressed that the area faces different types of crimes. Violent and abuse crimes are the most common crimes in the area, and these include murder and assault. It was also indicated that most of the crimes committed in the area are alcohol and drug. Similar to Glenwood, the participants indicated that crime combating and prevention is the responsibility of everyone within the community. This means that there is no single entity that must deal with crime, however, it is the responsibility of every individual within the community. In light of

this, it was also expressed that the community is necessary and adds value to policing in the area, through collaboration with the law enforcement agencies, such as the SAPS and academic institutions such as the University of KwaZulu-Natal.

Understanding of the community policing phenomenon

The meaning of community policing has seen a variety of interpretations. It was, therefore, important to have a common understanding of concepts related to community policing. The researcher attempted to find out the level of understanding by participants through the KIIs and FGDs. The process of establishing their understanding of community policing was guided by the legislative framework such as the South African Police Service Act and policy frameworks such as the NCPS. The SAPS Act provides for community policing and other related matters. According to the Act, the police are required to explain to role players what community policing entails. Similarly, the NCPS provides a framework for a multi-dimensional approach to crime prevention. It also defines community policing. The NCPS provides a means by which the SAPS and other government departments, the private sector and NGOs can integrate their approaches to community policing. In addition, the police are required in terms of the South African Constitution to establish community policing, and the philosophy is defined in the Constitution.

Community policing encourages the community and the police to establish partnerships to address the issues of crime, fear of crime and disorder. Trojanowicz and Bucqueroux (1994) argue that police organisations should not rush into the implementation of community policing without a full theoretical understanding of the concept, community policing. They state that people jump on board without a full appreciation of what

community policing is, and what the know-how is to make it work. Morale of police officers working in an environment where relations with communities are not good is often low (Makaudi, 2001).

Despite the above-mentioned legislation and other policy guidelines, it appears that some role players still do not understand what community policing is, especially people who are not directly involved in community policing at the station level. Those who are actively involved in community policing have different levels of understanding the philosophy as well as their roles and responsibilities. There are several interpretations of what community policing really is. “Community policing” refers to an interactive partnership between the police and the community in which problems are identified and jointly solved. This requires that the community becomes actively involved in policing by forming partnerships with the SAPS. In addition, there is a need for cooperation, trust, honesty and consultation. Without cooperation, the partnership will not be able to achieve its desired results.

In expressing their understanding of what community policing is, most of the participants in both study settings were clear about the theoretical aspects of community policing. They indicated that they have a very good understanding of the concept. For them, community policing means that the police and the community should establish a partnership. The participants believed when there is a partnership which is built on mutual trust, honesty and respect, then it will be easy to deal with issues of crime in both study areas. The participants’ understanding of community policing appears to be in line with the definitions in both the legislative and policy frameworks mentioned in

Chapter two of this study. The process of establishing the understanding of community policing was prioritised in the interviews because it is difficult to participate in crime prevention when a person does not understand the concept. Interview questions aimed to test participants' opinions, understanding and knowledge of community policing.

The responses from most of SAPS participants in both study settings indicate a willingness to make partnerships in policing to be effective. Most participants indicated that they did not experience any difficulty in understanding the concept of community policing. However, there was a concern that SAPS members who are not actively involved in community policing might not necessarily understand all about community policing. It was established that there is a need for a series of training workshops (concerning community policing) that are regularly organised at the police stations in both study areas. SAPS members should be capacitated to understand community policing, particularly their roles and responsibilities.

Contrary to the SAPS participants, some CPF participants indicated that while they understand community policing, it was difficult to convince their members at the grassroots level regarding the importance of participating and getting involved in community policing. According to these participants, a great deal of education is needed for community members. This is an indication that participants have come to realise that there is a need for cooperation with the police to prevent or reduce crime in the areas. Furthermore, the responses by participants are an indication that those who are actively involved in the community policing initiative have a better understanding of the concept compared to those who are not actively involved.

It became evident during the interviews that the level of understanding of what community policing entails depends on how actively involved participants are in this type of partnership. While the executive members of the CPF had a better understanding of community policing, community members at the grassroots level indicated a limited understanding of what it is about. Similar concerns were shared among business participants. It also appeared that some of the SAPS in both study settings did not express the same understanding and enthusiasm regarding community policing. From this, it can be deduced that there is a need to educate all role players in both Glenwood and Cato Manor about community policing to ensure a better understanding by all role players. This can be achieved through workshops and awareness campaigns by using community radio and other forms of media. It also means that, once all role players have the same understanding of what community policing is, some of the challenges that affect the effective implementation of community policing especially CPFs can be addressed, resulting in better relations and, in turn, crime reduction in both study areas.

Organisation of community policing forums

The Policy Framework and Guidelines for Community Policing (South Africa, 1997b) was intended to serve as a guideline for the implementation of community policing in South Africa (Nalla & Newman, 2013). The policy document gave detailed guidelines for the establishment of CPFs in every police station in South Africa. Therefore, every police station commander was instructed to be responsible for the establishment of CPFs in their respective areas (South Africa, 1997b). Furthermore, they were mandated to undertake the identification and mobilisation, through consultation, of community

resources and organisations that might assist in combating and preventing crime (South Africa, 1997b).

It became evident during the interviews that there are CPFs that have been established in the study settings. These CPFs have sub-forums that function under them, such forums include Community Watches, Business Watches, Juluka Tsotsi and Safer City. Furthermore, participation in these CPFs includes different stakeholders, such as the police, community, private security and businesses. Section 206 (3) (c) of the Constitution of the Republic of South Africa stipulates that each police station is required to promote good relations between the police and the community and to monitor police conduct. “Police-community relations” refer to the relationship between members of the police and the community as a whole (Palmiotto, 2011). The community relies on the police to protect them, while on the other hand police rely on the community to provide information about crime.

From the interviews in both study areas on the roles and responsibilities of the partners in CPFs, the participants highlighted that police-community relations require that the police and the community jointly identify and solve crime. These relations are an attempt to solve crime by law-enforcement agencies and citizens by opening lines of communication. Furthermore, the community must show its willingness to participate in or an interest in police activities. The police, on the other hand, are expected to render quality services to foster a good relationship with the community. This is in line with the Policy Framework and Guidelines for Community Policing (South Africa, 1997b), as well as the Social Resource Theory by Wong (2009) as they highlight that it is

important to create an understanding and a relationship of trust among the police, the community and other role players. Trust is regarded as a cornerstone for effective community policing especially, within the CPFs.

Furthermore, where there is trust, there is less suspicion between role players and this provides an opportunity for collaboration. The police should treat citizens with respect, and the citizens have an equal responsibility to respect the police. Once there is trust, it becomes easier for the citizens to provide information about crime to the police. The relationship can be bad, indifferent or good, depending upon the attitude, action and demeanour of every member of the police both individually and collectively.

That community members, especially those in Glenwood, had no knowledge about the CPF in the area resulted in the lack of engagement (on the community's side) with the CPF and conceivably to high crime incidence in the area. The reviewed literature indicates that effective community participation/engagement and crime prevention include the following: community members' engagement in operational planning of crime fighting, community and police participation in patrols, providing police with information during the police investigation and community participation in making an arrest by the police. Due to a high number of crimes in the area, there is a need for community members' engagement in operational planning and participation to bring the level of crime down. One of the general principles of community policing is shared responsibility and decision making as well as sustained commitment, from both the police and community regarding safety and security needs.

Contrary to Glenwood`s community, most of Cato Manor participants demonstrated having knowledge and understanding of the CPF in the area (Cato Manor CPF) and further indicated that as community members they engage more frequently with the CPF in operational planning of crime fighting. This is in line with the general principles of community policing as a strategy of crime prevention and combating together with the theoretical frameworks on community policing such as the Social Resource Theory, the Broken Windows Theory and Normative Sponsorship Theory.

The effectiveness of CPFs

Section 18 (1) of the South African Police Service Act 68 of 1995, clearly outlines the purpose of the Community Police Forum as follows:

1. Establish and strengthen the partnership between the community and the police.
2. Improve the delivery of police service to the community.
3. Promote cooperation between the police service and the community in fulfilling community needs for policing.
4. Promote joint problem identification and problem-solving.
5. Ensure police accountability and transparency.
6. Ensure consultation and proper communication between the police and their clients.

What needs to be borne in mind is that legislation alone cannot guarantee the success of community policing because this approach is about building trust and co-operation and as such, it depends heavily on the process of dialogue and empowerment of the police and the communities. It is not just about the process of implementation, but

mainly about the prevention of crime and the establishment of safe and secure communities. Awareness on the importance of police impartiality is crucial and all those who are involved need to understand that this process is not an arena for political competitiveness. History has shown that the most frequent cause of the failure of policing is the perception of bias and partiality on the part of the police. Many of the problems of policing in South Africa are rooted in the country's fractious and violent past. The militaristic and repressive nature of policing during the apartheid era hardly needs any comprehensive elaboration. This urges for accountability at the local level which must be augmented.

Considering the above, responses from the participants in both study settings indicated that not all community members know about the CPFs in their areas. This has resulted in the utilisation of media, social networks, brochures and strong visibility as measures that have been developed to make the CPFs known by the communities. Studies have found that community policing, especially the CPFs are not always implemented with immediate success. Problems may come from the police service or the community, and in the implementation of the initiatives. Robinson (2003) argues that the absence of strong leadership and encouragement may have an impact on the CPFs and their effectiveness in crime combating and prevention. Therefore, the participants in Glenwood highlighted lack of communication between the executive members of the CPF and the community as a challenge that affects the functioning of the CPF in the area. This has resulted in community members being reluctant to seek and develop a sustainable partnership with law enforcement.

For Cato Manor, the participants added that politics hinder the proper functioning of the CPF. Furthermore, barriers from within the police organisational structure and the organisational culture or climate was expressed as a challenge for the effective functioning of the CPF. The complexity of police cultures can impede the development of more responsive and advanced approaches to crime management and reduction (Fraenkel, 2004). Police cultures need to change to build relations with the communities. Senior police officers who have been involved in community policing have a better understanding and relate well with community members than low ranking officers. This often affects community policing, especially in terms of CPFs matters.

The above discussion also confirms the findings by Steyn (2006) concerning the presence of the police culture solidarity, isolation and cynicism in the SAPS organisational culture on the institutionalisation of community policing in South Africa. Close partnerships between the police and community based on mutual trust are essential if community policing is to work effectively in South Africa. Steyn (2006) argued that the presence of the police culture themes of solidarity, isolation and cynicism amongst SAPS newcomers prevents the establishment of close relationships with the public. In fact, these themes prescribe to newcomers that the only people they can trust are their peers, and not the public, SAPS management, the criminal justice system, the media – not even their closest social support structures. Mistrust is a trained disposition and is demonstrated in police-citizenship interaction through suspicion. Steyn (2006) suggests that police officers are very suspicious of any police-citizenship interaction because it might bring undue attention, criticism and harm to themselves. They also take nothing at face value and believe that most people are untrustworthy and

dishonest. As a new finding, this study shows that community policing should be included when SAPS personnel are trained to break, the issue of police culture.

Another challenge that was highlighted is a lack of resources. The SAPS, like many police services around the world, is faced with a lack of sufficient resources and personnel. Homel (2004) argues that if governments wish to promote community policing successfully, they need to invest in time and resources in such initiatives as the CPFs. The lack of resources in the CPFs is expressed as a source of frustration for the members. Similarly, where there is competition for resources, and conflict is generated between individual and organisational commitments, community policing, especially the CPFs may be difficult to develop and maintain. Crawford (2003), writing in the UK context, has observed that issues about resources constitute a central battleground in interagency conflicts. Where there are legislative or policy constraints about, for example, information sharing and privacy issues, the successful and sustainable functioning of the CPFs is difficult.

Lack of trust is another challenge highlighted in both study settings that affect the effectiveness of the CPFs in crime combating. Trust is the essential coordinating mechanism of partnerships (Frances, 1991). Earning and sustaining trust is a two-way iterative process. Police officers react to perceptions of distrust. Where officers generally perceive disrespect and distrust, they are unlikely to support partnerships with the community and have less favourable attitudes towards them (Novak & Alarid, 2003). For partnerships to be maintained, there needs to be a sense of ownership on the part of individual members. As such, educating communities about crime prevention is

important for the success of the CPFs. It is of great concern that some police officials in South Africa are still socially isolated from the communities they serve. Novak and Alarid (2003) argue that the rising level of crime and the lack of a strategy to fight it successfully both contribute to the mistrust that exists between the SAPS and their respective communities.

This study analysed the participants' satisfaction with services rendered by the police in both study settings. It was noted that satisfaction levels differed among the participants interviewed. Satisfaction with service delivery refers to what the community expects from the police and whether the police are responsive to their needs. In a democracy, law enforcement agencies attempt to deliver unbiased services and the police are held accountable to the public they serve (Marx, 2001), but the nature of police work often results in citizens' dissatisfaction. When citizens are dissatisfied with the police, their confidence in the effectiveness of the police is eroded (Tyler & Yeun, 2002). For this reason, the police should regularly check whether they still meet their mandate. It was established that most of the Glenwood participants were not satisfied with the service provided by the SAPS in the area. It appears that, in most cases, the police are either slow to respond when a crime is reported or they do not respond at all. The police are seen to be inefficient, ineffective and unaccountable. Furthermore, it appears that the police often provide no feedback after cases have been reported. According to the Policy Framework and Guidelines for Community Policing (South Africa, 1997b), timely feedback is part of the accountability process. The police are generally not seen patrolling the area, except when their shifts end or when there is a crime reported in the neighbourhood.

For Cato Manor, most participants were satisfied with the services rendered by the SAPS in the area. It appears that, in most cases, the police promptly respond when a crime is reported and there is high police visibility in the area, even though they are under-resourced. The community expects the police to be always available when their services are needed and to assist them without delay. When these expectations are not met, the community loses trust in the police, and this has the potential to damage relations between the SAPS and their respective communities. It emerged that sometimes it takes hours before the police respond to reports of crime. This slow response has led some community members to take the law into their own hands. Consequently, suspects are sometimes badly assaulted and sustain serious injuries or even death. Safety of the community requires community participation in any safety and security initiative and in this regard, the participants in Cato Manor revealed that there is an element of criminal protection by some community members. Some participants felt that the community members hide the criminals from being arrested by the police.

The public expects the police to be effective and efficient in the services they provide. The aim of CPFs is to establish an active partnership between the police and the public, through which crime and community safety issues are dealt with (South Africa, 1997b). It is important for the police to know how satisfied or dissatisfied their clients are and to seek ways to improve service delivery responsibilities and expectations. Furthermore, it is important to discover the factors that affect citizen satisfaction.

On the issue of improving the functioning of the CPFs, the participants highlighted that the CPFs need to be more visible and accessible to the community. Provision of resources was also highlighted as being important in improving the functioning of the CPFs in the two study settings. Furthermore, members of the community should be encouraged to be part of either the CPF or Neighbourhood Watch. By joining these structures, members of the community can be aware of their roles and responsibilities, as well as the functions of the criminal justice system. Moreover, SAPS management and the CPFs executive management should encourage their members to attend all the meetings organised to address crime in the community.

Active participation in these meetings ensures the effectiveness of police-community relations in policing. Sector managers need to be held accountable for the resources at their disposal. Police cultures need to change to build relations with the communities. In doing so, the functioning of the CPFs can improve. Most importantly, trust between the SAPS members and the community enables the police to gain greater access to valuable information from the community that could lead to high efficiency in crime combating. Therefore, the community and the police must improve the level of mutual trust for CPFs to function effectively.

Conclusion

This Chapter provided the findings relating to the study objectives and research questions. The questions posed to the participants were presented, analysed, interpreted and discussed in line with the legislative, policy and theoretical frameworks that underpin this study. Based on the feedback from the data generated through interviews with selected participants in this study, the most important lesson learnt regarding the

effectiveness of CPFs in crime combating was the need for effective communication and engagement between the community, the police and other stakeholders. The above discussion evinces that a concerted joint effort is necessary to identify and solve crime in both study settings; and the reduction of crime is dependent on a collaborative effort by the community, the police and other stakeholders. The next chapter presents a conclusion that can be derived from the foregoing discussion, followed by the overall recommendations, and proposed future research paths.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

Introduction

This chapter presents a summary of the study and the conclusions drawn from the data relating to factors that affect the effectiveness of the CPFs in Glenwood and Cato Manor, as a community policing strategy in combating crime. Based on the findings, recommendations on how to improve the effectiveness of the CPFs in both study settings are presented. These recommendations focus on aspects deduced from the empirical study. The researcher conducted KIIs and FGDs with persons who are actively involved in community policing, especially the CPFs and those that are not in order to obtain their views, opinions, perceptions on the effectiveness of the CPFs in combating crime in two selected study settings.

Conclusions pertaining to the fulfilment of the aims of the study

Below is an outline of many conclusions that can be derived from the foregoing analysis on the Community Policing Forums in Cato Manor and Glenwood.

Organisation of the CPFs in Glenwood and Cato Manor

The first aim of the study refers to the organisation of the CPFs in the two study settings. This was accomplished through the use of KIIs and FGDs interview schedules (See Annexures: A, B and C). From the analysis of data, it was evident that there are CPFs that have been established in terms of section 19(1) of the South African Police Services Act 68 of 1995 in both study settings. CPFs were set up with much enthusiasm and hope that they would not only facilitate relations between the community and the police but also facilitate prevention and combat against crime in the two areas. However, years

have passed and CPFs in both Glenwood and Cato Manor are experiencing problems that inhibit them to function effectively. This is not surprising given that they are a fairly new phenomenon in the country. A number of concerns were voiced by the participants who were interviewed, and these are outlined below.

An analysis and exploration of the effectiveness of the CPFs in combating crime

The analysis showed that not all community members know about the CPFs in their respective areas. This portrays ineffectiveness on the part of CPFs. In order to improve the members' awareness of CPFs use various forms of media, social networks, brochures and strategies such as strong visibility as measures that have been developed to make the CPFs known by the communities. Studies have found that community policing, especially the CPFs are not always implemented with immediate success. The participants in Glenwood highlighted lack of communication between the executive members of the CPF and the broader community as a challenge that affects the functioning of the CPF in the area. This has resulted in community members being reluctant to seek and develop a sustainable partnership with SAPS. For Cato Manor, the participants added that the proper functioning of the CPF is affected by politics of the day. Furthermore, barriers from within the police organisational structure and the organisational culture or climate was expressed as a challenge for the effective functioning of CPFs.

The lack of resources in the CPFs was highlighted as a source of frustration for most of the members. Similarly, where there is competition for resources, conflict is often generated between individual and organisational commitments, hence community policing, especially the CPFs may be difficult to maintain. Lack of trust was another

challenge highlighted in both study settings and that affects the effectiveness of the CPFs in combating crime. It is of great concern that some police officials in South Africa are still socially isolated from the communities they serve.

This study analysed the participants' satisfaction with services rendered by the police in both Glenwood and Cato Manor. It was noted that satisfaction levels differed among the participants interviewed. It was established that the majority of the Glenwood participants were not satisfied with the service of the SAPS in the area. It appears that, in most cases, the police are slow to respond when a crime is reported or they do not respond at all. The police are seen to be inefficient, ineffective and unaccountable. Furthermore, it appears that the police often provide no feedback after cases have been reported. For Cato Manor, the majority of the participants were satisfied with the services rendered by the SAPS in the area. It appears that, in most cases, the police respond promptly when a crime is reported and there is high police visibility in the area, even though they are under-resourced. Safety of the community requires community participation in any safety and security initiative. However, the participants in Cato Manor revealed that there is an element of criminal protection by some community members who hide criminals from being arrested by the police.

CPFs have been shaped by the dynamics operating within communities. In some areas, people have aligned themselves according to political parties and these represent their interests on the CPF. However, such political representation is not significant in other areas. In fact, community members active in CPFs are discouraged from foregrounding their political affiliations.

From the above discussion, it is evident that there are different factors that hinder the effective functioning of CPFs in both study settings. Recommendations to improve the effectiveness of the CPFs in combating crime and prevention are provided further below. Although examples from the industrially developed world cannot simply be applied to developing world contexts such as South Africa, the United Kingdom, among others, is an example of countries that deliver excellent community policing initiatives. When comparing the services in this country to those offered in South Africa, the differences in cultural specifics, structural limitations and other aspects of the societies ought to be borne in mind. The United Kingdom has a well-developed economy, better infrastructure and a more sophisticated social welfare system than South Africa.

Differences between the CPFs in Glenwood and Cato Manor

There were several differences in terms of the following five key aspects, which have implications on the effectiveness of CPFs:

Youth participation

Although the youth are an important constituency, they are not equally represented on the CPFs. At a Community policing forum in Cato Manor, the youth are well represented and they have done well in their community service. The CPF in Cato Manor has a youth forum and it has a portfolio on the management committee. They have undertaken campaigns such as Juluka Tsotsi. On the contrary, the CPF in Glenwood does not have a youth sub-forum but it arranges consultative forums with various organisations. These stakeholders meet on a monthly or quarterly basis as the need arises and discuss pertinent issues as well as feedback from the various organisations. Therefore, the youth are seldom part of the broader forum.

Police participation

It is not usual to find the station commanders, community relations officer and another officer attending community meetings in Glenwood. More often than not, they do not attend community meetings, and CPF members are unknown to some community members. The community is also not given feedback on the CPF meetings by anyone. This is a serious shortcoming because members of the community would perceive the police and the CPF in the area to be resistant to communication. In Cato Manor, it was found that the SAPS and CPF members attend community meetings, especially the ones dealing with the safety and security of the residents. The CPF in Cato Manor is well known by the public, and it helps the community.

Community participation

In Glenwood, participants felt that the level of community involvement in the CPF was problematic. Community members were concerned that their level of involvement in the CPF did not improve their status or circumstances although they assisted SAPS members with police work. Furthermore, police officials were promoted in the course of their duty. Initially, the involvement of community members in the CPF perhaps gave them false expectations. It was later difficult to get people to attend meetings and motivate them to join the CPF. Furthermore, they (community members) were eager to donate money but not their time. However, when they perceive the crime rate to escalate and their safety to be threatened, they turn out at CPF meetings. In the normal course of events, people retire behind their high walls, get on with their lives and leave such activities to other people. Those that are involved are in touch with the dynamics and needs of the community. In Cato Manor, more people from the community were

attending the CPF's meetings and a great deal of interest was expressed in the workings of the CPF. This was largely because the CPF members had worked hard to win the community over and got involved in various endeavours such as assisting the police in tracking down suspects thereby making the area safer.

Remuneration

Section 23(2) of the SAPS Act states that members of CPFs render their services on a voluntary basis and have no claim to compensation. However, members of CPFs in both of the study settings felt that they should be compensated (financially) for services rendered. Some had been volunteers in various organisations for more than ten years. The risks of involvement are related to the remuneration issue for Cato Manor, thus they feel that they should be compensated for putting their lives on the line. According to the participants, their lives were at risk as they acted as a buffer between the community and the police. They were also being called "impimpis" (sellouts) by some people in the community because they are seen moving up and down in the townships with police officers. Some members of the community in townships perceived CPF members to be selling them to the police. Furthermore, criminals in the area obviously disliked the fact that members of the community assisted the police in fighting crime. This was not even an issue in the case of Glenwood CPF. It is understandable, given that Glenwood participants have not had the same issues and problems to grapple with, unlike the black communities in Cato Manor.

CPFs and the SAPS

There are differences between suburban and township CPFs particularly in relation to the police. The township CPF has asserted its authority and demanded more than the

suburban CPF from the police in their area. This is mainly because of the past when the police were used by the former government to quell political activism amongst blacks. In essence, the relationship between black people and the police has never been good. Therefore, it is evident that some black CPFs have taken the aims of CPFs quite seriously because of their history of political activism. For example, they ensure that the police who serve them are accountable and transparent in their actions. They actively monitor the service the police provide and take problems raised by the community to the police and see to it that these are adequately addressed. The CPFs see themselves as watchdogs and assist the local police to determine local policing priorities. Furthermore, they are able to guide the police to where suspects are hiding and this information is obtained from members of the community who are willing to come forward in these matters. Empowerment has been the keyword for these CPFs. The fact that the CPF is a legitimate body with various powers and functions empowers people to challenge and question police actions in a constructive manner. This new relationship has been immensely beneficial to both the community and the police.

Recommendations

The results of this study may be used as a guide, especially by the community members and the police, to focus on issues which affect most of the community particularly those that may lead to worse results if not timeously attended to. In this section, the findings are summarised and recommendations are made regarding the effectiveness of the CPFs in combating crime and prevention in both Glenwood and Cato Manor.

Accountability

It emerged during the interviews that some members of the police, displayed a lack of accountability in the way they handle resources. The police are encouraged to give account for their actions. At police station level, accountability involves taking care of all resources at their disposal. In addition to this, accountability involves the conduct of police officers with respect to lawful, respectful and acceptable treatment of community members. The police must be encouraged to be always accountable for their actions and be made aware of the consequences of acting outside the law. Accountability means that officers and citizens must be answerable for their actions or omissions. The community must also be encouraged to be accountable by providing information about crime to the local police.

Members of the communities should be encouraged to be part of the CPF or Neighbourhood Watch. By joining these structures, members of the communities could be aware of their roles and responsibilities, as well as the functions of the criminal justice system. It is recommended that SAPS management and the CPF executive management should encourage their members to attend all the meetings organised to address crime in their respective communities. Active participation in these meetings ensures the effectiveness of partnerships in policing. Sector managers need to be held accountable for resources at their disposal. It is recommended that SAPS management must ensure that resources are utilised efficiently.

Strong leadership

When there is no leadership, things fall apart, and more often than not, a culture of impunity often prevails. Good management will ensure that resources are used

optimally and rules and regulations are adhered to. In order to effectively implement community policing, there is a need for a strong leadership with the required management skills and expertise. Failure by leadership to enforce discipline on errant members encourages a culture of impunity. Management needs to ensure that actions that bring the SAPS into disrepute are not tolerated and members of the SAPS should conduct themselves in a manner that is consistent with the core values of the organisation. During the interviews, it emerged that management was not doing enough about members who neglect their duties or act against the law. It is recommended that action is taken against those managers who fail to take actions against members under their supervision.

When choosing leadership for CPFs in both Glenwood and Cato Manor, the community must be consulted in order to gain their support and to be able to meet community expectations and needs. A visionary person needs to be appointed in such a position and the team that will work with such a leader should have unquestionable character and background.

Communication

Communication about the CPFs and their meetings needs to be streamlined, as several participants gave examples of not being involved in CPF meetings. This appears to be a problem because it means that important decisions are taken without the participation of some key role players in policing. In addition, it was found that investigating officers do not always provide feedback on reported cases. For CPFs to function effectively, role players need to communicate with each other on a regular basis. The objectives of community policing need to be communicated to all role players in a clear and

unambiguous manner. There should be open and honest communication between the police and the citizens in the various sectors, which will lead to the joint identification and solving of problems. It is also recommended that community radio and other media structures should be effectively utilised for both communication purposes and during awareness campaigns.

Role clarification

Role descriptions for all role players in CPFs should be made available. It is recommended that a communication strategy is jointly developed by all role players to ensure effective and sustainable communication, which will ensure that there is a clear understanding of stakeholders' respective roles. The police management needs to encourage SAPS officials to be more involved with their respective communities. It is envisaged that this will result in a better understanding of the respective roles. The police need to balance member commitment to the community through primary functions, such as combating crime. For example, the Department of Justice and Constitutional Development has a role to educate the community about issues such as bail applications and conditions under which bail can be granted because the community does not believe that every person arrested has a right to be released on bail. The community needs to be educated on these, and other critical matters. The community believes that suspects need to be kept in jail, especially when one committed a crime in their presence. It is recommended that community members be educated through workshops on the operations of the criminal justice system.

Cooperation

Community members are also encouraged to take responsibility for their own safety. The police should begin to work with the community to strengthen various partnerships in order to service Glenwood and Cato Manor well. Sector managers need to organise regular meetings to discuss neighbourhood problems and community members should be involved in decision-making processes. It is important that everyone in both study settings should see themselves as a role player in policing and that a partnership approach to policing as the only avenue for taking responsibility to create safer communities. Meetings should be organised regularly by the police and the community at large. Increasing the frequency and quality of contact sessions may increase appreciation of police work by the community. In addition, it will reduce police members' frustration levels and their negative attitudes towards community policing and CPFs. This will result in better levels of satisfaction by both the police and the community. Therefore, cooperation between the police and communities through consultation leads to healthy police-community relations and must be encouraged. It is recommended that both the police and community share information that will ensure safety in the community and promote participation in community policing initiatives such as the CPFs.

Trust building

Trust between the SAPS members, CPF members and the community enables the police to gain greater access to valuable information from the community that could lead to success in combating crime. It is recommended that initiatives such as sporting events be jointly organised, as they assist in bringing people closer together. It will also keep

the youth busy and discourage them from participating in illegal activities or use illegal substances. It is recommended that police management and community members should initiate joint projects that involve them in policing partnerships.

Consultation

The police are encouraged to provide timeous feedback on all reported cases. Suggestion boxes should be made available at the police station to allow communities to raise concerns and anonymously make suggestions. A team needs to be established to assess these concerns and speedily act on them. A team should be established to work with the Department of Safety and Security when budgets are allocated, to allow for sufficient resources to be available to facilitate community policing initiatives. Service improvement programmes should be implemented and the citizens need to be informed about the level and quality of services they are entitled to. Standard operation procedures set by the police should be used by citizens as tools to measure police performance. A responsible person may be appointed to evaluate all concerns with the objective of making recommendations for the improvement of services. It is recommended that suggestion box should be placed at the front line, meaning the client service centre.

Training

The researcher found that there was lack of knowledge and understanding of inefficient training. It is therefore recommended that training must be provided to all police officers at the stations, and must not be selective and limited to a few. Leadership is necessary to ensure selection and training of role players in community policing initiatives, which will ensure that the role players acquire the skills and knowledge

necessary for them to be effective in their functions. The role players should be recruited according to clear screening processes and background checks must be conducted to ensure that criminals are not allowed to serve in CPFs structures. It is recommended that skills be developed. The police need to be continuously trained at all times within a human rights framework. The researcher acknowledges that training itself is not enough, and its expected benefits can be undetermined through resistance. Perhaps, the old policing system attracted personality types that are resistant to change particularly notions such as community participation. These personalities depend on structure and certainty.

Police organisational culture

Police cultures need to change in order to build sustainable relations with the communities. The presence of the police culture solidarity, isolation and cynicism in the SAPS organisational culture on the institutionalisation of community policing in South Africa needs to change. Therefore, community policing, should be included and practised when SAPS personnel are trained in order to break, the rigidity in police culture. Policing is all about people and the rendering of a policing service. The control of institutional actions requires that an organisational structure ensures uniform and goal-directed action. Hence, in order to be able to implement the principles and philosophy of community policing, especially through CPFs, the organisation (SAPS) must change its structure and culture.

This change in culture can imply a change from a culture of militarism and power, to a culture of self-control; a change in the emphasis on hierarchy, rank and authority, to the emphasis on development, creativity and flexibility. Furthermore, a change in the

emphasis on old practices (we have always done things the way and standing orders specify), to a constant balance between past practices that are still relevant and new practices. Further to this, a change from just following the rules, to questioning allegations and interrogating procedures, amongst other things; a change from a closed system that implies a lack of accountability, to openness, communication and recognition of results. Lastly, a change from internal solidarity (united against the external enemy), to professionalism to ensure that justice is done.

Change of legislation

Amending the Act of Parliament that regulates the CPFs, to give a clear indication of the role and capacity of the CPFs is necessary. Moreover, the CPFs must be housed under the Civilian Secretariat for the police. This can help with accountability as well because CPFs are supposed to be a mechanism through which policing agencies are made answerable for addressing the needs and concerns of the communities they serve. The CPFs should be utilised to establish a culture of accountability within policing agencies. Lastly, the design and implementation of a curriculum for CPFs members to undergo training before they are put to the office may be a milestone achievement in improving policing in South Africa.

Conclusion

This study explored and described the effectiveness of CPFs in both Glenwood and Cato Manor, Durban. The discussion of the literature surrounding community policing and the theoretical, policy and legislative frameworks was important for the understanding of community policing. It emerged that the police are unable to single-handedly deal with crime, but rather need the support of the broader community. There

is a need to establish a stronger partnership and continue to seek ways for closer cooperation between the SAPS and the communities. The establishment of CPFs was a great innovation and the challenge is to envisage a creative future for these structures. It cannot be left to the government, bearing in mind that CPFs were created when the concept of community policing was not fully conceived. A great deal has been accomplished by bringing the community and the police together at the CPFs. However, this study shows that the CPFs still experience problems with the police and the community in both study areas. Accountability and strong leadership by all role players in policing are the two pillars on which effective implementation of community policing initiatives, especially, the CPFs rests. Thus, a call for a collaborative work remains of importance.

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ANNEXURE A: INTERVIEW SCHEDULE GUIDE

INTERVIEW QUESTIONS- ORGANISATIONS (SAPS & CPF`S)

Semi-structured interview

1. Demographics:
 - a. Occupation:
 - b. Age range:
 - c. Gender:
 - d. Race:
 - e. Name of Organisation:
2. Is South Africa your country of citizenship?
3. Which Province are you from?
4. What motivated you to come to Durban?
5. What motivated you to work for this organisation?

Level of crime

6. What do you think of the nature and extent of crime in your area?
7. What measures are being undertaken to curb issues of crime in your area?
8. What are the most common crimes you are most faced with in your area?

9. Whose responsibility do you think it is to prevent crime in your area?
10. Do you think the community is necessary or adds value to policing in your area?

Community Policing

11. What is your understanding of community policing?
12. Do you think all SAPS members support community policing in your area?
13. If yes, why? If no, why not?
14. How well established is community policing in your area?

Community Policing Forums

15. Are there community policing forums that have been established in your area?
16. If so, what are these community policing forums?
17. Who participate in these community policing forums in the area?
18. What are the roles and responsibilities of partners in community policing forums?
19. How often do partners interact with each other?
20. What form does this interaction take?

Effectiveness of Community Policing Forums

21. Does the community know of these community policing forums?
22. If so, what are the measures that have been taken to make these community policing forums known by the community?

23. What successes have such community policing forums achieved?
24. Are there any barriers that affect the effectiveness of the community policing forums in your area?
25. If so, what are they?
26. What do you think can be done to improve the effectiveness of the community policing forums?
27. Is there anything more that you wish to add?

ANNEXURE B: INTERVIEW SCHEDULE GUIDE

INTERVIEW QUESTIONS- COMMUNITY LEADERS

Semi-structured interview

1. Demographics:

- f. What is your gender?
- g. What is your nationality?
- h. If South African, what is your race group?
- i. What is your age range?
- j. What is your level of education? (below grade 12; Grade 12; Tertiary)
- k. Are you employed?
- l. If yes, what is your occupation?
- m. Are you a member of a community policing forum?
- n. Where do you reside? (Glenwood or Cator Manor)
- o. What type of residential are you currently occupying? (Own house; stay with parents; lodger; informal settlement or rented)
- p. How long have you lived in this residence? (year range)

28. Level of crime:

- a. As far as you know, what is the level of crime within your area?
- b. What is the most common type of crime committed in your area?

29. What is your understanding of community policing?
30. Do you believe that community members have a role in crime combating?
31. If so, what is that role?
32. What is your understanding of the community policing forums?
33. Do you know of any within your area?
34. Do you believe that community members are always engaged in operational planning of crime combating?
35. Are you satisfied about the services rendered by the police in your area?
36. If yes, why? If no, why not?
37. How often do you see police patrol in your area?
38. Do community members always help the police during their patrol?
39. If yes, why? If no, why not?
40. Whose responsibility do you think it is to prevent and/or combat crime?
41. Do you think that there is partnership between the police and the community in your area?
42. If yes, why? If no, why not?
43. Do you believe that the community is willing to work in partnership with the police in crime combating?
44. What do you think can be done to improve relations between the police and the community in your area?
45. Is there anything more that you wish to add?

ANNEXURE C: INTERVIEW SCHEDULE GUIDE

INTERVIEW QUESTIONS- COMMUNITY MEMBERS (BUSINESS & ORDINARY)

Focus Group Discussion

- a. As far as you know, what is the level of crime within your area?
- b. What is the most common type of crime committed in your area?
- c. What is your understanding of community policing?
- d. Do you believe that community members have a role in crime combating?
- e. Do you know of the community policing forum in your area?
- f. Do you engage with it? (Fighting crime)
- g. What can be done to improve the functioning of the CPF?
- h. Are you satisfied about the services rendered by the police in your area?
- i. Do you think that there is partnership between the police and the community in your area?
- j. What can be done to improve the partnership?
- k. Anything else you would like to add?

ANNEXURE D: UNIVERSITY OF KWAZULU-NATAL APPROVAL LETTER



8 September 2016

Mr Siyanda Dlamini 208506987
School of Applied Human Sciences
Pietermaritzburg Campus

Dear Mr Dlamini

Protocol reference number: HSS/1427/016D

Project Title: A criminological exploration of the effectiveness of Community Policing Forums in Durban, South Africa: A study based on Glenwood Suburbs and Cator Manor Township

Full Approval – Expedited Application

In response to your application received 1 September 2016, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Dr Shamila Naidoo (Deputy Chair)
Humanities & Social Sciences Research Ethics Committee

/pm

Cc Supervisor: Professor Shanta Singh
Cc Academic Leader Research: Dr Jean Steyn
Cc School Administrator: Ms Ayanda Ntuli

Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4000

Telephone: +27 (0) 31 260 3587/8350/4557 Facsimile: +27 (0) 31 260 4609 Email: ximbap@ukzn.ac.za / snymanm@ukzn.ac.za / mohunp@ukzn.ac.za

Website: www.ukzn.ac.za



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ANNEXURE E: SOUTH AFRICAN POLICE SERVICES APPROVAL LETTER



Privaatsak Private Bag X94	Pretoria 0001	Faks No. Fax No.	(012) 393 2616
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Your reference/U verwysing:

My reference/My verwysing: 3/34/2

Enquiries/Navrae: Lt Col Joubert

Intern Mahamba

Tel: (012) 393 3118

(012) 393 2423/4370

Email: JoubertG@saps.gov.za

MahambaS@saps.gov.za

THE NATIONAL COMMISSIONER

SOUTH AFRICAN POLICE SERVICE

PRETORIA

0001

S Dlamini
UNIVERSITY OF KWAZULU-NATAL

**RE: PERMISSION TO CONDUCT RESEARCH IN SAPS: A CRIMINOLOGICAL
EXPLORATION OF THE EFFECTIVENESS OF COMMUNITY POLICING FORUMS IN
DURBAN, SOUTH AFRICA: A STUDY ON GLENWOOD SUBURBS AND CATOR MANOR
TOWNSHIP DOCTORAL DEGREE: UNIVERSITY OF NATAL: RESEARCHER: S DLAMINI**

The above subject matter refers.

You are hereby granted approval for your research study on the above mentioned topic in terms of National Instruction 1 of 2006.

Further arrangements regarding the research study may be made with the following offices:

Provincial Commissioner: KwaZulu-Natal:

- **Contact Person:** Col van der Linde
- **Contact Details:** (031) 325 4841

Divisional Commissioner: Visible Policing:

- **Contact Person:** Lt Col Moolman
- **Contact Details:** (012) 421 8476

Kindly adhere to par 6 of our letter signed on the **2016/12/07** with the same above reference number.


**LIEUTENANT GENERAL
DIVISIONAL COMMISSIONER: RESEARCH
DR BM ZULU**

DATE: 2017/01/17

ANNEXURE F: UMBILO CPF APPROVAL LETTER



Umbilo Community Police Forum

36 Deddar Avenue, Umbilo

Durban

4075

Mr Siyanda Dlamini
Albert Luthuli Residence Room B110
University of KwaZulu-Natal
277 Rick Turner Road, Glenwood
Durban
4001

RE: RESEARCH STUDY: A CRIMINOLOGICAL EXPLORATION OF THE EFFECTIVENESS OF COMMUNITY POLICING FORUMS IN DURBAN, SOUTH AFRICA: A STUDY BASED ON GLENWOOD SUBURB AND CATO MANOR TOWNSHIP

Approval from the office of the Umbilo Community Police Forum is hereby granted to conduct research on condition that it does not hinder the functioning of this organisation.

For any queries, please contact Mr Thabo Khadikhadi *Khadikhadi*

Cell: 0781351383

Thank You.

A handwritten signature in black ink, appearing to be 'Thabo Khadikhadi', is written over a horizontal line.

Thabo Khadikhadi *Khadikhadi*

Chairperson (Umbilo Community Police Forum)

ANNEXURE G: CATO MANOR CPF APPROVAL LETTER

Cato Manor Community Police Forum
446 Bellair Road, Cato Manor
Durban
4091

Mr Siyanda Dlamini
Albert Luthuli Residence Room B110
University of KwaZulu-Natal
277 Rick Turner Road, Glenwood
Durban
4001

**RE: RESEARCH STUDY: A CRIMINOLOGICAL EXPLORATION OF THE
EFFECTIVENESS OF COMMUNITY POLICING FORUMS IN DURBAN, SOUTH
AFRICA: A STUDY BASED ON GLENWOOD SUBURB AND CATO MANOR
TOWNSHIP**

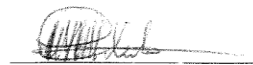
Approval from the office of the Cato Manor Community Police Forum is hereby granted to conduct research on the following conditions:

1. That prior arrangements for interviews or meetings is done.
2. That it will not hinder with the work and functioning of the forum.
3. Once the study is finished, a copy will be made available to the organisation.

For any queries, please contact Mr Mandla Makhathini.

Cell: 0833358534

Thank You.



Mandla Makhathini
Chairperson (Cato Manor Community Police Forum)

ANNEXURE H: SAPS UNDERTAKING

UNDERTAKING

I, Siyanda Dlamini (Name and surname)
Hereby indemnify the South African Police Service (SAPS) against any claims for any loss or damage caused by or to any equipment used during the research and against any claims for any loss or damage or any other moneys for which the Service may be held liable as a consequence of its involvement in the project.

I further undertake to conduct the research without any unreasonable disruption to the duties of the members of the Service, where it is necessary for the research *goals, research procedure or research instruments* to disrupt the duties of a members, prior arrangements must be in good with the commander of such employee;

I undertake—

- not to divulge information received from any employee of the SAPS or any person with whom I conducted an interview, and that the information will at all times be treated as strictly confidential;
- that the research will be performed at my exclusive cost, that I will provide all equipment of whatsoever nature used to conduct the research;
- will pay fees or comply with further procedures in the SAPS, such as fees or procedures applicable to obtain access to a record of the SAPS;
- that I will allow the Service fourteen days to peruse the research report in order to determine whether it complies with all conditions for the approval of the research before it is published in any manner and if it is found not to comply with any condition, I will not publish it or hand it in for examination purposes; and
- to donate an annotated copy of the research work to the SAPS.

Signed:



Date:

23 / 01 / 17

Place:

Durban

ANNEXURE I: INFORMED CONSENT LETTER

School of Applied Human Science, College of Humanities,
University of KwaZulu-Natal,
Howard College Campus,
Dear Participant

INFORMED CONSENT LETTER

My name is Siyanda Dlamini, I am a Criminology Doctor of Philosophy (PhD) student studying at the University of KwaZulu-Natal, Howard College Campus; South Africa.

I am interested in learning about the effectiveness of community policing forums in Durban, paying attention to Glenwood Suburbs and Cato Manor Township. To gather the information, I am interested in asking you some questions.

Please note that:

- Your confidentiality is guaranteed as your inputs will not be attributed to you in person, but reported only as a population member opinion.
- The interview may last for about 1 hour and may be split depending on your preference.
- Any information given by you cannot be used against you, and the collected data will be used for purposes of this research only.
- Data will be stored in secure storage and destroyed after 5 years.
- You have a choice to participate, not participate or stop participating in the research. You will not be penalized for taking such an action.

- The project is designed to gather information on the effectiveness of community policing forums. Your involvement is purely for academic purposes only, and there are no financial benefits involved.
- If you are willing to be interviewed, please indicate (by ticking as applicable) whether or not you are willing to allow the interview to be recorded by the following equipment:

	Willing	Not willing
Audio equipment		
Photographic equipment		
Video equipment		

I can be contacted at:

Email: dlaminiyanda208@gmail or dlaminis16@ukzn.ac.za Cell: +27 76 8240317.

My supervisor is Prof. Shantha Singh who is located at the Department of Criminology & Forensic Studies, Howard College campus of the University of KwaZulu-Natal.

Contact details: email: Singhsb@ukzn.ac.za Phone number: +2731260789

You may also contact the Research Office through:

P. Mohun
HSSREC Research Office,
Tel: 031 260 4557 E-mail: mohunp@ukzn.ac.za

Thank you for your contribution to this research.

DECLARATION

I..... (Full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

SIGNATURE OF PARTICIPANT

DATE

.....

.....

ANNEXURE J: NATIONAL INSTRUCTION 1/2006 RESEARCH IN THE SERVICE

Strategic Management: Management Services V01.00 Page 1 of 5 Issued by
Consolidation Notice 2/2006

NATIONAL INSTRUCTION 1/2006 RESEARCH IN THE SERVICE

1. Background

The purpose of this instruction is to regulate requests to conduct research in the Service by persons from outside the Service or by employees who wish to conduct the research for private purposes (such as for the purposes of their studies).

2. Definitions

In this Instruction, unless the context otherwise indicates, —

- (a) “*line manager*” means the employee who is responsible for the matter in respect of which it is requested to conduct the research;
- (b) “*publish*” means any form of communication, other than communication to the Service;
- (c) “*researcher*” means the person who applies for access to a record or information in the possession or under the control of the Service for the purpose of conducting research;

- (d) “*research goals*” means what the researcher aims to establish by conducting the research;
- (e) “*research instrument*” means an instrument of data collection consisting of a series of questions relating to the research project that will be put to persons in order to gather information for the purposes of the research project;
- (f) “*research procedure*” refers to the kind of research tools and procedures that will be used to conduct the research;
- (g) “*research proposal*” means an outline of the research that the researcher plans to conduct and the objectives of the research; and
- (h) “*the Act*” refers to the Promotion of Access to Information Act, 2000 (Act No. 2 of 2000).

3. Applications to conduct research in the Service

An application to conduct research in the Service must contain at least —

- (a) the full names and surname of the *researcher*;
- (b) his or her identity number;
- (c) his or her residential address;
- (d) his or her work address;
- (e) his or her telephonic contact details;
- (f) his or her academic and other applicable qualifications;
- (g) any relevant experience of the researcher in conducting *research*;
- (h) the name of company or institution represented, or on behalf of whom the *research* will be conducted;

- (i) full details of the company or institution on behalf of which the *researcher* will conduct the *research* and his or her authorization or contractual obligations to that company or institution, if the researcher represents, or will act on behalf of a company or institution;
- (j) the goals of his or her research;
- (k) a *research proposal* which sets out the *research procedure* and *research instruments* he or she intends to utilize during the research;
- (l) a copy of the *research instruments*;
- (m) a recommendation from the researcher's promoter regarding the *bona fides* of the application;
- (n) an estimate of the time period necessary for his or her research;
- (o) an indication of the method of *publication* of his or her research; and
- (p) a motivation for the research indicating the extent to which the research will be in the interest of the Service.

4. Receipt of an application to conduct research in the Service

(1) Any office of the Service that receives an application to conduct research on information in the possession or under the control of the Service, must forward the application to the following functionary:

The Head
Strategic Management
Head Office
South African Police Service
Private Bag X94
PRETORIA
0001.

(2) If the application is an application to have access to a record to which any member of the public would normally be permitted to have access in terms of *the Act*, the Head: Strategic Management must inform the applicant that he or she must submit the application in terms of *the Act* to the appropriate deputy information officer of the Service and provide him or her with the contact particulars of the relevant deputy information officer.

(3) If an application to conduct *research* in the Service is received by the **National Instruction 1/2006 Research in the Service**

Strategic Management: Management Services V01.00 Page 3 of 5 Issued by Consolidation Notice 2/2006

Head: Strategic Management, and it appears that the application does not contain all the information required in terms of this paragraph or any ambiguity exists regarding any aspect of the intended research or the application, the Head: Strategic Management may make the necessary enquiries or liaise with the applicant regarding any aspect to enable him or her to make a decision regarding the application.

5. Consideration of an application to conduct research in the Service

(1) If an application to conduct research in the Service is an application to have access to a record that would normally not be approved if made in terms of *the Act* or that is contained in an open docket, the Head: Strategic Management must consult with the relevant *line manager* and any other relevant functionary to determine whether the research and outcome thereof will also be advantageous to the Service. If so, he or she must determine whether conditions could be imposed to prevent the unlawful disclosure

of information or the disclosure of information that may negatively impact on the functions of the Service.

(2) If the application is an application to have access to employees of the Service to interview them or to distribute questionnaires to such employees to be completed by them, the Head: Strategic Management must consult with the relevant *line manager* under whose command the relevant employees resort and any other relevant functionaries to determine whether the research and outcome thereof will also be advantageous to the Service. If so, he or she must determine whether conditions could be imposed to prevent the unlawful disclosure of information or the disclosure of information that may negatively impact on the functions of the Service or to prevent unacceptable demands being placed on the time of employees or the resources of the Service.

(3) During the consultation in respect of applications referred to in subparagraphs (1) and (2), the Head: Strategic Management and the relevant *line manager* and other functionary, if applicable, must not only consider the merits of the application to conduct the research, but also the availability of the relevant records or information and the impact that the research will have on the performance by employees of their duties and functions and the demands that it will place on the resources of the Service.

(4) The relevant *line manager* and other functionary, if applicable, must confirm their views in this regard in writing to the Head: Strategic Management. **National**

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(5) If the Head: Strategic Management and the relevant *line manager* agree, the Head: Strategic Management may —

(a) subject to subparagraph (7), approve the application; or

(b) disapprove the application.

(6) If the Head: Strategic Management and the relevant *line manager* disagree regarding the merits of the application and the availability of the records or information required or the effect of research on the duties of members and resources of the Service, the Head: Strategic Management must submit the application together with his or her recommendations and the recommendations of the relevant *line manager* to the relevant Deputy National Commissioner for a final decision on the application.

(7) In the case of an application for research to be conducted nationally, in more than one province or relating to officials of the Service holding the rank of Assistant Commissioner or a higher rank, and the Head: Strategic Management and the relevant *line manager* agree that the application should be approved, the Head: Strategic Management must submit the application together with his or her recommendations and those of the relevant *line manager* to the relevant Deputy National Commissioner for a final decision.

(8) The relevant Deputy National Commissioner or the Head: Strategic Management, whichever may be applicable, must in writing inform the researcher of the outcome of

the application, and if approved, set out the conditions upon which the approval was granted and indicate the limits, if any, placed on conducting the research.

6. Conditions

(1) If an application is approved, the *researcher* must be informed in writing that the approval is granted provided that the *researcher* signs an undertaking (of which a copy must be attached to the letter) to comply with the conditions upon which the research was approved.

(2) The undertaking must mention the conditions set by the Head: Strategic Management and must indemnify the Service against any claim for any loss or damage caused by or to any equipment used during conducting the *research* and against any claim for any loss or damage or any other moneys for which the Service may be held liable as a consequence of its involvement in the project and the *researcher* must at least undertake that he or she —

(a) will at his or her exclusive cost, provide all equipment of whatsoever nature used to conduct the *research*;

(b) Will conduct the *research* without any disruption of the duties of **National Instruction 1/2006 Research in the Service**

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members of the Service and where it is necessary for the *research goals*, *research procedure* or *research instruments* to disrupt the duties of a member, prior arrangements must be made in good time with the commander of such member;

(c) will not divulge information received from a member of the Service or any person with whom the *researcher* conducted an interview, and that the information will at all times be treated as strictly confidential. If information pertains to the investigation of a crime or a criminal case, the *researcher* must acknowledge that he or she, by *publication* thereof, may also be guilty of defeating or obstructing the course of justice or contempt of court;

(d) Will pay fees or comply with further procedures in the Service, such as fees or procedures applicable to obtain access to a record of the Service;

(e) will allow the Service fourteen days to peruse the report in order to determine whether it complies with all conditions for the approval of the research before it is published in any manner and, if it is found not to comply with any condition, that he or she will not publish it; and

(f) Will donate an annotated copy of the *research* work to the Service.