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Effectiveness of Community Policing Forums (CPFs) in Mpumalanga

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A Research Report by

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Thesis submitted in 25% completion of the degree of Master of Management in the field of Security at the University of the Witwatersrand, Johannesburg.

March 2018

Abstract

The provision of security to citizens had in the past been the sole responsibility of the state, this in many countries led to the militarization of the police services. The concept of community policing has since been adopted by many countries around the world as an alternative method of policing to shift policing from the traditional reactional method that focused on law enforcement, aggressive crime control with limited public interaction to an inclusive policing policy that involves communities in policing their areas. The traditional policing method isolated the police from the communities and the relationship between these parties was worsened. Previous researches on community policing found that successful implementation of the Community Policing Policy relies on a well-resourced police service and the opposite renders the concept dormant.

The research focused on the South African context to explore challenges of effectiveness of Community Policing Forums (CPFs) as a vehicle in the implementation of the Community Policing Policy. CPFs are constitutional bodies established in terms of the South African Police Service Act, No 68 of 1995 to among others establish and maintain a partnership between the police and the communities, improve the delivery of police-service to the community and to ensure the police are accountable for their actions and conduct. An exploratory case study design was used to explore effectiveness of CPFs in two police stations, namely Nelspruit and Pienaar both found in the Mpumalanga Province. The research found that indeed community policing is resource intensive, and the South African Police Service is still struggling with basic resources that include functional vehicles to support CPFs to carry out their constitutional mandate.

Declaration

I, Sipho Selby Zwane, declare that this research report is my own, unaided work. It is submitted in partial fulfilment of the requirements for the degree of Master of Management: Public & Development Management in the University of Witwatersrand, Johannesburg. I further declare that this work has never been submitted before for any degree or examination in this or any other university.

Sipho Selby Zwane

Dedication

This research report is dedicated to my wife Pretty and my two kids Sethu (son) and Lethokuhle (daughter) for their unwavering support, tolerance and thoughtfulness during the period of my studies.

Acknowledgments

I take this opportunity to acknowledge the following individuals and organisations for their valued contribution in the research:

- ✓ **Murray Cairns**, supervisor for his guidance and support throughout this research;
- ✓ **Previlage Chidzewere**, both technical and academic support;
- ✓ **Dumisani Moses Gumbi**, for the technical support provided during the research;
- ✓ **William Sicelo Nkambule**, for the technical support provided during the research;
- ✓ **Thabo Zwane**, for the technical support provided during the research;
- ✓ **Employers**, Mpumalanga Office of the Premier and the South African Social Security Agency for the support both financial and technical;
- ✓ **South African Police Service**, Mpumalanga Provincial Commissioner's office for the approval to undertake the research and availing officials to participate in the research;
- ✓ **Mpumalanga department of Community Safety, Security and Liaison** for availing officials to participate in the research;

Acronyms

BACSA	:	Business Against Crime South Africa
CLO	:	Community Liaison Officer
CPF	:	Community Police Forum
CPO	:	Community Policing Officer
DCSSL	:	Department of Community Safety, Security and Liaison
EPWP	:	Expanded Public Works Programme
ICT	:	Information Communication Technology
IPID	:	Independent Police Investigative Directorate
MEC	:	Member of the Executive Council
MoU	:	Memorandum of Understanding
NDP	:	National Development Plan
SAPS	:	South African Police Service
SCF	:	Sector Crime Forum
SPCA	:	Society for the Prevention of Cruelty to Animals
USA	:	United State of America
USAID	:	United State Agency for International Development

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CHAPTER 1: BACKGROUND AND INTRODUCTION

1.1. Introduction

The research focuses on Community Police Forums (CPFs) within the concept of Community Policing, which has been introduced in police stations around the world (Deljkić I & Lučić-Ćatić, 2011**).** Community Policing is intended to shift the emphasis away from the traditional reactional design of policing that concentrates on law enforcement, aggressive crime control and limited public interaction **(**Steyn, 2006; Yero, *et al*, 2012; Deljkić & Lučić-Ćatić, 2011**).** The traditional policing design had presented a deteriorating relationship between the police and the communities being policed, depicting a rude police officer that humiliated citizens, appeared corrupt and violent. Such a police character alienated the police from the communities **(**Deljkić & Lučić-Ćatić, 2011**).**

Community policing was then considered to integrate police officers among communities, improve the relationship between the police and the communities being policed in addressing social ills (Yero, Othman, Samah, D'Silva, Sulaiman, 2012). Good relations among the police and communities provides a platform to identify and address safety issues that are important for creating a safer environment (Deljkić, & Lučić-Ćatić, 2011). It introduced diverse policing approaches such as crime prevention, proactive policing and community problem solving (Corsianos, 2011). The concept affirms that the safety of citizens is not an exclusive police job but has become everyone's responsibility: the government, NGOs, public and private security, active citizens including the youth (Brown, 2007; Davis, Henderson & Merrick, 2003).

Community policing was first conceived by the Western countries and later introduced and embraced by a number of countries in Africa. Some of the countries that bought into the concept in Africa include Kenya, Gambia, Zambia, Namibia, Zimbabwe, Ghana, Sierra Leone, Nigeria, Lesotho, and South Africa **(**Brogden, 2004). Governments' spend millions in training police officials who are responsible for implementing community policing policies.

It has proved to be a viable platform for community empowerment, public education and police accountability (Corsianos, 2011; Yero, *et al*, 2012). In Africa, the South

African experience is considered the best documented, and this research paper will concentrate in CPFs in the context of community policing in South Africa.

Even before the concept of community policing got formally documented in the South African Constitution and the South African Police Act, South Africa began receiving financial assistance as early as 1994 from the international community for the implementation of the Community Policing Policy (Brogden, 2004). The donations focused on various aspects, namely, training, youth justice, police restructuring programme covering community policing, public order policing & organized crime.

Although there is no universal implementation of the concept, there is a general agreement about basic elements of community policing (Davis, Henderson & Merrick, 2003). Generally, community policing deals with the following characteristics:

- ✓ Decentralization of authority and patrol strategies designed to promote communication between police and citizens;
- ✓ A commitment to problem-oriented policing;
- ✓ Permitting the public to participate in setting police priorities and developing tactics; and
- ✓ Empowering communities to help solve their own crime and disorder problems through sponsorship of crime prevention programs.

1.2. Background

The Community Policing Policy as a concept in South Africa was first considered by the then apartheid government in the early 1990s (Pelser, 1999; Schärt, 2001; Steyn, 2006). This happened immediately after the unbanning of the liberation movements (Pelser, 1999). During this time there were still eleven police forces in South Africa established under different legislation and in different areas of command (Rauch, 2000).

These institutions were militarized, brutal, responsible for enforcing laws of racial segregation meant to protect the White population from crime and political disruption, and created enmity amongst communities owing to violence that was perpetrated; this resulted in the alienation of the police from the majority of the Black population (Rauch, 2000; Gordon, 2001; Schärt, 2001). Police brutality was very common and even justified by law (Gordon, 2001). The normal police functions of

dealing with ordinary crime could not be carried out owing to the corrupt nature of the police force (Rauch, 2000).

The ANC initiated discussions with the government in the beginning of 1990, these discussions helped to temporarily break the violence that was being committed by the police force (Cawthra, 1993). Notwithstanding these discussions violence in the Kwa-Zulu Natal and the then Transvaal now Gauteng provinces increased, the involvement of the police was evident (Pelser, 1999).

It should be noted that amidst all this fierceness some transformation within the police force began late in 1991, this included the de-politicisation of the police force, increasing police visibility in communities, promotion of accountability of police to the communities being policed and the establishment of a Community Relations Division meant to enhance communication in particular with the Black communities (Cawthra, 1993; Rauch, 2000; Schärf, 2001; Steyn, 2006). The National Peace Accord was signed in the same year amongst the ANC, IFP and the government, (Pelser, 1999). The National Peace Accord included the following:

> *The police shall endeavour to protect the people of South Africa from all criminal acts and shall do so in a rigorously non-partisan fashion, regardless of the political belief and affiliation, race, religion, gender or ethnic origin of the perpetrators or victims of such acts. The police shall be guided by the belief that they are accountable to society in rendering their policing services and shall therefore conduct themselves so as to secure and retain the respect and approval of the public. Through such accountability and friendly, effective and prompt service, the police shall endeavour to obtain the co-operation of the public whose partnership in the task of crime control and prevention is essential (*National Peace Accord, 1991, Sections 3.1.1-3.1.4).

The principles of human rights and political conduct for the transition from the apartheid regime to a democratic South Africa were incorporated in the Interim Constitution of the Republic of South Africa, Act No 200 of 1993 (Cawthra, 2005). The Interim Constitution of the Republic of South Africa, Act No 200 of 1993 became the first declaration referencing the establishment of Community Police Forums (Pelser, 1999). CPFs establishment had to be done through an act of Parliament, and the SAPS Act, no 68 of 1995 was promulgated with this provision. The same act

formalised the consolidation of the eleven police agencies into a unified South African Police Services (SAPS) with a single budget and structure (Pelser, 1999).

Community Police Forums (CPFs) are statutory bodies established in terms of the South African Police Service Act, No 68 of 1995 and the Sector Crime Forum as an operational body of the Sector Policing (Maroga, 2004). These forums are established as vehicles to implement the community policing policy of South Africa. CPFs are community based structures whilst Sector Policing is Police driven. This research will focus on Community Police Forums.

The objectives of the CPFs are outlined in the SAPS Act and the Community Policing Policy Framework & Guidelines as follows:

- ✓ Establish and maintain a partnership between the community and the police;
- ✓ Ensure consultation and proper communication between the police and the community;
- ✓ Improve the delivery of police-service to the community;
- ✓ Promote joint problem identification and problem-solving; and
- ✓ Ensure police accountability and transparency.

The establishment of CPFs is the responsibility of the Provincial Commissioner as directed by a member of the Provincial Executive Council responsible for the Community Safety portfolio. They are established in every police station and bear the name of the station. The composition of the CPF is community led with the chairperson and secretary being community members (SAPS Act 68 of 1995).

They operate on a voluntary basis and are representatives of organizations within a particular community (Davis, Henderson & Merrick, 2003; Gordon, 2001; Maroga, 2004; Marks, Shearing & Wood, 2009).

The SAPS Act jointly with the Interim Regulations for CPFs and Boards signed by the then Minister of Safety and Security in 2001, provide for the establishment of the Community Police Sub-Forums and Boards. These regulations further provide for the establishment of Area Community Police Boards in cases where more than one

Community Police Forums exist. Boards are constituted by members of the executives of the Community Police Forums within the station area.

The research focuses in Mpumalanga precisely in Nelspruit (urban) and Pienaar (rural) Police stations. Mpumalanga is one of the nine Provinces in South Africa. Mpumalanga represents 7.8 per cent of the total South African population (Statistics South Africa: Mid-year population estimates, 2014). Mpumalanga is regarded as one of the rural Provinces in South Africa recording 29.3 per cent of unemployment in 2014, a per cent higher than the national average of 25.4 per cent. There are high levels of poverty within the Province at 36.5 per cent in 2013 which was also higher than the national average of 34.1 per cent (Mpumalanga Socio-Economic Review & Outlook (SERO), December 2014). These socio-economic factors in particular unemployment, are contributors of crime in South Africa (Tshabalala, 2014).

Mpumalanga has 86 Police Stations, in accordance with the Interim Regulations for CPFs and Boards of 2001, every Police Station is required to establish a CPF within its jurisdiction, and the CPF shall bear the name of the police station. For the purpose of this research rural and urban Police Stations were identified.

The reviewed literature has revealed competing views from the various authors about Community Police Forums. Some authors argue that Community Police Forums are the cornerstone of community policing and they strengthen implementation of community policing, others argue that the establishment of Community Police Forums is just a public relations exercise, whilst others argue that community police forums are not functioning to the required level and may as well be replaced by interdepartmental activities at local level undertaken through cooperative local services, including the police. This research will explore effectiveness of Community Police Forums in discharging their constitutional mandate.

Community Police Forums in South Africa are faced with a serious lack of basic resources on a daily basis. These include the non-availability of basic resources required by the police and those they serve in a particular locality. From the police view point, basic resources include education, available and functioning vehicles and equipment, and the capacity to contribute effectively to the Community Police Forums (Pelser, 1999).

1.3. Problem Statement

Expectations generated by the establishment of CPFs are not met in some areas where Community Police Forums are reported to be functional, and constitutional functions are not entirely executed. Instead CPF members assume functions of other community groups such as the street committees, local neighbourhood watch and vigilante groups (Super, 2014).

In South Africa, the concept of CPFs has been supported politically, financially and legislatively. In 2012, the National Development Plan elevated the strengthening of Community Police Forums to have effective oversight of police at precinct level; this links directly to the constitutional mandate of CPFs. It seems, this popularity has not assisted CPFs to optimally function and execute their constitutional mandate.

The Community Policing Policy Framework and Guidelines places emphasis on required changes for community policing to work. It stresses changes on structure, culture, strategy and management style. Structural changes involve changing the organizational structure to accommodate the establishment of certain critical units, recruitment, training of police officers and reward systems. The aspect of culture deals with changes of attitude to internalize community policing principles within SAPS, strategy focuses on the relationship between the police officers and the communities being policed whilst management concentrates on the ability of leaders to foster a more community focused approach.

Research shows that most CPFs still lack resources to effectively function. The percentage of police officers trained for the implementation of the community policing policy remains unknown. The absence of this information makes it difficult to determine the state's willingness to avail resources for the effective implementation of the community policing policy.

1.4. Purpose Statement

The purpose of the research is to explore the challenges of CPFs to execute their constitutional mandate in Mpumalanga, focusing in Nelspruit (urban) and Pienaar (rural) police stations.

1.5. Research Question

The main question for this research is:

What are the challenges to effectiveness of Community Police Forums in Mpumalanga?

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The purpose of this chapter is to provide a brief review of the literature on community policing as a concept aimed to create a partnership between communities and the police in addressing challenges to security. A number of articles, journals, books were reviewed focusing on community policing, sector policing, governance and accountability, public participation, integration of public and non-state policing, the character of a police, and the capacity of the state to implement community policing. Since the focus of the study is placed on the effectiveness of community police forums, therefore, the attributes of effectiveness were covered extensively, namely **public participation, governance and accountability.**

This chapter contributes to the overall purpose of the research which is to explore the challenges of CPFs to execute their constitutional mandate in Mpumalanga, focusing in Nelspruit (urban) and Pienaar (rural) police stations.

The following various competing views on the subject were noted, they include (i) Community Police Forums are keystones of community policing in South Africa (Davis, Henderson & Merrick, 2003), (ii) Establishment of Community Police Forums is a public relations exercise than a policing style (Schärf, 2001), (iii) Most Community Police Forums are not functioning to their expectations and may as well be replaced by interdepartmental activities at local level undertaken through cooperative local services, including the police (Gordon, 2001, Bénit-Gbaffou, 2008). This paper will share experiences of community policing at three different levels, namely, global, regional and finally the South African experience as the focus area for the research.

2.1.1 Community Policing in the Global context

Improving the relationship between the police and communities has been a concern for many countries in the world (Davis, Henderson & Merrick, 2003), and many of these countries have resolved to implement community policing to put an end to authoritative policing.

Some of the countries that adopted community policing include USA, England, Canada, Brazil and New Zealand. England's community policing emphasises crime

prevention, neighbourhood watches and programmes involving victims as a deterrent for repeat occurrences (Davis, Henderson & Merrick, 2003). In the USA, community policing began during the 1970s, this happened when the police officers were required to shift from reactive policing to addressing community social disorders (Brown, 2007). Policing in the USA is managed at local level allowing the different cities to adopt community policing themselves within generally agreed parameters (Davis, Henderson & Merrick, 2003). Cities such as Chicago and San Diego adopted community policing comprehensively whilst some were a bit careful in their approach.

Although there is no universal definition of the concept “community policing”, there is an agreement on two essential elements of community policing which are: (i) quality relations between law enforcement and the citizenry, and (ii) concerted problem-solving efforts among law enforcement officers and local residents which focuses on identifying and eliminating the causes of crime in the community (Davis, Henderson & Merrick, 2003, Brown 2007).

In 1996, when the Brazilian government discovered that a huge number of police officers were involved in criminal activities, community policing was considered as an alternative option (Davis, Henderson & Merrick, 2003). The adoption of the community policing by the Brazilians was inspired by the successes in the USA and Canada. One of the projects implemented in Rio de Janeiro involved drug prevention efforts and a tourist protection program. Similarly with most of the countries where community policing is implemented, police officers become the first group to resist as they feel that it comes with additional and non-paid work that include training on the programme. The fact that Police officers were paid low salaries and under resourced with basic requirements such as vehicles, fuel and training contributed to the resistance. The lack of basic needs leads to non-visibility of the police in communities and deepens alienation. As with other countries, successful implementation of the community policing is dependent on a well-resourced police environment to allow timeous response to communities (Davis, Henderson & Merrick, 2003). When the decision to deploy trained officers into the communities to familiarise themselves with local problems and to be co-authors of preventative rather than repressive solutions, community policing yielded results.

2.1.2 Community policing at the regional context

As presented in the global view above, community policing was first conceived by the Western countries and subsequently introduced to African countries with support from the developed countries. Currently, community policing is being implemented in a number of African countries including Uganda, Namibia, Kenya, Gambia, Zambia, Zimbabwe, Ghana, Sierra Leone, Nigeria, Lesotho, and South Africa (Brogden, 2004). The distanced relationship between the police and the communities being policed is no doubt the main reason for the adoption and implementation of community policing both globally and in Africa. For the purposes of this research, the Ugandan, Namibian, Nigerian and South African experiences were considered:

2.1.2.1 Community policing in Uganda

Like in most countries of Africa, community policing was introduced and supported by the Western Countries. Implementation of the community policing in Uganda began in 1989 supported by the British government (Brogden, 2004, Davis, Henderson & Merrick, 2003). Community policing in Uganda was intended to resolve conflict between different community groups and to combat increased instances of theft of electrical items (Brogden, 2004). At its inception, the British government supplied Uganda with experts to train Community Liaison officers (CLOs). The CLOs became the link between the police and the communities providing crime-prevention training, educating the public on the role of the police, conducting campaigns to inform the public on community policing. It should however be noted that resistance from within the police management occurred considering community policing as a British idea imposed from the outside.

There were positive outcomes recorded by researchers on the implementation of community policing in Uganda including that its introduction had improved the relationship between the police and the communities they served, encouraged non-governmental organizations to work on community safety and that community policing and the effort of the CLOs had helped decrease domestic violence. Similarly, there were concerns raised as well, ranging from the discrepancy involving the ration of CLOs against the total number of police officers, lack of basic resources, including the low salary scale for the police officers that led to their involvement in petty crimes

(Davis, Henderson & Merrick, 2003). Again, the lack of resources continued to manifest itself and impedes implementation of the concept.

2.1.2.2 Community policing in Namibia

Similar to most colonised countries, the relationship between police officers and the community in Namibia had deteriorated enormously, caused by lack of visibility and where a relationship existed it benefited selected members of the community, for example, places situated closed to town which are predominately occupied by well off individuals. When Namibia gained its independence in 1990, community policing was adopted as part of its policing policy (Brogden, 2004). It was meant to improve the relationship among the police and the communities. Subsequent to the adoption of the community policing as an alternative policing model, there was a proliferation of police forums in many areas which were supported and encouraged to educate communities on community policing and create awareness on crime prevention programmes (Brogden, 2004). In addition, the forums were established to promote dialogue between police officers and members of the community.

2.1.2.3 Community policing in Nigeria

Community policing in Nigeria was introduced in 2001 by the US government through the US Agency for International Development (USAID) (Brogden, 2004). An initial financial support of about $25,000 was donated from a South African bank (Nedbank) for the development of a community policing and police reform. Nigeria adopted a community policing system that allows for a collaboration among the state agents of social control and the community to identify and arrest criminals (Ordu & Nnam, 2017). The adopted system was subsequently formalized with the Nigerian Police Force through community policing.

In Nigeria, the success of the police-community partnership programme is attributed to the active participation of the citizen advisory committees comprising the traditional rulers including their cabinet members, town union and opinion leaders and the youth leaders (Ordu & Nnam, 2017). There is regular interaction between the police and these committees to address crime related problems and the improvement of the police-community relationship.

Similar with other programmes, the implementation of the Nigerian community policing has experienced a number of challenges (Ikuteyijo, 2008, Ordu & Nnam, 2017), these challenges include selective enforcement of law (politicians, business elite and community leaders are not policed the same way the poor and underprivileged are being policed; the former group is granted virtual monopoly in crime as they are connected with criminal gangs and syndicates), negative community perception of police, public loss of trust and confidence, poor community relations particularly with poverty stricken communities, poor funding by the government, systemic corruption and internal decadence, inadequate funding and manpower, politicizing community policing leadership, ethnicity, lack of accountability, defects in constitutional provisions, and apparent lack of public confidence, further leading to weak or low legitimacy (Ikuteyijo, 2008, Ordu & Nnam, 2017).

2.1.2.4 Community policing in South Africa

In 1994, South Africa received a number of donations to support implementation of the community policing policy as an alternative method of policing (Brogden, 2004). The donations came from different countries for different reasons, these include: Dutch investing in youth justice, Belgium for police-restructuring, Sweden for human rights and democracy training and the UK investing £10 million for the development of a new community policing training programme (Brogden, 2004). Community policing was viewed as a solution to the then estranged police-community relationship.

Community policing in South Africa was not exempted from challenges affecting other countries both globally and regionally, these issues include: officials' low morale, resistance on the part of the police management, reluctance to serve on CPFs due to mistrust, police viewing the community policing programme as an intelligence gathering exercise, unavailability of vehicles to respond to community calls, politicizing community policing leadership, lack of education both on the side of the community (inability to contribute) and the police (inability to take statements) (Davis, Henderson & Merrick, 2003, Maroga, 2004, Fourchard, 2012,).

2.2 Attributes of effectiveness

For the purpose of the study, public participation, governance and accountability are considered pre-requisites for effectiveness and are extensively explored below.

2.2.1. Public Participation

The citizens as beneficiaries of services rendered by governments are referred to as clients, clients as consumers of goods and services delivered form an integral part in the production of such goods and services (Petukiene and Damkuviene, 2012). The involvement of citizens/clients in the coproduction of public policy ensures that right services are delivered in the right place and eliminates unnecessary service delivery protest. Public policy is defined as what government commits to do or not to do (Chun, and Chob, 2012). The foremost function of Public participation is to allow citizens the opportunity to be part of government decisions on issues affecting their daily lives (Blair, 2000). The participation of citizens in the decision making process provides them confidence to support implementation of projects associated with such decisions (Evans-Cowley and Hollander, 2010).

Public participation in democratic governments has become a universal occurrence taking various forms and shapes ranging from public meetings, stakeholder workshops, and recently the use of Information and Communication Technology (ICT) (French and Bayley, 2010). The use of ICT has presented new tools for public engagement or participation in the form of Facebook, Twitter, MySpace, YouTube, Web-based fora and others allowing the public to participate in decision making processes including completing online surveys whilst enjoying the comfort of their private space. These social networks have millions of active users making it easier to get in touch with more people than in the face-to-face meetings (Evans-Cowley and Hollander, 2010).

Social networks demonstrated a high ability to shape the political scenery during the 2008 US Presidential elections (Evans-Cowley and Hollander, 2010). An example of an effective web based forum was launched in 2002 in Korea called the Cyber Policy Forum, the forum was employed to get citizens' views or inputs on which

historical hero's statue to erect on a particular Plaza, more than 60% of the respondents were internet based (Chun, and Chob, 2012).

The fact that citizens participate in elections whether at National, Provincial and Local government levels signifies their involvement in decision making as to who governs at what level (Blair, 2000). This is the foundation of democracy and is well supported universally (Arnstein, 2007). The concept has shifted the role of states from dictatorship to that of governing with the masses involving them in solving problems, developing public policies aiming at closing particular gaps and in the decision making process (Newman, Barnes, Sullivan, and Knops, 2004). The linkage between public participation and community policing is presented below.

2.2.1.1 Public Participation in Community Policing

Involving communities in policing is a compulsory issue contributing directly to the principle of international good governance (Bénit-Gbaffou, 2008). It promotes transparency, openness, a sense of accountability, empowerment and allows for public education on the part of the community being policed on matters of crime and builds the most wanted relationship between the police and communities.

This principle distinguishes democratic police from police governed by other regimes (Bénit-Gbaffou, 2008, Stone and Ward, 2000). The role of the Police in democratic countries is to promote and protect freedoms (Stone and Ward, 2000). In South Africa, the police service are responsible for amongst others, maintaining public order, protect and secure the inhabitants of the Republic and their property, uphold and enforce the law.

Public involvement minimises resistance by communities since they participate in the decision making process of government and also serves as an early warning system on the part of the state to proactively act and prevent crime from happening (Bénit-Gbaffou, 2008).

Making citizens feel and be safe has shifted from being a government's only business to becoming everybody's business (Stamper, 2006). It requires the contribution of individuals including the youth, the local community structures such as religious groupings, community policy forums, civil society, and traditional leadership in areas of their jurisdiction and the government through policy development and

resource allocation in the fight against crime (Forman, 2004, Maroga, 2004, Stamper, 2006).

The National Development Plan acknowledges that the fight against crime in South Africa requires active citizenry, partnership with the Civil Society and the Private sector; this embraces the principle of democratic policing. The Community Police and Sector Crime Fora are important vehicles to mobilize communities to participate in the decision making process of government, however the politicization of these fora prevent citizens from objectively participating in policing matters of their locality (Fourchard, 2012, Maroga, 2004). This however does not change the fact that citizens must feel and be safe, but promotes the proliferation of non-state policing which only benefit those who can afford it and declares state policing as inadequate (Stamper, 2006).

The willingness of the police members to transform from the military form of policing to an inclusive community based policing is necessary for this course. The working together of community structures with the police creates a platform of engagement for joint decision making and problem solving that contributes to an improved relationship between communities and the government/police service.

The involvement of communities in policing their areas should not compromise the integrity of the police but rather used as a platform to educate citizens about neighbourhood crime issues and strengthen police community relations in the fight against crime (Forman, 2004, Fourchard, 2012, Maroga, 2004, Stamper, 2006).

2.2.2 Governance and Accountability

Governance is defined as the process of decision-making and the ways in which decisions are or not implemented with the government being the major actor and the non-state organizations (community based organizations, civil society, trade unions, tribal leaders, religious groups, etc) playing an important role (Powley and Anderlini, 2004). Public participation, accountability, separation of powers, openness and pro-activeness are at the centre of good governance (Powley and Anderlini, 2004).

For good governance to be realized, there must be strategies designed to improve existing levels of governance within an organization, this may include the

theory of New Public Management which is the introduction of private sector system and incentive structures into the public sector (Carrington, Debuse, and Lee, 2008).

Accountability is defined as the means by which individuals and organizations report to a recognized authority and are held responsible for their actions (Ebrahim, 2003). The objectives of the Community Policy Forums include promoting the accountability of SAPS to the local communities being policed (Maroga, 2004, Pelser, 1999). Accountability comprises both internal and external aspects in that the governance structures allow for public managers to report their performances to their respective political heads within the organisation and subsequently the politicians must account to both the public and parliaments on how the appropriated funds were employed (Blair 2000, Ebrahim, 2003).

2.2.2.1 Governance and Accountability in Community Policing

Governance and accountability in the police service refers to the authority over the actual police work and the administration of the police service which include amongst others the oversight function and the management of resources (Terpstra, 2011). In the South African context, the authority over police work is a national competency residing with the National Department of Police whilst the oversight and management of resources remain a Provincial competency usually executed by Provincial Community Safety, Security and Liaison departments. The South African setup is similar to that of the Netherlands except that the responsibilities in these areas of governance are more decentralized in Netherlands given to Mayors and Public Prosecutors (Brogden, 2002, Terpstra, 2011).

In developing countries, particularly where there are democratically elected governments, governance and accountability become a critical element of the police service (Terpstra, 2011). Most police services are militaristic in nature; however the introduction of community policing transforms the character of the police from that of a traditional force application to that of a problem solving, community empowerment and accountability (Steyn, 2006, Terpstra, 2011, Yero, *et al*, 2012).

Accountability to multiple structures differentiates democratic police from police governed by other regimes (Stone and Ward, 2000). Police in South Africa accounts to multiple structures on their work and conduct, these structures include, Parliament,

Civilian Secretariats for safety and security both at National and Provincial levels, IPID, CPFs, Civil Society, etc (Bruce and Neild, 2005, Maroga, 2004, Terpstra, 2011).

It is however, worrying that despite the existence of these structures communities' trust towards the police is shrinking whilst crime statistics are on the increase (Bruce and Neild, 2005). Examples of police brutality cases contributing to the loss of confidence by those being policed include; the killing of the local activist and teacher in the Free State by seven police officers who were ultimately acquitted despite the incident being captured live on video, the Marikana shootings by police that left 34 miners dead further portrays failure by the police to deal with public crowds constitutionally (Hornberger, 2014).

These cases represent episodes of police officers choosing to employ maximum over minimum force resulting in deaths. The police officer that South Africa needs ought to be the one that can protect the citizens, be able to spot, prosecute and incarcerate criminals (Marks, *et al.*, 2009)

2.3 Conclusion

This chapter reviewed the literature on community policing as an alternative method of policing and community police forums as an implementation vehicle for the concept. The literature review was conducted using sources in the university library, search engines recommended by the university such as Science Direct, Google Scholar and EBSCO host web which provided most of the academic journals used in this research report. The literature review provided amongst others the background, aims and significance of the concept of community policing at global, regional and South African context.

Since the research purpose is to explore challenges to effectiveness of community police forums to execute their constitutional mandate within the South African perspective, three prerequisites of effectiveness were discussed to help measure the objective of the research. These are; public participation, governance and accountability.

Based on the literature reviewed public participation is a prerequisite of effectiveness because (i) it contributes to principles of good governance, (ii) allows for public education, (iii) contributes towards building a relationship between the police

and the communities being policed. Therefore, for the attainment of community policing objectives public participation becomes critical and may not be compromised. Secondly, Powley and Anderlini, 2004, confirmed the fact that government is a critical player in the decision making process on policy development and implementation including the concept of community policing, hence the governance component has become a prerequisite of effectiveness.

Finally, even though government is a major player in the decision making process, government institutions including the police account to the public on their behaviour and conduct. This justifies the importance of accountability in the implementation of the community policing policy.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

This section of the study responds to the steps undertaken in acquiring the required knowledge. This section covers the research strategy/approach, the research design methods, the data collection, data analysis methods, the reliability and validity of the research as well as the limitations of the study.

3.1.1 Research approach

Research strategy refers to an approach to social investigation (Bryman, 2012). There are three research strategies, namely, quantitative, qualitative and mixed research strategy. The strategies differ in theory, epistemological considerations and ontology. Since this research wanted to get the views of individuals and groups on the topic, a qualitative research strategy was employed. Qualitative research allows respondents to express their feelings, thoughts, emotions and views on the subject in question. Qualitative research is very flexible in character (Bryman, 2012), it also provides for alternatives in cases where targeted participants could not be reached. It is however commendable that all targeted respondents for this study were available for participation. Quantitative research is dominated by numbers and the mix method combines both qualitative and quantitative strategies.

Qualitative research puts emphasis on process (Bryman, 2012), this made the strategy more relevant to this study since it was critical to understand how the concept of community policing has evolved. Qualitative research gives the researcher a critical status of becoming the primary instrument for data collection (Merriam, 2002).

3.1.2 Research design

A qualitative exploratory case study design was employed for this research purpose. A case is defined as a phenomenon of some sort occurring in a bounded context (Baxter and Jack, 2008). A case may be bound by time and place, time and activity, and by definition and context (Baxter and Jack, 2008, Bryman, 2012).

Case studies can be single or multiple-case designs (Baxter and Jack, 2008, Tellis, 1997). For this research a multiple-case study design was considered for the following reason; the study was undertaken in Mpumalanga within two different

centres, namely urban and rural, however the units of analysis, methods of collecting the data, and the analysis process remained the same. It should however be noted that the results of these case studies may not be generalized since the sample size was not representative of the population.

3.1.3 Research procedure

The selected police stations for the research were in Mpumalanga representing two different set ups, namely, rural and urban. The focus groups were conducted on site and the interviews with the senior officials were conducted in their respective offices. Prior to conducting research, semi structured questions were developed and secondary data was reviewed to enrich knowledge of the subject.

The researcher obtained prior permission from the Mpumalanga Provincial Commissioner to undertake the research in the selected police station, ***see Appendix C***. The first interview conducted was with the SAPS official responsible for the implementation of the community policing policy in Mpumalanga, secondly, the CFP focus groups for the selected police stations were conducted one after the other, and finally, the official responsible for community policy in the provincial department of Community Safety, Security and Liaison. Participants were given consent letters which they were not required to sign.

3.1.4 Sampling

A purposive sampling method was employed for this research, purposive sampling is a non-probability form of sampling (Bryman, 2012) mostly utilised in exploratory research with a specific purpose in mind. This type of sampling allows the researcher to strategically select his/her participants and or units of analysis to ensure that research questions are answered.

Since the selected method is non-probability approach, it therefore confirms that the results of this research may not be generalized because the sample size selected is not representative of the population (Neuman, 2006). The targeted participants in this research were the members of the community police forums in the selected areas as well as the core police staff responsible for the implementation of community policing policy both in the Provincial Commissioner's Office (SAPS) and the Provincial

Department of Community Safety, Security and Liaison (DCSSL). All participants were above the age of 18.

CPF members were the primary targeted audience for this research and have helped with the articulation of some of the successes, failures, challenges and lessons learnt in the process of implementing community policing in their areas. The senior personnel from the Police and DCSSL expressed the policy intent, challenges encountered whilst implementing the policy including the resourcing of CPFs as well as future developments in community policing policies.

3.1.5 Data collection methods and analysis

A combination of semi structured interviews, focus groups and document analysis were used for this research. Two focus groups were conducted with the CPF members in both setups one in each (urban and rural). Due to peculiarity of these setups, the groups varied in sizes. It should however be noted that they were all representative of existing community structures and race within that particular area. Participants were selected on the basis of knowledge and experience to help find perception and or opinion of the subject (Bryman, 2012). In both areas, the executives availed themselves for participation, where the chairperson was not available, the deputy was present. This is the strength of focus groups since they produce very rich data from the experienced participants selected.

A maximum of twelve questions were asked per interview; responses were recorded with permission from respondents (***see interview questions as Appendix A***). Semi structured interview with open ended questions were asked from the senior officials both in the Provincial Commissioner's office and the DCSSL who are responsible for the roll out of community policing including the establishment and functionality of CPFs.

Since community policing in South Africa is well regulated, the following secondary data was also collected and analysed: CPFs constitution, CPFs policy frameworks and guidelines, the South African Police Act, national directives relevant to the implementation of community policing, and minutes of CPFs meetings. The secondary data collected provided the basis for assessing the functionality and

constitutionality of the CPF. Collected data was analysed after each interview and or focus group session.

3.1.6 Validity and reliability

Validity has to do with the integrity of information collected, and reliability refers to the extent to which a measure of a concept is stable (Bryman, 2012). To ensure validity and reliability, telephone calls with individual members of the forums limited to two participants were made to verify appropriateness and stability of facts and observations (Bowen, 2005).

3.1.7 Limitation

The scope of the study is limited in its focus on the two identified police stations in Mpumalanga, therefore the research findings cannot be generalized across the Province. Mpumalanga Province has 86 police stations, and the two identified stations represents just above 2%. The geographical location of the two identified police stations also posed a limitation since it became difficult to compare them.

3.1.8 Ethical considerations

This research conformed to the ethical standards of the University of Witwatersrand; with all participants given consent forms / letters, sample letter attached, ***see Appendix B*****.** These letters emphasised anonymity, voluntary participation, confidentiality, risks, benefits and also stated the estimated time of the interview. Participants were notified upfront that they would not be compensated for their participation in this research and that no identified risks were associated with their participation.

CHAPTER 4: DATA PRESENTATION

4.1 Introduction

This section of the research presents the information collected towards assessing the effectiveness of Community Police Forums in Mpumalanga focusing on Nelspruit and Pienaar Police stations.

As presented in chapter 3 above, data was collected through interviews with strategic personnel responsible for the implementation of the Community Policing Policy both in the Provincial Commissioner's Office (SAPS) and the Provincial Department of Community Safety, Security and Liaison (DCSSL). It was encouraging to note that both institutions cooperated and made Senior Managers available for participation in this research. To be precise, within SAPS, the Brigadier responsible for the implementation of the provincial Community Policing Policy across the 86 police stations was interviewed. Similarly, the official interviewed in the Provincial Department of Community Safety, Security and Liaison (DCSSL) was the Acting Head of Department at the time of the interview. Since both institutions are implementing similar policies for the same audience with only their roles and responsibilities differing, the same questions were asked. Questions are attached as Annexure A

The main purpose for the researcher to interview Senior Management from both institutions (SAPS and DCSSL) was to understand their different roles in the implementation of the Community Policing Policy as well as progress made thereof.

It should be noted that both SAPS and DCSSL are involved at policy level to ensure seamless implementation of the provincial Community Policing Policy towards achieving the government mandate of making sure that communities feel and are safe. They execute different roles and responsibilities but are implementing the same policies. For this reason, a similar set of questions were asked to determine their different roles in the implementation of the Community Policing Policy.

Since the same set of questions were asked to both Senior Managers at SAPS and DCSSL, responses will be presented following the same approach, that is, responses will be presented one after the other for each question asked. Participants were given fictitious names to protect their identity. The name given to the Senior Manager at SAPS is "Mr. Sash" and the DCSSL official was named "Mr. Ndou".

4.2 SAPS and DCSSL Data

Responses to questions:

Question 1: How well has the concept of community policing implemented in the Province in line with its definition of "partnership between the police and communities in addressing security challenges"

Mr Sash (SAPS, not his real name) indicated that the implementation of the concept is in line with what has been planned and in his own words he believes that in the Mpumalanga Province the implementation of the concept has progressed well (Sash, August 2015). He reiterated that the concept stems from the Constitution of the Republic to the SAPS Act and that this level of regulation put an obligation for implementation. Mr. Sash, gave an example of a police station where the concept was fully functional to the expectation of the Community Policing Policy. He made reference to the Witbank Police Station, one of the stations in the Province. In confidence, Mr. Sash said that "the majority (about 90%) of the people in the Witbank area understand what community policing is all about, their roles and responsibility in as far as their involvement in policing their area" (Sash, August 2015).

Mr. Ndou (DCSSL, not his real name) concurred and echoed the same sentiments that the Province has done well in the implementation of the Community Policing Policy (Ndou, January 2016). Mr. Ndou used an analogy of the police in the apartheid regime against that of the democratic government to emphasise the progress made in this regard. He further reiterated that communities would even mobilize themselves to assault and even kill the police officers, but the introduction and implementation of the Community Policing Policy has indeed brought about the paradigm shift where the police is now part of the community. He mentioned that "Communities today run to the police for help", showing the type of relationship communities have with the police (Ndou, January 2016).

Question 2: Explain the Process of establishing CPFs

Mr. Sash, explained his understanding of the process and indicated that "CPFs are established in terms of the policy" (Sash, August 2015). The policy directs the Station Commander to appoint a Community Policing Officer (CPO) whose responsibility will include mobilizing the community within the station precinct and

explain the role and responsibilities of the CPF including the involvement of the community. The Station Commander may attend some of the follow up meetings to ensure that community members are well educated on the concepts. The CPO ensures that the meeting leading to the election of CPF members from all sectors are well informed and educated to eliminate any ambiguities in terms of their representation. Mr. Sash emphasised the fact that on the day of the elections, the Station Commander and the office of the Member of the Provincial Executive responsible for community safety is informed and present to conduct the election process (Sash, August 2015).

Mr. Sash noted that subsequent to the election of the CPF, a process of developing their constitution ensues in line with the SAPS Act, Community Policing Policy and regulations (Sash, August 2015). Finally, the CFP will be expected to develop their implementation plan.

In case where the Police Station precinct is vast, Mr. Sash indicated that SAPS jointly with the elected members shall lead the process of establishing Community Police Sub-Forums and Boards. Composition of sub-Forums is similar to that of Community Police Forums with representation of relevant community structures. Community Police Boards are constituted by Executive members of the Forums. Mr. Sash was very specific that CPF members are elected for a period of three years and may be re-elected for another term (Sash, August 2015). This process is in line with the Community Policing Policy Framework and Guidelines.

The responsibility of establishing CPFs resides with SAPS in terms of the SAPS Act whilst DCSSL provides support to enable them to execute their constitutional mandate (Sash, August 2015). Mr. Sash also indicated that since DCSSL does a lot of community mobilization activities at ground level, part of the support provided include the mobilization of communities for education on the responsibilities and functioning of the CPFs, SAPS precede over these meetings. (Sash, August 2015).

Mr. Ndou clarified the role of DCSSL as including the secretariat role during the election of CPFs, oversight function over the police through CPFs, DCSSL ensures CPFs are able to do their work by assisting them with the development of action plans, budgeting for resources such as torches, whistles, reflector jackets as well as capacity

building workshops which commence immediately after the election of the CPFs (Ndou, January 2016).

Mr. Ndou indicated that "there are cases where SAPS cannot execute their constitutional mandate in terms of establishing the CPFs and DCSSL will be forced to play that role and lead the establishment" (Ndou, January 2016). This resistance is attributed to the perceived narrative that CPFs are encroaching into the police territory and becomes a threat to the station. He further acknowledged that there was noticeable improvement with the leadership at the time of the interview (Ndou, January 2016).

Question 3: Do all Police stations have functional CPFs? If not, what is the level of compliance?

The Province has 86 Police stations and all of them have CPFs (Sash, August 2015). There are about 60 - 65 (±70%) that are functional. He ascribes this success to cooperation by the communities and commitment by the leadership both at SAPS and DCSSL to work with communities in dealing with social ills. According to Mr. Sash the functionality of CPFs is defined in terms of community participation (Sash, August 2015). Without hesitation he indicated that the two identified police stations (Nelspruit and Pienaar) are not part of the 60 – 65 functional CPFs. He attribute their lack to non-implementation of social crime prevention initiatives that led by the CFPs.

Mr. Ndou concurred with Mr. Sash regarding the existence of CPFs in all 86 Police stations. He indicated that "not all CPFs are functional but a greater percentage is". The CPFs procedure manual defines functional CPFs as those that are meeting frequently, have action plans, and are able to mobilize communities for social crime prevention activities.

Question 4: How are CPF members recruited and what are the educational requirements?

CPF members are not recruited but elected by the communities through the process of establishing these structures, they are representative of sectors within the community and there is no educational requirement to be satisfied (Sash, August 2015). This assertion is in line with the SAPS Act and the community policing guidelines.

Mr Ndou concurred with Mr Sash and added that a person to be elected to the structure must not have criminal record(s) (Ndou, January 2016), and should it be found that a member of the CPF has a criminal record, that member falls away. On the educational side, it is recommended that at least the secretary of the CPF must be able to read and write so as to easily record proceedings and interpret correspondence received (Ndou, January 2016).

Question 5: What training is provided to CPFs and how often?

Immediately after the CPF members have been elected, the members are inducted by both SAPS and the office of the MEC for DCSSL through workshops on their roles and expectations (Sash, August 2015).

Mr. Ndou confirmed the induction of newly elected members and added that newly elected members are also trained on meetings' facilitation, financial management, project management, problem solving skills/conflict management within communities, how to run CPFs, teach them how to get sponsorship for their projects and other areas deemed relevant (Ndou, January 2016). These workshops are conducted regularly during the members' terms of office, however, these workshops get compromised during budget reprioritization (Ndou, January 2016).

Question 6: What is the literacy/illiteracy rate among the CPF members?

The illiteracy levels are a serious course for concern among the CPF members (Sash, August 2015). The fact that CPF members are elected by community structures that they represent, there is therefore no educational requirements to be satisfied hence the high levels of illiteracy. The illiteracy levels affect functionality of CPF members since they easily misinterpret their roles and responsibilities. Mr. Sash indicated that this leads to some members using CPFs as stepping stones towards achieving personal goals including political benefits (Sash, August 2015).

Mr. Ndou did not agree with the sentiments that illiteracy levels are a challenge but indicated that "illiteracy rate among the CPFs members is low" (Ndou, January 2016). Most members have matric and are able to read and write. Mr. Ndou indicated that political parties do encourage their members to participate in these structures and the majority of the political activists are people who can read and even speak English hence some of the meetings are conducted in English. He gave an example of the

chairperson of the Pienaar Police station who is a retired teacher and can easily articulate matters in English (Ndou, January 2016).

Question 7: Are good performing CPFs rewarded?

Mr. Sash indicated that "annually, SAPS jointly with the Provincial Department of Community Safety, Security and Liaison does acknowledge good performing CPFs through a recognition programme named after the Provincial Member of Executive (MEC) responsible for community safety and liaison "**Annual MEC's Awards**" (Sash, August 2015). A rigorous process of assessing performance of all 86 CPFs in the Province is undertaken jointly by SAPS and DCSSL to determine which of these structures performed according to pre-set standards worth recognition. Best performing CPFs are rewarded with either a trophy and or a certificate. Best practices are replicated across the Province for improved performance in the subsequent assessment period (Sash, August 2015).

It emerged from the research that DCSSL runs a healthy competition among its employees including SAPS and the CPFs. The competition is called the MEC's excellence awards. Mr. Ndou indicated that "the department has an assessment tool that is used continuously and consistently during the year and finally have a winner at the end of the financial year". At the time of the interview, rewards were only in non-monetary awards, i.e. trophies, certificates, however, the MEC had directed that there is a need to get sponsors on board to ensure that the trophies are coupled with some cash for further motivation (Ndou, January 2016).

Question 8: Are functional CPFs operating within their constitutional mandate?

According to Mr. Sash the mandate of the CPF is clearly outlined in the SAPS Act and the Community Policing Policy Framework and Guidelines. It includes:

- ✓ Establishment and maintenance of a partnership between the community and the police;
- ✓ Ensure consultation and proper communication between the police and the community;
- ✓ Improve the delivery of police-service to the community;

- ✓ Promote joint problem identification and problem-solving.

Mr. Sash was on record saying that not all CPFs function within their mandate, on numerous occasions they have intervened where instances of CPFs operating outside their constitutional mandate were identified and reported (Sash, August 2015). Examples provided include, CPFs working together with their operational structures (Sector Community Forums) to set up boom gates/creating boundaries for certain individuals to pass or not.

Mr. Ndou indicated that "About 70% of our CPFs are doing what they are expected to do, however, the level of performance is at an average of 50%" (Ndou, January 2016). The low performance is attributed to a lack of patriotism that can be linked to the type of service CPFs provide which is voluntary with no form of compensation.

Question 9: What resources are set aside for the implementation of the community policing policy in the Province?

Mr. Sash was on record saying "annually, a portion of the allocated budget for the Police station is dedicated to social crime prevention activities" (Sash, August 2015), these activities include community policing. The budget is for advancing the Community Policing Policy. With regard to availability of vehicles to support community policing in the province, Mr. Sash indicated that there is a vehicle dedicated to each Sector Crime Forum (SCF) for every station precinct, although in some instances one car may service two precincts (Sash, August 2015). It is said that the one car allocated to SCF is sufficient to realize the pre-set service standards. The Sector Crime Forum is a police driven structure responsible for policing a station precinct, it is one of the vehicles employed for the implementation of the Community Policing Policy. SCF is an operational structure whilst CPF is a statutory body.

Mr. Sash further indicated that all Police officers responsible for implementing community policy are duly trained prior to deployment (Sash, August 2015). These officials are trained on special courses to empower them for the execution of the Community Policing Policy.

In Mpumalanga, CPFs are allocated offices at police stations, these offices are equipped with office equipment such as computer, telephone line, fax and furniture

(Sash, August 2015). The Chairperson and Secretary of the CPF utilizes these offices including the telephone at no cost.

Mr. Ndou indicated that "for the financial year 2015/16, DCSSL had put aside R44 million for both the CPFs and the Tourism Monitors" (Ndou, January 2016). The department provides CPFs with material support that includes the procurement of reflector jackets and the whistles, training of CPF members as well as money to do their projects based on submitted project plans for projects that have impact on their communities (Ndou, January 2016).

Question 10: Is there any collaboration with the private sector in the implementation of the community policing policy?

The private sector is represented by business in the CPF (Sash, August 2015), They contribute like any other sector represented in the structure, however, the South African Police Service has an agreement with Business against crime South Africa whilst SAPS in Mpumalanga has a partnership with Mpumalanga Business against Crime formalized through a Memorandum of Understanding (MoU) (Sash, August 2015). It is a provincial partnership that extends to the ground (station level). In the event where there are necessities required for CPFs, business assists financially and sometimes with training of members at no charge (Sash, August 2015).

Mr. Ndou indicated that "there are no formal agreements with the private sector/business to support the implementation of the Community Policing Policy (Ndou, January 2016), however, sporadically, the business sector do sponsor activities of the CPFs". An example of Kusile Power Station that bought reflector jackets and whistles for all the CPFs in the Province, this is done directly with the structures and the department will get reports from the stations (Ndou, January 2016).

Question 11: Is there any form of compensation for the CPF members?

Mr. Sash indicated that "the service provided by the CPFs is voluntary therefore there is no compensation for such" (Sash, August 2015). He reckon that majority of members are people who have full time jobs and or running their own businesses. This makes it less difficult for the structures to function. He however, gave examples of the Chairpersons both of the board of CPFs and that of the CPF at station level that

they access tools such as state telephones to assist them to execute their mandate (Sash, August 2015).

Mr. Ndou echoed the same sentiments that “currently, there is no form of compensation provided to CPF members since they provide a voluntary service, however, Provincial CPF boards have formed a national board and the compensation of CPFs is an agenda item and discussions on the matter are at an advanced stage to amend the Act to accommodate this” (Ndou, January 2016). Mr. Ndou is adamant that DCSSL can afford to pay stipends to CPFs on condition that the act makes provision for it.

Question 12: What are the main challenges contributing to non-effectiveness of CPFs in the Province?

According to Mr. Sash “the implementation of the Community Policing Policy is resource intensive and currently there are no sufficient resources to put in place the necessary structures and systems” (Sash, August 2015).

Mr. Ndou concurred with Mr. Sash that “the lack of resources challenges the effectiveness of CPFs in the province” (Ndou, January 2016), he further added that the non-availability of stipends, the location of CPFs within SAPS prohibits their performance.

4.3 Focus groups Data

Presentation of Data collected from the two focus groups’ interviews conducted in the identified police stations, i.e. Nelspruit and Pienaar.

The Nelspruit Community Police Forum has sub-forums in the surrounding areas, including Valencia, Mataffin, Kamagugu, Steltes, and Nelsville. Whilst the Pienaar Community Police Forum has representation from the surrounding villages that include Lupisi, Daantjie, Mpakeni. Since the research design employed for this research is multiple-case study, the units of analysis, methods of collecting the data, and the analysis process remained the same in both areas. This implies that a similar set of questions were asked for the audience in the different cases during the focus groups’ interviews.

The turn up in relation to the primary audience who are the members of the Forums in the two identified Police Stations was impressive. Each group comprised of an average of six people. Both focus groups were conducted in their respective Police Stations demonstrating some level of cooperation with the police.

Responses are presented below per station per question. The Nelspruit CPF focus group comprised six participants, namely, the Deputy Chairperson of the CPF, four members from sub-forums in the surrounding areas (Matafin, Valencia, Nelspruit) and a representative from a Concerned Citizen group joined the meeting.

The Pienaar focus group had seven participants, two of the seven were Police Officers. One officer is the appointed Community Policing Officer (CPO) and the second officer is responsible for the Sector Crime Forum. The other five members came from the sub-forums in the surrounding areas, namely, Daantjie, Zwelisha and Pienaar. For the purpose of the research and to protect participants' identities, participants were given fictitious names. All the participants were males.

Responses to questions:

Question 1: Describe the relationship among the CPF, the Police and the Community?

Nelspruit CPF focus group

Mr. Mzobe who believes that "the relationship is very strong". He emphasised his point by saying the communities fully trust both the Police and the CPF, social challenges are reported to the first arriving person irrespective of whether she/he is a police or CPF member (Mzobe, December 2015). The strong relationship was confirmed by Mr. Knox who gave an example of a crime scene "if there was a crime committed, the CPF as the structure on the ground led by community members who know the area better will gather information and communicate with the police leading to questioning and or arrest of suspects" (Knox, December 2015). Mr. Knox is adamant that a good relationship among these entities (CPF, Police and the Community) presents a better environment for the CPF to strive.

Pienaar CPF focus group

There is a relationship among the CPF, the Police and the Community said Mr. Nkulu a member of the CPF (Nkulu, February 2016). The member continued to say, in all honesty the relationship is somehow strained caused by a lack of cooperation on the side of the Police. It is said that Police Officers have less respect towards CPF members. Mr Nkosi another member of the CPF supported the matter and gave an example of a CPF member calling the station late at night for assistance, the Police officers who answer the telephone calls never take members of the CPF serious (Nkosi, February 2016).

Question 2: Does the CPF have a constitution?

Nelspruit CPF focus group

The Nelspruit CPF has a constitution said Mr. Bull, the Deputy Chairperson. The constitution is a bit old though, requires some amendments and or inclusions such as the term of office which is currently at the discretion of the Chairperson and or left to individual members to tender their resignation at the Annual General meetings for replacement (Bull, December 2015). Mr. Bull indicated that the Chairpersons of the sub-forums shall form part of the team to review the constitution, they are supported by the office of the MEC responsible for the Provincial Community Safety, Security and Liaison (DCSSL).

Pienaar CPF focus group

The Pienaar CPF did not have a constitution at the time of the interview, Mr. Mthombeni a member of the CPF confirmed that (Mthombeni, February 2016). When asked as to how matters including term of office for the office bearers are dealt with in the absence of the constitution, Mr. Zulu another member indicated that in the absence of a constitution, the Provincial guidelines are considered with these matters clearly prescribed (Zulu, February 2016).

Question 3: How are CPF members recruited?

Nelspruit CPF focus group

Mr. Kodwa indicated that “The legal framework clearly stipulates that for an individual to qualify to be a member of the CPF, she/he must first be a citizen of the Republic of South Africa, be 16 years or older, must be residing within the jurisdiction

and must have been security cleared of criminal offence(s)" (Kodwa, December 2015). Mr. Kodwa addressed the recruitment part and said "CPF members are not recruited but elected by the communities" (Kodwa, December 2015). He outlined the process from mobilization of communities by both SAPS and DCSSL to educate communities on the composition, role and responsibilities of CPFs, and jointly facilitate the elections on the agreed day and time depending on the availability of most community members (Kodwa, December 2015).

Pienaar CPF focus group

Mr. Zulu shared the same sentiments that "CPF members are not recruited but elected by their respective sectors" (Zulu, February 2016). According to the member, the process starts when SAPS and DCSSL mobilize communities for education on CPF's role and responsibilities, sectors are encouraged during these build up events to nominate own members for representation in the CPF which is the structure that joins efforts from both the Police and the community in fighting social challenges. The process is a bottom up approach, where the sub-forums are established first and later the Executive comprising the Chairpersons of the sub-forums is established (Zulu, February 2016).

Question 4: What is the level of representation in the composition of the CPF?

Nelspruit CPF focus group

The level of representation in the CPF is fairly well, (Bull, December 2015). The Nelspruit CPF is however battling to get representation from three specific groups, namely, the youth, religious and traffic. To support the effort of the CPF in getting these groups represented, an example of the religious groupings was made, where the CPF distributed 96 letters across the surrounding areas explaining the role of religious leaders in the CPF and requesting representation. Regrettably, only one positive response was received.

Pienaar CPF focus group

The Pienaar CPF boost excellent representation from all existing sectors in the community, (Zulu, February 2016). These include, religious groupings, the youth, business, politicians etc.

Question 5: Are the meetings of the CPF convened as prescribed? If not, what are the challenges?

Nelspruit CPF focus group

Mr. Bull indicated that "Our constitution dictates that a CPF meeting shall be convened once every second month". However the Nelspruit CPF meets every month on the first Tuesday (Bull, December 2015).

Pienaar CPF focus group

According to Mr. Nando the CPO, the CPF does not have a constitution, an annual plan of meetings (year plan) is developed in the beginning of each year (Nando, February 2016). The Station Commander is involved in the development of the year plan. The year plan is well typed and distributed to all members for compulsory attendance of the meetings (Zulu, February 2016). Mr. Zulu is adamant that meetings are convened as scheduled in the year plan.

Question 6: Is there any political interference in the running of the CPF? If yes, please elaborate.

Nelspruit CPF focus group

The Deputy Chairperson of the CPF, Mr. Bull has been with the CPF for six years. He indicated that "In my six years, there has been absolutely no political interference experienced by the CPF". Amazingly, the CPF has had active political members from both the ruling party and the opposition (ANC and DA). Both politicians were Councillors who understood their role in the CPF as that of jointly preventing crime irrespective of political affiliation, colour, race and gender (Bull, December 2015).

Pienaar CPF focus group

The CPF does have politicians participating as members but is able to manage its members equally irrespective of their sector representation (Nkosi, February 2016).

If a member who is a politician has flouted the rules, he/she will go through the disciplinary action like any other member thus not giving other members some preferential treatment (Nkosi, February 2016). There are however no active political party members (office bearers) who participates in the CPF.

Question 7: How often do members of the CPF resign and what are the major causes?

Nelspruit CPF focus group

According to the Deputy Chairperson, Mr. Bull, "there are four reasons a member may vacate her/his office, these are (i) Personal reasons, (ii) Other commitments, (iii) Political reasons; and (iv) vote of no confidence". In his six years in the CPF, Mr. Bull can only recall one resignation by the DA Councillor who was nearing retirement and had taken other responsibilities with the SPCA. The position had an acting incumbent for two years before it got occupied by a fulltime candidate (Bull, December 2015).

Pienaar CPF focus group

There were three resignations in the past three years, that's according to Mr. Nkosi a member who has been with the CPF for three years (Nkosi, February 2016). Members resigns due to the following reasons, (i) lack of cooperation, (ii) political reason(s), and (iii) misunderstanding among members. A resigning member must put his/her resignation in writing to the attention of the Chairperson/Deputy Chairperson outlining the reason(s). Mr. Nkosi indicated that such a member will be engaged before a final decision on his/her resignation is made (Nkosi, February 2016).

Question 8: Does the CPF has an annual plan of activities? If yes, are all the activities funded?

Nelspruit CPF focus group

Mr. Bull indicated that "The Nelspruit CPF has an annual plan of activities informed by the rural/urban safety plan" (Bull, December 2015). The plan has 52 operational plans and they report weekly as per the plan. The last four weeks of the year, the CPF forms part of the station management meetings to support festive

season crime prevention plans. The activities of the CPF are for the community and are funded by the community, mainly the members of the CPF (Bull, December 2015).

Pienaar CPF focus group

The CPF has an annual plan of activities that is developed in the beginning of the year, that's according to Mr. Sekwene a CPF member. The plan includes all activities of the year including those that require funding and those which do not. DCSSL funds some of the activities in the plan and some are funded by local business people and even the community itself (Sekwene, February 2016). An example given by Mr. Sekwene was a cleaning project in which the CPF will approach members of the community with equipment such as lawn mowers to participate in the project without seeking financial compensation.

Question 9: Does the CPF receive any donations? If yes, what is the nature of these donations and who are the major sponsors?

Nelspruit CPF focus group

The CPF receives donations, says Mr. Mzobe, he however emphasised that these donations are never in monetary value but goods and sometimes in a form of training (Mzobe, December 2015). The assertion was well supported by Mr. Bull who gave examples of donations made, "we received reflector jackets from the Office of the MEC (DCSSL), the Private Security Companies gave us whistles and gazebos, the Valencia community sponsored a cleaning campaign including painting of a bridge that was alleged to be a safe haven for criminals (Bull, December 2015).

Pienaar CPF focus group

Mr. Nkosi indicated that "the CPF does receive donations from local business people". The donations are never in monetary form but always coming in a form of a sponsor for events, purchase of required goods such as torches and reflector jackets (Nkosi, February 2016).

Question 10: Does the CPF have any formal partnership with the private sector? If yes, what are the areas of cooperation? If no, what role is the private sector playing in the implementation of the Community Policing Policy?

Nelspruit CPF focus group

The private sector is represented by Business people in the CPF, says Mr. Bull. Over and above their normal responsibilities as members of the CPF, they sponsor activities of the CPF and even provide critical information that leads to identification and arrest of suspects. Business also sponsors social activities towards social cohesion aimed at crime prevention, example, sport against crime tournaments and rewards for active members (Bull, December 2015). The CPF members were unanimous on the critical information provided towards crime prevention, this includes, information related to details of suspects involved in card cloning, footage of crime scenes, remote jams. Finally, as a way of rewarding good performance by Police Officers, a monthly recognition of junior officials is conducted and sponsored by business. Mr. Bull made it clear that all the above cited support is not formalized in writing but as and when a need arises, business will assist (Bull, December 2015).

Pienaar CPF focus group

Mr. Sekwene agreed with Mr. Bull on the representation of the private sector by Business. Business plays a major role particularly in funding the CPF's projects even though there is no formal agreement to this effect. The CPF tried to secure formal sponsorship from a local business owner (lodge/hotel), a partnership that never materialized (Sekwene, February 2016).

Question 11: Does the Police Station has dedicated resources to support the CPF?

Nelspruit CPF focus group

The CPF is allowed to convene its meetings in the Station, make use of the telephone and an equipped office said Mr. Bull. The station however has not allocated a vehicle specifically for the Community policing but responds to CPF calls using any available vehicle at the time of the call (Bull, December 2015).

Pienaar CPF focus group

The CPF is provided with a fully furnished office with a telephone as well as the station's boardroom is always made available for CPF's meetings, that's according to Mr. Nando the CPO (Nando, February 2016). Mr. Nando was on record saying "the

station has not dedicated a vehicle for community policing but available vehicles are shared among Police Officers for general police work including community policing" (Nando, February 2016).

Question 12: Is continuous training provided for the CPF members? If yes, elaborate on the quality and frequency of the training.

Nelspruit CPF focus group

According to the Deputy Chairperson, Mr. Bull, there has never been formal training provided to the CPF members in the past six years (Bull, December 2015), instead members of the CPF get invited to operations such as road blocks. The CPF had however received offers from the Diving and the K9 Units for training which at the time of the interview had not taken place.

Pienaar CPF focus group

CPF members are given induction training immediately after election by both SAPS and DCSSL said Mr. Mashile the Sector Crime Forum Manager (Mashile, February 2016). This training is mainly on the constitutional mandate of the CPF and their roles and responsibilities. There has never been any further training other than the induction, DCSSL makes promises but never fulfil those promises (Sekwene, February 2016). Emphasising on the need for regular training, he likened CPF members to Police Officers who require and get training regularly to keep up with developments in the field.

4.4 Conclusion

It seems that the success of the Community Policing Policy is dependent on the availability of resources for successful implementation both on the side of SAPS and the Provincial department responsible for Community Safety, Security and Liaison. It also emerged from the research that the location of Community Police Forums under the stewardship of the South African Police Service further prohibits their effectiveness, Police Officers do not feel comfortable accounting to the CPFs. There were also notable contradictions between responses of SAPS & DCSSL and the members of the CPFs particularly in the area of training. These contractions will be dealt with in detail in the next chapter.

CHAPTER 5: DATA ANALYSIS

5.1 Introduction

This chapter presents an analysis, interpretations and discussions of the data collected through interviews which was presented in chapter 4 above. The analysis is based on the views of the Mpumalanga residents on the implementation of the Community Policing Policy through Community Police Forums. The analysis is focused on two levels, that is, at policy and implementation levels. Interview with the SAPS and DCSSL helped to understand matters related to the policy development and implementation whilst the interview with the CPF members assisted with understanding the coal face experience.

5.2 Analysis of findings

To give structure to the analysis, eight themes were constructed based on the questions asked during the interviews. These themes are:

1. The implementation of the community policing concept;
2. How the policing forums are constituted;
3. How CPFs are carrying out their constitutional mandate;
4. Education and development of CPF members;
5. How CPFs are managed;
6. The availability of resources for CPFs to carry out their constitutional mandate;
7. Compensation of Community Policing Forums;
8. Partnerships among the private sector and government to strengthen implementation of the Community Policing Policy.

This chapter contributes towards the overall purpose of the study which is to explore challenges to effectiveness of CPFs in the implementation of their constitutional mandate.

5.2.1 The implementation of the community policing concept;

The research questions 1, 3 on the list of questions for senior management both at SAPS and DCSSL and question 1 of the focus groups were used to gather data on this research theme. Analysis of the results found that:

Community policing as a concept was introduced by the South African government as an alternative method of policing that aimed at repairing the relationship between the Police and the communities (Brodgen, 2004). The relationship was destroyed by the conduct of the Police under the apartheid regime. Both SAPS and DCSSL are in agreement that Mpumalanga has progressed well with the implementation of the community policing concept.

Key milestones realized in support of progress made are (i) there is generally a cordial relationship between the Police, community and the CPFs, members of the CPFs are given access to the police stations occupying fully furnished offices including telephone. CPFs are utilized for mobilization of communities for education purposes, Mpumalanga communities now get help from the police unlike before, social challenges are reported to the first arriving person either CPF member or Police, (ii) the Province has 86 police stations and all of them have CPFs, (iii) training of police officers for the implementation of the Community Policing Policy, Mpumalanga perceives that all officers who are involved in the implementation of the Community Policing Policy are duly trained prior to their deployments, they are provided with special training to empower them for execution of the Community Policing Policy.

Notwithstanding all the achievements highlighted, providing accurate statistics was a challenge particularly on training of SAPS officers on community policing and functional CPFs. Quantifying the fraction of SAPS officers trained is necessary in the light that South Africa received enormous sponsorships from the international community to implement the concept including training of communities and police officers.

As much as there is a mention of an existing relationship among the communities, police and CPFs, this relationship is established on fighting crime and not on the prevention of social challenges, example, joint implementation of crime prevention programmes within the community.

5.2.2 How the policing forums are constituted.

The research question 2 on the list of questions for senior management both at SAPS and DCSSL and questions 2 & 4 of the focus groups were used to gather data on this research theme. It emerged that:

The establishment and constitution of CPFs is a well regulated process and clearly outlined in the SAPS Act and Community Policing Policy. Again, both SAPS and DCSSL agree that the establishment of CPFs in the Province is executed in terms of the Community Policing Policy. In all the 86 Police Stations in the Province where CPFs have been established, the Community Policing Officers (CPOs) were appointed as the first step in the establishment of the CPF. This was evident when the CPO of the Pienaar Police Station participated in the research as a member of the focus group.

There seems to be a good working relationship between SAPS and DCSSL in the Mpumalanga Province, DCSSL conducts a number of crime prevention campaigns in the communities and when the process of establishing CPFs ensues it becomes easy for SAPS to utilize these campaigns as a vehicle to educate communities on the role of CPFs and the involvement of communities in policing their areas. It was however, noted that there were instances where SAPS could not play their leading role in the establishment of the CPFs, DCSSL assumed that responsibility, hence all Police stations have CPFs.

The policy prescribes that CPFs must be representative of community structures, 50% of the sampled stations were compliant to this prescription meaning that they were fully representative. The other 50% struggled to get representation from the other groupings such as youth, religious and traffic. It was noted that the development of the CPF specific constitutions is not emphasised as a must have but those structures that have not developed their own may utilize the Provincial policy guidelines to address matters including frequency of meetings, term of office for the Office Bearers etc. It was evident when the Nelspruit CPF confirmed existence of their constitution and the Pienaar CPF did not have a constitution but relied on the Provincial guidelines.

CPFs are not recruited but elected by the structures and or communities they serve. They serve for a period of three years and may be re-elected for another term. Evidence of re-election, the Deputy Chairperson of the Nelspruit Station was serving his sixth year at the time of the research.

Based on the interview conducted, it emerged that Nelspruit is struggling to have full representation of the structures, particularly young people, it assumes that

the mobilization strategy seems not to be working fluently and may require learning from others such as the Pienaar CPF.

5.2.3 How CPFs are carrying out their constitutional mandate

Measuring whether CPFs are doing what they are expected to do, was done using research question 3 & 9 on the list of questions for the senior management and the findings were:

Firstly, the fraction of functional CPFs had to be established and the definition of functionality provided. Functional CPF is defined as that which honours the frequency of meetings, have annual action plans and are able to mobilize communities for social crime prevention activities. During the collection of data for the research, it was clear that about 70% of the 86 structures in the Province are functional. Nelspruit and Pienaar are not part of the 70%.

It emerged that both Nelspruit and Pienaar CPFs are operating more on the combating side than the prevention which is the direct function of the police. The residents are very excited with the service provided by the CPFs that of fighting crime and counting the number of arrests made during operations. However, this is not the constitutional mandate of the CPFs but of the police.

An example, the Nelspruit CPF works with community structures such as the Concerned Citizens in fighting crime, they have a web-application used by and for the communities to report crime and the CPF is directly involved in the management of the application and even deploys members to hunt and arrest criminals. Similarly, Pienaar CPF members feel that their job is done when their actions have resulted in an apprehension.

The communities need to be educated on the constitutional mandate and roles and responsibilities of the CPFs to allow them to distinguish between what must be delivered by the police and what must be delivered by the CPF. There were elements of the constitutional mandate identified to be clearly executed, such as the joint problem identification where members of the CPF are invited to the Station Management meetings in which strategies are developed to prevent common identified crime. This was found to be happening on both stations.

The above examples suggest that members of the CPF are excited by the number of arrests made as if that translates into proper execution of their job. This amounts to a deviation in the constitutional mandate of the CPFs.

5.2.4 Education and development of CPF members

The research questions 5 & 6 from the senior management questionnaire and question 12 of the focus groups' questionnaire were used to gather data on this research theme. Analysis of the results found that;

There is no educational requirements for individuals to participate in the CPFs, however it only makes sense that the Chairperson and the Secretary should be able to read and write English. However, it emerged that there were two views from the audience (i) the level of illiteracy among CPF members is a serious concern, major contributor is the fact that members of the CPF are elected by the structures they represent, members are elected based on their active participation which in most cases it favours members without any or very little education. This makes it difficult for members of the CPFs to contribute meaningfully in discussions particularly those conducted in English. (ii) Education among the CPF members is a challenge but is very low whilst most members of the CPFs have matric and can read and write. They comprise of retired professionals such as Teachers, Police officers etc.

There is no standard or targeted training for CPF members but they get inducted immediately on assumption of basics such as the role of the CPFs, meetings' facilitation, financial management, conflict management and assists them on how to write meaningful sponsorship proposals. Again on this perception, SAPS and DCSSL are in agreement that training is provided continuously during the term of office, however the members of the CPFs in Nelspruit and Pienaar does not agree with this assertion. It seems that promises of training are made during the induction whilst implementation of such promises fail dismally.

Based on the information above, it can be deduced that CPF members in Mpumalanga do not get the regular training to equip them with necessary skills and to deal with developments in the execution of their constitutional mandate.

5.2.5 How CPFs are managed

The research question 4 from the questionnaire of senior management and questions 3, 5, 6, 7 & 8 of the focus groups' questionnaire were used to gather data on this research theme. Analysis of the results found that;

CPFs' establishment is the responsibility of the Provincial SAPS Commissioner working with the Provincial Member of the Executive responsible for community safety, DCSSL in the Mpumalanga scenario. The research revealed that the management and responsibility to maintain functional CPF structures resides with DCSSL.

The management of the structures extends to supporting CPFs in the development of own specific constitutions which takes into consideration the peculiarity of surroundings. It emerged that only one of the selected CPFs had a constitution in place at the time of the research. The other CPF relied on the provincial guidelines.

Although members of the CPF had no issue for the lack of a constitution, this is identified as lack of proper management and support to seamless implementation of the Community Policing Policy.

Mpumalanga CPFs are supported with the development of annual plans of activities that outlines projects to be undertaken in a particular year including required funding. The research found that both Nelspruit and Pienaar had annual plans of activities which are developed in the beginning of each year. Funding of the projects in the annual plans is a bit of a challenge particularly for Pienaar, however the resourcing theme will expand on this matter.

The literature has revealed that political parties elects their active members to participate in the CPFs as a strategy to suppress other parties (Fourchard, 2012). However, the management of political interference is managed by the structures at local level. During the research, it seemed that this area was well managed by the CPFs since the Nelspruit CPF had at some stage a member who was a Councillor for the opposition party who served until her resignation due to other commitments. Political interference seems not to be a challenge for CPFs in Mpumalanga.

Based on the analysis provided above, the research has found that the roles of SAPS and DCSSL has been clarified in the establishment, management and the sustainability of CPFs, therefore, the support provided for particularly on the development of constitutions must be made compulsory to ensure seamless implementation of the concept.

5.2.6 The availability of resources for CPFs to carry out their constitutional mandate

The research question 10 from the senior management questionnaire and question 11 on the focus groups' questionnaire were used to gather data on this research theme. Analysis of the results found that;

Community policing is dependent on a capable police service that is well resourced financially, human and basic services that include police vehicles that are necessary for responding to emergency calls by the communities.

The research has revealed that CPFs work is categorized as a crime prevention activity and on an annual basis a budget is allocated for such activities both at SAPS and DCSSL. Although it could not be confirmed as to what fraction of the entire budget is allocated to crime prevention activities, DCSSL had R44 million in 2015/16 financial year. The budget was for CPFs work and other crime prevention activities which include Tourism Monitors that are deployed in tourism hot spots in the entire Province. The budget covered procurement of reflector jackets, whistles and funding of CPFs' projects based on the submitted annual plans.

With regard to vehicles to specifically support CPFs, SAPS allocate one vehicle per Sector Crime Forum (SCF) for every Police station precinct. Due to lack of adequate resources, in other instances one vehicle services two police station precincts. The research uncovered contradictory information regarding the allocation of resources particularly the vehicles.

Participants at both focus groups indicated that there are no vehicles allocated at station level to support CPFs, whenever there is a need for a vehicle any other vehicle available is used. The predicament that CPFs find themselves in is that even the general police work is never sufficiently allocated resources and therefore renders

their work inefficient. This assertion is confirmed by Pelser, 1999, and Brogden, 2002 that inadequacy of resources renders CPFs dormant and is seen as a failed concept.

However, participants confirmed that at station level, CPFs are provided with equipped offices to carry out their business including board rooms for convening their meetings, at least this indicates some level of support to the work of the CPFs.

South Africa began receiving massive financial support prior to 1994 from the international community for the implementation of community policing projects including police & community training (Brogden, 2002, Pelser, 1999, Schärt, 2001). It is however worrying that the research revealed that regular training is not provided for CPFs, there are no dedicated vehicles at station level, service provided by CPFs remains voluntary with no compensation or benefits of any sort.

Based on the information presented above, it can be confirmed that community policing is resource intensive and the lack of such renders CPFs as dormant and a failed concept.

5.2.7 Compensation of Community Policing Forums

The research question 7 & 12 from the senior management questionnaire were used to gather data on this research theme. Analysis of the results found that;

Both SAPS and DCSSL are unanimous on matters of compensation for the CPF members as outlined in the SAPS Act. The Act stipulates that CPFs shall render their services on a voluntary basis and shall have no claim to compensation solely for services rendered. A majority of the CPF members are persons with fulltime jobs or business people and therefore makes it easier for the members to volunteer their services, time and money towards prevention of crime at local level.

DCSSL is however confident that a monthly stipend to members of the CPFs may be affordable and further encourage improved performance, however, this may require amendments to the Act. At the time of the research, work had commenced in which Provincial CPF Boards had established a National Board and the matter surrounding the compensation of CPFs and their Boards was featuring prominently in their agenda.

The affordability of the stipend is supported by current payment stipends to other crime prevention activities such as the EPWP and 500 Tourism Monitors deployed to hot spots. The location of CPFs within SAPS may also be of concern for the payment of the stipend.

The research has discovered that jointly SAPS and DCSSL run a healthy competition among officials and structures including CPFs to promote Excellency in service delivery and reward good and excellent performance. This is a brainchild of the MEC for the Department of Community Safety, Security and Liaison and is named MEC's Excellent Awards. Assessments for the competition are conducted regularly during the year and awards take place at the end of the financial year.

The awards are non-monetary, and range from certificates to trophies. The Department had commenced with a process to secure sponsorships that may provide some financial injection to supplement the trophies and certificates.

Based on the analyses provided above, it is clear that DCSSL is willing and has the muscle to provide some form of incentives for the CPFs but are held tight by the legislation. Again, it also emerged that the legislation's review should consider the location of the CPFs to give them more teeth in making the police accountable for their conduct and actions.

5.2.8 Partnerships among the private sector and government to strengthen implementation of the Community Policing Policy

The research question 11 from the senior management questionnaire and questions 9 & 10 of the focus groups' questionnaire were used to gather data on this research theme. Analysis of the results found that;

SAPS and DCSSL agree that private sector is involved in the implementation of the Community Policing Policy. They have a dual role, firstly, they are stakeholders in the CPF represented by the business sector, and secondly, they play a significant role in the financing of CPF activities and information provision that leads to arrest of suspects in the communities.

There is a national partnership agreement with Business Against Crime South Africa (BACSA) which at provincial level is formalized through a Memorandum of

Understanding. This is however not the same with DCSSL as they promote relationships between business and the stations to directly support local activities. There is no database of partnerships recorded by the department hence it became difficult to provide such information, however an example of a station that was funded by business was made for the procurement of reflector jackets and whistles.

The research has established that the CPFs particularly Pienaar and Nelspruit where the research was conducted does receive donations from business including government departments to support the implementation of the Community Policing Policy. Nelspruit has an advantage since most of its members are well off individuals who are either business people or have professional jobs, unlike Pienaar where the majority of the members relies on sponsorships for activities to be carried out.

These donations are not formalized but sporadic without long term commitments. It was also noted that these donations are never in monetary terms but goods and services. These include gazebos, reflector jackets, torches, and training of CPF members free of charge.

Based on the information provided above, it appears that the lack of training of CPF members particularly on the development of proposals for sponsorships and or partnerships contributes to non-existent of sponsorship agreements with long term commitments to fund CPFs' projects on the annual plan of activities.

5.3 Summary of findings within the attributes of effectiveness

The purpose of the research is to explore the challenges of CPFs to execute their constitutional mandate in Mpumalanga, this has been done within the identified attributes of effectiveness, namely, public participation, governance and accountability. Therefore, a summary of the findings within these constructs is hereby presented.

5.3.1 Public Participation

As stated by Petukiene and Damkuviene, 2012, that citizens are beneficiaries of goods and services rendered by government and therefore in a democratic state citizens are involved in the production of such goods and services. The involvement

of citizens in policing their areas is a direct contribution to the principle of good governance (Bénit-Gbaffou, 2008), and promotes accountability and empowerment.

The introduction of the concept of community policing was intended to involve citizens in the policing of their areas whilst promoting relationships between the police and the communities being policed. This was evident when participants indicated that citizens' trust towards the police has increased.

The research has revealed that Mpumalanga citizens are involved in the community policing process particularly those in the Nelspruit and Pienaar police station precincts where the research was conducted. It emerged that community education programmes are undertaken by both SAPS and DCSSL to enlighten citizens on the roles and responsibilities of CPFs, and further encouraging community participation in the CPFs.

Furthermore, the constitution of the CPFs are community led with SAPS playing a role. The involvement of the citizens is also evident in the election process, members of the CPFs are representative of structures within the communities and are nominated by such structures. The research found that the Nelspruit CPF did not have full participation of structures within the police station precinct, these include young people, religious leaders and traffic. This lack of participation particularly the lack of young people in the prevention of crime within their own communities can easily be linked with the voluntary nature of the service rendered by the CPFs. This was however not the case with the Pienaar CPF since it had full representation of structures within its police station precinct.

5.3.2 Governance and Accountability

Powley and Anderlini, 2004 define governance as a process of decision making and the ways in which these decisions are executed. Accountability refers to the way in which individuals and organizations report and account for their actions in the implementation of their mandates to a recognized authority (Ebrahim, 2003). The two concepts are interlinked as they deal with decision making, execution and accountability, hence the discussion of these two constructs is intertwined.

SAPS as a government department accounts to both Parliament and the public on the implementation of their mandate and the use of appropriated funds. Whilst

CPFs reports to SAPS and accounts to the public on the behaviour and conduct of the police. This arrangement is found to be awkward that the police officers must account to a community structure established by itself, hence the level of resistance by police to cooperate and support the implementation of the Community Policing Policy.

The research has found that communities through CPFs are involved in the policy making process, it became evident when the Nelspruit CPF planned jointly with the police management programmes such as the festive season crime prevention plans. This represented the principle of good governance as it promotes openness, transparency and accountability.

5.4 Conclusion

This chapter has interpreted and analysed the data gathered from the provincial SAPS, DCSSL and the focus groups in Nelspruit and Pienaar CPFs on the implementation of the Community Policing Policy in Mpumalanga. The data was analysed using 8 identified themes as presented above. There were however identified instances of contradictions in the responses provided by the oversight institutions in comparison with the focus groups' responses. This is evident particularly on the responses provided on the training and development theme.

Since the CPFs are apparent recipients of the training, their voice is considered to be factual and recorded as such. Therefore, a conclusion is drawn that CPFs do not get the required training regularly during their term of office and this is inappropriate. The next chapter provides recommendations and conclusions of this research report.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

This chapter provides recommendations and conclusion of the research findings on the effectiveness of Community Police Forums in Mpumalanga. The recommendations are based on the findings of the research as presented in chapter five above. The recommendations have been categorized in line with the attributes of effectiveness, namely, **public participation, governance and accountability**.

6.2 Public Participation

As shown in chapter 5, public participation is concerned about the involvement of citizens in policy making and implementation. The research found that there is general involvement of citizens in the implementation of the Community Policing Policy in Mpumalanga. The participation is in line with the existing structures in the communities though the Nelspruit CPF was found lacking in terms of representation of critical structures such as the youth.

Another discovery was the role played by business in the CPFs. It emerged that business has a dual role in the CPF, (i) they represent the business sector in the CPF, and (ii) they sponsor activities aimed at preventing crime within communities including provision of critical information that eventually leads to the arrest of criminals, for example, providing CPF members or even the police officers with video footage in their surroundings following incidences of crime.

In addition, the SAPS/BACSA partnership agreement is evidence of a relationship between government and the business sector towards crime prevention. It however appeared that locally, CPFs do not have formal agreements with business but work on gentlemen arrangements. This is problematic since it creates expectations with no assurances.

The research also found that the business involvement in CPFs that are in town is more active compared to CPFs in the rural locations. Evidence for this is that some of the members of the CPF in town are business people who run successful companies and make it easy to secure funding for projects, unlike members in the rural locations who are either retired or dependent on wages.

6.2.1 Recommendation 1: Develop a partnership agreement framework to guide and promote provincial and local partnerships in the implementation of the Community Policing Policy.

SAPS and DCSSL should prioritise development of a provincial partnership agreement framework in order to guide matters including (i) identifying arrears of the Community Policing Policy requiring partnership with the private sector, (ii) determining who has power to sign an agreement (*representatives of partnering instructions*), (iii) determine the roles and responsibilities of SAPS, DCSSL, and CPFs in securing and implementing a partnership agreement, (iv) legality of a partnership agreement. These are but a few of the components the framework should cover.

The custodian of the framework may either be the provincial SAPS Commissioner's office, or the Office of the MEC responsible for Community Safety, Security and Liaison, these institutions play a role in the policy development space and promote public participation in the implementation of the Community Policing Policy.

6.3 Governance and Accountability

The assertion that public participation and accountability are at the centre of good governance is confirmed by Powley and Anderlini, 2004. Governance is concerned about how decisions are or not implemented whilst accountability is about reporting on the implementation of the mandate and accounts for appropriated budgets.

The research found that there is an established relationship among the police, community and CPFs. There is a CPF in every police station and there is a claim that police officers deployed in these structures are trained. It was however difficult to establish the precise number of functional CPFs as well as the fraction of police officers trained on community policing. The literature reviewed revealed that South Africa received massive donations at the introduction of community policing as an alternative policing method. Among others, the donations were meant to train communities and police officers on community policing, therefore, tracking number of police officers trained builds on what emerged from the literature.

The research further established CPFs in Mpumalanga are community led and representative of community structures within the police station precinct.

The literature revealed that in some areas where CPFs are reported to be functional constitutional functions are not entirely executed instead CPF members assume functions of other community groups such as street committees, local neighbourhood and vigilante groups (Super, 2014). In Mpumalanga, about 70% of the CPFs are functional, meaning they operate within the constitutional mandate. The 30% of the total 86 police stations exist but their functionality is not known and may easily be categorised as doing work for other groupings.

The research revealed that training of CPF members does not happen regularly during their term of office, except during induction and involving them during operations such as road blocks.

It emerged that the location of CPFs within SAPS makes it difficult for DCSSL to freely manage and introduce developmental aspects that may even benefit the structures. Example, the willingness to pay monthly stipends to CPFs may not be easily realised by DCSSL since the legislation (SAPS Act) prescribes services of CPFs as voluntary.

The research also discovered that there is a willingness on the side of DCSSL to pay stipends to members of the CPFs, however, the willingness is prohibited by two critical elements found in the SAPS Act, (i) the prescription that CPFs work is voluntary and there shall be no compensation for services rendered, and (ii) the location of CPFs within SAPS. Addressing these aspects requires legislation amendments, only thereafter the DCSSL willingness may be realised.

It emerged from the literature that Community policing is resource intensive and its success is dependent on a capable police service that is well resourced financially, human and with basic services.

6.3.1 Recommendation 2: improve monitoring of CPFs and establish a database of trained police officers on community policing

Monitoring is an ongoing exercise, it provides information on what is working and not, therefore, such information will be useful to determine functionality of the CPFs. In this regard, information of functional CPFs will be readily available. Similarly, the database of trained police officers will make reporting on the number of officers trained readily available including the kind of training provided.

6.3.2 Recommendation 3: review community mobilization strategy for improved community structures' representation

SAPS and DCSSL as oversight institutions have a bird's eye view of what is working and what is not, therefore the identification of CPFs that are non-functional non-representative of structures within the communities should be the responsibility of these oversight institutions. On identification of such anomalies, strategies should be reviewed and best practises shared with poor performing structures. For example, Nelspruit CPF is struggling to have full representation of the community structures but Pienaar which is only 30 kilometres away is doing well.

6.3.3 Recommendation 4: implementation of the Community Policing Policy should emphasise the constitutional role of the CPFs.

Whilst there were positive strides recorded and observed during the research, it was noted that the relationship between the police, community and CPFs is founded on combating crime in the communities where they live. They support each other with information that leads to the arrest of perpetrators. This is not a constitutional role of the CPFs, instead they are formed to fight social challenges that result in crime prevention. Therefore, policy implementation must be intensified particularly training the communities and CPFs on their constitutional role.

6.3.4 Recommendation 5: Develop and implement targeted training for CPF members

SAPS and DCSSL jointly must develop a clear training programme to empower members of the CPFs on their roles and responsibilities including other matters of importance in the execution of the mandate. This training should be rolled out throughout the term of office for the members and should be implemented with an accredited institution that may add value on the programme.

6.3.5 Recommendation 6: review the location of CPFs to align with provincial and or local authorities for better management and introduction of improved conditions of service

In line with the SAPS Act, CPFs are located within SAPS but their establishment being a concurrent function with the provincial departments responsible for Community Safety. The fact that SAPS is a national department creates a three layer system on

the management and utilization of the CPFs, namely, (i) located within a national department (ii) maintained by provincial department, and (iii) operates within the local space. Reviewing the location of CPFs may eliminate unnecessary protocols in the management, administration and employment of the CPFs service. This may take some time since it requires the amendment of the legislation but may have greater benefits should it succeed.

6.3.6 Recommendation 7: Review legislation to accommodate payment of stipends to CPF members, this will lead to improved participation and increase accountability.

The research found that the Nelspruit CPF is struggling with representation from few community groups including youth and religious groupings. The lack of representation particularly from the youth may be attributed to the non-compensation of the services rendered by CPFs. Considering the levels of unemployment in South Africa, if CPF members were provided monthly stipends the lack of representation would not be a challenge.

The fact that there is preparedness to pay stipends by DCSSL, it becomes critical that the necessary amendments in the legislation be prioritized and effected. Payment of stipends may certainly encourage participation and attendance of meetings and planned activities. When CPF members are compensated, they may be required to sign registers daily and account for no show.

6.3.7 Recommendation 8: Improve allocation of resources for CPFs

As confirmed by the literature reviewed, inadequate resources renders CPFs dormant and are seen as a failed concept, therefore improving the allocation of resources may contribute positively towards effectiveness of the CPFs. This may include (i) separating the CPF budget from the entire pool of crime prevention activities (ii) provide sufficient budget that will allow procurement of identified basic resources and equipment including vehicles; and (iii) provision of an adequate budget to implement training programmes for both CPF members and police officers.

6.4 Conclusion

This research paper comprised of six chapters, Chapter 1: the Introduction, Chapter 2: literature review, Chapter 3: research methodology, Chapter 4: data presentation, chapter 5: analyses of data collected from provincial SAPS, Department of Community Safety, Security and Liaison, focus groups from Nelspruit and Pienaar CPFs, and chapter 6 presented the recommendations and conclusion. The data was collected employing qualitative questionnaires.

The analysis of the collected data was confined within identified themes which were presented in chapter 5. Eight recommendations based on the findings of this research were presented in Chapter 6.

The purpose of the research was to explore the challenges of CPFs to execute their constitutional mandate in Mpumalanga, focusing in Nelspruit (urban) and Pienaar (rural) police stations. The enquiry began with a global context followed by the regional and finally narrowed to the South African context. Across these experiences, the research found that there is consensus on the critical elements of the concept of community policing around the world. These elements are (i) relationship between law enforcement and the citizens, and (ii) focus is on identifying and eliminating the causes of crime in communities.

In all the countries where community policing got adopted the reasons were almost similar, it is either for shifting policing style from traditional reactional policing to community involvement or for creation of a relationship between law enforcement and communities being policed. In most African countries, the deteriorating relationship between the police and communities is attributed to colonialism. South Africa is no exception.

Based on the literature reviewed, the success of community policing is dependent on a well-resourced police atmosphere. However, the studied countries' experiences that were considered for the research revealed a trend of challenges affecting implementation of the Community Policing Policy. These challenges range from police officers' resistance citing community policing as additional unpaid work brought with additional responsibilities, public loss of confidence, selective

enforcement, low police officers' salaries, under resourced police services that lacked basic services such as adequate funding, vehicles, fuel, and training.

For South Africa, specific challenges include police officers' low morale, resistance on the part of the police management, reluctance to serve on CPFs due to mistrust, police viewing the community policing programme as an intelligence gathering exercise, unavailability of vehicles to respond to community calls, use of active political members to chair CPFs as a way of suppressing other political parties, and the lack of education both on the side of the police and the CPF members.

The research focused in Nelspruit and Pienaar police stations, the aim was to establish whether challenges experienced by CPFs in the urban areas are the same as in the rural areas. From a policy point of view, both stations are experiencing similar challenges that include the non-compensation of CPFs for the services rendered, since they render a voluntary service. This is prescribed by the legislation, SAPS Act. Similarly, the location of the CPFs within SAPS with the expectation that the police officers must account to communities for their conduct and behaviour through CPFs. This creates resistance on the side of the police and prohibits seamless execution of the CPFs constitutional mandate.

The research also revealed that the implementation of the concept of community policing indeed requires resources and participation of citizens in the prevention of crime. The Nelspruit CPF was found struggling with representation particularly of young people and religious groupings. Members of the CPF do not get required training other than the induction that is provided on election. The station does not have dedicated vehicles to support the work of the CPF but utilises any other vehicle available at the time of the request. Sadly, police daily work is under-resourced itself, and it therefore becomes difficult to rely on their resources.

The positive about the Nelspruit CPF is that most of the members are either fully employed, running their own businesses or have the full support of the business community since their work contributes to the fight against crime. The element of fighting crime came out stronger compared to the CPF constitutional mandate of crime prevention. Education was found to be less of a challenge for the Nelspruit CPF since meetings were conducted in English and every member seems to understand.

As much as the Pienaar CPF boasts full representation of the sectors within the police precinct, the research has revealed that the CPF has similar challenges of basic services that include the non-availability of a dedicated vehicle to support implementation of the concept within its boundaries. Similarly, members of the CPF have not been trained beyond the induction. Unlike the Nelspruit CPF, Pienaar CPF does not have the luxury of financially well-off members who can make use of their resources in the execution of CPF work. It's an understood predicament since members are dependent on their wages and some are unemployed. Similarly, the education level may not be compared to Nelspruit.

Generally, the research found that implementation of the Community Policing Policy through the establishment of Community Police Forums is resource intensive and SAPS does not have the adequate resources to seamlessly implement the policy. This renders CPFs dormant.

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Appendix A

Interview questions for Senior Management responsible for the provincial implementation of the Community Policing Policy both at the Provincial Commissioner's Office and DCSSL.

1. Community policing concept is defined as a partnership between the police and communities in addressing security challenges. Please explain how well has the concept of community policing implemented in the Province?
2. Please explain the process of establishing CPFs. refer to both ideal (regulation/policy) and practise, if there is any difference.
3. Do all police stations in the Province have functional CPFs? If not, what is the percentage of compliance and please elaborate on the reasons for non-compliance.
4. How are CPF members recruited? Please elaborate on the requirements if any.
5. What and how often is training provided to CPF members?
6. How would you rate the literacy/illiteracy rate amongst the CPF members?
7. Do you reward good performing CPFs? If yes, elaborate on the criteria and type of rewards.
8. Are functional CPFs operating within the constitutional mandate? If yes, to what extent? If no, what are the hindrances?
9. What resources are set aside for the implementation of the Community Policing Policy?
10. Is there any collaboration with the private sector in the implementation of the Community Policing Policy? If not, please elaborate on the challenges prohibiting such partnerships.
11. Is there any form of compensation provided to CPF members? If no, what are planned developments in this regard (both National and Provincial)?
12. What are the main challenges contributing to non-effectiveness of CPFs in the Province?

Semi structured questions for the focus groups

Research Question: What are the challenges to effectiveness of Community Police Forums in the execution of their constitutional mandate in the identified Police stations in Mpumalanga, namely Nelspruit (urban) and Pienaar (rural)?

1. How would you describe the relationship amongst the CPF, the Police and the community?
2. Does the CPF have a constitution? If no, what are the challenges?
3. How are CPF members recruited? Please elaborate on the constitutional requirements if any.
4. What is the level of representation in the composition of the CPF?
5. Are meetings of the CPF convened as prescribed? If not, what are the challenges?
6. Is there any political interference in the running of the CPF? If yes, please elaborate.
7. How often do members of the CPF resign and what are the major causes?
8. Does the CPF have an annual plan of activities? If yes, are all the activities funded?
9. Does the CPF receive any donations? If yes, what is the nature of these donations and who are the major sponsors?
10. Does the CPF have any formal partnership with the private sector? If yes, what are the areas of cooperation? If no, what role is private sector playing in the implementation of the community policy?
11. Does the Police Station has dedicated resources to support the CPF?
12. Is continuous training provided for the CPF members? If yes, elaborate on the quality and frequency of the training.

Appendix B

Consent Letter

Dear Participants,

I am Sipho Zwane a student at the University of Witwatersrand registered for the **Masters of Management in Public and Development Management**. I am conducting research towards the **partial fulfilment** of my degree. My research study seeks to assess the effectiveness of Community Police Forums (CPFs) in the execution of their constitutional mandate with the Mpumalanga Province. I have identified two Police Stations for this research, namely: **Nelspruit** and **Pienaar**. I am asking for 30 minutes of your time, and if you agree, I will make myself available for assistance to complete the attached questionnaire on a day and venue convenient to you.

Please understand that your participation is voluntary and you are not being forced to take part in this study. You are allowed to stop at any time should you not wish to continue. Your participation and the records will be kept confidential and will only be utilized for the purpose of the study.

The questionnaire should be completed within 10 working days from the day you received it. If you will be interested on the outcomes of the study, you may contact me on sszwan@gmail.com.

I wish to thank you in advance for your participation.

Sincerely,

Sipho Zwane

Appendix C

South African Police Service **Suid-Afrikaanse Polisie Diens**

Private Bag Privaatsak	X 11299, NELSPRUIT	Fax No.: 013 762 4547 Faks Nr.:

Reference		THE PROVINCIAL COMMISSIONER S A POLICE SERVICE MPUMALANGA 1200
Enquiries	Lt Gen Magadlela	
Telephone	013- 762 4838	
Email	Mppc.so@saps.gov.za	2015-06-18

Mr Sipho Zwane
Per address: sszwane@mpg.gov.za

REQUEST FOR PERMISSION TO CONDUCT RESEARCH ON COMMUNITY POLICING FORUMS AT NELSPRUIT AND PIENAAR

Your unnumbered letter dated 2015-06-10 refers.

Your request for permission to conduct research was considered and is herewith approved on condition that the research does not exceed 2 hours per day.

You are welcome to contact the undermentioned Station Commanders to make further arrangements with regards to the way forward. The details are as follow:-

Nelspruit - Brigadier CB Thabethe
Tel No : 013 759 1047
Cell No : 082 565 7506
E-MAIL : thabethecb@saps.gov.za

Pienaar – Col Jali
Tel No : 013-794 9326
Cell No : 072 431 3258
E-MAIL : pienaar.scs@saps.gov.za

I wish you well in your future endeavours.

Sincerely

LIEUTENANT GENERAL
PROVINCIAL COMMISSIONER: MPUMALANGA
(ADV) MD MAGADLELA