

**THE CHALLENGES IN ESTABLISHING PARTNERSHIP POLICING IN
SOSHANGUVE**

By

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DECLARATION

I, Dumisani Quiet Mabunda, declare that the thesis entitled “THE CHALLENGES IN ESTABLISHING PARTNERSHIPS IN POLICING IN SOSHANGUVE” is my own work and that all sources used have been acknowledged by means of complete references.

I understand and adhere to the ethical Code as presented by the Human Sciences Research Council and UNISA Code of Ethics.

Dumisani Quiet Mabunda

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DEDICATION

This work is dedicated to my dear wife, Lindiwe Precious, and loving children, Nomfundo, Sibusiso, Nkateko and Musa. I would not have been able to complete this work without their support.

ABSTRACT

Despite various policing strategies in the recent past, the police alone have not been able reduce crime in Soshanguve. Research into how partnerships in policing can assist in finding solutions to crime prevention is limited. The police have come to realise that they need the active involvement and cooperation of and support from the community and other role players to prevent crime. This research has as its aim the identification of the challenges in establishing partnerships in policing the Soshanguve policing area.

A qualitative approach was adopted. An interview schedule with predetermined questions was designed, piloted and used in focus group interviews with participants who are actively involved in partnerships in policing in the area. Interviews were conducted with 45 participants in three focus group interviews to obtain their views, opinions and perceptions of partnerships in policing.

The collected data was transcribed verbatim (using words and phrases of the participants), analysed and interpreted. The data was analysed and interpreted using manual open coding, with the aim of identifying and examining patterns of similarities or differences in the data. A literature study was conducted to gain a better understanding of partnerships in policing. Research indicates that partnerships in policing have been effectively implemented in other parts of the world and can be implemented in South Africa in general and in Soshanguve in particular.

Factors that inhibit partnerships in policing between the police and the community as well as in other environments were identified. These factors include among others, lack of trust, communication and cooperation. Recommendations are made to all concerned; particularly to the South African Police Service management on how partnerships in policing can be effectively implemented.

KEY TERMS

- Partnership
- Policing
- Community Police Forum
- South African Police

- Crime Prevention
- Community Participation
- Soshanguve
- Business Community
- Sector Forum
- Sector Managers

LIST OF ABBREVIATIONS

CAPS	:	Chicago Alternative Policing Strategy
CSF	:	Community Safety Forum
CPF	:	Community Policing Forum
ICD	:	Independent Complaints Directorate
IPID	:	Independent Police Investigative Directorate
NCPS	:	National Crime Prevention Strategy
NGO	:	Non-Governmental Organizations
SAPS	:	South African Police Services
STATS SA	:	Statistics South Africa
UK	:	United Kingdom
WCSP	:	Wandsworth Community Safety Partners

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CHAPTER 1

General Orientation

1.1 Introduction

Crime is a global challenge that threatens not only safety and security within communities but the peace and stability of the country itself. Crime compromises the quality of life of ordinary citizens. This means that a need exists for a joint approach by the police and communities and a strong political will to deal with crime. A strategy that encourages efficient use of resources and shared responsibility to fight crime is an absolute necessity. Traditionally, the responsibility to fight crime 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. Success in the fight against crime can be attained when there is cooperation among the police, communities and other role players.

This study aims to explore the dimensions linked to the establishment and implementation of partnerships in policing in Soshanguve. The chapter begins by introducing the problem statement, and then presents the aims and objectives, research questions, and the value of the research. Key concepts are defined and the research design and approach, population sampling, and methods of data collection and data analysis are described. The chapter also deals with methods used to ensure trustworthiness of the data, ethical considerations, and delineations and limitations. The chapter concludes with the chapter layout.

1.2 Statement of the problem

Until 1994, when South Africa became a democracy, policing in South Africa was characterised by violence and racial segregation, owing to more than 300 years of colonial rule and to the apartheid regime (Singh, 2005:43). This situation changed in the first democratic dispensation in 1994. During these years, policing was divided along racial lines. Black townships were largely neglected when it came to policing. Post the 1994 elections, South Africa introduced community policing philosophy to promote sound police-community relations, under a new and democratic dispensation (Salomane, 2010:11). This approach was also intended to strengthen the responses to crime, using strategies such as Community Police Forums (CPFs) and sector policing. To this

end, the South African Police Service (SAPS) is supported by the National Crime Prevention Strategy (NCPS) of 1996, which gave emphasis to the value of police-community partnerships as one viable option for dealing with crime and community safety. The NCPS lays a clear foundation for the use of partnerships in crime prevention in South Africa.

The introduction of community policing in South Africa was, however, made difficult by the political climate at the time (Salomane, 2010:11). This made partnership policing a difficult exercise, particularly in under-resourced police stations located in black townships. Some of the inherent challenges included 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 on how to make partnership policing work.

The police are required in terms of the Constitution of the Republic of South Africa, Act 108 of 1996, and the South African Police 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. In addition, the 1993 Interim Constitution proposed the introduction and regulation of partnerships in policing (Pelser, 1999:5). When these provisions are adhered to, it removes the perception that police officers are solely responsible for preventing crime.

Globally, community partnerships in policing have been effectively implemented in countries such as the United Kingdom (UK), Australia, Holland and Kenya. There is no single partnership in policing model that fits all policing environments and policing strategies need to be tailor-made for specific conditions. Police agencies rely on institutional and civil society partners to assist them to deal with crime as they have come to realise that they are unable to deal with crime without the involvement of community members.

The community of Soshanguve has been faced with serious crime problems in the recent past. This problem affects the quality of life of ordinary citizens in the area. The most common crimes are: house robbery, house breaking and theft, armed robbery, murder, use of drugs and other serious crimes. The police alone have not been able to address these crimes because they have a vast area to police with inadequate resources. Partnerships in policing appear to be an alternative because the traditional policing approach has not provided answers to crime problems in the area. According to Stevens (2003:71), the police need the assistance and cooperation of the community

to reduce crime. Policies, procedures and implementation guidelines for community policing are in place; however, these have not been effectively implemented. Lack of training, mistrust, poor leadership and inadequate resources have been cited as some of the factors that affect partnerships in policing in the area.

Crime is a serious challenge in South Africa, and particularly in Soshanguve, and has a negative impact because it violates the fundamental human rights and affects the quality of life of all citizens in the country. According to the NCPS of 1996, crime prevention is a priority (Department of Safety and Security, 2003:1). The NCPS is based on the idea that the SAPS cannot reduce crime alone and stresses the need for the involvement and participation of the community and other stakeholders for the SAPS to fulfil its mandate effectively. The South African Police Service Act, 1995, compels each police station to embrace community policing and to operationalise this philosophy through the implementation of partnerships in policing (South Africa, 1995a:18).

The level of cooperation between the community and the police has to improve if crime is to be reduced or prevented. Burger (2011:1) 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 policing takes time to develop.

A lack of trust is one of the factors that affect partnerships in policing. A variety of reasons exists for distrust between the police and members of the public (Stevens & Yach, 1995:52), including South Africa's history, which has resulted in the current situation where the police and the citizens still do not trust each other (Burger, 2011:68). Oppler (1997:27) argues that, for partnerships to work, partners need to be frank and honest with each other, and trust each other. Morrison and Prinsloo (2001:6) advocate a partnership that maximises resources within the community through shared responsibility and joint efforts. The question that needs to be addressed is, why the police and the community have been unable to implement partnerships in policing in the area, and what steps need to be taken to address the issue. The SAPS is required in terms of the SAPS Act, 1995, to cooperate with the community to prevent crime. This study will critique the current state of the implementation of community policing in the area to establish whether partnerships in policing are a viable alternative for crime reduction in Soshanguve.

1.3 The aim and objectives of the research

The aim of this study is to identify the challenges in forming partnerships in order to address the crime problem.

This aim will be realised through the objectives, which are to:

- Determine the effectiveness of partnerships in policing in Soshanguve.
- Identify the barriers that hamper effective implementation of partnerships in policing.
- Establish the level of understanding of roles and functions by persons who are actively involved in community policing in the area.
- Explore the level of trust and cooperation between the police and the community in the area.
- Evaluate the current status of sector policing in Soshanguve.
- Develop a partnership model based on international best practices.

According to May (1993:11), the purpose of research is to review existing knowledge and to describe the problem in order to provide solutions. De Vos, Strydom, Fouche and Delpont, as cited by Kumar and Behrendorf (2010:193), argue that the objective of the study should be clearly stated and specific in nature. Sherman (1998:14) indicates that the objectives of research can be descriptive, explanatory and predictive.

1.4 Research questions

In view of the problem statement above, the following research questions were formulated:

- What are the challenges that hinder partnerships in policing in Soshanguve?
- Who are the partners?
- What are the roles of partners in partnerships in policing?
- What are the factors which affect the implementation of partnerships in policing in Soshanguve?
- Can a partnership approach effectively contribute towards the reduction of crime?
- How should police go about the task of building partnerships with the community?
- How can partnerships in policing be effectively implemented?

According to Pelsier (2002:11), one way of exploring the obstacles to partnership efforts is to analyse common problems. For the current study, this can be done by conducting interviews with participants who are actively involved in policing in Soshanguve. Focus group interviews presented an opportunity to find answers to the above-mentioned questions.

1.5 The value of the research

The findings in this study are intended to demonstrate to the management of the SAPS the challenges that inhibit efficiency and effectiveness in partnership policing, particularly from a national and global perspective and contextualised to the Soshanguve policing precinct. The findings include an indication of possibilities for overcoming the challenges in the sustainable implementation of partnership policing. To this effect, the findings in this research may generate empirical contributions that may be transferred to other policing precincts with similar dynamics. The findings are intended to contribute to and build on the body of knowledge on the topic to enable other scholars to conduct more research.

Research is a process that involves obtaining scientific knowledge by means of various objective methods and procedures (Welman, Kruger & Mitchell, 2005:2). It is a systematic process of collecting, analysing, and interpreting data in order to increase the researchers' understanding of a phenomenon about which they are interested or concerned (Leedy & Ormrod, 2010:2). Leedy (1993:41) argues that the main goal of research is to discover the truth. The truth discovered in this study may assist both the police and the community to prevent crime in the area.

The value of this research is linked to the research aim, which is to determine the partnerships in policing in Soshanguve, which will eventually lead to the development of partnerships in policing model. This is achieved by exploring international best practices and determining whether community participation through long-term partnerships with the police can contribute to crime reduction in Soshanguve. The value of the research will be important to the community of Soshanguve and the police.

1.6 Key theoretical concepts

The key concepts in this study are defined below.

1.6.1 Partnerships in policing

“Partnership policing” refers to joint working arrangements where the police, business, the community and other stakeholders collaborate to design and implement strategies aimed at combating crime (Oppler, 1997:1; Minnaar, 1999:43; Miller & Hess, 2005:174). In this study, partnership policing is regarded as a formal structural arrangement among the police, the community, other state institutions and business, for the purpose of promoting good relations among all concerned, for addressing crime-related issues within the community. For the purpose of this study, “partnerships in policing” means that the police work together with civil society and other parties to identify crime problems and resolve crime. 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. The NCPS of 1996 aims to establish partnerships between government organisations and other role players in addressing crime (South Africa, 1997a:3). The main objective of this type of partnership is to determine community, police and other agencies’ needs through consultation to promote accountability, transparency and effectiveness (Skogan, 2004:24). Lab (2004:200) is of the opinion that partnership policing is possible where police, citizens and other agencies work together to identify and solve problems.

1.6.2 Crime 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, 1994:524; South Africa, 1996:5; Stevens & Cloete, 1996,42; Lab, 2004:10). For the purpose of this study, crime prevention is viewed as a range of activities aimed at reducing the opportunities to commit crime, for the purpose of deterring potential offenders from criminal activities (South Africa, 1995c:5; Smith & Cornish, 2003:41; Lab, 2004:10; Shaftoe, 2004:21; Burger, 2011:13).

1.6.3 Policing

Policing is a process by which social order and regulations are maintained (Findlay, 2004:38). According to Francis, Davies and Jupp, as cited in Burger (2011:27), policing involves both “the creation of systems of surveillance” and “the threat of sanctions for discovered deviance” and may be carried out through a number of processes, of which the modern system of public police is but one example. Policing is meant to ensure citizens’ safety and security by law enforcement agencies (Stevens, 2003:22). 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 (1995:315), 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 which the other partners do not have. It is important that there is clarity in terms of roles in partnership policing in order to avoid friction and unnecessary tensions. Citizens have powers to assist the police to arrest suspects for further processing and investigation, however.

1.6.4 Community policing

Stevens and Yach (1995:18) 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, 1998:102). Community policing emphasises the establishment of police-community partnerships and a problem-solving approach that is responsive to the needs of the community (Reyneke, 1997:12). This policing strategy allows the police and the community to work closely 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, youth, schools and others to participate actively in the prevention of crime.

According to Palmiotto (2011:215), community policing is a management strategy that promotes the joint responsibility of citizens and 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.

1.6.5 Community Police Forum

A Community Police Forum (CPF) is 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), which requires the police at both area and provincial levels to establish and maintain CPFs and boards. According to section 18 (1) of the South African Police Service Act, 1995, the service shall, in order to achieve the

objects contemplated in section 215 of the Constitution, establish and maintain a partnership with the community. CPFs can assist to promote the accountability of the police at the local level (Stevens & Yach, 1995:5).

1.6.6 Partnerships

The term “partnership” refers to the collaboration that takes place among police officers, community members, government agencies and other stakeholders in order to prevent crime (Miller & Hess, 2005:174). For this study, the researcher regards partnership as a formal structural arrangement between the police and the community with the intention to address crime challenges.

1.7 The research design and approach

A research design is a plan that provides guidelines for selecting the research methods and techniques to meet the research goal (Cormack, 2000:25). A research plan involves the intersection of philosophy, strategy of inquiry and specific methods that will be used in the study (Creswell, 2009:5). A qualitative research design was decided on for this study as it is a means of exploring and understanding the meaning individuals or groups ascribe to a social or human problem (Creswell, 2009:4). A qualitative design was considered appropriate in this research because the intention of the research was to determine the opinions of the participants on the research topic. The researcher chose this approach because there was a need for direct interaction with participants in their normal environment. The qualitative approach facilitates direct comparisons of opinions and perceptions by the participants of a study.

In qualitative research the trustworthiness of the findings is very important (Leedy, 1993:142). According to Creswell (2009:42), qualitative research concentrates on verbal responses and approaches. Strauss and Corbin (1990:92) indicate that qualitative research is aimed at gaining an in-depth understanding of the research topic. They state that this includes exploring the life-world of people being interviewed and studying their behaviour and background with the intention of establishing the meaning of the facts being provided. In this research, the views obtained through the use of semi-structured interviews are those of the SAPS, CPF members and the business community representatives who are actively involved in community policing in Soshanguve as partners.

The researcher chose the qualitative approach in order to understand the participants and how they perceive partnerships in policing daily. According to Miles and Huberman (1994:10), qualitative data is useful when there is a need to supplement, validate, explain and illuminate data gathered from the setting. The qualitative approach makes it possible to measure the reactions of people to a limited set of questions (Radebe, 1995:50).

Strauss and Corbin (1990:30) are of the opinion that the following important concepts should be familiar to the qualitative researcher in a qualitative setup:

- Qualitative research is designed to discover what can be learned about the phenomenon;
- Qualitative research involves participants' observation in a detailed interview and conversational analysis; and
- The focus is based on the participants' ideas and experiences.

The researcher had an opportunity to obtain firsthand knowledge by interacting with participants. The idea of using face-to-face interviews with focus groups that are familiar with the phenomenon being studied as a data-collection instrument is encouraged in the qualitative approach (Maxfield & Babbie, 1995:53; Tailor & Bogdan, 1998:9). In this study, the main aim was to obtain opinions and perceptions from participants about partnerships in policing in Soshanguve. A literature study was also conducted to gain a better understanding of the international best practices and research that was conducted on the research topic (Mouton, 2001:195).

1.8 Population and sampling

The population encompasses the total collection of all units of analysis about which the researcher wishes to draw specific conclusions (Huysamen, 2001:37; Welman et al., 2005:52. "Demographics" refers to the characteristics of individuals who live in a community (Miller & Hess, 2005:56). This includes the population size, distribution, growth, density, unemployment rate, ethnic make-up and vital statistics such as average age, education and income. The population in this study consisted of members of the SAPS, business community members and CPF members in the Soshanguve area. Demographical information about the Soshanguve area is available from the 2012/13 statistics published by Statistics South Africa (StatsSA, 2013). According to these statistics, Soshanguve is growing at a much faster pace than other townships in Pretoria. At the time of conducting this research, the population figure was 140 815 and the

area size was 62 square kilometres. The unemployment rate was 60%. According to the statistics, there was 31% of the population live in informal settlements.

At the time of the study, 172 active police officials were stationed at Soshanguve police station. This number does not include public service members and other staff members, such as security guards. The ranks of these members ranged from Colonel to Constable. It is clear from the numbers cited above that the number of police officers assigned to the Soshanguve area is not enough to be able to police the Soshanguve population adequately.

Based on concerns raised by participants during interviews, there is a need for adequate resources to enable the police to operate effectively. Managing both physical and human resources becomes very important in instances where there is inadequate resources. Whisenand and Ferguson (2002:205) argues that officers need to be well resourced and trained to be able to deal with crime in their area. Similarly, they believe that, where there are enough officers policing the same geographic area over an extended period of time in the form of community policing, the public feels safe and will provide information to the police.

A sample comprises elements or a subset of the population considered for factual inclusion in the study, or a subset of measurements drawn from a population (De Vos, Strydom, Fouche & Delpont, 2011:224). The sampling method used in this study was purposive. 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 in such a way that the sample obtained may be regarded as representative of the relevant population (Huysamen, 2001:44). Purposive sampling involves hand picking participants from the target population (Chapman, 1993:103). In this study, participants were selected on the basis of their knowledge and experience. The target groups for the focus group interviews consisted of the following:

- Group 1 SAPS officials involved in community policing and detectives
- Group 2 CPF members
- Group 3 Business community members

1.9 Method of data collection

In this study, the researcher used focus group interviews as a means of data collection. Denzin and Lincoln (2002:35) state that focus groups create a fuller, deeper understanding of the phenomenon being studied and stimulate spontaneous exchanges of ideas, thoughts and attitudes in the “security of being in the crowd”. Focus groups consist of a small number of individuals that are drawn together for the purpose of expressing their opinions on a specific set of open questions (Welman et al., 2005:201). CPF, SAPS and business community members as indicated above were used as units of analysis in this study. Through the interview with focus groups, the researcher is offered a chance to discuss, answer and pose questions related to the phenomenon being studied (Rubin & Rubin, 1995:36). Focus group interviews are characterised by open-response questions that enable the researcher to determine how participants interpret events in their daily lives. According to Rubin and Rubin (1995:56), an interview allows the interviewer to establish an understanding of what the interviewees mean by responses they give to questions asked. An audio recorder was used during the interviews and field notes were taken. Consent forms were signed by all participants and they all participated voluntarily. The researcher also took the group dynamics of the focus group interviews into account, as advocated by Leedy and Ormrod (2010:105).

1.10 Data analysis

Data analysis is the process of bringing order, structure and meaning to the mass of collected data (De Vos et al., 2011:397). The aim of analysis is to understand the various constitutive elements of one’s data through an inspection of the relationships among concepts, constructs or variables, to see whether there are any patterns or trends that can be identified or isolated or to establish themes in the data (Mouton, 2011:108). The term “data” refers to the rough materials researchers collect from the world they are studying (Bogdan & Biklen, 1998:106). Data analysis is a way of gathering and explaining the content of text (Fraenkel & Wallen, 1993:293). This includes meanings, thoughts, words, themes and messages that can be communicated. Furthermore, data analysis is a way of choosing, classifying, viewing and discarding information. The researcher used the constant comparable method to generate and analyse the data (Barnard, 2008:18). According to Creswell (2009:186), analysis begins with detailed coding process.

The process of data analysis involves making sense of text (Creswell, 2009:183). Creswell argues that this is based on asking general questions and developing an analysis from the information supplied by participants. For this study, collected data was coded in terms of relationships and similarities. Coding is the process of organising the material into chunks or segments of text before bringing meaning to the information (Rossman & Rallis, 1998:171, as cited in Creswell, 2009:186). It involves taking text data gathered during data collection, segmenting sentences, paragraphs or images into categories, and labelling those categories with a term, often a term based in the actual wording of a participant, called an “in vivo” quote.

The primary task of coding is to identify and label relevant categories (Grinnell & Unrau, 2005, as cited in De Vos et al., 2011:411). Codes may take several forms, which include abbreviations of key words, coloured dots or numbers, the choice being the researcher’s (De Vos et al., 2011:411). In this study, the researcher used colour as a coding mechanism. Opinions and ideas were grouped together around particular categories. The process of grouping concepts that seem to pertain to the same themes is called “discovering categories” (De Vos et al., 2011:411).

The data was analysed manually in line with Tesch’s eight-step analysis process. The qualitative data was organised before the analysis process took place (Du Plooy, 2001:93). The data was broken into more manageable themes, patterns, trends and relationships, according to Mouton’s guidelines (2001:108). According to De Vos (2002:318), the main aim of data analysis is to look for trends and patterns that reappear within a single focus group or among various groups. Analysis involves drawing together and comparing discussions of similar themes and examining how these themes relate to the variation between individuals and between groups. The analysis and interpretation form the basis of conclusions and recommendations to clarify theories in the research (Du Plooy, 2001:93). Qualitative data analysis and interpretation occurred concurrently with data collection, as Creswell (2009:153) prescribes.

There is no single “right” way to analyse data in a qualitative study (Leedy & Ormrod, 2010:152). According to Rubin and Rubin (as cited in Mouton 2001:105), data may be gathered by a variety of methods. Interview responses and field notes were analysed to ascertain the meaning of these responses. Similarities and differences were compared and questions asked about the focus of the research. The objective was to generate as many categories as possible. Categories were compared with each other and integrated to form a meaning. The number of categories decreased

as the researcher continued to analyse new transcriptions and started conceptualising. Saturation was reached when no new categories emerged.

1.11 Presentation of the data

The interpretation of data involves the synthesis of data into larger coherent categories (Mouton, 2001:109). This means that the findings are related to existing theoretical frameworks or models and show whether these are supported or contradicted by the new interpretation. Interpretation also involves taking into account rival explanations or interpretations of the data and showing what levels of support the data provides for the preferred interpretation (Mouton, 2001:109). Interpretation is used to make sense of the data. The researcher's findings and interpretations were grounded in the participants' social reality to present a valid reflection of the phenomenon of integrity (De Vos et al., 2011:414). In addition, the researcher interpreted data by finding out how people being studied see the world, how they define the situation, and what it means for them (Kreuger & Newman, 2006:161). The researcher interpreted data by giving the data meaning and making it understandable.

1.12 Methods used to ensure the trustworthiness of the study

The trustworthiness of qualitative research is often questioned (Shenton, 2004:11). Lincoln and Guba (1999:13) propose four criteria that should be considered by researchers in pursuit of trustworthiness of their studies: validity, reliability, credibility and objectivity. Validity ensures that the study tests what is actually intended. Credibility deals with the congruence of the findings with reality (Shenton, 2004:14). Lincoln and Guba (1999:21) argue that ensuring credibility is one of the most important factors in establishing trustworthiness. According to Leedy and Ormrod (2010:28), "validity" refers to the soundness, trustworthiness and credibility of the measuring instruments. The validity of a measuring instrument is the extent to which the instrument measures what it is intended to measure. Denscombe (2002:100) is of the opinion that validity is concerned with the accuracy of the collected and analysed data. Validity of qualitative data depends on the methodology applied by the researcher and the accuracy of data determines the validity of the research (Patton, 2002:11). Patton (2002) writes that it is important to keep a proper record of everything to ensure the accuracy of data and its interpretation.

Strauss and Corbin (1990:76) state that validity is used to guarantee that information includes everything it should and excludes anything that should be excluded. In addition, validity is a way

of discovering a truthful and precise picture of what is claimed. The result of an interview can be valid in one situation, but invalid in another. Validity is the degree to which a survey instrument evaluates what it purports to evaluate (Creswell, 2009:121). In this study, interviews were conducted with focus groups using similar questions and participants were at liberty to express their opinions and perceptions. The researcher formulated and asked questions relevant to participants involved in community policing in the area. To obtain validity, the researcher have to employ standards which have a meaningful link with research questions (Fink, 1995:50).

Reliability is the consistency with which a measuring instrument yields a certain result when the entity being measured has not changed (Leedy & Ormrod, 2010:29). Moreover, reliability relates to the consistency of the data-collection methods used. Reliability involves the accuracy of research methods and techniques (Mason, 1998:23). Struwig and Stead (2011:113) argue that reliability in qualitative research is synonymous with consistency. According to Charles (1995:103), “reliability” refers to the consistency of measurement and the extent to which the results are similar over different forms of the same instrument or occasions of data collection.

Triangulation was used in this study to ensure the reliability of the research. According to Leedy and Ormrod (2010:99), with triangulation, multiple sources of data are collected with the hope that they will all converge to support a particular hypothesis or theory. To triangulate means to use different sources of information by examining evidence from sources and using it to build a coherent justification for themes (Creswell, 2009:191). The researcher compared focus group interviews to check similarities and differences among them. Several interviews were used to reduce potential bias and subjectivity (in accordance with Koul, 1997:204).

The researcher used pre-arranged questions in focus group interviews. The same questions were used in all the interviews. The interview schedule was piloted before the actual interviews. The purpose of the pilot study was to ensure that the questions were easy to understand. Participants did not in any way influence each other and their responses could be considered valid and reliable.

1.13 Ethical considerations

Whenever human beings are the focus of investigation, researchers must look closely at the ethical implications of what they are proposing to do (Leedy & Ormrod, 2010:100). “Ethics” is

defined by Goldsmith and Lewis (2000:57) as a set of moral principles that is suggested by an individual or group. This study adhered to the ethical code of the Human Sciences Research Council and the UNISA Code of Ethics. For the purpose of this study, the following ethical issues were identified and are discussed below.

1.13.1 Protection from harm

The fundamental ethical rule of social research is that it must bring no harm to participants (Babbie, 2007:27). The researcher has an ethical obligation to protect participants within all possible reasonable limits from any form of physical or psychological discomfort that may emerge from the research project (Creswell, 2009:64). The general rule of thumb is that the risk involved in participating in a study should not be noticeably greater than the normal risks of day-to-day living (Leedy & Ormrod, 2010:100). Leedy and Ormrod (2010) point out that participants should not risk losing life or limb, nor should they be subjected to unusual stress, embarrassment or loss of self-esteem. The ethical responsibility for the welfare of participants in the study rests with the researcher (Huysamen, 2001:183). Participants were informed of the implications of taking part in the research and they participated voluntarily.

1.13.2 Informed consent

Written informed consent is a necessary condition for participating in a research study (Hakim, 2000:143). Participants were informed about the nature of the study to be conducted and were given the choice of either participating or not participating, as advocated by Leedy and Ormrod (2010:101). Participants were informed that they had the right to withdraw from the study at any time. Participants made a voluntary choice and were not forced to participate. Consent forms that described the nature of the research were signed by all participants.

1.13.3 The right to privacy

Any research study involving human beings should respect participants' right to privacy (Leedy & Ormrod, 2010:102). "Privacy" means to keep to oneself that which is normally not intended for others to observe or analyse (De Vos et al., 2011:119). The principle of privacy can be violated in a variety of ways and it is imperative that researchers safe-guard the privacy and identity of participants and act with the necessary sensitivity where the privacy of participants is relevant (Yegidis & Weinbach, as cited in De Vos et al., 2011:119). In this study, the researcher adhered

to the principle of privacy by ensuring that participants remained anonymous throughout the research.

1.13.4 Honesty and professionalism

The researcher adhered to ethical issues of honesty through professional conduct in this research. Researchers who do not consider ethical issues carefully are negligent towards society (De Vos et al., 2011:127). Researchers are supposed to be driven by issues such as values, norms and dignity of participant in research more than rules and legislation. Right to privacy is a fundamental right provided in the Constitution of the Republic of South Africa. This means that researchers must respect these right while conducting research. The researcher considered the ideas of the participants interviewed for this research. The researcher also sought advice from experts on the subject matter and ensured that the findings of the research were comprehensively, honestly and objectively reported.

1.14 Delineation and limitations of the study

Limitations affect how far researchers are able to generalise their conclusions and how confident they can be about their reliability (Hofstee, 2011:87). Delineations limit the scope of the research. The limited scope of a study means that the conclusions of that study may not be applicable in all circumstances and may not address certain relevant issues (Hofstee, 2011:87). The researcher is likely to encounter limitations in the course of their study.

In this study, challenges emerged that had not been anticipated during the planning stage. Interviews were postponed several times because participants did not honour appointments, and some withdrew at a late stage. The language barrier also affected interviews, as some participants were not able to express themselves and the researcher had to allow those participants to use their own languages. The researcher is able to speak the African languages spoken in the area and was able to overcome language issues. These challenges did not influence the trustworthiness of the data. Translation into English was done during the interview transcription stage.

The study did not include the views of the majority of community members, but only those who were directly involved with community policing because they were considered information rich, as opposed to the general public, which was not necessarily involved in community policing.

1.15 Dissertation layout

In Chapter Two the concept of partnerships in policing, as well as International best practices is discussed. Chapter Three presents a review of the literature consulted. The research findings are presented in Chapter Four. In Chapter Five the research findings are discussed based on the focus group interviews conducted with people actively involved in community policing in Soshanguve. Finally, in Chapter Six, the summary, conclusions and recommendations are presented based on the interpretation of data provided in Chapter Five.

CHAPTER 2

An Understanding of Partnerships in Policing

2.1 Introduction

Crawford (1997:25) postulates that crime cannot be tackled solely by the police or any other single agency but requires a holistic and partnership approach, based on shared effort, information, resources and expertise among key agencies. Crawford argues that crime problems can be addressed effectively by forming partnerships with groups, individuals, organisations and other government agencies within the community. Roman, Moore, Jenkins and Small (2002:11) hold a similar view that crime can only be reduced when citizens, police and other organisations work together in partnership. It requires commitment from role players to make such a partnership to succeed.

There is a growing recognition that stronger community cohesion and social organisation in a neighbourhood result in community safety (Donnelly & Kimble, 1997:493) and that crime prevention and reduction are a joint responsibility. The partnership concept in South Africa was addressed in 1997 when the Department of Safety and Security published its formal policy on community policing in the Community Policing Policy Framework and Guidelines (South Africa, 1997b). The guidelines require the police to create an atmosphere in which potential partners are willing and able to cooperate with the police. In addition, the NCPS of 1996 lays a clear foundation for the use of partnerships in crime prevention. The NCPS also provides a framework for a multi-dimensional approach to crime (South Africa, 1993:2). Miller and Hess (2005:201) are of the opinion that the police, other agencies and citizens need to work together to deal with crime challenges in communities.

Section 205 (1) of the South African Police Service Act, 1995, requires that the national police service must be structured to function in the national, provincial and, where appropriate, local spheres of government. The legislation directs the function of police, the CPF and other parties to take joint responsibility in the fight against crime (Pelser, Schnetler & Louw, 2002:23). In this chapter, various legislative and policy guidelines are discussed and the foundations for partnerships in policing presented. This chapter also looks at examples of international best practices.

2.2 The regulatory framework on partnerships in policing

Partnerships in policing in South Africa are regulated by the Constitution of South Africa the South African Police Service Act, 1995, the White Paper on Safety and Security of 1998 (South Africa, 1998) and the NCPS of 1996. The South African Police Service Implementation Guideline for Partnerships in Policing also provides guidelines for effective policing partnerships (South Africa, 1997). In addition, the Constitution makes provision for the establishment of an oversight structure known as the Independent Police Investigative Directorate (IPID).

2.2.1 Constitution of South Africa, Act 108 of 1996

According to section 205 (3) of the Constitution, the objectives of the SAPS are to prevent, combat and investigate crime, maintain public order, protect and secure the inhabitants of the Republic and their property, and uphold and enforce the law. This can be realised when the police work with citizens, especially at the local level, to identify and solve crime problems together. The Constitution provides a framework for the establishment of partnerships in policing at the local level. The Station Commissioner at the local level has a responsibility to establish partnerships in policing and ensure that the relationship with other role players is maintained.

2.2.2 The South African Police Service Act 68 of 1995

The South African Police Service Act, 1995, provides for a relationship between the SAPS and communities. According to this Act, provincial commissioners are required to take all reasonable steps to establish a CPF that is broadly representative of the community in the station's area under their jurisdiction. The police are expected to work with the local community structures, such as the CPF. According to the Green Paper on Policing (South Africa, 2013:37), CPFs have a critical role to play in building relations between the police and the communities they serve. The CPFs' roles are to:

- Build cooperative relations between the police and communities;
- Ensure effective communication between the police and communities;
- Share information regarding crime to assist the police and educate the communities;
- Act as an instrument of building local community partnerships with the police; and
- Ensure that the police are accountable to local communities.

The CPFs are formal structures that represent the community and have specific roles in terms of the Constitution. The general public has a responsibility towards crime prevention as they need to provide the police with information when they know about crime. To prevent crime, communities organise themselves by forming neighbourhood watch (Tilley, 2005:758). This will ensure that they identify crime problems and other priority issues and are able to prevent these problems proactively. “Community” in this context means a group of people living together in the same geographic area.

2.2.3 The Independent Police Investigative Directorate

The Independent Police Investigative Directorate (IPID) has been established in terms of the Constitution as an oversight structure, with the task of investigating allegations against the police in South Africa (Verma, Das & Abraham, 2013:215). The IPID, formerly the Independent Complaints Directorate (ICD), is an agency of the South African government responsible for investigating complaints against the SAPS and municipal police services. The ICD was established as an independent body charged with conducting oversight responsibility as provided by the Constitution, but later was transformed into the IPID in terms of the South African Police Service Act, 1995 (IPID Act 1 of 2011).

In terms of section 25 (1) of the Constitution, the Directorate must investigate:

- Any deaths in police custody, or deaths as a result of police actions;
- Rape by a police officer, whether the police officer is on or off duty;
- Rape of a detainee by other detainees while that detainee is in police custody;
- Any matter that is referred to it by the Minister or an MEC through the Executive Director;
- Any complaint of torture that is referred to it by a Station Commissioner, Magistrate, Judge, legal representative or the complainant in the case where the complainant is unrepresented; and
- Any other matter referred to it as a result of a decision of the Executive Director, or if so requested by the Minister, an MEC or the Secretary, as the case may be.

Provisions for partnerships in policing are also made in the White Paper on Safety and Security of 1998 (South Africa, 1998).

2.2.4 The White Paper on Safety and Security

The White Paper on Safety and Security (South Africa, Department of Safety and Security, 1998) provides the means of realising the vision of improving the safety of citizens in South Africa (Burger, 2011:81). The White Paper aims to ensure that the occurrence of crime in the community is reduced, with emphasis on police accountability and community participation. Crime prevention is one of the focus areas of the White Paper, which introduces approaches such as community crime prevention. In addition, the White Paper advocates targeted, multi-agency crime prevention strategies at local levels and a greater role for local government in service delivery in terms of crime prevention. The White Paper outlines the roles of the CPF as being to:

- Cooperate with local government to set crime prevention priorities jointly;
- Assist in the development of targeted crime prevention programmes;
- Identify flashpoints, crime patterns and community anti-crime activities;
- Mobilise and organise community-based campaigns and activities; and
- Facilitate regular attendance by local councillors at CPF meetings.

The emphasis of the White Paper is that policing and crime prevention should be an integrated approach in which all sectors are actively involved. It places significant emphasis on partnership for crime reduction and prevention. It also motivates for local government to play the lead role in the promotion of local safety through multi-agency partnerships. This thinking is also reflected in the framework and guidelines for community policing.

2.2.5 The framework and guidelines for community policing

The Policy Framework and Guidelines for Community Policing (South Africa, 1997b) was established in 2007 (Burger, 2011:97). In this framework, the focus is on crime prevention and working with the community in partnership. Local communities are encouraged to participate actively in developing strategies for tackling crime. These guidelines outline the approaches to be applied when considering setting up new partnerships and/or reviewing existing arrangements.

The guidelines ensure, in the context of each partnership, that:

- Both the SAPS and its representative on the partnership are clear about its purpose and expected outcomes;
- The SAPS's own objectives and priorities are met;

- Best use is made of resources;
- There is clarity and accountability for outcomes;
- Partnership involvement, activity outcomes are monitored and reviewed;
- Risks for the SAPS, and for the partnership, are assessed and agreed on; and
- Partnerships are properly authorised and empowered, and their legal status understood.

The White Paper on Safety and Security can be described as the most relevant and clear direction indicator for crime prevention (Burger, 2011:81). It provides effective crime prevention strategies for partnerships between government bodies and structures of civil society. Civil society groups and other role players in the community have a key role to play in supporting crime prevention programmes. These role players have a responsibility to ensure that preventing crime becomes a priority. According to Palmiotto (2011:157), the criteria for successful crime prevention include:

- Political commitment to build safer communities through partnerships;
- Involvement of social services such as housing, health, recreation and sport, urban planning and local government, and the justice system;
- Adequate community crime prevention planning;
- Professional co-ordination; and
- National support for local action.

Using this guideline will ensure clarity in roles, responsibilities and relationships. In addition, this guideline ensures that partners satisfy the requirement to discharge obligations properly in respect of good governance and the requirements of the SAPS.

2.2.6 The National Crime Prevention Strategy

The NCPS was launched in 1996 in response to concerns expressed by the South African government about the high levels of crime in the country (Rauch, 2002:9). The NCPS of 1996 makes provision for a framework for crime prevention approaches at the local level of policing. According to the NCPS, it is up to the police and the other role players to establish crime prevention strategies suitable for the policing needs in such areas. The NCPS provides a means by which the SAPS, other government departments, the private sector and NGOs can work together to control and prevent crime. The police need to play a leading role in crime prevention initiatives in the area, with other partners also actively involved.

Newham (2005:2) argues that the NCPS has a holistic approach to lowering crime levels. The main objective of the strategy was to shift away from a policy of “crime controls” towards a philosophy of “crime prevention” (Marsh, 1999:5). The crime prevention approach advocated by the NCPS was based on the understanding that the police and criminal justice system cannot deal with many of the economic, social and environmental causes of crime (Newham, 2005:3). It provided clear directions with regard to dealing with crime. Burger (2011:23) argues that the NCPS is a good example of an excellent policy statement which in practice is largely ignored. The NCPS faced a number of key challenges in its implementation such as a lack of government funding and an assumption that inter-departmental cooperation would spontaneously arise from the strategy (Rauch, 2002:15). Aspects of the NCPS which were seen as ‘soft’ developmental approaches to crime were either overlooked or were adapted to suit the hard-hitting enforcement programme (Rauch, 2002:16). In view of the above, lack of funding and political will affected the implementation of the NCPS and that is why the strategy was never implemented. The main aim of the NCPS is to establish partnerships between government institutions and other role players in addressing crime. The basis for such partnerships must be the recognition by all role players that they have something to gain by collaborating. Each role player must be able to make a contribution to crime prevention initiatives.

2.3 The foundation of partnerships in policing

Partnership policing developed during the 1980s when independent agents worked with other formal structures in partnerships. Partnerships in policing used to fall under the auspices of community but have since evolved to acquire an independent model (Oppler, 1997:1). Structures such as the CPF and others were non-existent and the police used traditional methods of policing in which community members and other agencies were not involved. In the 1990s the police came to realise that they needed the cooperation and involvement of other role players in order to deal with crime.

2.3.1 Community Safety Forums

Community Safety Forums (CSFs) are multi-agency bodies established to identify and prioritise crime problems, develop joint plans of action, and implement projects through the line functions of each participating department (Velthuisen, 2007:3). CSFs are a unique partnership between the state, civil society and communities (Griggs, 2003:5). They highlight the important role of

partnership not only between communities and the various elements of the criminal justice system but also with a far broader cross-section of role players. CSFs are intended to operate by seeking to develop a common vision around safety and security matters (Pelser, 2002:17). A CSF contains a multi-disciplinary approach that enables the involvement of different sets of role players to enhance levels of safety. CSFs were built on the principles of the NCPS. According to the NCPS, crime prevention should incorporate coordinated long-term strategies that involve a range of participants beyond the traditional justice system.

Velthuisen (2007:5) states that CSFs are designed to:

- Bring about peace and stability in communities through an integrated and coordinated structure that incorporates all relevant stakeholders within a local municipality boundary;
- Facilitate the development and implementation of local crime prevention initiatives and the elimination of unnecessary duplication; and
- Provide improved and mutually beneficial two-way communication and inter-action between the state and communities around community safety issues.

The provincial commissioners of the SAPS are responsible for establishing CSFs according to Section 201 (1) of the South African Police Service Act, 1995. CSFs are a partnership between the police and the community. The process of establishing CSFs is complex and requires resources, and is not always done with ease (Pelser et al., 2002:27). The biggest challenge is ensuring that, once established, they are able to promote communication and cooperation to meet the policing needs of the community, improve service delivery, foster transparency and accountability, and solve problems. These functions are very complex and their fulfilment requires skills, time, resources and tools.

CSFs and other crime prevention partnerships can bring communities and law enforcement agencies together and identify grassroots solutions to local crime and safety issues. All members of the community are encouraged to participate in developing community safety and crime prevention partnerships. Crime within local communities is likely to be caused by a range of factors such as a lack of housing, education and recreation; agencies need to join in common cause to make an impact (Hughes, 1998:76). Increased cooperation and interaction will improve

the functioning of the criminal justice system and delivery of crime prevention projects, and problem solving at local level.

Sir Robert Peel regarded the police as the public and the public as the police in that the police are only members of the public who are paid to give full-time attention to duties that are incumbent on every citizen in the interest of community welfare and existence (Burger 2011:29). Sir Robert Peel and his British Bobbies started the police force as we know it today. Peel is known as the father of modern policing. There is a tacit partnership in policing, with the police representing the executive side of the partnership and the public the passive. The passive partners are primarily responsible for their own safety and survival and have the secondary duty of helping and supporting the active partner. This is made possible when there is trust among role players.

Miller and Hess (2005:178) point out that without trust there will be hesitancy to work together as a team. People will hold back and be reluctant to share talents, time and resources. Establishing and maintaining mutual trust is a central goal for partnerships in policing. Police must recognise the need for cooperation with the community. In the fight against crime, the police must encourage community members to come forward with relevant information. Community trust will enable the police to gain greater access to valuable information from the community that could lead to the solution and prevention of crime and that will provide an opportunity for the police to establish a working relationship with the community.

Rhodes (1997:28) is of the opinion that trust is the essential coordinating mechanism of partnerships and networks. This view is supported by Frances (1991:15), who argues that shared values and norms and an appreciation of divergent organisational cultures are the glue that holds the complex set of relationships such as policing partnerships together. Trust is a two-way process and a continuing task (William & Pickard, 1996:136). Flynn et al. (1996) further argue that cooperation and consultation, born out of trust and reciprocity, are crucial for effective partnerships.

A formal partnership structure, where membership is stable, consolidates trust and reciprocity and allows initially complex relationships to develop positively (Tyler & Yeun, 2002:200). Tyler and Yeun (2002) indicate that police officers themselves react to perceptions of distrust. They further argue that where officers perceive community disrespect and distrust for the police generally, they are unlikely to support partnerships. Collaboration, consultation and cooperation are the

building blocks for trust in any potential partnership. Such building blocks are not developed overnight.

2.3.2 Implementation problems of partnerships in policing in South Africa

According to Fleming and Rhodes (2005:193), there are many challenges that police officers confront in their everyday work practices. These are often caused by a lack of leadership, particularly command and control. The SAPS framework and guidelines for the establishment of police/community partnerships lay down implementation strategies for these partnerships, but it appears that there are challenges in terms of their implementation.

The question arises as to what the police management have done to address this matter. The first reference to a proposed formalised approach to regulating partnerships in policing was made in the Interim Constitution, Act 200 of 1993 (Pelsler et al., 2002:24). The “partnerships in policing” approach is defined as a “multi-agency approach” in which the police, the public, elected officials, government and other agencies work in partnership to address crime and community safety (Fleming, 2005:3).

In 1995, the South African Police Service Act also made provision for the establishment of CPFs, setting the stage for partnerships in policing. Forming a partnership is a way of enhancing performance in the delivery of a common goal, by taking joint responsibility and the pooling of resources by different agents, whether these are public or private, collective or individual (Ekblom & Wyvekens, 2004:1). Partnerships in policing recognise that citizens can work together with law enforcement agencies and play an active role in reducing local crime and provide for regular interaction between the police and identifiable groups to deal with crime (Segrave & Ratcliffe, 2004:2).

The South African Police Service Act makes provision for police officials to work closely with the community by means of CPFs, sector policing and other forms of partnerships. The police are expected to promote communication between the community and the SAPS by, for example, holding meetings, launching community projects such as victim assistance programmes, joint problem identification, and adopting a pro-active approach to crime prevention (South Africa, 1997b:2).

These regulations and policies appear not to have been able to achieve the desired results (Burger, 2011:81). Poor leadership and lack of political will are two of the factors that inhibit the implementation of policies and regulations. The main objective of a partnership is to determine, through consultation, community needs and policing priorities as well as promoting accountability (Bullock & Tilley, 2003:143).

While partnerships in policing can have a positive impact on reducing crime and fear of crime (Redelet & Carter, 1994:23), poor relationships between the police and communities seem to be a major obstacle to effective policing (Delson & Shiner, 2006:241). Phillips, Considine and Lewis (2000:3) suggest that problems cannot be tackled solely by the police; instead, crime is more effectively addressed when concerned parties join hands. A combined effort by all citizens and the police is needed to deal with crime (Zinn, 2010:167).

Partnerships are often referred to as “collaboration” between law enforcement agencies and citizens (Miller & Hess, 2005:175). Thus, it is generally accepted that the quality of interaction improves relations along with enhancing the image of the police. Miller and Hess (2005:174) argue that partnership should be a voluntary collaborative agreement by all concerned, who need to agree to work together to achieve a common purpose. The success of any partnership in a crime prevention programme is directly related to whether it is accepted and supported by the target community (Skogan, 2006:111).

In terms of the SAPS Policy Framework and Guidelines for Community Policing (South Africa 1997b:1), the establishment of an active partnership between the police and the community, through which crime and police-community relations can be jointly addressed, is a major objective of the SAPS. Working partnerships between the SAPS and the diverse communities can be a valuable tool for service delivery and operational issues (South Africa, 2009). They can also be an effective and efficient means of sharing scarce resources and ideas. This guideline is aimed at standardising the effective management of partnerships and offering guidance to those individuals directly involved in partnerships. It also outlines the governance arrangements to be observed in undertaking and maintaining partnerships (South Africa, 2009).

Pelser et al. (2002:23) argue that the legislation directing the functions of the CPFs emphasises the mobilisation of the community to take joint responsibility as a key function in the fight against crime. These authors are of the opinion that partnerships are established to improve

relations and to address crime challenges in the community jointly. Partnerships also aim to create an atmosphere in which potential partners are willing and able to cooperate with the police. The attainment of the objectives of cooperation, accountability and consultation, and the joint addressing of police-community relations require coordination, cooperation, interaction, communication and trust.

According to Marais (1993:114), the police do not exist in isolation and cannot operate on their own. Marais emphasises that police in a democratic society are delegated their authority by the state on behalf of the people and are required to be accountable to the people they serve. Marais writes that tackling crime should be a partnership matter, with key local organisations working together to achieve a shared goal. No single organisation can hope to reduce the incidence of crime alone. This means that local organisations need to work together to develop comprehensive solutions to improve a community's quality of life. Palmiotto (2011:88) believes that there are fewer complaints against the police and a greater success rate in solving crime where there is cooperation.

The police are expected to work through community networks and to develop common approaches to achieving their objectives with other non-governmental agencies and the local community (Crawford, 1998:25). Where the police establish partnerships in carrying out their policing function, police officials work closely with the community by means of CPFs and other partnerships such as security industries. Police officers maintain these partnerships by promoting communication, launching community safety projects and identifying and solving problems jointly with their partners. The partnerships in policing approach stresses the importance of active partnership among the police, other agencies and citizens, in which all parties work together in a committed way to identify and solve problems.

Crawford argues that while partnerships in policing pervade present-day conceptions of crime prevention and community policing, citizens can take a greater role in public safety than has typically been the case in the past (Crawford, 1998:25). Crawford argues that a holistic and problem-solving approach based on shared effort, information, resources and expertise among key agencies is required to reduce crime and disorder and this approach requires commitment and dedication on the part of citizens.

Segrave and Ratcliffe (2004:2) argue that community members must work together with law enforcement agencies to assist them to reduce crime locally. Edward (1999:30) encourages law enforcement agencies to organise their efforts with a variety of organisations, which represent the public, private and non-profit sectors, including faith community organisations. With much research pointing to the need for communities and the police to work together the question must be asked why the police and communities do not work together. There is a need to investigate the reasons behind the reluctance of communities to work with the police and the sometimes hostile attitudes by the communities towards the police. Lack of trust, cooperation, and communication are in most cases regarded as reasons behind ineffective partnerships in policing.

In 1995 and 1996, the SAPS were approached by a number of security firms with requests for the formalisation of partnerships with these firms on an ad hoc basis; however, these partnerships were faced with a number of challenges (Minnaar, 1999:1). Burger (2011:97) believes that this initiative did not succeed because there were no fixed policy guidelines on how the partnerships should be formalised. Burger indicates that there were a number of practical and legislative constraints to the operationalisation of such partnerships on a functional basis. There was also uncertainty among a number of players over the precise kind of support, cooperation or service that would be provided by the security industry to the SAPS. For Burger, although a number of so-called joint or cooperative partnership initiatives were launched among companies, individuals and police stations at a local level, these proceeded without the formal recognition or approval of the SAPS management and without due acknowledgement of the legal implications of these initiatives. Implementation challenges would have been identified if research was conducted and these challenges appear to be there at time of this study. Consultation with communities was often not done and the police happened to draft policies on their own. Police are expected to work through networks and to develop common approaches to crime prevention (Singh, 2005:3).

The challenge of implementing partnerships in policing varies from nation to nation and requires significant financial and organisational investment. Adopting a uniform model can pose problems in developing countries (Brogden, 2004:649). Brogden is of the opinion that adopting a uniform model can pose problems in developing countries. Brogden indicates that each policing area needs to develop partnerships in policing according to their unique challenges. This view is supported by Corder (1998:17), who indicates that law enforcement agencies need to make sure that policies are in place and all parties make contributions in the formulation of these policies. This will ensure that all role players have a common understanding of what is expected in the

partnership. Local communities need to be encouraged to take part in policing their neighbourhood (Fielding, 1995:54; Wakefield, 2003:34). When the police and communities cooperate with each other, the standard of policing in the partnership as well as the image of the police is enhanced (Conradie, 1996:17).

Internationally, there is also a need for the formation and establishment of the community crime prevention strategies to address crime (Wakefield, 2003:34). These interventions involve communities taking responsibility for crime prevention in their own neighbourhoods. Such interventions involve localised programmes, which mobilise a range of interest groups to address crime prevention on a town or city basis. Partnerships in policing have been effective in some areas, while in others there have been problems in the implementation of community crime prevention strategies. Although a number of so-called joint or cooperative partnership initiatives have been launched between individuals and police stations in South Africa, these have proceeded without the formal recognition or approval by the SAPS management (Minnaar, 1999:3). These initiatives have not necessarily received adequate support.

2.3.3 Building partnerships

Since 1994, when South Africa's 11 policing agencies amalgamated to form the SAPS, the police have changed from being a force whose aim was to enforce the law and uphold the government to a police service whose aim is to provide a service to the citizens of the country (Burger 2011:96). The SAPS is now supposed to be a service concerned with working with and for the community to reduce crime and prevent crime, apart from creating a safe and secure society for all South Africa's citizens.

CPFs, which are meant to bring communities and the police closer together and increase levels of trust and cooperation, were introduced at each police station in the country in the 1990s. In addition, emphasis was placed on the need for the police to work together with other government departments and institutions to jointly understand and address crime and disorder problems. In addition, this placed an obligation on the police and communities to start working on their relationship. This commitment to partnerships in policing was a departure from previous approaches.

The success of partnerships in policing differs from one area to another and there are different reasons for this, ranging from lack of commitment from partners and lack of trust to other factors, such as police culture and lack of trust by communities (Oliver, 2004:245). Prior to 1994, there were numerous problems in the relationship between the community and the police. The community in the townships used to view the police as agents of the apartheid government and were seen to be brutal when dealing with blacks. The police were hated in the townships, particularly the special branch of the police. On the other hand, the police felt that the communities were hiding terrorists, withholding information and did not cooperate with the police. Communication between the community and the police was poor. The police officers approached every member of society as a suspect and communities believed that the police were their enemies. These perceptions still exist within many communities. Haberfeld and Cerrar (2008:262) argue that the police's isolation, its incapacity to listen to the public's demands, and its failure to deal with the types of crimes that affect citizens most have a bearing on crime trends.

Police station managers, members of community crime prevention initiatives and CPFs all over the country are striving to strengthen community policing (Minnaar, 1999:4). One of their key focus areas is the establishment and sustainability of effective partnerships to address crime. Miller and Hess (2005:174) indicate that community partnership means adopting a policing perspective that exceeds the standard law enforcement emphasis. They further state that this broadened outlook recognises the value of activities that contribute to the orderliness and the well-being of a neighbourhood. The introduction of CPFs and community policing was a mechanism to address some of the problems mentioned above. Ekblom and Wyvekens (2004:5) argue that partnership is an institutional arrangement that shades into a philosophy. Ekblom and Wyvekens further argue that partnership is a way of enhancing performance in the delivery of a common goal, by taking joint responsibility and pooling of resources together. Partnerships usually result in a more effective solution to problems because of shared responsibilities, resources and goals (Miller & Hess, 2005:175). These authors hold the view that building partnerships in low income neighbourhoods has its own challenges, such as few resources, lack of commitment and other challenges.

2.3.4 Partnerships at service level

Partnerships in policing are aimed at the level of local communities (Lamb, 1996:322) and should be operationalised at the local level (Oppler, 1997:10). Lamb argues that partnerships provide

communities with the opportunity to participate in addressing their concerns in respect to the policing of their area, as well as to put forward crime prevention strategies. Oppler (1997) points out that local players must adapt various partnerships to their own needs because forms and types of partnerships in policing differ across communities. A collaborative approach can enhance existing services available at local level (Forman, 2004:6). Corder (1998:11) notes that partnership building and problem solving are among the core components of community oriented policing. A partnership approach to policing emphasises that the relationship between the police and the public should be consultative and able to promote the process of joint planning. In addition, the community and its leaders must be involved in determining the policing needs in the area, the style of police work that would be effective and appropriate, and desirable or undesirable forms of police intervention (Marks, 1997:3).

Police organisations rely on institutional and civil society partners to resolve the complex social problems that produce or have an effect on crime (Haberfeld & Cerrar, 2008:264). Skogan (2004:55) argues that the role that resident involvement plays determines the level of crime within the community. In addition, resident involvement is among the core components of partnerships in policing and the community members are often asked to assist the police by being their “eyes and ears” (Skogan, 2004:55).

Skogan (2004:35) is of the opinion that the lack of support from the local community makes an indirect contribution to crime trends. To counter this, partnerships in crime prevention and community safety are increasingly important, given the related failure of more traditional policing (Hughes, 1998:92). This means that, as mentioned above, partnerships in policing should be operationalised at a local level.

Partnerships are crucial for police agencies and communities that are serious about the reduction of crime in their neighbourhood (Miller & Hess, 2005:175). Business, schools, youth formations, religious organisations, among others, can collaborate and form partnerships. Communication and commitment by all role players will ensure the success of these partnerships. Collaboration occurs when a number of agencies and individuals make a commitment to work together and contribute resources to achieve common long-term goals (Miller & Hess, 2005:175). Partnerships increase access to information by law enforcement agencies (Tilley, 2004:129). Community partnerships can be accomplished in a variety of ways, such as participation in neighbourhood watch programmes and volunteering in patrols (Travis, 1995:5).

Crime varies from area to area and requires different strategies and solutions to deal with it. While police management at the national office can develop frameworks for crime prevention, it is the police at the local level who have a responsibility to implement plans. International experience suggests that without the cooperation of the local government, crime prevention initiatives cannot achieve the desired results of reducing crime (Palmiotto, 2011:162). It must be recognised that there is no single model of partnership that applies to all environments. The principle of finding local solutions for local problems is important (Oppler, 1997:3).

2.3.5 The community policing forum as a form of a partnership in policing

The CPF is a group of people from the police and from different sectors and interest groups in the community that meet on a regular basis to discuss problems emanating from their communities (Stevens & Yach, 1995:21). CPFs are well known legislated participation structures. In order for the community policing philosophy to be successfully implemented, South Africa has the entrenchment of the establishment of CPFs in its Constitution (Burger, 2011:103). This has been further supported by the South African Police Services Act, which mandates all station commissioners to establish these forums at station level, in consultation with the community.

In terms of the Community Policing Framework and Guidelines, membership of and participation in a CPF is a voluntary community service (South Africa, 1997b). CPFs are important partners in crime prevention; however, other partners also need to be brought on board, particularly the business community.

To accommodate the role of the CPF in the prevention of crime, the internal structures of the police service also need to be revised, and both the community and the police must be trained to accommodate the CPF partnership in policing. This can be when there is absolute commitment by all concerned and reviewing policies. In addition, CPFs need resources and their success depends on those resources (Salomane, 2010:53).

Residents are hesitant to become involved in CPFs for various reasons such as a fear of victimisation and there are also individuals who join CPFs for their own personal gain (Stevens & Yach, 1995:66).

2.3.6 Critical success factors in partnerships in policing

There can be no question of a full participation between the police and the public without the cooperation of all community members (Burger, 2011:29). Conditions crucial for partnership success include shared ownership and equal responsibility for decision making, carefully determined organisational structures, education or training, and clearly defined roles and responsibilities (Goldstein, 1990:67). Success for partnerships in policing occurs when there is active participation, commitment and leadership by all concerned. Police reservists, the local business community, youth, neighbourhood watch and NGOs can all play a role in partnerships in policing.

2.3.6.1 Cooperation

A factor that impacts on cooperation is the heterogeneous nature of the community in which cooperation between the police and the community takes place (Oliver, 2004:245). Although mutual dependencies and partnerships have become a fact of life, the degree of cooperation varies (Davis, Henderson & Merrick, 2003:286). The public needs to be aware that most people are prepared to assist the police. The quality of cooperation will be determined by the perception and attitude of the various groups and individuals involved in the partnership, in which stereotypes and prejudice may be present. Cooperation is regarded as the mutual assistance between the police and the community to create a safe and secure environment. It includes the duty of members of the community to help and support the police. Brogden (2004:14) indicates that it is the duty of the police, as custodians of safety within society, to strengthen their own relationships with the public. Furthermore, police and the public should function as a unit to uphold social order.

Rauch (2002:23) argues that success of any crime prevention programme is directly related to whether it is accepted by the community. In addition, community acceptance requires some degree of community involvement in the developmental stage. Rauch writes that it is important to recognise and confront the challenges that non-state policing may present and the diversity and potential of the non-state actors in policing functions.

Each partnership has different needs, priorities, thinking and technologies. A further challenge is that of sustainability. Sometimes partnerships form around a particular operation, but disappear once the need has passed. Partnerships may also be driven by particular personalities, or may be

destroyed by them. Partnerships also have to deal with power issues, which may be legal or symbolic (Burger, 2011:143). The SAPS, for instance, may have the legal power, but communities may own symbolic power in private spaces. The way forward would be that the authorities need to engage in partnerships that go beyond contracting out and enrolling others into specific agendas. They should adopt a whole of society approach to partnerships by engaging meaningfully with all nodes that can contribute to safety. Policing must be seen as functional not just institutional, it is a function that can be taken up by others not just the state (Daft, 2000:253).

2.3.6.2 Common vision and trust relationship between partners

Daft writes that there is a growing acceptance on the part of local communities that police alone cannot, and should not, be responsible for the reduction and prevention of crime at the local level (Daft, 2000:253). Partnerships are required to bring together the variety of knowledge, skills and resources necessary for effective and successful crime prevention interventions. In South Africa, local-level crime prevention has generally been left up to the CPFs, which are supposed to undergo training in the types of joint problem solving methods that are seen as necessary for effective crime prevention. The guidelines state that CPFs are a means to facilitate partnership between the police and the community and a means to engage in joint problem identification and solving, but the relationship has not always worked out.

2.3.6.3 Community collaboration in partnerships in policing

Collaboration occurs when a number of agencies and individuals make a commitment to work together and contribute resources to attain a common, long-term goal (Miller & Hess, 2005:175). Miller and Hess (2005) suggest that not all law enforcement relationships need to be collaborative, but, under some circumstances, it may be appropriate just to establish a good communication plan. The term “collaborative” means working together (Blank, Rollins & Ingacio, 1999:3). Blank et al. (1999) define a collaborative as “a group of community leaders who use an inclusive strategy to establish shared goals and agree to use their personal and institutional power to achieve them”. “Collaboration” means to work jointly with others on a project, where those collaborating with others take on specified tasks within the project and share responsibility for its ultimate success (Blank et al., 1999:3). Collaborative efforts require that all constituencies are represented in the partnership (Popay & Williams, 1998:411).

Collaborative efforts between the police and the community help to identify problems of crime and disorder and involve all elements of the community in the search for solutions (Miller & Hess, 2005:176). Collaboration is founded on close, mutually beneficial ties between police and community members. Many crime problems can be addressed effectively by forming interactive working partnerships with groups, individuals, organisations and other government agencies within the community (Stevens, 2003:20). Lessons learned about the effectiveness of solutions to similar problems in one location can be adapted to other locations.

The effective mobilisation of community support requires different approaches in different communities. Miller and Hess (2005:179) argue that establishing trust and obtaining cooperation are often easier in middle-class and affluent communities than in poorer communities, where mistrust of police may have a long history. Building partnerships in lower-income neighbourhoods may be more difficult because often there are fewer resources and less trust between the citizens and law enforcement. Citizen participation and commitment in crime prevention efforts result in effective partnerships in policing (Gilling, 1997:92). The Community Policing Framework and Guidelines of the SAPS encourages the establishment of consultative forums in order to maintain a healthy relationship between the SAPS and communities.

2.3.6.4 Community involvement

The fundamental philosophy of community crime prevention is that the most effective means of combating crime and improving the quality of life involves individual residents in proactive efforts to reduce the opportunities for crime (Stevens, 2003:19). Community participation is the cornerstone of partnerships in policing (Sarre, 1997:20). Sarre (1997) states that initiatives must be developed on the basis of the presumption that community members will be both willing and able to respond to partnerships in policing initiatives. Sarre finds that evaluations of past initiatives have shown that responses vary considerably: some groups may be fearful or unappreciative of an increased police presence and others simply may not have the resources to work with the police.

2.3.6.5 Resources

According to Sarre (1997:29), resources should be allocated to enable officers to work closely with communities to engage a broad range of community groups. Officers require extensive training to counter community unwillingness to participate in CPF initiatives. There is a need to

facilitate the two-way communication between the police and the public in order to improve relations (Stevens, 2002:11).

Achieving community partnerships, especially within disadvantaged communities, which are the most afflicted by crime problems, demands changes within the organisation to encourage and enable police officers to adopt new policing practices and to enable greater engagement with the public (Cameron, 2002:17). Cameron (2002) is of the opinion that communities are often not equipped with the expertise or resources to tackle many of the crime-related problems that are of concern to them and the police must work with the community to implement community-based strategies and to establish community-agency networks that will empower the community to act in the future. Arguments such as the above indicate that crime reduction can be realised when the police and communities work in partnership. No individual efforts have assisted in crime prevention, hence the unacceptable crime statistics every year. This view is supported by Redelet and Carter (1994:34), who argue that the community and the police must jointly identify specific concerns that affect them and address those issues as a collective.

2.3.8 Challenges of partnerships in policing

Studies have found that partnerships in policing 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, 2003:656). Robinson (2003) argues that the absence of strong leadership and encouragement may have an impact on partnerships in policing practices. Police may also be reluctant to make partnerships in policing a priority (Segrave & Ratcliffe, 2004:3). Segrave and Ratcliffe (2004) argue that building community-policing partnerships, developing policing strategies and strengthening research into partnerships in policing strategies to determine their effectiveness as a policing tool present major challenges. Community members may be reluctant to seek and develop a sustainable partnership with law enforcement (Long, Wells & Leon-Granados, 2002:231). Barriers from within the police organisational structure and the organisational climate can be a challenge for implementing partnerships in policing (Giacomazzi, Riley & Merz, 2004:237).

Lack of trust is another challenge in partnerships in policing. Trust is the essential coordinating mechanism of partnerships (Frances, 1991:15). Earning and sustaining trust is a two-way process and a continuing task (Flynn et al., 1996:136). Police officers react to perceptions of distrust

(Tyler & Yeun, 2002:200). Where officers perceive disrespect and distrust generally, they are unlikely to support partnerships and have less favourable attitudes towards them (Novak & Alarid, 2003:63). For partnerships to be maintained there needs to be a sense of ownership on the part of individual members (Thompson, 1993:58). Educating communities about crime prevention is important for the success of partnerships in policing. It is of great concern that some police officials in South Africa are still socially isolated from the community they serve (Fox, Fourie & Van Wyk, 1998:185). Fox et al. (1998) 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 the community.

Another challenge 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 (2004:49) argues that if governments wish to promote partnerships successfully, they need to invest in time and resources in these partnerships. The lack of resources in the SAPS is a source of frustration for officers. Similarly, where there is competition for resources, and conflict is generated between individual and organisational commitments, partnerships may be difficult to develop and maintain. Crawford (2003:160), writing in the UK context, has observed that issues about resources constitute a central battle ground in interagency conflicts. Where there are legislative or policy constraints about, for example, information sharing and privacy issues, successful and sustainable partnership is difficult.

The complexity of police cultures can impede the development of more responsive and advanced approaches to crime management and reduction (Fraenkel, 2004:43). Police cultures had to change in order to build relations. Personnel barriers, such as a low level of experience, could represent an obstacle when partnerships are implemented (Popay & Williams, 1998:410). 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 matters negatively.

It is important to have as many partners as possible represented in the partnership. This will ensure that all programmes are supported by all the majority of citizens. The above factors are just a few that can hinder partnerships in policing if not addressed. Partnerships in policing have been effectively established and implemented in other parts of the world. International best practices are discussed in the following section.

2.4 International best practices

Many police agencies globally have effectively implemented community policing (Oliver, 1998:288). Any policing organisation is unique; therefore, each requires a different approach, and this is evident in the examples provided below.

2.4.1 The Wandsworth partnership

The community of Wandsworth, a borough in London, experienced high levels of crime in 1994 (Skogan & Harnett 1997:35). This led to the community coming together to establish a partnership aimed at bringing down the level of crime. 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. 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 a number of specialist delivery teams, which were invited to form a core group whenever necessary (Skogan & Hartnett, 1997:5).

Wandsworth’s partnerships in policing were regarded as one of the successful examples in the UK. Wandsworth came to be regarded as one of the safest places to live in London and had the lowest crime rate in the 1990s (Gilling, 1997:7). There were indications that crime levels had been low since the establishment of partnership policing in the area. Criminals moved from area to area as they realised that their chances of success were disturbed by security arrangements in a particular 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 (Newburn, 2003:50). 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. As a result of this partnership, the Council, Police and its partners in the WCSP managed to achieve very positive results (Sullivan, 2002:57).

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, 1994:175). Jones and Newburn (1994) argue that 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. Furthermore, partnerships in crime prevention and community safety must be encouraged in communities where crime is rife. They 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 (Home Office, 1993:29). Law enforcement agencies sought to use 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, 1994:175).

Jones and Newburn (1994:88) 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. The police in

the UK are statutorily obliged to network, partner and collaborate with the community and other agencies to reach their goals and objectives (Rhodes, 1997:11).

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 UK experienced riots, which 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).

2.4.2 Partnerships in policing in Kenya

In 2003, SaferWorld, in collaboration with its local partner PeaceNet, developed and implemented partnerships in policing in Kenya (Tilley, 2005:37). 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 peace building organisations. It focuses on building the capacities of its members and conducting peace action. The initiative is 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 per cent in one of the pilot sites, and this resulted in an increase in trust between the police and residents and in the increased accountability of the police (Haberfeld & Cerrar, 2008:247).

The first pilot site was the area of Kibera, which was faced with the challenge of rampant crime (Haberfeld & Cerrar, 2008:247). Community members who were both victims and perpetrators of crime were involved in efforts to improve safety through various projects. Communities together with the police launched a number of awareness campaigns to raise attentiveness to the dangers of involvement in crime in general and drugs in particular. Citizens in Kibera gained greater confidence to discuss openly the safety and security issues that confronted them in their day-to-

day lives. 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 flood lights 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 (1996:2), environmental design may contribute to incidents of crime, especially when these areas are poorly policed. Criminals use poorly developed areas to their advantage 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 realised that they could not solve all problems presented to them without citizen involvement (Smith & Cornish, 2003:57). Furthermore, many problems were more appropriately resolved by working with agencies. This finding is supported by Hughes (1998:92), who considers that partnerships in crime prevention and community safety have become increasingly important, given the related failure of more traditional policing. All members of the partnership agreed to start with a second pilot, after the first pilot programme proved successful.

The second pilot was conducted in Isiolo area (Mbogo, Ndung'u, Campbell & Rai, 2008:3). The main causes of crime in this area 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 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, which included representative of communities, the Kenya Police and the Local Provincial Administration, was established (Mbogo et al., 2008:11). 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.

2.4.3 Partnerships in policing in Holland

The development of partnerships in policing in Holland followed the philosophy of guiding the movement of the police from a reactive, crime-fighting organisation to a problem-oriented, proactive one (Lab, 2004:59). In addition, partnerships in policing gained new impetus as the government emphasised 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 surrounding security and people's fear of crime (Lab, 2004:59). According to Lab, 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, 2003:21).

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, 2005:10). Brogden and Nijhar (2005) argue that this is because national government has been reluctant to make resources available for projects.

Enschedebe-Haven Industrial site in Holland covers more than 300 hectares (Lab, 2004:58). 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, 2004:58). Partly on the basis of 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, 2004:58). 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 indicates that the current problem facing Enschebe-Haven is that, due to the substantial decrease in crime, companies are threatening to end their participation in the project (Lab, 2004:58).

The Drieviant project is another example of successful collaboration. The police and other agencies joined forces to address security issues in the neighbourhood (Lab & Das, 2003:68). The project team won the 1996 Police Innovation Award. This was due to cooperative relationship between parties that traditionally viewed each other with scepticism and mistrust.

The researcher is of the opinion that any partnership will succeed if all partners are committed to a long-term and sustained relationship. Jones and Newburn (1994:176) argue that partnerships tie local authorities and other agencies much more closely into policing functions, either in their own capacity or jointly.

2.4.4 The Chicago Alternative Policing Strategy

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 about 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, 1995:5).

The Chicago Police Department, in conjunction with other city agencies and the community, sought to engage the public in community policing (Stevens, 2002:3). The establishment of CAPS was based on an understanding that, if police, residents and other agencies worked

together, the crime rate could be reduced. The motto of the strategy became “Together We Can.” Crime has declined in the period after the partnership was formed significantly, and the quality of life has 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. Police, community, and other government agencies are required to work together to identify and solve crime. The strategy was designed to meet the specific needs of Chicago (Skogan, 1995:5). The strategy is defined by four key elements:

- Expanded police presence on the beat
- Community involvement
- Support from other agencies
- 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.

2.5 Summary

In this chapter, an overview of the South African regulatory framework regarding partnerships in policing and an understanding of the concept of partnerships in policing were provided. The chapter also looked at the challenges of establishing and implementing partnerships in policing, the roles of CPFs and CSFs and how partners can collaborate to ensure successful partnerships in policing. The next chapter focuses on Community policing as form of partnership policing.

CHAPTER 3

Literature Review: Community Policing

3.1 Introduction

Community policing is an important type of partnership policing. According to Palmiotto (2011:101), the police need the assistance of the community to prevent crime. Lab (2004:65) states that it is difficult for the police alone to 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 (1997:12) argues that community policing should guide police management styles and operational strategies and emphasises the establishment of police-community partnerships. This chapter provides a workable definition of community policing as a form of partnership policing. Factors that affect community policing and the relevant developmental perspective of community policing are also discussed in this chapter.

3.2 Development of community policing in South Africa

During the apartheid era, the focus of the police was primarily on stopping political resistance (Singh, 2005:45). 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, neglecting the safety needs of other racial groups, particularly Africans. This meant that townships such as Soshanguve were neglected in terms of crime prevention. Informal settlements mushroomed in townships in the 1990s, as a result of the influx of people from rural to urban areas in search of a better life. This influx resulted in unemployment and ensuing high crime levels, as some people resorted to crime as a means of survival (Singh, 2005:46). The environmental design of most townships made them difficult to police. This resulted in the introduction of the philosophy of community policing in the 1990s, as the police saw a need to form partnerships with communities. Structures such as CPFs, sector policing and sector crime forums (SCFs) were established. The initial stages of this development were faced with challenges due to South Africa's history (Singh, 2005:47). The community had negative

perceptions of the police, whom they did not trust. In turn, the police were hostile towards community members. There was what Minnaar (2004:8) called a “siege mentality”. After 1994, the situation changed, because the police came to realise that it was impossible to deal with crime without the involvement of the community. At this time, there were high levels of crime, and the police were unable to contain the crime, but did not have the support from the community or necessary resources.

Community policing was first institutionalised by the Interim Constitution of 1993 (South Africa, 1993). In 1994, the then Minister of Safety and Security, Sydney Mufamadi, published a draft document outlining community policing (South Africa, 1993:12). In this document, the emphasis was on empowering communities to engage meaningfully with local police about crime problems and other community priorities. The police were required to establish CPFs at local levels in terms of section 221 of the Interim Constitution. Furthermore, the Department of Safety and Security published a manual on community policing for the South African Police Service in 1997. In this manual, terms like “collaborative”, “partnership” and “community policing”, among others, were defined (Pelser et al., 2002:24).

In 1995, the SAPS were 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 (2003:26), partnerships between the police and the community should be broadly representative of the local community. Several police stations were able to establish and implement community policing, while others did not manage to implement it (Minnaar, 1999:5). In some instances, the sector policing approach and SCFs were 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.

The Community Policing Policy Framework and Guidelines were distributed to all police stations in 1997 and workshops were held throughout the country (Burger, 2011:69). The guidelines emphasise the objectives of the partnership between the police and the community. The

Department of Safety and Security's White Paper affirmed community policing as the appropriate methodology for enhancing policing in South Africa (Pelser, 2002:8). This was aimed to assist the police to establish partnerships in policing.

Community policing has generally been viewed as the responsibility of a particular function within the SAPS (Pelser, 2002:24). According to Pelser (2002), this responsibility is interpreted at various levels, primarily in terms of the establishment and maintenance of the CPF and community policing has been interpreted by SAPS members as an add-on function to the other responsibilities of the police. 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 (2004:300) is of the opinion that for community policing to be effectively implemented, there is a need to plan for its short-, medium- and long-term sustainability.

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, 1995:3). Community policing cannot be discussed without mentioning crime prevention. Crime prevention may bring desired results when communities and law enforcement agencies work together.

3.3 Factors affecting the implementation of community policing

In the following sections, factors, such as the police culture, resistance to change, training and a lack of leadership, that affect the implementation of community policing in South Africa are discussed.

3.3.1 Police culture

Police culture is best defined as the values, norms, perspectives and craft rules that inform police conduct (Verma et al., 2013:223). Culture is the foundation on which a social group functions (Palmiotto, 2011:35). Purpura (2001:118) defines culture as the system of values and meanings shared by a group or society. Police culture is seen as occupational culture as it provides a shared lifestyle (Stevens, 2003:98). 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, 2001:118). 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., 2013:223).

Police subculture can either be positive or negative and has a significant influence on officer behaviour (Skogan, 2006:140). 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 (2004:175), the police must overcome their resistance to change and turn the established police culture into a positive force through proper planning and training.

3.3.2 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 is 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.

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 (1996:154), 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 (2007:829) argue that organisations of all kinds have to 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 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 at all times that they cannot deal with crime without the involvement of law-abiding citizens (Trojanowicz & Bucqueroux, 1994:27). According to Miller and Hess (2005:123), 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., 2013:223). Verma et al. (2013) argue that the success of community policing is dependent on police subculture. The transformation of the SAPS from being a police force to a police service requires strong leadership. The SAPS' system of policing is militaristic and highly authoritarian in culture (Singh, 2005:47). 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.

3.3.3 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 (2011:1), 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) are of the opinion 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." In addition, 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 (2011:2) 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, 1992:113). Police officials have to 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 as 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, 2004:300).

3.3.4 Lack of leadership

Fleming and Rhodes (2005:192) 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. In addition, community policing is about leadership, partnership, consultations and building trust within the organisation and with the community (Wright, 2002:143). Leadership is defined as the process of influencing and directing the actions of others (Stevens, 2003:104). Peak, Gaines and Glensor (2004:60) define leadership in almost the same way as Stevens in that they view leadership as a process of directing and influencing the behaviour of others to accomplish specific organisational objectives. A lack of leadership has 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 are able to 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 implemented.

3.3.5 Accountability

Fox and Meyer (1995:2) 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). Pelsler (2002:11) argues that it is important for the police to develop a “culture of accountability” in order to gain a level of trust from the public. Being accountable means being answerable personally for individual acts and omissions (Stevens & Yach, 1995:30).

In addition, police officials have to 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, 1998:1).

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., 2004:170). 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, 1993:113). A police department that resists opening itself up to close consultation with citizen groups is likely to fail in crime prevention efforts (Grabosky, 2009:83). In addition, it is unacceptable in democratic societies for police not to be held accountable. Grabosky (2009:83) 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, 2000:212).

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 a number of countries to strengthen the accountability of the police to citizens (Neild, 2001:21). Although police-community relations and the “partnership in policing” are constantly emphasised by the SAPS, the form of police accountability makes real relationships at local level hard to realise (Glanz, 1992:113). Both the police and the community have to be accountable for their actions. Accountability is a fundamental principle in a democratic dispensation (Pelser, 2002:11). According to Palmiotto (2011:87), 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 in 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 have a responsibility for providing information to the police and for active involvement in crime prevention, as their part of accountability.

3.3.6 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, 2004:30). 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, 2011:85). 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, 2011:85). Community policing requires cooperation between the police and other role players (Lab, 2004:196). Police-community relations are aimed at resolving the hostile attitudes between the police and the community they are supposed to serve (Redelet & Carter, 1994:52). In partnerships, the police are expected to show 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, 2011:85). 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 (2003:4), 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 will not always be readily cooperative. Police have come to realise that they cannot deal with crime alone; therefore, they need to involve the community (Redelet & Carter, 1994:3). Community policing is concerned with the issues affecting communities, such as physical and social challenges (Crawford & Lister, 2005:180). The key question in this debate is who the community is. According to Miller and Hess (2005:51), “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.

Police officials must understand and be part of the community if they are to fulfil their mandate. The schools, businesses, public and private organisations, churches and social groups are vital elements of the community (Miller & Hess, 2005:51). 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 all of these are well understood by all role players, it makes policing in the area much easier. Furthermore, the police must initiate meetings and encourage interaction with the community. It is clear that 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.

3.3.7 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 (2002:200), 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, 2003:63). An effective community policing strategy implementation can only be realised where

there is mutual trust, honesty and sharing of information and views (Oppler, 1997:3). The police expect the public trust in them and the public have similar expectations of the police. The public also expect 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, 2003:3). 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, will lead to the prevention of crime and the arrest of perpetrators of crime.

According to Whisenand and Ferguson (2002:207), 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, 2003:428). Lee and South (2003) argue that such building blocks are not developed overnight, but require commitment from all concerned over a protracted period. Frances (1991:15) 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, 1996:136). It is clear from the above discussion that trust is important for any partnership to grow.

3.3.8 Lack of resources

A lack of resources has a way of hampering crime prevention initiatives. Homel (2004:48) 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 (1994:25), 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.

3.4 Implementing community policing

According to Oliver (2004:301), to implement community policing efficiently there is a need for proper planning and change management at every level. Furthermore, implementation depends on both internal and external factors (Oliver, 2004:301). 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, 2013:62). 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 (2013:63) are of the opinion 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 persistent 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, 2013:63). 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 were administered by the local police station commissioner (Nalla & Newman, 2013:64). Moreover, in the more affluent, predominantly white areas, the tendency was for the local CPF to turn itself into a Section 21 Company 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 Pelsler 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” (Pelsler et al. as cited by Nalla & Newman, 2013:65).

In essence, 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 a number of 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. It is clear that the police alone cannot prevent crime. 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 a number of 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, 2003:62).

3.5 Summary

This chapter examined the shift from traditional reactive policing to the proactive community policing model. The chapter shows that it is important that community members be included when designing policing strategies and that the needs and expectations of the community should be considered when these strategies are designed. Without the support of the community, it becomes a challenge to implement community policing. Factors that affect community policing need to be attended to as a matter of urgency, as the success of community policing depends on these factors. Most important is the training of police and the other role players on community policing. In the next chapter, the findings of this study are presented.

CHAPTER 4

Research Findings

4.1 Introduction

This presents research findings. Data collection was based on purposive sampling. Interviews with the participants were conducted using an interview schedule. The same questions were used in all interviews and participants were free to raise their opinions. Participants in this study included members of the SAPS, CPF members and business community members who are actively involved in community policing in Soshanguve.

The in-depth focus group interviews were tape-recorded, field notes were taken and were later transcribed and analysed. Core themes were identified and analysed for the purpose of interpreting the data. The theoretical and practical aspects that affected the establishment and implementation of partnerships in policing in Soshanguve were analysed.

Theme 1 focuses on the understanding of the participants of community policing. Theme 2 is about the most pressing crime problems in Soshanguve, while Theme 3 deals with service delivery expectations. Theme 4 is about the relationships between role players, and, lastly, Theme 5 is about understanding the roles of the role players. Each theme is presented by first explaining its meaning, the broad discussion within each of the three focus groups held, supported by quotations by the participants. The presentation of each theme concludes with an indication of the value the analysis of the theme brings to the research problem.

4.2 An understanding of what community policing is

It became clear during the interviews that the participants have different understandings of what is meant by “community policing”. The question was asked: “What is your understanding of what community policing is?” In response, one SAPS participant said, “...*according to my understanding, community policing is the partnership working together with the community and the police in order to reach the crime prevention goal.*” Another SAPS participant described community policing as an ideology that requires that police and the communities work together to

identify and combat crime, while a third SAPS participant indicated that it is working together with the community in order to bring the perpetrators of crime to book.

In contrast to what SAPS participants understand about community policing, some participants, particularly from the business community, said that they had a limited understanding about community policing. One business participant responded like this, “...*I know nothing about community policing. All I know is that the Metro Police confiscate our goods for no reason and request bribes at all times.*”

All CPF participants indicated that they understood what community policing is about. They agreed that community policing is the working together of the community and the police to identify and solve crime problems. According to one CPF participant, there is a common understanding that the police and the community need to, “...*pull resources and information together to identify and address crime challenges within the community.*” In essence, this means that all partners need to work together, starting from the planning stages.

It is evident that there are differences in terms of understanding what community policing is. Those who are actively involved in community policing seem to have a better understanding of it. It emerged during the interview that the executive members of the CPF understand community policing well. According to one CPF participant, convincing community members about community policing and the importance of the philosophy is a huge challenge. According to a participant, the CPF executives, “...*battle to explain to communities about what community policing is, because some community members do not trust the police due to past experiences about the police*”. Responses by participants indicate that some kind of education about community policing in Soshanguve is necessary, particularly at grassroots level.

The police and the community have come to realise that the police alone cannot reduce crime in Soshanguve, but they need to cooperate with each other to identify and solve crime. It emerged during the interviews that understanding community policing depends largely on how actively involved participants are in community policing.

In light of the above, it is evident that community policing can be effectively implemented in an environment where all role players understand what is expected from them. Soshanguve, like many policing areas in South Africa, is faced with various crime problems that can be addressed

only when the police and the community establish partnerships for policing. The discussion that follows focuses on what the participants believe the most pressing crime problems in Soshanguve are.

4.3 The most pressing crime problems in Soshanguve

It emerged during the interviews that there are three major crime problems which the participants would like to see addressed. The participants were asked the question: “What is the most pressing crime problem the Soshanguve community is facing?” In response one CPF participant identified drug use first, followed by housebreaking and theft and lastly car hijacking. According to this participant, “...*the use of drugs [(Nyaope), especially by unemployed youth, is a big problem here in Soshanguve. In addition, when they do not get the money to buy these drugs, they even steal pots cooking on the stove. This is how desperate these criminals are, in order to buy more drugs.*” The most pressing crime problems refer to those crimes that concern the Soshanguve community more than anything else. They are the crimes that, if eliminated, will allow the community to live more safely. These are crimes that, if not stopped now, will see the community taking the law into their own hands, which will result in lawlessness and chaos.

Nyaope is a street drug that has become popular in the townships in South Africa and is mostly used by youth. Users mixed various substances such as antiretroviral medicine and other ingredients to make it more potent. Apparently users are more daring and dangerous when under the influence of this drug and are ready to kill at the slightest provocation. Nyaope has recently been declared an illegal drug. A number of participants indicated that there appears to be a connection between the use of this drug and the rising crime levels in the area. It is alleged that disgruntled unemployed youth resort to the use of drugs out of frustration. According to one participant, “...*the youth use drugs and steal because they have lost all hope about life. It is about time that government does something to assist the youth, otherwise there is a ticking time bomb waiting to explode.*”

The same crime problem was highlighted by an SAPS participant, who stated that the use of drugs, particularly Nyaope, fuelled various crimes. According to this participant, the community is not, “...*doing their part to inform the police about the drug lords who are using unemployed youth to sell and use these drugs*”. The participant agreed with CPF participants that if

communities provide information about crime in general, and about Nyaope specifically, most crimes can be prevented.

According to the business community participants, drug use, particularly by unemployed youth, is a big problem. One business community participant said, “...*Nyaope guys are harassing us.*” Most of the business community participants indicated that they should be allowed to deal with criminals themselves, as they felt that the authorities are failing the community. One participant said, “...*if the cops can give us a go-ahead, we can teach these guys lessons by punishing them and then take them to the police station.*” This kind of comment indicates that the community has lost trust in the police. Most business community participants indicated that the situation can be rectified if all role players work together to identify and solve crime in Soshanguve.

In contrast to this, the SAPS participants indicated rape and theft as the most pressing crime problems, especially in the area near Tshwane University. It emerged during the interviews that most students rent accommodation in the area and some houses are not properly protected. This makes these areas very dangerous places, especially for female students. According to one SAPS participant,

“...I was called to one scene house breaking and theft one day. When I arrived the complainant told me that a laptop was stolen when she was out to study with a friend. The door was not forced open, but a duplicate key was apparently used to gain access and the door locked again.”

This indicates that the police already are aware of those areas in Soshanguve that require special attention, especially with regard to crime prevention. This does not necessarily mean that other areas are less important, but that the police need to deploy more resources in a particular area.

The SAPS is required in terms of the NCPS (South Africa, 1996) to provide security where high levels of crime pose a threat to citizens. Crime results in the deprivation of the dignity, peace and freedom of movement provided for all in the Constitution. If police do not provide security, they are not only in breach of the Constitution but may be neglecting their duty. One senior police officer interviewed recognised the need to prioritise certain areas in Soshanguve because they are known “hotspots and there is a need for a “paradigm shift”. It emerged during the interviews that the area near the railway station in Soshanguve is very dangerous, especially on Friday evenings

and early in the morning during the week. According to one CPF participant, “...*they [police] know those places which are dangerous, where the criminals are robbing people, but they don't go to those places.*” Commuters are allegedly robbed of valuables and the police are not always visible in the area.

The second pressing crime problem according to SAPS participants is car hijacking, especially on Fridays and weekends. This often happens around the shebeens and in the drive ways of people's homes in the mornings and late evenings. “...*When the victim opens the gate, the criminals pounce on him or her like vultures. The victim has no chance to respond, but to surrender and you find that it is late at night and there is no one to assist.*”

Car hijacking, especially during the late hours of the evenings, is also a problem for the CPF participants. Victims often park their cars at poorly lit and isolated areas with “...*girl friends or boyfriends*”, which make them an easy target for hijackers. The CPF often organises awareness campaigns to make communities aware of the dangers of parking in dangerous places. One CPF participant said, “...*We try to warn these youth that they must not stop anywhere outside the house at night, but they just ignore these warnings.*”

It is clear that the most pressing crime problems in Soshanguve, namely drug use, car hijacking and rape, are crimes that are difficult to police. The community is at the face of these crimes and should play the largest role in their prevention. It is evident that, while there are differences in terms of priority crimes in Soshanguve, the three discussed above were the most pressing at the time that the interviews were conducted. Monthly crime statistics confirm what the participants said during the interviews. The crime statistics for Soshanguve policing area are made available at the monthly CPF/Police meetings. These statistics confirm what all participants indicated as the most pressing crime problems in the area. All participants agreed that if they start trusting each other, these crimes can be addressed for the benefit of all. Participants agreed that partnerships in policing will be able to assist in addressing crime in the area. Partnerships in policing entail an approach where the police and the community are actively involved in crime prevention activities. There are various campaigns in which the police and the community of Soshanguve have been actively involved and have managed to achieve successes.

4.4 Satisfaction about service delivery

In response to the question: “Are you satisfied about the services rendered by the police in your area?” one CPF participant said, “...*Community members report cases to the police but do not get feedback in the form of progress reports. In addition to that, the lack of resources, especially transport makes it difficult for sector managers to attend to complaints in their sectors.*” It is evident from this kind of response that the lack of any resource can have a negative effect in terms of service delivery. This became clear as the interviews continued, where participants expressed their frustrations at the poor service the police are rendering in Soshanguve. “Satisfaction with service delivery” refers to what the community expects from the police and whether the police are responsive to community needs. The community will be satisfied when they feel that the police deliver services that empower them; for example, when the police respond to reports about crime. Services must meet the aspirations of the customer.

Most CPF participants indicated that when sector policing was established in the area, there was a telephone number to dial when there was a need to report something, but the number is no longer available. This makes it difficult to communicate or telephone the police, especially when one needs to report a crime. A participant responded to the above question by saying, “...*We hardly see police patrol, unless the police officer come from work to park the police vehicle at home or when there is a crime that has been reported.*” Another participant said, “...*It feels good to see police patrol at times.*”

Furthermore, it emerged during the interviews that the patrollers have registers which were supposed to be inspected by police officers, “...*but you will not find the signatures in such registers because the police do not even care to visit schools where patrollers are posted.*” Close contact with the community enables patrollers to identify local problems. This ensures that the police are supplied with relevant information about crime in the area. Patrollers are afraid to confront criminals when they commit crime in their presence because it is dangerous for the patrollers as they are not armed. The police are aware of “hotspots” such as the Soshanguve railway station where people are often robbed, but the police do not patrol such places sufficiently.

Sub-forums were established in Soshanguve, but some functioned for a few months and then collapsed, according to one CPF participant. The reason for this collapse was that,

“...We as the Executive of the CPF have to make sure that these sub-forums are maintained, by constantly visiting them, but we are unable to fulfil our mandate due to lack of resources, especially transport. Sector managers are supposed to mobilise communities against crime, but we cannot be able to do this without resources.”

The station commissioner is apparently aware of the lack of resources, but nothing has been done to address the issue. When the station commissioner was told about the problems, his response was that sector managers can, *“...loan a vehicle from Crime Prevention for a couple of hours and return the vehicle after use”*.

Another CPF participant said, *“...Somewhere, somehow, they are serving us, because if there is an incident, they come, but they come very late. The problem is that they do not give feedback as to what happened to the suspect after the arrest.”* According to participants, this is the reason why some community members take the law into their own hands.

There are known dangerous places in Soshanguve, which need to be given special attention. This was confirmed by one participant, who said,

“...The police know these places which are dangerous, where they are robbing people, but they do not patrol these areas. Soshanguve railways station is a known Hotspot, yet the police do not give attention to it. Twice or three times a week people are robbed there but the police, the police do not go there.”

Resources can be managed better by not allowing student constables to drive the police vehicles because they are the main reason why police vehicles are always broken.

One CPF participant said, *“...I do not know the criteria used to allow student constables, because they do not even check water or oil in the vehicle. Every now and then cars are broken. I don't know who gives the authority to anyone to drive.”*

“...If this continues we are not going anywhere,” responded another CPF participant. To be able to police an area effectively, it is necessary to have sufficient physical and human resources.

Furthermore, the participants from the police said that they do not have cars, or the cars have been booked for a service, while others are broken. It was also claimed that student constables drive recklessly and neglect their cars by not even bothering to check water and oil in these cars. Participants claimed that because these cars do not belong to the student constables but are government cars, they believe that there is no need to be concerned about cars that do not belong to them. These cars are broken within two or three weeks after returning from the garage.

In contrast, all the SAPS participants indicated that services rendered to the Soshanguve community are satisfactory; however, according to one SAPS participant, “...*There is room for improvement.*”

Most business community participants indicated that they are satisfied with service delivery; however, they are concerned that the police sometimes respond late after the crime was reported. One participant said, “...*Community members deal with these criminals as soon as they get hold of them in their acts. By the time the police arrive, you find that the suspect have been seriously assaulted by some community members.*” This causes tension between the police and the community because the community members are now regarded as criminals. However, it emerged during the interviews that the community was aware that nobody is above the law and they were expected to act within the law. One participant said, “*every time I see the police I know that they are coming to cause problems for us, especially Metro Police.*”

In response to the question: “Are you satisfied with the services rendered by the police in this area?” most participants replied in the negative and stated that most police officials do not carry out their work as expected. According to one business community participant, “...*You can open a case in the office, but in a period of two or three days the suspect is back while your goods are stolen, so I do not think they are doing their job.*” Another business community participant explained that the community would like to see more police patrols. This participant said, “...*It feels good to see police patrol at all times.*” Another participant responded by saying, “...*With police visibility at all times, the criminals are not given opportunities to commit crime.*”

From the above, it would seem that reactions regarding service delivery by the police in Soshanguve are mixed. Most CPF participants indicated that the police are not doing their work properly. According to these participants, the police do not give feedback on reported cases and

sometimes do not arrange for witnesses to appear in court. There was also a concern from participants that the community will take the law into their hands because they believe that the police are not doing their work. It is clear that police management needs to take steps to improve the situation.

4.5 Relationship between role players

“Police-community relations” refers to instances where the police and other role players make an effort to build a working relationship with the objective of jointly identifying and solving crime. This requires sacrifice and cooperation from all parties. The parties must be open and honest with each other, and this will ensure that their relationship is strengthened. The community needs to be committed to the work and be willing to supply information to the police about crime, with the police ensuring that they listen to community needs and strive to build strong relationships.

There were mixed reactions about the issue of the relationship between role players during interviews. In response to the question: “What do you think can be done to improve police-community relations in Soshanguve?” some CPF participants indicated that the relationship between the CPF executive and the police is good, but much still needed to be done as far as their working relationship is concerned. It emerged during the interview that problems occurred at the lower levels of the police hierarchy, particularly the constables, who appeared to the community to do as they please. According to one CPF participant, “...*the working relationship with the SAPS, Agh, it’s not good. If you tell police that something needs to be done, nothing happens, and if this continues we are going nowhere.*” Participants indicated that there are monthly CPF/SAPS meetings, which are organised at the Soshanguve police station and which contribute to strengthening police-community relations. It is at these meetings that crime that affects all partners is discussed.

CPF members have an office at the Soshanguve police station, but indicated that there was a need for resources such as a telephone, fax and other equipment for them to function optimally. One CPF participant said, “...*We are prepared to support the police the police deal with crime in Soshanguve, even though we are not paid. We understand that it is voluntary to be in the community police forum.*” Other participants expressed their frustrations over the lack of resources such as transport. Apparently, the issue is always discussed at meetings and directly with the station commissioner, “...*but nothing is being done to address the issue.*” Participants

indicated that it is difficult for them to perform their duties without transport, as they sometimes patrol on foot from one school to another. “...*Sometimes we are told to loan or borrow a car for an hour or so, and return the vehicle, and this makes our work difficult because we need to visit sectors,*” responded a CPF participant.

One SAPS participant indicated that there is a need for “...*paradigms shift from all role players. Some SAPS members still treat community members with suspicion and disrespect.*” It is clear from the above that there is a need to improve communication, as it appears that a communication breakdown between the partners has occurred. It emerged during the interviews that lack of trust is also a problem, owing to past negative experiences between the police and the community. It is well known that the relationship between the police and the community had been characterised by conflicts, and this has resulted in the mistrust that is still there. According to one SAPS participant, “...*Awareness campaigns can play a major part in improving relationships, and it is a process that will take time to achieve.*” It appears that there has been steady improvement since the establishment of the CPFs in the 1990s. Trust is a very important element in community policing. The success of community policing is based on mutual trust between parties.

Some business community participants felt that they cannot trust the police. One participant said, “...*We report crime to the police, they sell you to the criminals, so we do not want to provide information anymore because we are afraid for our lives.*” It also emerged during interviews that CPF members do not have identification cards and this exposes them to harassment by some members of the SAPS, especially junior members as they arrive at crime scenes.

A number of incidents of police misconduct have taken place in Soshanguve in the recent past, where some of the participants indicated that they were victims of police misconduct. According to one CPF participant, sometimes members of the community are arrested for no reason, “...*just to prove that they have the power, only to be released the following day without being charged.*” This is an indication that some police officers are still using the apartheid tactics. It appears that police management in Soshanguve is aware of these incidents of misconduct, but apparently nothing is being done about it. The same applies to alleged corrupt officials, who continue as if no wrong has been done. Police brutality is one of the main concerns in the area, where suspects are allegedly detained and later released without reasons being provided.

Some business community participants felt that there is still some work to be done when it comes to relationships. One participant said, “...*The working relationship with the SAPS is not that good because some of the police are not bringing their side to ensure that this relationship works. If you tell the police that something needs to be done, they do nothing about it.*” Another participant agreed, saying that the relationship with the police is not good and, “...*that is the reason why the community ends up taking the law into their own hands*”. There is also a feeling that the police do not maintain confidentiality when they report crime and the level of trust among them is not at the right level. There is also an issue of accountability or lack thereof. The community has certain expectations from the police, such as protection and rendering of other important services. If the police are unable to fulfil these responsibilities, the public has the right to be provided with satisfactory reasons for the inability to do so. Community policing can be effective when all involved are accountable for their actions or omissions. Police are accountable when they are answerable to community concerns and needs.

In response to the question: “Do you think the police should be accountable for their actions?” all SAPS participants answered in the affirmative. The following are some of their responses:

“...*By law, we are obliged to account for our actions.*” “*It is right that the police are accountable to the community they serve. There is also the existence of IPID, which has an oversight role.*”

Some participants indicated that some of their colleagues, particularly student constables, are not accountable and they are often accused of unacceptable behaviour. There seems to be a lack of leadership because, despite these allegations, nothing seems to be done about it.

Trust between the police and the community is an important element of effective partnerships in policing in terms of the policy framework for community policing. A lack of trust can have a serious impact on community policing. The police and the CPF in Soshanguve have come to realise that they need to trust each other. Attitudes of both the police and the community can easily damage these relationships; therefore, there is a need from all involved to maintain good working relationships. When parties trust each other, it becomes easy to work together and there is no reason to suspect the other. Alleged abuse of power, such as police brutality, has a long-term effect and it is difficult to mend broken relationships. When the community trusts the police, they will be able to provide information to the police, and this will make police work less strenuous.

CPF participants agreed that, not only must the police be accountable but all role players must account for their actions or omissions. One CPF participant said, "...*The community in general must report or give information to the police. We are here to report crime.*" Another CPF participant said, "...*The Code of Conduct says, no crime can be reduced without the involvement of the community.*" The participant expressed concern that only the CPF executive is aware of the Code of Conduct, and the community in general do not know about it. According to this participant, "...*The community a baitsie nie*" (meaning that the community does not know). Furthermore, if the community is not aware, it cannot be held accountable. In addition, CPF participants expressed dissatisfaction about student constables at Soshanguve police station. According to one participant, "...*These constables are not supervised when working in the client service centre. They are not able to take proper statements.*"

According to the business community participants, "*some police officials are not accountable because they confiscate our goods without valid reasons*". The police sometimes are seen taking bribes and engaging in some form of corruption. It is alleged that bad police officials are known to be working with criminals in the area, but management of the police is doing nothing about it. Another business community participant said, "...*We need to work with the police in order to prevent crime.*"

Police and the community sometimes hold joint awareness campaigns, and this has improved relations. The Soshanguve Radio Station is often used to inform the public about community policing initiatives and the youth support community policing by organising sporting events in the community. They have been able to organise workshops on domestic violence, a door-to-door campaign to sensitise the community about the growing housebreaking threat, among others. An awareness campaign on drug abuse and its effects and other safer neighbourhood projects have also been organised. These activities serve to strengthen relations in Soshanguve. It would appear from the above discussion that some challenges are still faced regarding police-community relations in Soshanguve.

4.6 Understanding of roles

Community policing can be effectively implemented when all role players understand their roles. This means that there must be clear terms of reference. If this is in place, no role player will act contrary to what is expected, as roles and responsibilities go hand in hand. The inability to define roles clearly often results in tensions and misunderstanding. Citizens should play their role in

terms of informing the police about crime. Crime affects everyone in the community; therefore, it is important that citizens adhere to their roles and responsibilities when it comes to crime prevention, as the community is the eyes and the ears of the police. The police, youth, business community, CPF and religious formations can play significant roles in Soshanguve and continue to do so. “...*My role is to fight violence, drug abuse and mobilise my community,*” responded one CPF participant.

In response to the question: “How do you understand your roles and responsibilities?” the participants expressed mixed feelings. One CPF participant said, “...*prosecutors have not been able to fulfil their role to educate communities about bail matters.*” Another CPF participant responded by saying, “... *if the courts do not make an effort to educate communities about the functioning of the criminal justice system, the community will continue to take the law into their hands.*” From these comments, it is clear that the community has little or no understanding about the operation or functioning of the criminal justice system and they hold the SAPS members responsible for legitimate judicial processes, such as the granting of bail.

The participants indicated that when the police arrest a person, the community does not know who releases suspects on bail and what role the court plays when it comes to bail applications. All they see is that the police arrest suspects and when they see suspects back on the streets they say the police released these suspects. Another CPF participant said, “...*According to the police code of conduct, crime will not be reduced without the involvement of the community. The community is aware of their roles in crime prevention.*” From the above, it is evident that the community needs to be educated about processes, from arrest until a person is sentenced or released by the courts.

It emerged during the interviews that the CPF has established three committees, which deal with conflict resolution, education and public relations, as an effort to educate their members about their partnership roles. One participant said, “...*As part of our roles, depending on the severity of crime, the community apprehends criminals caught in the act, but if it a serious one, the police are called to the scene. The challenge is that, witnesses are not willing to testify in court for fear of victimization.*” This is a challenge because the courts cannot find suspects guilty without evidence. Another participant said, “...*This leads others taking the law into their own hands as they believe that the justice system is failing the community.*”

Another participant agreed, saying, “...Roles are clearly defined. I can say, part of it or partly. I understand roles clearly. I know my role as a community member is to help police solve crime, but then, what can I say, the major role in the CPF, each and every one, his role is to play the coordinating of projects.” In addition to this, patrollers need to be taught how to do their job and not to interfere with the police while they are doing their work. Responded one CPF participant “...The Constitution of the CPF does explain the role of members, but there is a need to conduct workshops to educate members of the CPF. The Constitution is just a general document,” responded another CPF participant.

Most CPF participants indicated that their main role is to make sure that the relationship between the community and the police is maintained and to report to the police as soon as they are aware that there are criminal activities in the neighbourhood. There was a concern that when crime is committed, witnesses indicate that they can be able to identify suspects, but they are never called to identify these suspects. “...The next few days or weeks they are disappointed to see these suspects. It appears that this is a deliberate action by corrupt officials to ensure that there is no conviction.” One CPF participant responded.

There is also a problem with student constables, who take statements without proper supervision by their superiors. One participant from the CPF indicated that he was shocked to read what a constable had written because, “...the information in that document was not what I said”. In response to the question about their actions when they witness crime in progress, one CPF member indicated that, since they are not fully trained, they often have to decide when to react when they witness crime in progress. In addition to that, they do not want to take risks trying to apprehend dangerous criminals. One participant said, “...It will depend on the type of crime, because, as we are not fully trained, as members, we have no right to arrest. The first thing to do is to alert the police.” Another participant said, “If it involves a gun, take a step back and alert the police, because it is dangerous, but if it is something you can sort, maybe you can try to intervene. There is a way we can intervene.”

It emerged that sometimes community members make citizen arrests, but this depends on the severity of the crime being committed. The frustration comes when the police are called and they do not respond in time. Another participant said, “...As CPF or members of the community, I think the law allows us to arrest anyone who commits crime during our presence. But it is depending on what kind of crime is that, because you must make sure that you are safe.” The

problem is that the community does not understand how the suspect must be dealt with. Instead, they take the law into their hands. According to one CPF participant, “...*It is clear that the CPF executive needs to educate the community about their role in community policing and how to deal with suspects.*” The Department of Justice and Constitutional Development also has a role to educate the community about issues such as bail and conditions for granting bail because the community does not believe that every person arrested has a right to be released on bail. The community needs to understand the language of the Department of Justice and Constitutional Development. A CPF participant said,

“...Sometimes you find that the police and the other departments do not understand each other also. When the community sees the South African Police in uniform arresting a suspect, they do not know where the suspect is being taken to, and when they see the suspect a few days thereafter, they think the police released the suspect. They do not know that the court released the suspect for whatever reason, and then the police are blamed. When the police cannot explain the chain that is when the community do not believe what they are told. The community needs to be educated on these matters. The community believes that suspects need to be kept in jail, especially when they strongly believe that because the suspect committed a crime in their presence.”

When a suspect applies for bail, the community is not given an opportunity to oppose it, and the suspect is released, sometimes owing to “...*lack of evidence and sometimes the suspect is released because the police did not summon witnesses.*” This is where the community will deal with the suspect because they believe the authorities are letting them down, and they lose trust in the authorities, particularly in the police, because they believe that the police arrest and release suspects, rather than the courts. Police are often accused of taking bribes from suspects, and this perception needs to be addressed. One CPF participant said, “...*some police officers work hand-in-hand with some criminals in Soshanguve.*” Another challenge is that witnesses do not testify against suspects, either for fear of victimisation or because they are not called to testify. The court has no alternative but to release the suspect if there is no evidence or witness.

To the question of who is responsible for preventing crime in Soshanguve, one CPF participant indicated that the police and community members are equally responsible. According to this participant,

“...The community should play a major role. The sector managers, members of the CPF, they must report or give information to the police. We are here to report crime. Furthermore, when you read the Code of Conduct of the SAPS, the community needs to get involved in crime prevention, but the community does not know about this role, or the code of conduct, but “Abaitisi nie” (meaning that they do not know).

Once the community understands that their involvement in crime prevention is vital, they will actively participate and assist the police in apprehending criminals.

What is encouraging is that role players have developed programmes of action to address some of the crime problems in Soshanguve. Role players often organise workshops on domestic violence since this is also one of the problems in Soshanguve. One CPF participant indicated that, *“...door-to-door campaigns are organised to alert the community about crime problems, such as housebreaking and theft, car hijacking as well as drug problems, because this are the most pressing crime problems in the area.”* The community is always encouraged to participate in neighbourhood activities and projects. According to another CPF participant, *“...The Youth Desk as well as Soshanguve Community Radio also plays a major role in mobilising the youth in the community and successes have been registered regardless of challenges.”*

SAPS participants also agree that much education, in the form of workshops, needs to be provided to teach the community about the operation of the justice system. According to one SAPS participant, *“...When the community sees a suspect who appeared and later released in court for various reasons, the police are accused of taking bribes or making dockets to disappear.”* Another SAPS participant feels that, *“...The roles are not clearly defined because you find that, in certain instances; the community people want to take the place of police officials.”* Sometimes the CPF members instruct police officials on what to do; they do not know their mandate. *“...There are instances where they take the law into their hands,”* responded an SAPS Participant. *“...That is why I am saying the role is not clearly defined.”* Most SAPS participants agreed that workshops need to be arranged to educate community members about their roles and responsibilities. According to one SAPS participant, *“...people have documents which help them in terms of their roles, but the problem is that many of them do not understand these documents.”* It emerged during the interviews that most of the CPF members did not go to school; therefore, they cannot read or write. Another SAPS participant indicated that there is a

problem of “...community members taking the route of mob justice, because they say the police are failing them.” All SAPS participants indicated that they understand their role properly because they have been trained.

According to one business community participant, “...Community has a major role to play to prevent crime. In addition, both the police and the community must work together to prevent crime in Soshanguve.” Most business community participants indicated that they need to provide information about crime to the police. Some participants indicated that they are forced to take the law into their hands because the police often do not respond in time to reports about crime. It emerged during the interviews that participants do not understand the function of the criminal justice system, and they often accused the police falsely of releasing suspects, when they follow correct judicial processes.

In light of the above, it is evident that while most participants understand their roles clearly, education about roles and responsibilities needs to take place at the grassroots level for both the police and community members. There was an agreement among participants that all role players need to work together to educate their members at the grassroots level about their roles and responsibilities for effective community policing to take place in Soshanguve.

4.7 Summary

This chapter presented data collected in focus group interviews with people actively involved in community policing in Soshanguve and analysed. Several themes were identified and discussed, with the intention of understanding views from role players. Current community practices were also analysed. Findings from the focus group interviews indicate that challenges are faced by those who try to prevent crime. The following chapter deals with the interpretation of the research findings.

CHAPTER 5

Interpretation of the Findings

5.1 Introduction

This chapter presents the researcher's interpretation of the data collected during the focus group interviews with the participants, who are actively involved in community policing in Soshanguve. Interpretation means relating one's results and findings to existing literature and research studies and showing whether these are supported or contradicted by the interpretation (Mouton 2011:109). Interpretation also means taking into account 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 factors that affect the effective implementation of community policing in Soshanguve and relating them to international best practices and research findings on community policing.

In the context of this research, the views about the understanding of community policing were obtained through the focus group interviews with the participants, who are actively involved in community policing in Soshanguve. The main purpose was to arrive at a common understanding of what partnerships in policing entail. In this chapter, the SAPS participants' responses are presented first followed by the CPF participants and, lastly, business community participants.

5.2 An interpretation of the themes

During the analysis of the research data, several themes were identified. These themes are structured as sections of this chapter. An attempt has been made to identify factors that affect the implementation of partnerships in policing in Soshanguve. It established from responses from participants that partnerships in policing have not been effectively implemented in the area. It was found that some participants have little theoretical understanding of partnerships and community policing. One of the first questions to be asked was the understanding of community policing. The responses varied, as it can be seen in the following paragraph.

5.2.1 An understanding of what community policing is

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 focus group interviews. The process of establishing their understanding of what community policing is, was guided by the legislative framework such as the South African Police Service Act and the NCPS. The 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 is. Similarly, the NCPS provides a framework for a multi-dimensional approach to crime prevention and 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 & Bucqueroux, 1994:1). Trojanowicz and Bucqueroux argue that police organisations should not rush into the implementation of community policing without a full theoretical understanding of the community policing concept. 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” (Trojanowicz & Bucqueroux, 1994:1). Morale of police officers working in environment where relations with communities are not good is often low (Makaudi, 2001:38).

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 about the philosophy and about 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, the majority of the SAPS participants 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 SAPS participants were of the opinion that 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 Soshanguve. The SAPS's understanding of community policing appears to be in line with the definitions in the Act. 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 response from the majority of SAPS participants indicates willingness to make partnerships in policing to be effective. Most participants indicated that they did not experience any difficulty in understanding what community policing is. 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 a series of training workshops are regularly organised at Soshanguve police station. Members are capacitated to understand community policing and their roles and responsibilities in community policing.

In contrast to the SAPS participant responses, some CPF participants indicated that, while they understand community policing, they find it difficult to convince their members at grassroots level of 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 area. Furthermore, the response by participants is an indication that those who are actively involved in community policing have a better understanding of the concept than those who are not actively involved.

The majority of business community participants indicated that they have a limited understanding about community policing. They complained that all they understand is that the police harass them at times, which makes it difficult for them to work with the police. Their opinion is that the

police themselves do not understand community policing; therefore, education must also be provided for the police about it, especially the police in the lower ranks.

It became evident during the interviews that the level of understanding of what community policing is depends on how actively involved participants are in this type of partnership policing. While the executive members of the CPF had a better understanding of community policing, community members at grassroots level indicated a lack of proper understanding of what it is about. Similar concerns were identified among business participants. It also appeared that lower-ranking members of the SAPS at Soshanguve did not express the same enthusiasm regarding community policing, while high-ranking officers had a better understanding of the concept.

From this, it can be deduced that there is a need to educate all role players in Soshanguve about community policing to ensure a better understanding by all role players. This can be achieved through workshops and awareness campaigns by using the community radio and other 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 will be addressed, resulting in better relations and, in turn, crime reduction in Soshanguve.

A useful definition of community policing is given by Wright (2002:143), who states that “Community policing seems best understood as a range of specific techniques that the police and public use to work in partnership at a local level.” According to Clemens (2006:103), community policing is a concrete effort to promote community justice and social control by mobilising social resources within an identifiable group of people. Community policing is defined as a philosophy that promotes organisational strategies, which support the systematic use of partnerships and problem-solving techniques, to address proactively the immediate conditions that give rise to public safety issues such as crime, social disorder and fear of crime (Nalla & Newman, 2013:17).

Reyneke (1997:12) defines community policing as a philosophy that guides police management styles and operational strategies and emphasises the establishment of police-community partnerships and a problem-solving approach responsive to the needs of the community. This would mean that the police and the community should become more accessible to each other. The result is a partnership based on mutual trust, honesty and respect. Community policing is a

philosophy and an organisational strategy that promotes a new partnership between people and their police (Palmiotto, 2011:215). It is based on the premise that both the police and the community must work together to identify, prioritise and solve crime problems, fear of crime and social disorder and to improve the quality of life in the area.

According to Rakgoadi (1995:2), community policing could be seen as a working partnership between the police and the community to prevent crime, arrest offenders, find solutions to recurring problems and enhance the quality of life of the community. Furthermore, this partnership should ensure that the lives and properties of all citizens are protected, that the dignity of each individual is respected and that the police service is rendered with courtesy. Community policing involves a significant change in the way a police department operates (Morash & Ford, 2002:15). According to the Department of Safety and Security (South Africa, 1997b), community policing can be defined as a philosophy or an approach to policing that recognises the interdependence and shared responsibility of the police and the community in ensuring a safe and secure environment for all people in the country. In addition, community policing aims to establish an active and equal partnership between the police and the public through which crime and community safety issues can jointly be determined and solutions designed and implemented (South Africa, 1997b).

For the purpose of this study, community policing is defined as a strategy that encourages police-community collaboration or partnership on an equal basis, aimed at identifying and solving the root causes of crime at the local level. According to Verma et al. (2013:2), community policing is an organisational strategy that has partnerships as its cornerstone. These authors argue that there is no “one size fits all” community policing formula; therefore, community policing must be designed and tailored for each specific community. It is important to train those who do not have a clear understanding of the concept of community policing so that community policing can become a more effective form of partnership in policing in Soshanguve.

5.2.2 Most pressing crime problem in Soshanguve

The question about the most pressing problems in Soshanguve was asked with the aim of soliciting the participants’ opinions and perceptions of crime as well as the challenges faced by both the police and the community in dealing with crime in the area. The feedback from

participants presented a similar picture of what the most pressing crime problems in Soshanguve are.

In the case of the SAPS participants, the majority indicated that robbery was the most pressing crime problem. It would therefore be expected that the police prioritise this crime and other crimes mentioned below. It emerged that efforts to curb robbery were hampered by a lack of resources, among other challenges. Almost all participants agreed that there are known “hotspots” in the area. Car hijacking was listed as the second most pressing crime problem according to SAPS participants. Drug use was the third most pressing crime problem, while rape was another problem and, lastly, housebreaking and theft were also mentioned as a pressing crime problem.

The majority of CPF participants identified drug use as the most pressing crime problem, followed by robbery, car hijacking, rape and house breaking and theft in that order. In the case of business community participants, armed robbery was identified first, followed by car hijacking, drug use, rape, and housebreaking and theft as the most pressing crime problems.

Crime statistics for 2012/13 in Soshanguve indicate crime trend fluctuations. Some types of crime have declined over the past two years, while others show an upward trend. (Bruce, 2011:2). Furthermore, Bruce indicates that crime statistics presented by the SAPS are not a true reflection of the crime situation in South Africa. What can be agreed on is that the categories of crimes that the participants identified as posing a threat to their harmonious existence in Soshanguve present major problems to them, no matter what the official crime statistics indicate.

The ISS is calling for a formal inquiry into how and why crime trend ratios could have been manipulated. They argue that it is difficult for the public to know what the actual security situation is in their areas. In addition, when there are doubts about the methods the police use, it is difficult to monitor the real crime trends. The most recent crime statistics show that most categories of serious violent and property crimes had actually gone up (“Police statistics in Tshwane”, 2013:13).

The official statistics indicate that 178 drug-related cases were recorded at Soshanguve police station in 2012 as compared to 172 in 2013, a decrease of 0.9%. This indicates that, while crime in general has increased, there were fewer cases in Soshanguve compared to the previous

financial year. The figures indicate a slight decrease in a number of drug-related incidents. It is not clear why there is a decrease, but both the police and the community indicated concerns about the prevalence of drugs in the policing area. All participants have a common understanding that the use of drugs, particularly by unemployed youth, culminates in other crimes being committed in order for the users to maintain their cravings. With regard to robbery, 88 cases were recorded in 2012, while 87 were recorded in 2013, indicating a slight reduction of 0.9%. In 2012, 83 rapes were recorded as compared to 110 rapes in 2013, an increase of 0.75%. Car hijacking indicated an increase, from 50 in 2012 to 65 in 2013, of 0.76%. When one compares the views of participants with the crime statistics, it is evident that the participants' opinion on the most pressing crime problems are in line with the official statistics and it is clear that these crimes need to be prioritised.

Some crimes such as sexual assault are difficult to police because they often occur behind closed doors. These crimes occur between the victim and perpetrator in a secluded area, and sometimes perpetrators are known to their victims. The community needs to be mobilised through community policing to prevent these kinds of crimes.

Declining crime rates reflect the overall improvement of conditions in terms of this index. This indicates that the police and other stakeholders have been making progress, albeit limited, in the fight against crime. The Tshwane good statistics are the result of community policing. There has been some unity in action against crime. As part of the crime reduction approach, it is important to recognise that keeping the community safe cannot be realised if role players operate as islands and not as partners. A partnership approach in the fight against crime, supported by the communities, business, civic organisations and other stakeholders, needs to be adopted in Soshanguve where the community is less safe.

There is no longer a belief by communities that the police are primarily responsible for the reduction of crime and crime prevention (Burger, 2011:102). It is evident that there is a need to strengthen community policing and crime prevention in Soshanguve. According to Shaw (1995:50), there is a need for an alternative to the standard crime prevention approach, which has failed to reduce crime. Lab (2004:10) defines crime prevention as any action designed to reduce the actual level of crime and/or the perceived level or fear of crime. According to the NCPS (South Africa, 1996:5), crime prevention involves a deeper process than crime control. The White

Paper on Safety and Security (South Africa, 1998:14) defines crime prevention as: “All activities which reduce, deter or prevent the occurrence of specific crimes firstly, by altering the environment in which they occur, secondly by changing the conditions which are thought to cause them, and thirdly by providing a strong deterrent in the form of an effective Justice System”. This means that there is a need to prioritise the concerns raised by participants during the interviews. Identified crime “hotspots” must be policed at all times. There is a need to capacitate community-based organisations to raise awareness about dangers of drug abuse, amongst others.

5.2.3 Satisfaction with service delivery

This study analysed role players’ satisfaction with services rendered by the police in Soshanguve. 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, 2001:559), 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, 2002:22). For this reason, the police should regularly check whether they still meet their mandate.

It was established that the majority of the CPF participants were not satisfied with the service of the SAPS in Soshanguve. 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. According to the Policy Framework and Guidelines for Community Policing (South Africa, 1997b:8), 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.

There were concerns about student constables manning the charge office without proper supervision. In addition, the student constables were accused of misusing vehicles, resulting in the shortage of these highly needed resources. The lack of resources, particularly transport, was regularly mentioned as a matter that affects service delivery in Soshanguve. The community members appeared to be willing to assist the police with crime prevention, but often reported

finding it difficult to do so without resources. This need is emphasised by Ziembo-Vogel and Woods (1996:1), who are of the opinion that, in order to improve service delivery, it is important for police stations to be resourced with patrol vehicles. There are known problem areas in Soshanguve, but these areas are not properly policed due to the lack of resources, both physical and human.

In the case of the SAPS participants, it appears that they are satisfied with the services they render to the community. The community and management has shown appreciation for the work the SAPS members do, especially by making space available at the police station. This is aimed at encouraging community-police relations. The police feel valued when the community and their management appreciate their efforts and hard work. In addition, their needs and expectations are satisfied when colleagues, managers and the community appreciate them. It is important to note that the community needs could be satisfied if they were provided with the necessary resources and facilities.

This means that the police need to know what the community's perception of their service is. They also need to know whether they can trust the community to cooperate with them (Johnston, 2001:959). The majority of police participants in this study indicated that they were satisfied with the way the needs of the community were addressed. In addition, SAPS participants indicated that they are aware that customers can report or lay a complaint to their superiors if they are not satisfied with the services rendered.

In contrast, it seems that the business community participants in Soshanguve are not satisfied with the services rendered by the SAPS. There are often complaints about constant harassment at the hands of the local police, as well as abuse of power by the police. It emerged that they are not even called to meetings. They felt that they need to be involved in community policing but were unable to force their way into participating in the structures such as the CPF. Taking into consideration the attitudes that exist towards the SAPS members at Soshanguve, it is evident that the expectations of the community are not met.

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. It emerged that sometimes it takes hours

before the police respond to reports of crime. This slow response has led some community members to taking the law into their own hands, as a result of which suspects are sometimes badly assaulted, resulting in serious injuries or death. Community members expect the police to arrest known suspects, but it appears that expectations are not met when they open cases and the police do not provide feedback.

From the above responses, it can be deduced that a correlation between satisfaction with service delivery and the availability of resources exists. According to Zwane (1994:39), how police officers feel about their jobs can affect their relations with the community and the quality of law enforcement service they provide. It is therefore important to investigate obstacles that may affect the quality of service delivery by the SAPS at the local level. Factors that can influence the SAPS' service delivery include job satisfaction, police stress, and burnout. (Zwane, 1994:39). Satisfied police officials show more interest in their work, while dissatisfied officials will show less interest.

According to the White Paper on Safety and Security (South Africa, 1998:1), the philosophy of community policing is essential for effective service delivery. The police are expected to provide services that suit the need of their clients (Stevens & Yach, 1995:36). One of the principles of community policing is that the police must be accountable to the community they serve. It is the client's constitutional right to receive effective, efficient services. Service delivery is one of the Batho Pele principles and officials are bound to comply with this important principle. Batho Pele principles were developed to serve as acceptable policy and legislative framework regarding service delivery in the public service.

The public expects the police to be effective and efficient in the services they provide. The aim of community policing is to establish an active and joint 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.

It must be noted that expressions of public satisfaction or dissatisfaction with the police indicate how the police are perceived to be working. The relationship between expectations and

satisfaction is based on how the police are actually performing. Members of the community become frustrated when their expectations are not met by the police.

Satisfaction comes as a result of the incumbent's comparison of actual outcomes with those that are desired (Stevens & Yach, 1995:36). Community members often compare the services they receive with the outcomes they feel they should receive. When the outcome received proves to be less than expected negative attitude results, which leads to dissatisfaction.

Mofomme (2004:23) indicates that factors such as salary, promotions can have an influence on job satisfaction among police officers. The concept of satisfaction influences various constructs such as commitment, loyalty, service quality and value that police officers may have towards their job and the community (Thurman, Zhao & Giacomazzi, 2001:43). The police are working in direct contact with the public on a daily basis. It is clear that when employees are committed to their work, customer satisfaction will be the result. An engaged work group does not only have a significant higher sense of loyalty, but there are other hidden benefits, such as that people are more ethical, more productive, more diligent and more caring (Hughes, Lurigio & Davis, 2002:18).

It is evident that engaged police officials are necessary to contribute to a healthy workforce and effective service delivery (Hughes, 1998:13). Performance indicators should reflect levels of customer satisfaction on aspects such as frequency of patrols, speed of response and how well incidents are dealt with.

It is expected that the SAPS should have service standards in the form of a service charter. These service standards must be clearly displayed in the client service centre at all police stations. The service standards should clearly state processes and exactly what people can expect from the police. If the service standards are not displayed, management of such police stations owes customers explanations and must be held accountable. The standards that the police set are the tools that communities can use to measure the police's performance, and therefore standards need to be realistic (Mofomme, 2004:11). In addition, communities should be kept informed about the level and quality of the services they receive. If at all possible, the customer must be given an opportunity to choose the service that they receive. Furthermore, the police should be able to

measure standards so that everyone can see if they are met (South Africa, 2003:21). According to the Constitution, citizens have the right to equal access to the police's services.

All citizens should be given full information about the services that they have a right to. Members of the SAPS are encouraged to give information about services through the media and other forms of communication, such as flyers and leaflets. When complaints are made, the citizens are supposed to receive feedback. SAPS members should be trained to deal with complaints in a friendly, sympathetic and helpful manner. The SAPS members are employed to serve citizens efficiently and effectively (Barnes, 2004:15).

Crime violates the individual's basic human rights and the experience is traumatic. Victims of crime are often engulfed by feelings of fear, guilt, depression and post-traumatic stress (Williams, 1999:52). As a result of this, the police are expected to be sensitive towards victims of crime, comfort them, be sympathetic and provide quality services. The police are required to provide a victim-friendly service (South Africa, 1996:7). This will enable the victim to heal and move on with life.

The Strategic plan of the SAPS provides a platform that provides for quality service in the organisation. The strategic plan for the SAPS of 2002 to 2003 provides a code of conduct for the SAPS (Burger, 2011:125). In the plan, the police undertook to render service of high quality. Furthermore, the 1995 White Paper on Transforming Public Service Delivery prescribes that public services must render quality service and put people first (South Africa, 1995b:1). The Batho Pele Document identifies eight principles of service delivery that are intended to put people first (South Africa, 1997:1). These Batho Pele principles are: consulting customers about their needs, setting service standards, access to services, courtesy, information, openness and transparency, remedy of failures and providing the best possible value for money. If the police adhere to these principles, there are likely to be fewer complaints by the community about service delivery.

Research on customer satisfaction should focus on the customer, drivers of customer satisfaction and what the customer perceives to be quality (Edvardsson & Gustavsson, 2003:148). Customer satisfaction in this study depends on the value of services provided by the SAPS. SAPS members can deliver quality services if they are satisfied with their work. The question to be asked is,

whether the level and quality of services delivered by the SAPS in Soshanguve satisfy the needs and expectations of the community. If the police were able to apply the eight principles of Batho Pele at least, then the needs and expectations of the community could be met. It seems that a need exists to determine the community's expectations of satisfaction with the SAPS. This will enable management to develop and implement plans and to implement community policing effectively. In addition, the police will improve service to the community.

There is a need for a change of attitude by the police in order to deliver efficient and effective services in the interest of their clients. Police officials must be trained and provided with the necessary skills to provide professional services. There is a need for a paradigm shift (change of attitude) from the police and police management to ensure that their members perform their duties as expected and to take the necessary actions against members who neglect their duties. In addition, all role players must always be reminded about the importance of police-community relations.

The community in Soshanguve expects nothing less than efficient and effective service delivery in the form of rapid response to their concerns. Several studies suggest that how police feel about their job and their department can greatly affect their relations with the community and the quality of law enforcement service they provide (Forman, 2004:1). It can be deduced that negative attitudes can have an influence on the effectiveness of the service rendered by the SAPS.

Community policing is supposed to be a client-centred service that is effective, efficient and accountable (South Africa, 1997a:2). The police service is regarded as a service provider, while the community is seen as the client. As a result, the police are expected to provide a quality service in an effective and efficient manner and be accountable while performing their duties. The police are public servants; therefore, they are obliged to provide services that meet public concerns and needs (Peak et al., 2004:170). On the other hand, the community is accountable in that they should provide the necessary information about crime to the police.

It is clear that the SAPS should interact with, listen to and learn to serve the communities they are accountable to. In addition, it is important for the police to find out what services the community need, and how these services should be rendered. Furthermore, the police should find out whether the community is satisfied or dissatisfied. This can be established by the police by asking the

communities through surveys, questionnaires and suggestion boxes in the client service centre, among others. Management should ensure that these suggestions are followed up in order to improve service delivery.

5.2.4 Relationship between role players

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, 2011:85). The community relies on the police to protect them, while on the other hand police rely on the community to provide information about crime. One of the problems facing the police and the community in Soshanguve is mistrust. It was established during the interviews that some role players still do not trust each other, and this has a potential to damage relations. Research indicates that where there is no trust there is unnecessary tension (Oliver, 2004:33).

Police-community relations require that the police and the community jointly identify and solve crime together (Oliver, 2004:31). Police-community relations are an attempt to solve crime by law-enforcement agencies and citizens by opening lines of communication (Lab, 2004:196). The community must show its willingness to participate in or an interest in police activities (Redelet & Carter, 1994:52). The police on the other hand are expected to render quality services in order to foster a good relationship.

According to the Policy Framework and Guidelines for Community Policing (South Africa, 1997b), 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. 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 collective (Palmiotto, 2011:86).

Police-community relations have a long-range objective to assist the police and the community to identify and solve crime problems together (Oliver, 2004:31). Community policing requires that the police, community and other role players cooperate with each other. Furthermore, there should be open lines of communication among these partners. The community must be actively involved in structures such as CPFs and other crime prevention initiatives in their area. The police on the other hand should ensure that they render satisfactory services.

Police-community relations are an important focus of policing today, especially under the community policing model (Palmiotto, 2011:85). It is important that the police and other public agencies and individuals discover common problems and work together to find solutions. It is clear that when the community has a negative attitude toward the police, tensions rise. Poor police community relations weaken the ability of the police to solve crime and influence police officials' attitudes. Research indicates that officers who feel unappreciated by the citizens they serve tend to be more abrasive and even more abusive (Palmiotto, 2011:86).

Regarding police-community relations, the majority of the CPF participants indicated that they have a very good relationship with the Station Commander and with the members who are actively involved in community policing, while others indicated that their relationship with those members outside community policing is not good. They also indicated that communication channels need to be opened to improve relations among role players. In addition, role players are expected to be accountable and transparent. Sometimes police lack accountability, are corrupt, unprofessional, not well trained and insensitive (Verma et al., 2013:226). Poor police-community relations result in unnecessary friction. Trying to fight crime without first developing relationships with the community is fruitless (Moore & Stephen 1991:2).

It was established during the interviews that police-community relations in Soshanguve have gradually improved over the years. The improvement can be attributed to the willingness by both the police and other role players to be part of the solution rather than part of the problem. The majority of SAPS participants indicated that the relationship with the CPF was good, but the same could not be said with regard to their relationship with the rest of the community, especially those outside the CPF.

The majority of business community participants indicated that the police-community relations were not good. Participants agreed that crime reduction can only be realised when they make a positive contribution. Participants indicate that police and community members often hold joint awareness campaigns. Furthermore, Soshanguve community radio also plays a very important role in educating citizens, particularly the youth, about the dangers of getting involved in criminal activities. Workshops against domestic violence and other projects are often organised jointly and this has contributed in strengthening relations. It is clear that there are still some challenges and animosity between some police officers and community members because of negative past experiences.

In response to the question about who is responsible for preventing crime in Soshanguve, CPF participants indicated that the police and the community members are equally responsible. What is encouraging is that role players have developed a programme of action to address some of the crime problems in Soshanguve. Door-to-door campaigns to alert the community about the increase in housebreaking and theft are also included in the programme of action. The community is always encouraged to participate in neighbourhood activities and projects.

A quality relationship between the police and the community is the main requirement for effective community policing (Redelet & Carter, 1994:50). Alleged acts of police brutality have caused hatred by some community members for the police. Some police officers are accused of using excessive force when arresting suspected criminals, and sometimes the police are accused of arresting innocent citizens without valid reason, only to release them without charging them. The establishment of good police-community relations is an attempt to resolve crime problems between law enforcement and citizens by opening lines of communication (Lab, 2004:196). Furthermore, community policing requires cooperation among police and other members of the community.

If the police are to serve the public effectively, a constructive working relationship must exist between law enforcement officials and citizens (Emsley, 2007:235). A healthy police-community relation forms a basis of community policing and provides efficient communication channels to effective consultation (Burger, 2011:100).

When good police-community relations exist, police have a better understanding of the public's concerns (Roman et al., 2002:23). Citizens are more inclined to report crime to the police when they have a good relationship with them. Police also become more proactive, instead of reacting to calls after crimes have been committed. Good police-community relations prevent the possibility of the public taking the law into their own hands. Poor police-community relations result in a hostile environment. Community policing has been introduced to enable police officials to control crime and to improve police-citizen relations (Fleming, 2005:22).

Meetings are held once a month at the Soshanguve police station with the CPF. These meetings are used as channels of communication. Participants are offered an opportunity to raise concerns and give feedback to the community. The challenge is the implementation of decisions taken at these monthly meetings. There was a general feeling by participants that there is a need to educate all the CPF members about active participation in community policing. All role players are encouraged to inform their members about developments in such meetings, especially grassroots members. This is where education is needed most. The SAPS management at Soshanguve has made an office available for CPF members, with the objective of supporting community policing initiatives. It was noted that there are still some problems that need to be addressed in order to encourage cooperation.

The SAPS participants generally indicated that they have a good relationship with the CPF and other role players. There were a few SAPS participants who indicated that they have a poor relationship with the community, which is a matter of great concern. Lack of cooperation was pointed out as one of the concerns by some SAPS participants, who indicated that some community members hide criminals or withhold information about criminal activities, making police work difficult.

In contrast, the business community felt that their weak relationship with the police is caused by regular harassment by the police. Some felt that they cannot trust the police by providing information about criminal elements. Instead, they often take the law into their own hands, and when they are arrested relations are affected negatively. Close collaboration is needed to achieve sustainable peace and stability in Soshanguve. It is clear that single role players cannot address crime on their own, but peace can be achieved only as a joint initiative.

It was established that some sections of the community are hostile towards the police. This may be attributed to their negative past. Indications are that attempts are made to address these concerns in the monthly police-community meetings at Soshanguve SAPS. The use of force by the police when they apprehend suspects appears to be of great concern.

5.2.5 Understanding of roles

It is important for all role players to understand their role, function and responsibilities to implement community policing effectively. Clearly defined roles ensure that there is no friction in the community policing environment and that there is no excuse for failure to perform as expected. The community should play a more active role in community policing, by assisting the police in identifying and reporting crime to the police. Society has a great role to play in crime prevention because crime is a societal problem (Lab, 2004:22). The community is seen to be the eyes and the ears of the police. The role of the community is central to crime prevention (Palmiotto, 2000:88). This means that the community should provide information to the police when they know about crime. In addition, communities must play a leading role in their own safety and security.

There are numerous roles that role players can be assigned in community policing. Participants expressed their views and opinions in terms of their understanding of these roles. The majority of the SAPS participants indicated that they understand their role. They indicated that their primary role is crime prevention and to work with the community to identify and solve crime jointly. In addition, police participants also indicated that for them to be able to fulfil their roles, they need the full cooperation of and assistance from community members. It emerged during the interviews that those members who are not directly involved in community policing sometimes are seen to be neglecting their responsibilities. According to section 205(3) of the South African Police Service Act, the objective of the “National Police Service is: to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law”. It is evident from the above responses that service delivery in every aspect of their mandate is the most important role of the police.

It was important to note how CPF participants felt about their involvement with the community. It is clear that, for community policing to be effective, more members of the SAPS should become involved. Furthermore, more female members of the SAPS must be involved because the

majority of the participants were found to be male. This indicates that the female participants are not utilised sufficiently in community policing; instead, they are mostly assigned administrative duties. The principal function of the police is directed toward the security of a person or property, the safeguarding of the public peace and the detection of crime (Leishman et al., 2000:124).

In contrast, the majority of the business community participants indicated that they need to be educated about their role in community policing. There was a serious concern that was raised by the business community participants, who indicated that they are not even invited to meetings and that their role in community policing has not been defined. They indicated that they would like to assist the police in dealing with crime in the community. The participants also indicated their understanding that participating in community policing is a voluntary act and there is no compensation.

CPF participants expressed mixed feelings about their roles and responsibilities, although most participants understood their roles and responsibilities, and they cited the lack of proper training as a concern. The CPF participants understand that their primary role is to assist the police to prevent crime by providing information about crime to the police. It emerged during the interviews that those who are actively involved in community policing have a better understanding of their roles and responsibilities. The challenge in understanding roles and responsibilities appeared to be at the lower levels of both the police and the community members.

In response to the question: “How do you understand your roles and responsibilities?” some CPF participants felt that prosecutors have not been able to fulfil their role of educating communities about bail matters, for example. Some participants indicated that prosecutors play a very important role in the criminal justice system. It emerged during the interviews that communities would like to be trained in community policing. There was a concern that if the courts do not make an effort to educate communities about the functioning of the criminal justice system, the community will continue to take the law into their hands.

Furthermore, the majority of the CPF participants said that the community does not understand how the criminal justice system operates. The participants indicated that when the police arrest a person, the community does not know who releases suspects on bail and what role the court plays when it comes to bail applications. All they see is that the police arrest suspects and when they

see suspects back on the streets they say the police have released them. The community understands that they have a joint responsibility to prevent crime, but it is evident that the community needs to be educated about processes, from arrest until a person is sentenced or released by the courts. The CPF has established three committees, which deal with conflict resolution, education and public relations, as an effort to educate their members to understand their roles. The public relations campaign needs to reach the broader Soshanguve community.

It was established that patrollers need to be taught how to do their job and not to interfere with the police while they are doing their work. Most CPF participants indicated that their main role is to make sure that a relationship between the community and the police is maintained and to report crime to the police as soon as they are aware that there are criminal activities in the neighbourhood. There was a concern that when crime is committed, witnesses indicate that they are able to identify suspects, but they are never called on to identify them. It seems as though there is a deliberate action by corrupt officials to ensure that there is no conviction. There is also a problem with student constables, who take statements without proper supervision by their superiors since they are still under training.

In response to the question about the actions they take when they witness crime in progress, some CPF participants indicated that they are not fully trained to decide when to react when they witness crime in progress. They also do not want to take risks trying to apprehend dangerous criminals. It was discovered that there was a toll-free number that communities used to report crime when community policing was established, but this number is no longer in existence. According to one CPF participant, *"...It used to be easy to get hold of the police, but now it is frustrating because the charge office number is dysfunctional."*

It emerged that sometimes the community makes citizen arrests, but this depends on the severity of crime being committed. Frustration arises when the police are called and do not respond in time.

When the suspect applies for bail, the community is not given an opportunity to oppose it, and the suspect is released. This is where the community will deal with the suspect because they believe the authorities are letting them down, and they lose trust in the authorities, particularly in the police, because they believe that the police arrest and release suspects, not the court. Police are

often accused of taking bribes from suspects, and this perception needs to be addressed. Another challenge is that witnesses do not want to come and testify against suspects, either for fear of victimisation or because they are not called on to testify. The court has no alternative, but to release the suspect if there is no evidence or witness.

An anti-drug campaign in Soshanguve has started to bear fruit in the area because youth who use drugs have been identified and sent to rehabilitation centres. All planned projects are implemented successfully because there is full support from role players. The challenges include poor communication owing to lack of resources such as transport and telephones. Police officials need the support and assistance of their communities (Oliver, 1998:24).

Cooperation among the police, civil society and the community has improved over the last couple of years. Many residents feel more comfortable approaching police officials in confidence and have more faith that they will receive support. Police officials also feel better equipped for crime prevention because they have the support of the community behind them. The police realise that they cannot solve all problems presented to them without the involvement of citizens. It is clear that many problems can be more appropriately resolved by working with agencies. Partnership in crime prevention and community safety has become increasingly important given the related failure of more traditional policing (Hughes, 1998:92).

It is clear that partnerships will succeed if all partners are committed to a long-term and sustained relationship. Partners who are working together tie local authorities and other agencies much more closely into policing functions, either in their own capacity or jointly with the police (Jones & Newburn, 1994:46). Crime problems have a way of forcing role players to come up with alternatives, as can be seen in the CAPS example discussed in Chapter 2.

5.3 Summary

In this chapter, themes identified during focus group interviews with participants who are actively involved in community policing in Soshanguve were discussed. An analysis of the factors discussed above indicates that partnership between the police and the other stakeholders can ensure the reduction of crime. It can be deduced that a concerted joint effort is necessary to identify and solve crime at the local level. The reduction of crime is dependent on a collaborative

effort by the community, the police and other stakeholders. The next chapter summarises the study, presents a conclusion and makes recommendations.

CHAPTER 6

Summary, Conclusion and Recommendations

6.1 Introduction

This chapter presents a summary of the study and the conclusions drawn about the factors that affect the implementation of partnerships in policing, in the form of community policing in Soshanguve. Based on the findings, recommendations on how to improve partnerships in policing in Soshanguve are presented. These recommendations focus on aspects deduced from the empirical study. The researcher conducted focus group interviews with persons who are actively involved in community policing in order to obtain their views, opinions, perceptions on partnerships in policing.

6.2 Summary of chapters

Chapter one offered an outline of the problem statement. Objectives of the study were also discussed and methodology explained in this chapter. Chapter two discussed the concept of partnerships in policing in context. Chapter three presented an overview of the literature. The research findings are presented in Chapter four outlined research findings. An analysis of data was also discussed. Chapter five presented the research findings are discussed based on the focus group interviews conducted with people actively involved in community policing in Soshanguve. Finally, Chapter six presents, the summary, conclusions and recommendations based on the interpretation of data provided in chapter five.

6.3 Objectives of the study

The first objective of this study was to determine the effectiveness of partnerships in policing. To meet this objective, a theoretical exposition of partnership policing was provide. The second objective was to identify barriers that hamper the effective implementation of partnerships in policing in Soshanguve. It was established that the effective implementation depends on various factors. The study was also aimed to establish the level of understanding of roles by those who are actively involved in community policing in the area. In addition to this, the study was aimed to explore the level of trust, cooperation and on how the partnership model for community policing can be developed, based on international best practices.

6.4 Conclusion

This research was conducted to identify factors that inhibit partnerships in policing in Soshanguve. It emerged during the interviews that some participants lacked training and also had minimal understanding about partnerships in policing. These are some of the challenges but not the only ones. While the majority of the participants had an understanding about partnerships in policing, some participants had minimal theoretical understanding about the concept. With regard to the most pressing crime problems, the three groups of participants raised similar concerns about serious crimes and felt that the quality of life of all citizens is affected by these crimes. The participants also indicated a lack of trust in the police, poor leadership of the police, and a lack of training and resources as some of the challenges in realising their partnerships in policing. It was found that there is a lack of cooperation between the police and some community members and the community does not provide information about crime to the police. The police, in turn, do not always give feedback on cases reported by members of the community and communities seem to have lost confidence in the police. The low morale of the police as a result of poor working conditions, especially among low-ranking officers, is a major concern. There were also some accounts of corruption by officials who allegedly worked with criminal elements within the community. While these allegations cannot be substantiated, there is a need for strong leadership from the management of the police.

From the results of the study, it can be concluded that some police officers at Soshanguve police station are aware of all regulations, policies and procedures that governs partnerships in policing. Steps have been taken by senior management of the police as well as the executive members of the CPF to educate their members about partnerships in policing in the area. CPF structure is functional and has a written constitution. The constitution clearly sets out the rules and regulations and is supported by SAPS management in the area. Monthly meetings are held at the police station and these meetings are well attended. Matters that affect the effectiveness of partnerships in policing are identified and discussed at these monthly meeting. The station management provides logistical support for the CPF. Despite this, there are some challenges that affect the implementation of partnerships in policing, and these were raised by participants during interviews.

6.6 Measures to ensure the successful implementation of partnerships in policing

In the following sections the findings are summarised and recommendations are made regarding the implementation of partnerships in policing in Soshanguve. The figure below illustrates the implementation of partnerships in policing.

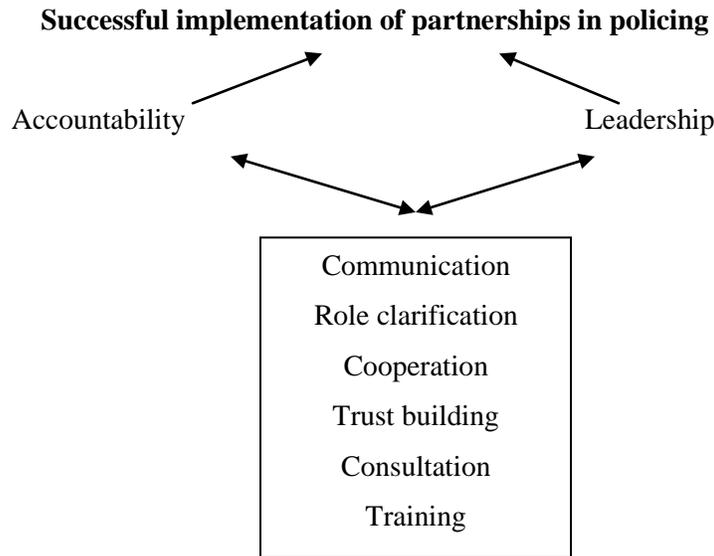


Figure 6.1: Successful implementation of partnerships in policing.

6.7 Recommendations

Based on the conclusions above, the following recommendations are made:

6.7.1 Accountability

It emerged during the interviews that some members of the police, particularly at the lower levels, displayed a lack of accountability in the way they handled 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 treatment of community members. The police must be encouraged always to be 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 community should be encouraged to be part of the CPF or Neighbourhood Watch. By joining these structures, members of the community will 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 the community. 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 managed efficiently.

6.7.2 Strong leadership

Strong leadership will ensure the implementation of these recommendations. Leadership is the process of directing and influencing the action of others. The research findings revealed that a number of police officials are alleged to be violating citizens' rights, with little being done to stop it. This allegation raises serious concerns and has the potential to negate achievements made by the police and the community over the years. It is therefore recommended that:

- (a) The management of the SAPS in Soshanguve takes disciplinary actions against these members who are alleged to be taking part in the violation of human rights;
- (b) Complaints by members of the community be investigated by most senior officers and be finalised as a matter of urgency;
- (c) Feedback on these complaints is provided to members of the community in forums such as the monthly meetings to restore trust.

When there is no leadership, things fall apart, and 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 implement community policing effectively, there is a need for strong leadership with required management skills and expertise. Failure to enforce discipline on errant members by leadership 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. It appeared during the interviews that management was not doing enough about members who neglect their duties or act against the law. It is recommended that action be taken against those managers who fail to take actions against members under their supervision.

When choosing leadership for community policing in Soshanguve, the community must be consulted 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.

When the leadership takes the necessary steps to deal with noncompliance with rules, policies and regulations, citizens will treat police officials with respect. The study results suggest that where there is strong leadership, the attitudes and performance of police officials are likely to improve. In contrast, where there is poor leadership, the culture of impunity may be the order of the day. It is recommended that leadership development interventions be introduced to ensure the desired level of functionality at police station level. Capacity-building programmes will assist officials to perform their duties effectively. These programmes must respond to local needs. It is recommended that individuals with leadership skills be identified and lead in community policing structures.

It is essential that the accountability and strong leadership that underpin partnerships in policing have a multi-partnership forum as their foundation. This multi-partnership forum should include the SAPS, the CPF and all other partners, such as business owners, faith-based organisations, school governing bodies and any other structures within Soshanguve. It is recommended that SAPS management must devise strategies to monitor and evaluate the implementation of partnerships in policing in the area.

6.7.3 Communication

The communication about CPF meetings needs to be streamlined, as several participants gave examples of invitation letters being issued to them long after the dates of the 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 the investigating officers do not always provide feedback on reported cases. For partnerships in policing to be implemented 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 sectors, which will lead to the joint identification and solving of problems. It is

also recommended that community radio and other media structured should be effectively utilized for communication purposes as well as awareness campaigns.

6.7.4 Role clarification

Job descriptions for all role players in partnerships in policing should be made available. It is recommended that a communication strategy be developed jointly by all role players to ensure effective communication, which will ensure that there is a clear understanding of their respective roles. The police management need to encourage officials to be more involved with the community. This will result in a better understanding of the respective roles. The police need to balance their commitment to the community with their primary functions. Department of Justice and Constitutional Development has a role to educate the community about issues like bail and conditions to grant bail, because the community does not believe that every person arrested have a right to be released on bail. When the police cannot explain the chain the community do not believe what they are told. The community needs to be educated on these matters. The community believes that suspects need to be kept in jail, especially when a jailed suspect committed a crime in their presence. It is recommended that community members be educated through workshops on the operation of the criminal justice system.

6.7.5 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 police Soshanguve well. Sector managers need to organise monthly meetings to discuss neighbourhood problems and community members should be involved in decision-making processes. It is important that everyone in Soshanguve should see themselves as partners in policing and that a partnership approaches to policing is the only avenue for taking responsibility to create a safer Soshanguve. 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. This will result in better levels of satisfaction by both the police and the community. It was found that vehicles have to be taken to garages for repairs owing to the recklessness of some police members. 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 participate in partnerships in policing initiatives.

6.7.6 Trust building

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 increased combating to crime. It is recommended that sporting events need to be jointly organised, as these 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 partnerships in policing.

6.7.7 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 suggestions anonymously. A team needs to be established to assess these concerns and act on them speedily. Allegations of human rights violations by some police officials emerged during the interviews, in that some police officials violate citizens' rights by using excessive force where it is not necessary. It is important that the police display greater sensitivity towards the human rights of citizens because these are constitutional rights. 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 partnerships in policing. Promotion and transfers of members must take place in a controlled manner so as not to interrupt the existing partnerships in policing. 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 improvement of services. It is recommended that suggestion box should be placed at the front line, meaning the client service centre.

6.7.8 Training

The researcher found that there was lack of knowledge and understanding to inefficient training. It is therefore recommended that training must be provided to all police officers at the station, not

a select few. This will ensure that there is no vacuum when trained members are promoted or transferred to other areas. Training should put emphasis on problem-solving, chairing of meetings and minute taking, communication, decision-making, team management. Training is a way to capacitate people to perform in accordance with desired standards. Leadership is necessary to ensure selection and training of role players in partnerships in policing, 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 conducted to ensure that criminals are not allowed to serve in partnership policing structures. It is recommended that skills development. The police need to be continuously trained acting at all times within a human rights framework.

6.8 Conclusion

This chapter discussed recommendations based on the study findings derived from a review of relevant literature and interviews with focus groups with regard to the topic of the study. The aim of the research was to determine the factors that inhibit partnerships in policing in Soshanguve. It emerged that the police are unable to deal with crime alone, but rather need the support of the community. There is a need to establish a stronger partnership and to continue to seek ways for closer cooperation with the community. Accountability and strong leadership by all partners in policing are the two pillars on which effective implementation of community policing rests.

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APPENDIX A: INTERVIEW SCHEDULE

TOPIC: THE CHALLENGES IN ESTABLISHING PARTNERSHIPS IN POLICING IN SOSHANGUVE

1. What is your understanding of what community policing is?
2. What do you think are the most pressing crime problems in Soshanguve?
3. Are you satisfied about the services rendered by the police in Soshanguve?
4. How often do you see police patrol in your area?
5. How do you respond when you witness crime in progress?
6. Whose responsibility do you think it is to prevent crime in Soshanguve?
7. Do you think community is necessary or adds value to policing in Soshanguve?
8. Do you think all SAPS members support community policing in Soshanguve?
9. How well established is community policing in Soshanguve?
10. Who participate in community policing initiative in the area?
11. What are roles and responsibilities of partners?
12. What do you think is the motivation of community partners to participate in the community policing initiatives in Soshanguve?
13. How often do partners interact with each other?
14. What happens when the police and the community policing partners interact?
15. What form does this interaction take?
16. Do you think that this interaction is sufficient?
17. Do you think anything can be done to improve this interaction?
18. What successes have such partnership achieved?
19. Do you think the public is willing to work in partnership with the police? If yes, why/If no, why not?
20. Do you think the police should be accountable to the public? If yes, how? If no, why not?
21. In your opinion, do you think the public trust the police? If yes, why? If no, why not?
22. What do you think can be done to improve relations with the community?
23. What are the major barriers to effectively working with community partners?
24. How can community policing be effectively implemented?

25. Is there anything more that you wish to add?

APPENDIX B: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

29 August 2012

Strategic Management

South African Police Services

Dear Sir/Madam

REQUEST FOR PERMISSION TO CONDUCT RESEARCH: SOSHANGUVE

Mr Mabunda is a registered student and lecturer at the Department of Police Practice, UNISA, currently studying for a Master's degree at University of South Africa (UNISA). The title of his research project is: Challenges in establishing partnerships in policing in Soshanguve. The purpose of the research is to identify barriers, develop strategies to counter these barriers, explore international best practices and to develop partnerships in policing model.

The researcher would like to conduct interviews with officers responsible for Community Police Forum (CPF) in Soshanguve and other partners in the community. Semi structured interviews with focus groups will be conducted. The ethical considerations of the UNISA Research Policy will be adhered to when conducting the research project. The research may help to inform SAPS policies and operational interventions in the future especially in crime prevention programmes.

Hope that this request will be positively considered.

Regards



D Q Mabunda

Lecturer

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Email: mabundq@unisa.ac.za



SUID-AFRIKAANSE POLISIEDIENS



SOUTH AFRICAN POLICE SERVICE

Ref: 25/7/2/1(2012000023)

29-08-2012

The Provincial Commissioner
GAUTENG

**RESEARCH PROPOSAL: CHALLENGES IN ESTABLISHING PARTNERSHIP
POLICING IN SOSHANGUVE: GARANKUWA CLUSTER: GAUTENG**

1. Mr DQ Mabunda, a registered student and a lecturer at the University Of South Africa (UNISA), studying for a Masters degree in policing.
2. The topic of the research study is: Challenges in establishing partnership policing in Soshanguve.
3. The aim of the research is:
 - ❖ To identify the challenges of establishing partnership policing in Soshanguve.
4. The main of the research are:
 - ❖ To establish who the partners should be
 - ❖ To determine the role of such partners, etc
5. The following questions will be posed to participants during the research process.
 - ❖ Are you satisfied about the services rendered by the police in your area?
 - ❖ How often do you see police patrol in your area?
 - ❖ How is the relationship between the police and the community members in your area?
 - ❖ How do you relate with members of the SAPS in your area?
 - ❖ How do you respond when you witness crime in progress?
 - ❖ Are you willing to work with the police in reducing crime in Soshanguve?
 - ❖ What do your role as an organisation/group to be in reducing crime?

**RESEARCH PROPOSAL: CHALLENGES IN ESTABLISHING PARTNERSHIP
POLICING IN SOSHANGUVE: GARANKUWA CLUSTER: GAUTENG**

6. Approach to be utilized when conducting research:

- ❖ Qualitative approach
 - Data Collection
 - Data analysis
 - Interviews

7. The research will engage functional members directly involved with activities of the CPF.

- ❖ Group 1 Community Police Forum Chairperson
- ❖ Group 2 CPF members
- ❖ Group 3 Youth formations

8. The value of the research to the organisation in that it will determine whether community participation through long term relationship between the police and the community in Soshanguve can have a long-term sustained impact on crime.

9. The application is recommended in accordance with National Instruction 1/2006.

COMMENT

Recommended



**MAJOR GENERAL
PROVINCIAL HEAD: LEGAL SERVICES: GAUTENG
C HENDRICKS**

Date:



COMMENT:

*Application recommended. Application supports partnership approach
being by SAPS (Gauteng) and aligned to ACS.*

**COLONEL
PROVINCIAL COMMANDER: STRATEGIC MANAGEMENT: GAUTENG
PS NAICKER**

Date: 5 Oct 2012

RESEARCH PROPOSAL: CHALLENGES IN ESTABLISHING PARTNERSHIP
POLICING IN SOSHANGUVE: GARANKUWA CLUSTER: GAUTENG

~~COMMENT:~~

~~PROVINCIAL HEAD: ORGANIZATIONAL DEVELOPMENT AND STRATEGIC
MANAGEMENT: GAUTENG
S.J. PHEKO~~

~~BRIGADIER~~

~~Date:~~

COMMENT:

Recommended
JTB

DEPUTY PROVINCIAL COMMISSIONER: OPERATIONAL SERVICE: GAUTENG
PE GELA
Date:

MAJOR GENERAL

~~APPROVED / NOT APPROVED~~

*The research must be presented to management after
completion*



DEPUTY PROVINCIAL COMMISSIONER: OPERATIONS OFFICER: GAUTENG
NP MASIYE

MAJOR GENERAL

Date: 2012. 10. 10

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CONSENT FOR PARTICIPATION IN STUDY

I am Quiet Mabunda, an M Tech student in Policing at the University of South Africa.

I am conducting the following study -

TITLE: THE CHALLENGES IN IMPLEMENTING PARTNERSHIP POLICING IN SOSHANGUVE

I have been living in Pretoria for the past 7 years and have been a police officer for 25 years. I believe that the police cannot effectively manage crime without the help of the community and other partners.

My exploratory study will look at the level of co-operation / partnership between the police and community in Soshanguve policing area and then assuming relations can be improved explore ways to bring the police and public closer to each other and seek ways of improving the quality of the community partnership in managing crime in the area.

This study will be completed as the basis for a master's dissertation in policing from the University of South Africa.

Representatives of the SAPS from Soshanguve, Business, CPF, and other representatives of the community involved in partnerships with the police in Soshanguve policing area will be interviewed.

The interview will take approximately 45 minutes to conduct.

Interviewees will not be compensated and participation is voluntary.

The identity of participants will remain anonymous and will be preserved by the researcher.

I have read the above and agree to voluntarily take part in the study being conducted on partnership policing in Soshanguve policing area.

.....
SIGNATURE

DATE:

PLACE:

