

**CHALLENGES OF COMMUNITY POLICING IN SERVICE DELIVERY TO
THE HEARING-IMPAIRED COMMUNITY:**

A CASE OF WORCESTER SAPS

Ernst Christians

STUDENT NO: 2873133

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UNIVERSITY *of the*
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Supervisor: Prof Michelle Esau

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DECLARATION

I, the undersigned, hereby declare that the work in this thesis is my own work and that I have not previously submitted it in part submit to any university for a degree

Signature:



DEDICATION

This work is dedicated to my family, friends and relatives, to my dear wife Juanita Christians and loving children, Curtley, Bradley and Garth.

May this be a reminder that proper education leads to emancipation and that hard work and perseverance are outlets to success.

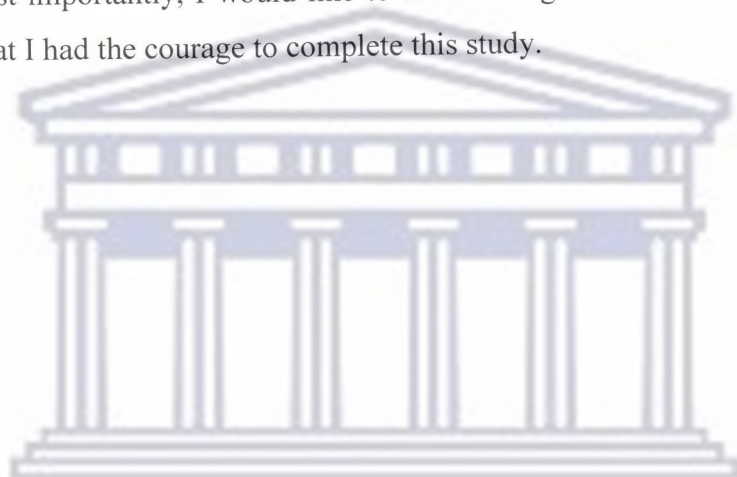


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ABSTRACT

The purpose of the study is to establish if community policing is being implemented in terms of service delivery to the hearing-impaired community by Worcester Police Service and, if so, to what extent. The study aims to establish whether the full implementation of community policing could be expected to build a positive partnership with the hearing-impaired community of Worcester.

Further, a detailed discussion of community policing is embarked upon. This section provides a theoretical account of what community policing entails, as well as a theoretical framework against which the researcher's empirical study, with regard to the implementation of community policing by Worcester Police Service, can be planned, executed and results thereof evaluated. It deals with the relevant historical perspectives, presents a workable definition for community policing that will direct further conduct of the research, and provides detailed discussions on each of the elements of community policing. Implementation of this method of policing with specific reference to the police service and strengthening the partnership between police and the hearing-impaired community is to encourage consultation and proper communication that may enhance service delivery.

The results of the study are furthermore presented and it is concluded that certain steps have been taken by Worcester Police Service towards the institutionalisation of community policing. The full implementation of community policing by the Worcester Police Service can be expected to have a significant improvement on service delivery to the hearing-impaired community of Worcester.

In closing, the reader is presented with practical recommendations that will ensure the effective implementation of community policing by Worcester Police Service.

ABBREVIATIONS

ANC	African National Congress
CSC	Community Service Centre
CPF	Community Police Forum
ICD	Independent Complaints Directorate
NICRO	National Institute for Crime Rehabilitation of Offenders
NCPC	National Crime Prevention Council
NCPS	National Crime Prevention Strategy
OB	Occurrence Book
SCF	Sector Crime Forum
SDIP	Service Delivery Improvement Programme
SAP	South African Police
SAPS	South African Police Service
WPSS	White Paper on Safety and Security
WTPSD	White Paper on Transforming Public Service Delivery

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CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1 Introduction

The RSA Constitution (1996:6) states that “everyone has the right to freedom and security of the person which includes the right ... to be free from all forms of violence from either public or private sources”. In this regard, policies and laws must ensure that every South African enjoys equality, peace and harmony. Therefore, the state provides for a single Police Service to “prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law” (RSA Constitution, 1996:119). Moreover, and within the discourse of citizen participation, the exercise of its functions and responsibilities requires that the Police Service engage with ordinary citizens on crime and other social ills that affect their everyday lives.

The South African Constitution prescribes Community Policing as a style of policing to be adopted by the South African Police Service, to meet the safety and security requirements of all people in the country. Therefore, fundamental transformation is necessary to ensure that the SAPS develop into community-oriented policing services. However, in spite of this changed focus and approach to policing, the emphasis of the change process has largely been cosmetic. In other words, change was primarily concerned with things such as new uniforms, different colours’, badges and ranks. Even after democratisation, the SAPS failed to involve communities in decision-making towards safe and secure neighbourhoods, especially the hearing-impaired community in Worcester.

1.2. Problem statement

The South African state introduced an intensive regulatory framework, advocating closer relations between ordinary citizens and itself. Various scholars, policy documents and laws emphasise the importance of citizens participating in matters affecting their daily lives. While success stories prevail, the recent violent protests against the slow pace of service delivery, *inter*

alia, illuminate the disconnection between the legislation and the ability of ordinary citizens to engage the state. Accordingly, the developments in the area of community policing have yielded mixed outcomes. Common characteristics of successful community policing have included: a move towards organisational decentralisation, better communication between police and the community and new kinds of information exchange. Community policing is a new working philosophy based on the belief that, when police officers and the community create a working partnership, and work together with trust and creativity, they will be able to solve crime, and reduce fear of crime, social disorder and social and environmental decline in the community. In particular, the experiences of the hearing-impaired community in Worcester, presents a good case that highlight the shortcomings in the model of community policing.

Police work entails providing a service to all communities, where participation and co-operative approaches are viewed as a measure to enhanced service delivery. Naturally, therefore, the most effective method of policing is one in which the community is actively involved. In the case of the hearing-impaired, this requires access to information on law enforcement, crime prevention, victim/witness assistance, property identification and other related issues. However, very little training and re-training have been provided to police officers to:

- create an awareness of the unique needs of the hearing-impaired;
- introduce a mind shift towards engaging citizens on policy and other related matters in the area of policing; and
- improve general communication between police officers and the hearing-impaired community in Worcester.

1.3 Hypothesis

The main hypothesis of the study is that effective and efficient policing service delivery to the hearing-impaired community will not be ensured, unless there is an implementation of effective community based policing, that involves:

1. community participation and involvement;
2. improving the communication gap between the hearing-impaired community and the police;
3. re-orientation of police personnel's attitudes and behaviour to facilitate Community policing; and

4. meaningful participation of the hearing-impaired in decision making at local police level concerning their rights and citizenship.

1.4 Limitations to the study

The research was conducted over a short period of time. It cannot therefore be as comprehensive and in-depth as it would have been over a longer period of time. Since only the hearing-impaired school children were used as a sample, it should be acknowledged that the sample could be unrepresentative of the hearing-impaired community of Worcester. It is generally accepted that the larger the sample, the greater the accuracy. Exploring broader community perceptions were also limited. The fact that community policing is a new concept the evidence may be perceived to be subjective.

1.5 Aims and objectives of the study

The aims and objectives of the study were to:

- critically examine the concept of community policing as an integrated approach to addressing problems of crime and other social issues;
- present the regulatory framework advocating community policing as a new and more effective approach to policing in communities;
- present the experience of the hearing-impaired community in Worcester insofar as community policing is concerned;
- understand, identify and discuss the strengths and challenges that confront the implementation of the community policing model by presenting the case of Worcester Police Service; and
- propose recommendation and conclude the study.

1.6 Research methodology

The research approach adopted was essentially qualitative in nature. Qualitative research was beneficial in the context of this research for a number of reasons. First, it allowed the researcher to explore the construct of community policing *vis-a-vis* democratic South Africa. Second, it allowed the researcher to gain insights and understandings into the experiences of the hearing-impaired community in Worcester insofar as community policing was concerned. Third, the

researcher was able to explore both the strengths and challenges to the implementation of community policing through the focus group and one-on-one interviews that were conducted. And forth, the narratives of those interviewed assisted the researcher to develop recommendations to overcoming some of these challenges. The researcher used primary and secondary data to advance the research objectives.

1.6.1 Primary data collection

The study relied on both primary and secondary sources of data collection. In the case of primary methods, the researcher conducted interviews, focus group discussions and relied on his personal observations as an employee of the SAPS. Both structured and unstructured interviews were conducted. The purpose was to create, as far as possible, an authentic experience of subjective and objective view points. Questionnaires were not used because they limit participants in discussing and raising their concerns. According to Krueger and Casey (2000:7), focus groups are useful when multiple viewpoints or responses are needed on a specific topic. This can be obtained in a shorter period than individual interviews. A focus group is especially useful in attempting to understand diversity, since it can help one understand the variety of the experiences of others.

The target groups selected for the five focus group interviews included:

1. a group of 10 police members, who render a policing service to the community of Worcester;
2. a group of 10 Community Police Forum members, who are a direct link between the police and the community of Worcester;
3. a group of three social workers, who deals with social-related issues of the hearing-impaired community of Worcester;
4. a group of 10 schoolchildren, who are pupils at one of the hearing-impaired schools in Worcester; and
5. a one-on-one interview with the Commander of the Community Service Centre at Worcester Police Station.

In the focus group, guidelines ensured that the issues discussed were relevant to the objectives of the research. The sessions were recorded for further processing. The reason for using focus group interviews is that little is known about the police experience of hearing-impaired members of community. This method gives the participants the opportunity to speak their minds freely and not to limit them in understanding the impact of community policing for the hearing-impaired community.

1.6.2 Secondary data collection

Secondary resources of data included books, journal articles, newspaper articles, government documents, policies and legislation. This type of data was necessary to present facts and to substantiate arguments.

1.7 Literature review

Community policing is the identification and understanding of the root causes of crime and finding solution to these through citizen/community participation. Community policing presents the opportunity to revive communities through increase public involvement and participation. Through community policing, the police are in-touch with social problems that communities experience and from the unique position, the police can engaged the service of other government institutions at all levels.

The inadequacy of traditional policing, which puts emphasis on law enforcement, has led to a paradigm shift in policing throughout most of the Western countries. In countries such as Britain, Canada, the USA and the Netherlands, community policing has emerged as the popular policing approach. Dantzker (1997:197) argued that the nature of the concept allows people to read into its favourable attributes and untitled possibilities for changes and reforms.

In 1976, Van Heerden (1986:141) was the first South African to propose community policing as the solution to policing problems in South Africa. However, the ruling party openly rejected this idea, because it would have undermined the ideology of the apartheid government. It was only after the unbanning of all liberation movements that the notion of community policing became a popular debate in South Africa.

Community policing is described as a philosophy that guides the management of styles of policing and operational strategies through emphasising community partnerships (Manual for the SAPS, 1997:1). According to the Upper Midwest Community Policing Institute (2001:1) community policing reflects “an organisational wide philosophy and management approach that promotes community, government and police partnerships; proactive problem-solving; and community engagement to address the causes of crime, fear of crime and other community issues.” Evidently, there is an agreement on the understanding of community policing as a proactive approach to crime that facilitates relationships between the police and ordinary citizens.

Dantzkar (1997:197-198) highlighted the key elements contained in community policing. These include:

- a broader definition of police work;
- a reordering of police priorities;
- a greater attention to neighbourhood disorder, a shift to service and shared decision-making with citizens,
- a de-emphasising of bureaucratic process in favour of results;
- a focus on problem-solving and prevention, rather than on incident driven policing; and
- recognition that the community plays a critical role in solving neighbourhood problems.

However, Van der Spuy (1994:6) also drew attention to some conceptual vagueness of the term, in which observers talk about **community policing, partnership policing, self-policing, alternative policing and popular policing**. She rightly pointed out that these terms are often used interchangeably, without considering the exact nature of their relationship, whether it is conflictual or consensual.

Goldstein (in Dantzkar, 1997:197) highlighted another point of concern relating to community policing. According to Goldstein, the concept raises public expectations and creates the impression that, on implementation, it will provide a solution not only for crime, disorder and racial tensions, but also many other acute problems that plague urban areas. These expectations

seem to emanate from the view that citizens will influence policy-making through their closer engagement with the state. However, such engagement does not guarantee that citizens will have the power, knowledge and understanding to influence policy-making processes.

Van der Spuy (1994:6) and Friedman (1992:16) both referred to the inappropriateness of community policing models that are borrowed from societies that differ dramatically from our own, both politically and economically. Van der Spuy argued that in the affluent enclave of Britain and the Netherlands, there is no colonial heritage to contend with. The finding of Robert Friedman in his comparative study also supports this argument when he argued that community policing differs from community to community (1992: 16).

The importance of community policing and its legislation in South Africa failed to address other contextual problems. Both donors and promoters of community policing did not recognise the diversity of South African communities, not just in terms of race and different ethnicities, but also in the terms of social status. The term, community may have little meaning in the gross inequalities in access to power between the rich and the poor.

Louw and Shaw (1997: 21) have summed up the reality of policing in South Africa in relation to social class:

- The poor are more likely to be policed by the public police in a reactive manner than are the wealthier classes, who, in South Africa, are increasingly more likely to be policed preventively by private security.
- The problems of criminality in poor communities can often be traced to socio-economic circumstances, which can be altered by interventions quite apart from policing. Yet, the responses of state institutions are more likely to be reactive in such cases than seeking innovative and preventative policy interventions.
- Preventive strategies, given the poor communities' limited ability to cushion themselves from the costs of crime, are also more appealing. No matter how efficient the system of the criminal justice, it will do little in the forms of restitution for victims of crime and those they support.

These debates notwithstanding, the researcher is of the opinion that community policing can improve service delivery by the SAPS in general, and more specifically in the case of Worcester and the hearing-impaired. Considering that one objective of community policing is to bring policing closer to the people, it is important that core-policing should take place at local level. Community policing is quite flexible and adaptive to changing needs and the priorities of each community.

1.8 Significance of the study

The study introduces and puts forward community policing as a model to expand and broaden the scope of crime prevention. It also demonstrates how sector policing can be utilised to decentralise policing and deepen community participation.

The acceptance of community policing as an effective policing approach is to strengthen the partnership between police and the hearing-impaired community. Therefore, this study is important for:

- (i) raising awareness of the challenges confronting the police and the hearing-impaired community;
- (ii) contributing to training and development approaches that are more sensitive to the needs of those with disabilities, such as the hearing-impaired community in Worcester; and
- (iii) contributing to a changed mindset where service delivery by the SAPS is concerned.

It is hoped that the study will serve as a resource for police policy-makers and managers with insight into the true challenges surrounding partnerships and grassroot policing in Worcester. As far as government policy-makers are concerned this study will provide insight how best to implement community participatory and involvement, as the grassroot participatory processes in all spheres of government future prominently in government's developments plans.

1.9 Definition of key concepts

When undertaking the research, it is necessary to scientifically define relevant key concepts. In the present study, working definitions of the following concepts are given:

1.9.1 Community policing

The term, community policing, was first coined by Alderson (1979), who suggested that the police could play a central role in forming, supporting and enforcing behavioural norms in society (cited in Wilson, Ashton and Sharp, 2001:30).

1.9.2 Improved service delivery

According to Regulation C1 of the Public Service Regulations, published in Government Notice No. R679 (1999), service delivery refers to the programme designed to improve the quality of a service rendered to the community by the service provider, including the police.

1.9.3 Community crime prevention

Community crime prevention is a relatively new form of police cooperation with the community as a means of crime prevention. The most widely spread version of community crime prevention is neighbourhood watches (Conser, 2002: 54).

1.9.4 Policing

Policing is that form of coercive action within the structure of formal social control that is directed at the maintenance of internal order in conformity with principles of legal jurisdiction and the constitutional rights of individuals (Van Heerden, 1986:16).

1.9.5 Hearing-impaired

According to the Worcester Institute for the Deaf (2002), a person is hearing-impaired when he or she encompasses all degrees of hearing loss, from a mild hearing loss to profound deafness.

1.10 Organisation of the study

Chapter 1: Introduction and background

This chapter provides a detailed outline of the study and includes the guiding assumptions, aims and objectives, methodology, problem statement and a review of related literature.

Chapter 2: Community policing

The chapter focuses on community policing and its functions as a whole, as well as on the reforms and changes enacted after 1994 and how these have affected the organisational functions.

Chapter 3: Introduction of the model of community policing in South Africa

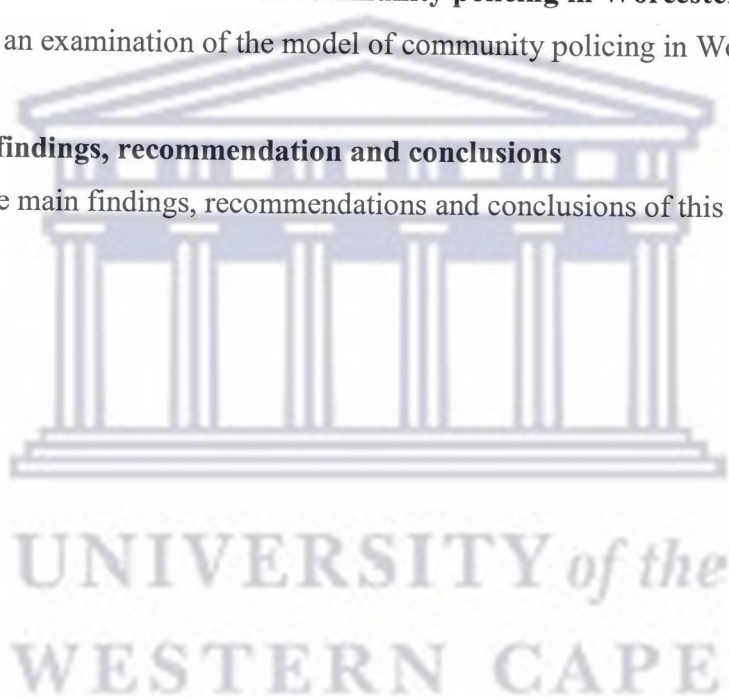
In this chapter, the model community policing is introduced and focus is placed on contextualizing the legislative and policy framework presented in the previous chapter.

Chapter 4: An examination of the model on community policing in Worcester

This chapter focuses on an examination of the model of community policing in Worcester

Chapter 5: The main findings, recommendation and conclusions

This chapter presents the main findings, recommendations and conclusions of this thesis.



CHAPTER 2

COMMUNITY POLICING

2.1 Introduction

The concept of community policing has enjoyed growing popularity in recent years. An ever-increasing number of police agencies around the world have implemented at least some form of community policing. The researcher found that much has been written about community policing and that it has been the subject of numerous academic studies.

The purpose of this chapter is to present the theoretical context for community policing. In this regard, the chapter focuses on the relevant historical perspectives, presents a workable definition of community policing, and discusses the key elements and principles of community policing.

2.2 The concept of community policing

This concept is based on the assumption that, if police and community work together creatively, it can lead to solving of problems that may be the underlying causes of crime, fear of crime, disfunctionality and general urban decay (Carter, 1995:2). Central to this form of policing is thus the need that police should actively promote community safety and that the community should accept shared responsibility in this endeavour. The police are, therefore, charged with a new responsibility, namely to devise workable strategies for community involvement in the fight against crime (Van Rooyen, 1994:19).

Community policing can be understood if policing as a function is defined first. The reason for this is that the term “community” in community policing is only a descriptive word, describing the word policing. The word community actually indicates the shift in emphasis of policing and Friedman (1992:16) saw it as legitimising the police. Dantzker (1997:197) supported this view when he said that the term “community” is what helps to make everyone identify with the concept of community policing.

Van Heerden (1986:15) defined policing as the personification of order and a guarantee that the constitutional rights of every individual, whatever his or her race or class, will be protected within the framework of the order the society has chosen to uphold at a given time, by means of delegated power structure. Accepting Van Heerden's definition as the general or traditional definition of policing, the word community gives substance to policing.

Therefore, community policing refers to policing communities with their support and participation as part of the community, as opposed to traditional policing, where the police are operating from the outside.

2.3 Defining community policing

According to Stevens and Yach (1995:18), community policing is a philosophy or an approach to policing that recognises the independence and shared responsibility of the police and the community in making South Africa a safer, more peaceful and more lovable country. It aims at establishing an active and equal partnership between police and the public through which crime and community safety issues can jointly be determined and solutions designed to be implemented by the two parties. Ultimately, sector policing, as a philosophy of community policing, is about consensus policing.

Community policing relies upon an organisational decentralisation and a reorientation of patrol in order to facilitate two-way communication; it assumes a commitment to broadly focused, problem-oriented policing; it implies a commitment to helping neighbourhoods' solve crime problems on their own through community organisations and crime prevention programmes; it requires that the police are responsive to citizen's demands when they identify what local problems there are and set their priorities. These are the things that are most important to the community (Brodeur, 1995: 87).

The benefits of community policing include a problem-solving orientation, police engagement in the community and a focus on prevention of crime, as well as reaction to crime. Community policing is people-based, as opposed to being bureaucratic or militaristic. It is about improving citizens' quality of life (Brodeur, 1995:87).

For the purposes of this study, community policing is defined as follows:

Community policing is a philosophy and an organisational strategy, which allows the police and the community to work closely together in order to solve problems of crime, fear of crime, physical and social disorder and neighbourhood decay. (Van Vuuren, 1994:101)

The researcher decided on the above, in an attempt to give direction to the study with an all-inclusive definition of community policing.

2.4 Elements of community policing

The elements of community policing that are discussed in this section correspond with the definition of community policing selected by the researcher and represents, in his opinion, a comprehensive account of the most important principles.

2.4.1 Philosophy

Community policing is not an accepted set of programmes or simply just another policing strategy that supplements existing actions (Van Rooyen, 1994:18-20). A policing philosophy affects every action and is relevant to every part of the police organisation. It is a guiding philosophy for police actions (Ziembo-Vogl and Woods, 1996:6-7) and, as such, provides a framework within which all policing services can be delivered (Van Rooyen, 1994:18-20). Olivier (1998:26-27) maintained that the adoption of the philosophy means total immersion and commitment from police.

The philosophical approach to community policing encourages, aids and abets community co-operation. It means motivating citizens to participate in auxiliary policing activities, block watching, police support volunteer inputs, community crises intervention teams, quality of life action groups, neighbourhood councils, and establishing trauma rooms at Police Stations to council and support victims of crime. In addition, not all of this can be the work of one or two officers dedicated to community affairs. It must be the work of an entire department, subdivision and community.

It is evident from the above that community policing is not only the function of a special team within a policing agency or the exclusive focus on structured consultative forums, but should in fact impact on every function of the organisation and influence the everyday functioning of the police service.

2.4.2 Partnerships

There is an increasing awareness that the police are not able to effectively deal with the symptoms of crime and the eradication of the causes of crime on their own. The role and responsibility of communities in these aspects of policing is viewed as important. Moreover, crime can only be addressed effectively if the community accepts shared responsibility for its own safety and security (Van Rooyen, 1994:19; NCPC, 1994:1).

According to Stevens and Yach (1995:35), it is imperative for any Police Service to have the support of the community, if they are to succeed in effectively addressing crime. For the police to obtain this critical support their service delivery will have to be rooted in the community and they have to be accountable to the community. Therefore, community policing refers to interactive partnerships that include the police service, the community, local government, non-governmental organisations and businesses. It requires that all stakeholders become active partners in the decision-making and policy-making processes to address the issue of crime. The objective of community policing is to secure a co-operation contract on policing through the establishment of various partnerships, which will address crime, service delivery and relations between the police and community, and will identify and implement solutions (Community policing policy and guidelines, 1997:2).

According to Trojanowicz (1998: 1), a community policing partnership is a partnership of trust, whereby the ordinary resident is afforded the opportunity to deliver input in policing matters, in exchange for residents' participation in bringing down crime levels. Police and the community will have to co-operate closely in search of new solutions to crime and other community problems (Van Rooyen, 1994: 21). The community and police thus have a shared responsibility and are interdependent (Zwane, 1994:2). Oppler (1997:2) emphasised the importance of all

parties within the partnership recognising that they have something to gain by co-operating with one another.

Partnership can promote a sense of community strength and enhanced cohesion, which can enable it to react to immediate crime prevention requirements, lay a foundation for future actions, harness community resources and maintain the social and economic well-being of a community (NCPC, 1994:2). Partnerships are likely to include diverse groups. It is, therefore, important that the common ground be identified and that a shared vision, in terms of their expectations for community safety, be developed and accepted. Each partner's specific strengths need to be recognised and effectively utilised (NCPC, 1994:2).

The very nature of community policing requires grassroots input on community safety matters (Trojanowicz, 1998:6-7). Therefore, the philosophy of community policing requires that partnerships provide for participation by ordinary residents and not only from community leaders. Consequently, meaningful participation by ordinary residents in policing will increase the demand for a variety of professional support services.

Establishing an enduring partnership between police and all communities with the view to more effective protection of the community and a better quality of life; enhancing the quality of information available to the police. The development of a problem-solving approach to crime and violence ensuring the police service addresses the primary needs of communities that they serve. Providing communities with a visible and accessible policing presence in the area that is fair, non-discriminatory and people-centred, and which serves to enhance public confidence in the police and deter criminals. (Stevens and Yach, 1995:18-21).

Judging from the above, it is clear that a healthy police-community partnership forms the basis of community policing and will provide efficient communication channels that will contribute to effective consultation.

2.4.3 Consultation

According to Stevens and Yach (1995:51-52), the purpose of consultation is to obtain the best possible information on which policing dimensions can be based. They are also of the opinion that consultation aims to improve community-police relationships and to reach agreements on solutions for local problems. Active participation in a police-community partnership requires that adequate provisions are made for community consultations (Stevens and Yach, 1995:39). To this end, the need for community policing has been entrenched in the Interim South African Constitution of 1993, with the requirements that Community Police Forums (CPFs) should be established.

The CPFs represents the formal structure for community consultation and provides a much needed vehicle for such consultation, which should impact positively on the quality of policing (Stevens and Yach, 1995:36-53). Such consultative forums, furthermore, provide a framework in which community-policing partnerships can facilitate in problem identification and solving, which can be jointly embarked upon (Community policing policy framework and guidelines, 1997:5).

The following goals should, according to Stevens and Yach (1995: 52-53), be achieved through the establishment of such formal consultative structures:

- improving the articulation of community input;
- solving of problems (agreeing on the underlying causes of crime and identifying adequate solutions);
- educating the community on policing and safety matters;
- resolving of conflict within the partnership;
- encouraging communities to actively pursue local crime prevention initiatives on their own; and
- orientating of police in terms of community priorities and needs.

Van Rooyen (1994:40) added the following goals:

- enhancing police-community communication; and
- developing policing in accordance to community priorities and needs.

Two more goals were identified in the Community policing policy and guidelines (1997:57):

- strengthening the community-police partnership; and
- ensuring adequate provision for accountability and transparency.

In the view of the importance of maintaining a healthy relationship between police and the community, the Community Policing Policy Framework and Guidelines of the SAPS suggests that consultative forums develop Police Services Contracts, which should provide the following:

- Ensuring quality in delivering of services
- Acknowledging local needs and priorities
- Evaluation of services rendered by police (Community policing policy framework and guidelines, 1997:78)

As the focus of consultative forums should be to secure confident participation of the local community, its members should be representative of the relevant community. The forum should not be comprised on a party political basis and should rather include wide representation from the entire community. This will ensure that input from grassroots level is reflected in policing programmes. Furthermore, there should be an attempt to include those community representatives with an active interest in community safety. Consultation in the context of community policing should not be seen merely as informing the public or establishing a community-police dialogue. It should be seen as a term that is “aimed at pro-active programmes which integrates police-community relations with practical police work” (Van Rooyen, 1994:38).

Van Rooyen (1994:38-39) identified the following elements of consultation:

- *Representative*: Consultation will not be possible if the entire community is not represented on the forum.
- *Openness*: Open communication should be practiced, as this will promote mutual trust and respect.
- *Accountability*: The community-police partnership implies shared responsibility for community safety. Accountability to this partnership can be demanded within the structures of a formal consultative forum.
- *Honesty*: Honesty is an absolute requirement for successful consultation.

- *Mutual participation*: Consultation is an interactive process that requires input from both parties.
- *Exchange of information*: Consultation requires that the best information be gathered to allow for sound decision-making.

The community participation process allows for community members to share and discuss specific problems, to identify and prioritise their needs and potential solutions, as well as to evaluate the implementation thereof. Community participation should thus be total participation. The community's involvement throughout the process serves to enhance their "sense of responsibility, ownership, commitment, awareness, accountability and high level of self-esteem" (Stevens and Yach, 1995:40-42).

Trojanowicz (1998:4) identifies the following major considerations in the consultative process:

- Community input in identifying what the underlying problems is that need to be solved.
- Involving the community in the planning and implementing of problem-solving strategies.
- Community input on whether their specific needs have been met.

Murphy and Muir (1984:160) cautioned that problems identified through community consultation may not be the most serious policing problems facing the community. They argued that the community usually lacks the information that is required to make informed decisions and that the decisions taken will most probably reflect their personal experiences, which result in problems being identified that may not be relevant to the broader community (Goldstein, 1990:70).

Goldstein (1990:70) acknowledged the fact that such concerns may be regarded as accurate reflections of community interests, but argued that it may also reflect a lack of awareness of the actual problems facing the broader community.

Trojanowicz (1998:4) identified the following major considerations in the consultative process:

- Community input in identifying the underlying problems that need to be addressed.
- Involving the community in the planning and implementation of problem-solving strategies.

Consultation is, in the opinion of the researcher, the essence of community policing, since it determines the measure of success that can be obtained with other elements, i.e. personnel patrols, problem-solving and pro-active conduct. Police should be aware of their responsibility to inform the community on the broader issues confronting the community.

2.4.4 Personalised patrols

Community policing requires enhanced interpersonal contact. It also requires that residents be viewed as customers and not complainants. To achieve such personalised policing and to improve service delivery, it is important that the police patrols encompass a two-fold approach, namely, police vehicle patrols and foot patrols (Ziembo-Vogl and Woods, 1996:6-8). This approach involves officers getting to know residents in the communities that they serve to establish relations of engagement, trust and cooperation. While vehicle patrols are beneficial in certain contexts, foot patrols are far more personalised. It is much easier to approach a member of the community when patrolling on foot than from a marked police vehicle (Wilson and Kelling, 1982: 8-9).

Van Rooyen (1994:25) stated that the objectives of community policing can be achieved by the consistent involvement of the same police officers in the same area to allow a trusting relationship to be established between the officer and the community. This creates an environment in which community support is co-opted (Van Rooyen, 1994:25). Another important consideration in personalised policing efforts is to assign a patrol officer to a specific area on a permanent basis. The patrol officer is accountable for that specific area, which will enable him or her to communicate on a daily basis with residents to build a partnership and trust in that area. The former Commissioner of the New York Police Department, William Bratton, placed much emphasis on personalised patrols. But urges that police, who patrol on foot, tend to “disappear” as a result of fatigue and boredom (Bratton, 1998:02). He suggested that foot patrols be replaced by bicycle patrols, because they cover a bigger area than foot patrols and resulting in faster responses to resident calls.

According to Kelling and Coles (1996:160), policing areas should be determined in accordance to community boundaries and police officers should be assigned to such geographical determined

beat areas on a permanent basis. This will enhance effective policing through patrolling; beats should furthermore be planned in such a way that it enables police officers to work closely with residents and community groupings in order to identify and address community problems that may be causes of crimes (Chicago Community Policing Evaluating Consortium, 1995:1). Evidently, personalised patrols can become an important element of the community consultation process.

It is evident that personalised patrols are an important part of community consultation. It should, in fact, be valued just as important as structured consultation.

2.4.5 The community patrol officer

The community patrol officer (CPO) plays an important role in the establishment of sound community-police relations. He or she acts as a community problem-solver and an innovator, who searches for new solutions. He or she is also regarded as a catalyst that involves community members in identifying and addressing the underlying causes of crimes (Van Rooyen, 1994: 128) and encourages the community to seek for and explore potential solutions to their problems (Trojanowicz, 1998:30).

The CPO assists the community by meeting with community members on an individual basis and in groups in order to discuss specific problems that may be underlying causes of crime, as well as ways and means of how the community can effectively deal with such cases (Trojanowicz, 1998:4). Their close co-operation with the community places those in a unique position to act as sources for information to the community in order to obtain information on criminals and criminal activities within the community (Van Rooyen, 1994:133).

2.4.6 Decentralisation

The authorities should decide what police action should be taken when problems occur at local level. Policing action needs to be delegated to local policing levels to ensure that police are responsive to community needs (Kelling and Coles, 1996:160).

Decentralisation implies that the police entity must build up and develop a new type of police force, which comprises of “community police officers” that are directly in charges of establishing a joint working relationship between police officers and local communities.

It is clear from the above, that decentralisation implies a joint working relationship between police and the community to ensure that the police are responsive towards community needs.

2.4.7 Problem-solving

Problem-solving through partnerships is the key to success of community policing. In this partnership, the community accepts shared responsibility for the prevention of crime as it realises its role and responsibility as citizens in a democracy (Ziembo-Vogl and Woods, 1996:8).

According to Stevens and Yach (1995:10), police must obtain the trust and support of local residents if they wish to be successful in the fight against crime. This, together with the proper participation of the community to play an active part in maintaining law and order, will effectively lay the foundation for police to adopt a more proactive “problem-solving approach” to crime. They (*ibid*) suggested that this approach requires that the underlying causes of crime be considered, since the occurrence of specific crimes can usually be linked to other problems within the community.

Therefore, the solving of such problems within the community will most likely have a positive result in terms of the reduction of crime (Steven and Yach, 1995:10-11). Indeed, this is a departure from the traditional policing methods adopted pre-1994 in South Africa. Under this model, police focused on addressing the symptoms of problems that manifested through criminal behaviours.

It is evident from the above that problem solving relates to the joint identification and analysis of the actual and potential causes of crime and conflict within communities. Problem-solving also addresses problems relating to service delivery and police-community relations.

2.4.8 Accountability

Community policing can only be successful in a democratic society that upholds the principles of accountability and transparency (Lue, 1994:1). Despite South Africa being a democracy, allegations of police involvement in inappropriate and illegal behaviour are a common occurrence. In fact, a recent public opinion survey revealed that the majority of the respondents believed that the police are corrupt and without integrity (Sayed and Bruce, 1998:3). It is thus important that a “culture of accountability” to the community be enacted in South Africa (Pelser, 1999a:11).

Accountability will be realised by creating mechanisms through which the police can be made answerable for addressing the needs and concerns of the communities they serve. Mechanisms, such as the Offices of the Members of the Executive Councils (MECs), the Provincial Secretariats for Safety and Security, community visitor schemes and the Independent Complaints Directorate, have been put in place in an effort to make the police more transparent.

It is evident from the above that accountability to the community is important, because they can be made answerable for addressing the needs and concerns of different communities.

2.5 Sector policing

The concept of sector policing demands that the community be an active role-player in fighting crime. As part and parcel of this approach, sector policing must be seen as an enabling mechanism that organises and mobilises individuals within the community to establish the driving force on which the philosophy of community policing is based.

The concept of sector policing was imported to South Africa from the UK and USA in the 1990s. This was justified as part of the ongoing modernization of the SAPS. Sector policing is a composite of innovations in policing. These innovations can be divided into four categories, namely hotspot (targeted) patrolling, controlling risk factors, problem-orientated policing and community policing (Dixon and Rauch, 2004:45).

According to Maronga (2004:1), sector policing is an approach to policing whereby the service area of a police station is divided in smaller, manageable areas, known as sectors. For each sector, the SAPS appoint a police official, who is known as the sector commander. A sector commander is appointed by the four categories, namely hotspot (targeted) patrolling, controlling risk factors, problem-orientated policing and community policing (Dixon and Rauch, 2004:45).

Since the transformation of the community policing philosophy, both the South African Police Service and the government authorities have emphasised the need for active participation by communities in the fight against crime. Sector policing supports the notion of an equal partnership between the police and the citizens. As a result of this partnership philosophy, Sector Crime Forums (SCFs) were introduced at police stations to facilitate liaison between the two partners and to co-ordinate the participation effort.

The main aim of sector policing is the creation of structured consultation about local problems between the police and the different communities. Consultation with the Community Police Forums and Sector Crime Forums will aid in identifying the causes of crime and its contributory factors in those sectors.

The intention was the development of an organisational structure and environment that reflects community values and facilitates community involvement to address risk factors and solve crime-related problems. The idea behind sector policing was to make the community share responsibility of dealing with crime, as well as law and order problems. The police's responsibility was to mobilise and sensitize the community about crime so that they could become involved in all aspects of policing activities (White Paper on Safety and Security 1998:17).

The Final Draft of the National Instruction on Sector Policing (South African Police Service, 2003) made the connection between sector policing and community policing very clear. Sector policing is also described as a "practical manifestation" of community policing. In South Africa, sector policing was introduced in the Johannesburg policing area in April 2000 as part of a more comprehensive pilot project in search of a new policing model (Burger, 2006:76). In the

preparation for this project, a document entitled “*Guidelines on Sector Policing*” was developed. The guidelines document incorporated the idea of sector policing in the White Paper on Safety and Security (1998).

Between 1998 and 2003, when the final Draft of the National Instruction on sector policing was disseminated, various attempts were made at a number of police stations throughout the country to implement the concept. Complaints about a lack of personnel and other resources were made (Dixon and Rauch, 2004:22-25).

The South African Police Service has embarked on a restructuring process aimed at strengthening Police Stations in an effort to implement sector policing and improve service delivery to the community. The decision was taken at a Management Forum held on 22 and 23 March 2006 at the Pretoria West Training Institution. The main problem is that the community police forum and the sector crime forum can easily become battlegrounds for community infighting and arguments about community representation.

2.6 Community Police Forums and Sector Crime Forums

Currently there is a lack of common understanding as to what sector policing is and how Sector Crime Forums differentiates from Community Police Forums. The National Instruction on Sector Policing (2003) and National Instruction on Policing (2005) unequivocally stated that the SCF and CPF have to work in collaboration with each officer, with the CPF acting as a statutory body and the SCF as an operational body. Both the Community Forums and Sector Crime Forums form the bedrock of effective law enforcement and crime prevention. Community Police Forums have a key role to play in, among other areas, the determination of, and participation in, crime prevention programmes, while Sector Crime Forums play a role in the determination of, and participation in, visible policing within sectors. These forums have also played a valuable role ensuring greater co-operation with SAPS at local level (White Paper on Safety and Security, 1999-2004:43).

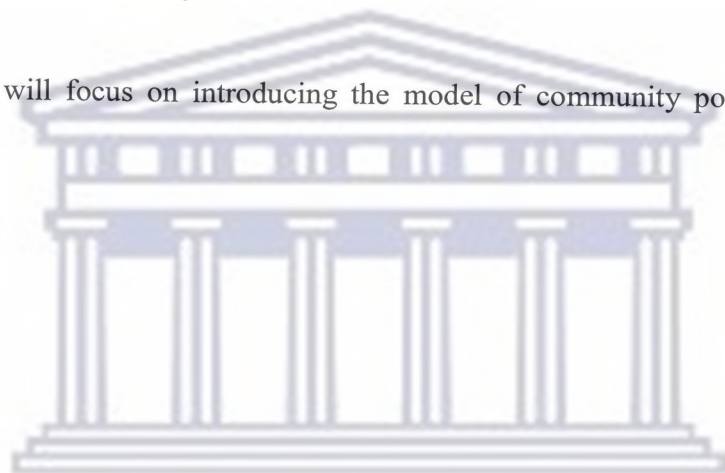
2.7 Chapter summary

In this chapter, it is clear that community policing role represents a very important role regarding the development of policing approaches in democratic societies because of its growing popularity in law enforcement. This chapter also discussed the elements of community policing which is important to build relationship and partnership between police and community.

The importance of Sector policing was also discussed because envisages bringing policing service closer to the community through the appointment of sector commanders.

Worcester CPF and SCF have a very important role to improve policing service and ensuring better co-operation with the community.

The following chapter will focus on introducing the model of community policing in South Africa.



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CHAPTER 3

INTRODUCING THE MODEL OF COMMUNITY POLICING IN SOUTH AFRICA

3.1 Introduction

The immediate challenge facing the South African government after its first democratic election in 1994, was to create a legitimate police service out of 11 police forces constituted under apartheid. Political leaders had to ensure that the police would support the new democracy. Key to this process was ensuring that policing in the future would act in ways that win the trust of citizens who once feared them.

The advent of democracy in April 1994 ushered in what was, without doubt, the most optimistic era in the history of our country. Whereas the apartheid state focused on power and domination by a white minority and organising the police towards enforcing such power, the democratic state now required that the police service uphold the constitution of equal human rights.

This chapter will examine the main developments during the 1990s that transformed the SAPS by focusing, *inter alia*, on the legal framework and policies upon which these reforms were based.

3.2 The National Peace Accord *vis-à-vis* community policing

During the first months of 1991, increasing violence was destabilising KwaZulu-Natal and large areas of the Transvaal (now Gauteng), and evidence of police collusion in the violence was mounting. To address this, the African National Congress (ANC) began to motivate for a peace summit at which a formally binding agreement between themselves, the Inkatha movement and the government could be reached.

Following long and often bitter negotiations, the ANC, Inkatha and the government signed a National Peace Accord on 14 September 1991. According to Van Heerden (1994:2), the National

Peace Accord of 1991 can be regarded as the foundation of community policing. The agreement contained 'general provisions' which 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. (Van Heerden, 1994)

The Peace Accord essentially emphasised (i) the role of the police service in protecting the rights of all South Africans and (ii) relationships of cooperation and participation towards crime control and prevention.

The National Peace Accord of 1991 provided a code of conduct for the police, which stated that the police have an obligation to 'preserve the fundamental and constitutional rights of each individual in South Africa', to 'secure the favour and approval of the public', to use the least possible degree of force, to be sensitive to the balance between individual freedom and collective security, and to act in a professional and honest way.

According to Pelsler (1999), there can be no doubt that the provisions of the National Peace Accord of 1991 and the code of conduct together provided a vision for the fundamental transformation of policing in the country. The key principles outlined in these documents are accountability, integrity, impartiality and effective policing service. The South African Police realises that the organisation must not only be attuned to the community, but also function in the context of the community. Effective policing, therefore, means the strengthening of relationships through which co-operation and voluntary obedience to the law will be maximised. An attempt is being made to implement this principle of partnership with the public in every facet of policing (Cawthra 1993:185).

According to Pelsler (1999), part of this attempt was the creation of police-community liaison forums at local level, which were established, run and chaired by police officers for 'consultative' purposes. The limitations of these structures were soon apparent. There is little evidence that police are generally aware of issues of representativeness, or that forums lead to substantive input and positive responses on the part of the police. This is borne out by the experiences of those involved in the Local Dispute Resolution Committees of the National Peace Accord of 1991. With many liaison forums, the police are often unwilling (or unable because of organisational policy) to regard the views of the 'community representatives' as necessarily relevant or deserving of an organisational response (Marais and Rauch, 1992:5-7).

However, the National Peace Accord of 1991 also established structures by which a more representative and legitimate input from political and community organisations could be acquired at local, regional and national level. These included Regional and Local Dispute Resolution Committees, which reported to a National Peace Secretariat, as well as a Police Board. The mandate of these structures was essentially one of monitoring and advice. These were explicitly excluded from any formal role in the "day-to-day functioning of the police". Despite this limitation, these structures provided the means, for the first time, by which political and community organisations could make an input, albeit limited, in police planning (National Peace Accord of 1991, section 3.3).

At the national level, the National Peace Accord of 1991 provided for a Commission of Inquiry Regarding the Prevention of Public Violence and Intimidation (popularly known as the Goldstone Commission) with a broad mandate, including the formal investigation of police misconduct. The National Peace Accord of 1991 thus initiated, for the first time in South Africa's history, a structured framework for police accountability. However, the issue of the legitimacy of the police remained one that required attention. Cawthra (1993:80) noted:

The structures of the National Peace Accord will go only part of the way to making police accountable to the communities they serve. Only when an authority which is perceived as legitimate and representative of the majority of the population has control over the SAP will conditions be established for democratically accountable policing.

It is these two interrelated issues, democratic control or accountability, and through this improving the legitimacy of the police that primarily shaped the nature of the community policing policy that was to come.

3.3 Service Delivery Improvement Programme

The Service Delivery Improvement Programme (SDIP) was launched in the South African Police Service in 1997 with the funding of the Swedish Government. The purpose for this was to give direction to SAPS employees at all levels to institutionalise the SDIP as a management tool in the service. Seeing that transformation is a very difficult task, one could question whether police management has succeeded in transforming the police into a service-oriented organisation or not. According to the White Paper on Safety and Security (1997:9-10), the transformation process in the police, along with the pressures of crime, have resulted in a multiplicity of strategies and plans within the Department of Safety and Security. Police managers have become so enamoured of plans and strategies that these have become objectives in themselves.

The White Paper on the Transformation of the Public Service (Batho Pele White Paper, October 1997:10) sets out a number of priorities, amongst which the improvement of service delivery is outlined as a key transformation. This White Paper lays down the following eight Batho Pele Principles for the transformation of Public Service Delivery (Batho Pele White Paper, 1997: 10-13):

3.3.1 Consultation

Citizens should be consulted about the level and quality of public service they receive and, wherever possible, should be given a choice about the services that are offered. Consultation will give customers the opportunity of influencing decisions about public service, by providing objective evidence that will determine service delivery priorities. Consultation can also help to foster a more participative and co-operative relationship between the public sector and prospective recipients of services.

3.3.2 Service delivery

Citizens should be told what level and quality of public service they will receive, so that they are aware of what they can expect. Service standards should be reflect a level of service that is higher than what that currently offered, but that can be achieved with dedicated effort, and by adopting more efficient and customer-focused working practises. Standards must be precise and measurable, so that users can judge for themselves whether or not they are receiving what was promised. De Vrye (2001: 18) considered it imperative to know exactly what customers expect of service standards within the organisation. This should eliminate the wasting of time, effort and money on what customers may regard as inessential.

3.3.3 Access

All citizens should have equal access to services they are entitled, such as: Does the department have a way finding system? Is the signage clear and helpful? Has provision been made practically challenged people, for example, ramps for people in wheelchairs, guiderails for the blind and sign language information for the hearing-impaired community? These facilities can assist to improve service delivery, as more people will have access to basic facilities.

3.3.4 Courtesy

Citizens should be treated with courtesy and consideration. Courtesy and regard for the public are some of the fundamental duties of the public servants, by specifying that public servants treat members of the public as customers, who are entitled to receive the highest standards of service.

3.3.5 Information

Citizens should be given full, accurate information about the public service they are entitled to receive. Information is one of the most powerful tools at the customer's disposal in exercising his or her right to good service. The consultation process should also be used to find out what customers need to know, and then to work out what customers and potential customers need to know, and then to work out how, where and when the information can best be provided.

3.3.6 Openness and transparency

Citizens should be told how national departments and provincial administration are run, and who is in charge. Openness and transparency are the hallmarks of a democratic government and are fundamental to the public service transformation process. In terms of public service delivery, government's importance lies in the need to build confidence and trust between the public sector and the public, government serves. It is good practice to be responsive to your customers' needs and to be open in your dealings with them, as this leads to developing trust and building good relations.

3.3.7 Redress

If the promised standard of service is not delivered, citizens should be offered an apology, full explanation, as well as a speedy and effective remedy. In addition, when complaints are made, citizens should receive a sympathetic and positive response. The capacity and willingness to take action when things go wrong is the necessary counterpart of standard setting process.

3.3.8 Value for money

Public service should be provided economically and efficiently in order to give citizens the best possible value for money. Improving service delivery and extending access to public services to all South Africans must be achieved alongside the need for reducing public expenditure and creating a more cost-effective public service. For example, a courteous and respectful greeting requires no financial investment. However, failure to give a member of the public a simple, satisfactory explanation to an enquiry may result in an incorrectly completed application form, which will cost time and money to put right.

The implementation of these eight service delivery principles was further supported and authenticated by the South African Cabinet (RSA, 2003:1). During the Cabinet meeting, all government departments were requested to publish service delivery standards in support of the eight Batho Pele service delivery principles in their annual reports, and also the extent to which these standards have been met (RSA, 2003:1).

According to Mathoho (2001:1), the first concern of government should be the equal distribution of services to all citizens. The researcher is of the opinion that, in pursuing this concern, public departments should set standards that could strengthen the relationship between the people and the public sector, for example, by adhering to the eight service delivery principles prescribed in the Batho Pele White Paper. This relationship could result in the prospective recipients of services having more confidence in the public sector as an effective tool of service delivery.

3.4 Community policing policy

The first formal reference to 'community policing' as the prescribed approach, style or methodology for policing in a democratic South Africa is found in the Interim Constitution (Act No. 200 of 1993). In Sections 221(1) and (2), the Constitution refers to the role of parliament in establishing community policing forums. It states that an Act of Parliament was to "provide for the establishment of community-police forums in respect of Police Stations", which would include the following functions:

- a) the promotion of the accountability of the service to local communities and co-operation of communities with the service;
- b) the monitoring of the effectiveness and efficiency of the service;
- c) advising the service regarding local policing priorities; and
- d) the evaluation of visible policing services that includes:
 - the provision, siting and staffing of police stations;
 - the reception and processing of complaints and charges;
 - the provision of protective services at gatherings;
 - the patrolling of residential and business areas;
 - the prosecution of offenders; and
 - requesting enquiries into policing matters in the locality concerned.

In Section 222, the Constitution states that the Act was to provide for the establishment of an independent complaints mechanism to ensure that police misconduct could be independently investigated.

According to Pelser (1999a: 2-3), the political prerogative informing community policing was

one of democratic accountability. The Police Service was to be democratised and legitimised by enhancing oversight and accountability generally, and particularly by enhancing interaction, consultation and accountability at local, or Police Station, level.

According to Mufamadi (1994), the emphasis on accountability was continued with the publication of the new government's first formal policy statement on safety and security in mid-1994, the minister's draft policy document (1994:13-14) entitled *Change*. This policy document placed particular emphasis on the democratic control of the Police Service and community involvement in safety and security issues. In doing so, the policy statement contextualised the transformation of the Police Service within the ambit of community policing. As the new minister put it, community policing "must be made to permeate every aspect and level of policing" (Media statement by Minister of Safety and Security, Cape Town, 25 May 1995).

According to Pelser (1999), the principles of community policing were subsequently entrenched in the South African Police Service Act (No. 68 of 1995), which formalised the rationalisation and amalgamation of the 11 existing police agencies into a unified, national South African Police Service (SAPS) with a single budget and command structure. The Act provided for the establishment of, and formally established, a civilian Secretariat for Safety and Security with oversight and monitoring functions. The Act created an Independent Complaints Directorate to ensure independent investigation of complaints of police abuses. The Act provided for the established and the functioning of Community Police Forums (CPF's). In terms of the Act, the functions of the CPF's remained those outlined in the Interim Constitution. It became the responsibility of the police, particularly station, area and provincial commissioners, to establish CPF's at police stations, and area and provincial boards. Community consultation and input were, therefore, structured throughout the command structure of the new SAPS.

3.5 Policy framework and guidelines for community policing

In April 1997, policy on community policing was enacted. The Community Policing Policy Framework and Guidelines was developed through a consultative process involving the

National Policy and Strategy component of the Division: National Management Service over a three-year period. The policy framework defined community policing in terms of a collaborative, partnership-based approach to local level problem-solving.

According to Pelsler (1999a:3), as this was the first explicit expression of community policing as a methodology for addressing crime, the policy marked a watershed in the development of policing in South Africa. The policy, therefore, articulated a drive towards the transformation of the SAPS into an effective organisation, accountable at various levels and responsive to the needs of those it served. Written retroactively in response to developments on the ground, the policy document was mainly intended to provide direction for police managers. The document, therefore, provided detailed, step-by-step guidelines for establishing CPFs, a guide on change management, guidelines for demographic and local level crime analysis, the development of partnerships and local-level problem-solving (Pelsler,1999a:3).

The five core elements of community policing in South Africa were defined as:

- *Service orientation*: the provision of a professional policing service, responsive to community needs and accountable for addressing these needs.
- *Partnership*: the facilitation of a co-operative, consultative process of problem-solving.
- *Problem-solving*: the joint identification and analysis of the causes of crime and conflict, and the development of innovative measures to address these.
- *Empowerment*: the creation of joint responsibility and capacity for addressing crime (Community policing policy and guidelines, 1997:2-3).
- *Accountability*: the creation of a culture of accountability for addressing the needs and concerns of communities.

This was outlined primarily in terms of the functions of various structures, such as the national and provincial secretariats, the Independent Complaints Directorate and members of the provincial legislatures responsible for safety and security (MECs).

3.6 Implementation of community policing

As mentioned earlier in Chapter 2 (paragraph 2.4.3), the need for police-community consultation has been entrenched in the Interim Constitution of South Africa of 1993, with the requirement that Community Police Forums (CPFs) be established. This was seen as an attempt to create formal structures that would ensure adequate community consultation (Stevens and Yach, 1995:65).

Chapter 7 of the South African Service Act, 1995 (Act No. 68 of 1995) also provides for and regulates the establishment of Community Police Forums and Boards.

The SAPS community policing policy was, according to Pelser (1999a:10), articulated in a document of the Department of Safety and Security entitled "*Community policing policy framework and guidelines*", published in 1997. In addition, the SAPS has committed itself officially to the implementation of community policing as a national strategy (Shearing, 1998:4) and adopted it as its "operational philosophy" (Bruce, 1997:29).

Despite these efforts, the successful implementation of community policing is still being hampered by a number of obstacles. These challenges include the following:

- *Community policing is viewed as limited to the functions of CPFs: CPFs exist at most Police Stations in South Africa, although some may exist in name only. It is also likely that the establishment of CPFs represents the only expression of community policing in South Africa (Pelser, 1999a:10) and that community policing is thus seen by the SAPS "as being synonymous with CPFs" (Pelser, 1999b:11).*

Rather than implementing community policing as an organisational philosophy that impacts on all functions of the organisation, the SAPS chose, according to Pelser (1999a:3), to focus only on those elements that can be executed through formal consultative forums. In practice, this is limited to those functions associated with the establishment and maintenance of CPFs

(Pelser, 1999a:13). Pelser (2002:38) agreed that the establishment of CPFs is almost the only focus on community policing implementation efforts by the SAPS.

According to Pelser (1999b:11), a departmental Technical Team on Community Policing expressed its concerns regarding this practice already in 1995 and warned that this almost exclusive focus on CPFs would have a detrimental effect to alternative implementation possibilities and to “the empowerment of individual police officers to practice community policing as part of their day-to-day responsibilities”.

- *Dysfunctional CPFs:* Mbhele (1998:9) questioned the viability of CPFs as vehicles of fostering trust and co-operation between police and community, especially in black communities.

Based on the findings of his 1998 research on the performance of CPFs in Kwazulu-Natal, Mbhele (1998:9-12) identified the following factors that contributed to the perception that CPFs are not successful in executing the functions they were intended for:

- insufficient support and protection from the police;
- collapse of CPFs as a result of a lack of police co-operation;
- police involvement in criminal activities resulted in a loss of community faith in the police;
- the CPF concept has not received enough publicity; community members are not aware of the existence of CPFs and generally do not know what it stands for;
- CPF members are being targeted by criminals for working with the police;
- police officers see CPFs as a watchdog and thus feel threatened;
- political power struggles within a CPF on who should control these structures;
- police officers are not sure what role community members are expected to play in these structures;
- police attempts to use CPFs are only serving the interest of a particular political group and are not representative of the community; and
- police attempts to use CPF members as informants and do not regard them as partners.

Mistry (1996:2) supported Mbhele's observation that CPF members in the historical black areas tend to align themselves according to political parties. Political parties view CPFs as instruments to further their political agendas (Mistry, 1996:3).

- *Absence of an identifiable community:* The difficult, fragmented nature of South African society makes it very difficult to clearly define "community" (Pelser, 1999a:10).

Pelser (1999b:6) regarded the community as a "form of association that may exist in varying, and across different, localities". He, however, cautioned that such a relationship may not have developed in a specific locality to such an extent that a "community" may be identifiable.

According to the Unicity Commission's report on Safety and Crime Prevention, community cohesion can be regarded as a requirement for communities to agree to norms and values that will enable them to take responsibility for informal social control. The existence of such community cohesion is, however, not in all instances present and this means that there does not in all instances exist a "community". Developing community cohesion should thus be a point of departure (Unicom, 2001b:95).

Wrongly assuming the existence of a "community" can result in the exclusion of certain residents and the politisation of community policing efforts (Pelser, 1999b:7).

- *Institutional capacity:* The institutional capacity of the SAPS is another factor that may be detrimental to the implementation of the policy. The police's ability to empower communities by means of innovative programmes, in the face of severe resources limitations, is questionable (Pelser, 1999b:8).

It is clear that South Africa has its own unique problems with the implementation of community policing. It is also clear that many of these problems are the result of the fact that community policing has not been properly institutionalised in the SAPS.

3.7 Challenges for community policing

According to Pelsler (1999), this challenge for community policing refers to:

- A lack of those resources required for undertaking basic policing tasks, thus, a lack of resources, such as basic education (literacy and numeracy in some cases), availability and functioning of vehicles, equipment and infrastructure,
- The lack of basic resources for people in these localities also refer to their inability to contribute in a meaningful manner to their CPF. This relates to a lack of basic education, difficulty in getting to and from the Police Station, and a lack of communication means.
- The lack of basic infrastructure, such as roads, telecommunications and electricity, is also a relevant factor in these localities.
- There is very little policing of any kind. The primary cause of this is the historical legacy of underdevelopment and it may be expected that many of the police areas situated in the former homelands are affected.

The impact of resources is succinctly captured by the Community Agency for Social Enquiry as follows:

We found widespread empathy for the lack of resources in the police from community leadership and in the focus groups from the community more broadly. This situation highlights the need for community involvement as an added resource to participate in policing. However, it also threatens the process of community involvement as [the] SAPS is physically unable to meet community expectations and needs in some cases. The low morale created by the lack of resources makes members of the SAPS more resistant to change, and even angry with the additional demands community policing places on them. (Secretariat for Safety and Security, 1999: 3-13)

Pelsler (1999), however, noted that, in those localities where the basic resource requirements have been acquired, the primary issue or challenge, it seems, is that of developing a basic level of trust.

He further mentioned that more privileged localities can rely on wealthy residents and business donations, but less privileged localities have to rely on help from the local police.

According to Altbeker and Rauch (1998:67-72), the challenge for practical functioning of CPFs can be affected by the historical relationship or conflict that existed between the police and particularly the disadvantaged and marginalised communities during apartheid. They further mentioned the oppressive nature that characterised the relationship between the police and local communities. To add to this, they questioned why communities would consider to willingly give their time and resources to assist the police against crime. Pelsner (1999) seemed to agree with them when he said that, given the South African history, the relationship between the police and the people in a particular locality is relevant. In addition to the challenges pertaining to historical conflictual relationship between police and citizens, other secondary challenges can affect the implementation of CPFs, for example where CPF members have raised the issue of volunteerism, arguing that they should be compensated for their time, and equipped with items, such as cell phones and bulletproof vests.

Mistry (1996:3-5), however, maintained that CPFs in historically disadvantaged areas have been more successful than those in historically white areas in asserting their authority and ensuring police accountability. Furthermore, they often take the problems raised by the community to the Police Station and then see to it that these concerns are adequately addressed.

This is a complex issue, as it functions both as a measurement of policy impact, as well as a precondition for community policing. However, there now appears to be a growing recognition that CPFs should be project-driven and that, if funding is to be made available by the state, it will be allocated to crime prevention projects. This correlates directly with the direction provided in the White Paper for the facilitation of local level crime prevention (Pelsner, 1999).

In summary, apart from the issue of resources and the specific factors pertinent to the development of community policing outlined above, four general factors have been identified as critical in the implementation of community policing in South Africa. Relevant education

and training refers to the level of basic education and training in the police and in the community.

A very important factor is the attitude and mindset of police officials, which is expressed in its leadership style and training in community policing. It particularly remains a critical issue after 11 years of the first articulation of the policy, and must surely be attributed to the lack of an informed and dedicated implementation strategy for the community policing policy. This relates directly to the lack of authoritative and committed leadership in the South African Police Service (Pelser, 1999).

Despite this, however, it is also clear that implementation of the policy, through the establishment and functioning of CPFs, should generally facilitate positive contact and engagement between the police and those they serve. This engagement has resulted in an improved and strengthened political legitimacy for the police, a key objective of the policy.

3.8 Chapter summary

This chapter has outlined the origin of community policing in South Africa. It has been argued that the key factors forming the policy were the political prerogatives of ensuring democratic control or accountability and through this, greater legitimacy for the police. However, it initially focused on facilitating contact between the police and public, but surely this contact has as its goal to enhance service delivery and reduce crime. The goals of the policy were extended in 1997 to focus on enhancing service delivery and the reduction of crime. That great difficulty has been experienced in the pursuit of these more comprehensive objectives, may well be attributed to the lack of an open and critical assessment of the prerequisites for achieving these goals. Nevertheless, the analysis of the manner in which community policing has developed, by identifying the general and specific factors which either facilitate or inhibit implementation of the policy, provides cause for optimism that meaningful action could be taken to enhance community policing in South Africa.

The next chapter will focus on the examination of the model of community policing in Worcester.

CHAPTER 4

AN EXAMINATION OF THE MODEL OF COMMUNITY POLICING IN WORCESTER

4.1 Introduction

The approach of policing adopted by the Worcester police is influenced by national legislation and policies. Therefore, the model of community policing advocated post-1994 influences the structures, processes and behaviours of those deployed to Worcester Police Station. It is important that Worcester police take cognisance of national policies and legislation when determining its own policing strategies, priorities and objectives.

This chapter will explore the model and practice of community policing by Worcester Police Station. It is the intention of the researcher to understand whether this model is improving the services provided by the SAPS in Worcester. Moreover, it is this researcher's intention to identify any impediments to the model of community policing that yield its aims and objectives unachievable.

4.2 Profile of Worcester SAPS

Geographically, Worcester Police Station is the largest police station in the Boland area. (Refer to Appendix B). The Boland area consists of 68 Police Stations. Appendix C illustrates the police stations in the Boland area. Worcester is situated 78 km outside the centre of Cape Town. The population figure is about 170 000, of which the hearing-impaired comprises 10 percent. There are two schools for the hearing-impaired in Worcester policing area: De la Bat School opened its doors in 1881 and Nuwe Hoop Centre in 1933. People from all parts of South Africa enrol their hearing-impaired children in these two schools. Therefore, the efficacy of the community policing model in Worcester must be considered in the context of the experiences of the hearing-impaired in Worcester.

4.3 The challenges confronting the hearing-impaired community in Worcester

The hearing-impaired people cannot hear the news or television reports about crimes and why officers pursue and arrest perpetrators. For many hearing-impaired people, the uniform represents handcuffing, prison and death. A police officer's arrival at the scene of an incident may create further fear and agitation for the hearing-impaired victim. The officer must be very aware that he or she should approach the situation cautiously, without showing outward signs of anger or agitation. To ascertain the mood of another person, the hearing-impaired person will watch the face and body language of the officer. If the officer is frustrated, that will show in his or her demeanour, and will be picked up by the hearing-impaired person, which may cause them to retreat into silence (Duvall, 1992:2). Consequently, training in sign language for Worcester police officials is an important part of service delivery towards fostering closer relations between the local police and the hearing-impaired. According to Duvall (2001:5), officers trained in ways to interact with hearing-impaired victims, suspects, inmates or witnesses will solve many problems currently encountered with the hearing-impaired community.

4.4 Language and communication of the hearing-impaired

The hearing-impaired person moves between two worlds, namely the world of the hearing and the world of the hearing-impaired. According to Balentyne (1981:208), "whatever its cause, whatever its onset, whatever its degree, the most conspicuous disability of deafness at any age is the difficulty experienced by the deaf in communicating with the hearing and by the hearing communicating with the deaf". Therefore, SAPS officials and employees, who deal with members of various communities, must be trained to communicate with the hearing-impaired people in the communities they serve (South African Police Service Journal, April 2004).

4.5 Communication between the hearing-impaired and hearing

The South African hearing-impaired community interact actively and intimately with hearing people, whatever their community. Ninety percent of hearing-impaired children are born to hearing parents, while the other 10 percent are born to deaf parents. Therefore, hearing-impaired and hearing people live together and they may have the same broader political concerns, they enter into disputes that may require the intervention of legal officers; hearing-impaired people

consult doctors, go to court and generally engage in commercial and social life (South African Police Service Journal, April 2004:18-19).

As mentioned earlier, interaction between the hearing-impaired and the hearing is primarily hampered by poor communication. The hearing people communicate linguistically by means of speech, which requires the use of sound. The hearing-impaired people communicate linguistically by means of signs, which require the use of vision and space. These different modes of communication result in a different approaches to the world. In some sense, the way in which hearing-impaired people perceive, respond to and manipulate the linguistic world is different from the way hearing people do (Duvall, 2001:3). As SAPS officials and employees, who deal with members of various communities, it is imperative that police officials are trained to communicate with the hearing-impaired people in Worcester policing area.

4.6 Culture of the hearing-impaired community and impact on Worcester Police

Linguistically and culturally, the South African hearing-impaired form a community with a sense of identity that transcends ethnicity, colour, race, and spoken language. The primary identification of the hearing-impaired is that they are communicating with sign language, because they are unable to use hearing as a predominant mode of understanding speech. (South African Police Service Journal, April 2004).

Sign language belongs within the realm of language, communication and human rights. At least 600 000 hearing-impaired people in South Africa use South African sign-language (SASL) as their primary medium of visual/face-to-face communication. SASL is a fully-fledged, natural human language, equivalent in all ways, structurally and functionally, to every other language that has been studied (South African Police Service Journal, April 2004:18).

4.7 Worcester Police operational plan

The Annual Operational Plan of Worcester Police Service consists of a vision and mission statement. The vision and mission statement give direction to the Police Service to achieve their goals or objectives for a specific financial year. For that reason, the researcher feels that it is important that it be discussed hereunder:

4.7.1 Vision of Worcester Police

According to the Worcester Annual Operational Plan (2008), the vision is to create a safe and secure environment for all people in Worcester, whether they are residents or not.

4.7.2 Mission of Worcester police

According to the Worcester Annual Operational Plan (2008), the mission of Worcester SAPS is to reduce the fear of crime through improved service delivery, based on dignity and effective utilisation of community resources.

4.7.3 Code of conduct

Worcester Police Service's (SAPS) code of conduct claims that they render a responsible and effective service of high quality, which is accessible to every person and that they continuously strive towards improving these services, which includes the hearing-impaired community.

In addition, it is essential that commitment and values that drive community policing be formulised in the mission statement, vision statement and code of conduct of Worcester SAPS. This provides a sense of purpose and also serves as a guidepost for community policing action.

4.8 The role of the Worcester Police Service

Before the 1994 election, Worcester Police focused on the perpetrators of crime and viewed victims only as complainants and witnesses. With the introduction of the community policing philosophy in Worcester, emphasis was placed on the needs and rights of victims. However, very little training and re-training have been done for police officials in the Worcester Police Service since the introduction of the new policing approach. Victim empowerment remains a foreign concept for most police officials, including Worcester police officials (Kellerman, 2009).

Nel and Kruger (2004:10) mentioned that, at local levels, there is a need for a sustainable victim empowerment initiative. They say the majority of officially designated victim empowerment initiatives are still in their infancy and that too many prove unsustainable in the end.

4.9 The importance of Western Cape Service Charter for Worcester police

The Western Cape Service Charter was launched in July 2002. Implementation of the Charter commenced on 1 August 2002 in the Boland area, of which Worcester forms part. According to the Western Cape Charter, the SAPS will provide a quality and professional service by keeping victims of crime informed and to:

- conduct interviews in a courteous manner with due regard for the dignity of the victim;
- provide a crime reference number immediately and, in any other case, within 24 hours;
- provide regular feedback on the progress of their cases, especially when a person has been arrested and when property has been identified;
- provide timeous information about court dates and any other case at least 14 days before the court date;
- provide a copy of their statement or request one after consultation with the Director of Public Prosecutions; and
- provide specially trained officers for victims of sexual offences and child abuse, and provide facilities for these victims where confidentiality is ensured.

It is clear from the above that the fundamental focus of the SAPS, in general, and Worcester police station, in particular, is on improved service delivery to all communities. In addition, it is evident that the hearing-impaired community will be disadvantaged, in the absence of police officers properly trained in sign language.

4.10 Obligations for community policing approach for Worcester SAPS

Provision is made in Chapter 7 of the SAPS Act, 1995 (Act No. 68 of 1995) for the implementation of community policing and the establishment of community police forums (CPFs) and boards at different levels.

4.11 Community policing and the police mandate for Worcester

Community policing expands the police mandate in that it broadens the police role. It adds a vital, proactive element to the traditional reactive role of the police. Community policing must be a fully integrated approach that involves all police officials in Worcester. As a long-term strategy of Worcester SAPS, it requires a decentralised and personalised police service to the community.

Community policing compels the SAPS not to impose order on the community from outside and encourages people to think of the police as a resource that they can use to solve current community concerns. It requires Worcester Police to become and remain flexible in order to meet local needs and priorities, which change over time.

The principles of community policing must serve as criteria for Worcester police officials to ensure that the policing styles and tactics they use are not in conflict with the philosophy and strategy. In practical terms this means that community policing prescribes certain tactics and excludes others. Additionally, although not an operational directive, it directs operational styles (Crime Prevention and Community Policing, 2000:3).

4.12 Philosophy and organisational strategy for Worcester

Van Vuuren (1994:100) pointed out that community policing is frequently regarded as a certain style of policing that should be applied in order to build relations between the police and the community so as to address crime and disorder. However, community policing should be viewed as both a philosophy (a way of thinking) of the SAPS and the organisational strategy (a way to carry out the philosophy) if it is to be implemented effectively.

Therefore, the community policing philosophy for Worcester rests on the belief that the hearing-impaired community should have a say in the policing process in exchange for their participation and support. It also rests on the belief that solutions to current community problems demand both people and police to explore creative new ways of addressing neighbourhood concerns beyond the narrow focus of individual crime incidents.

4.13 Crime prevention and community policing in Worcester

Community policing is not a clear-cut concept, but, at its core, it is about preventing crime and disorder in a democracy. Community policing arose out of crime prevention experience, which showed that more direct engagement between police officials and the communities they serve does reduce crime and fear, and a belief that solving problems was preferable to continually reacting to them. The global rethinking of public safety inspired community policing (Crime Prevention and Community Policing, 2000:2).

Research conducted in this area reveals the relationship between the goals of crime prevention and community policing. Both are about enhancing the safety and well-being of the community. By making the most of both, communities increase their capacity to resist crime, reduce fear of crime, and restore or sustain public order. Police officials must keep in mind that, in addition to sharing a common purpose, the linking of crime prevention and community policing provides active involvement by all community members, including the hearing-impaired.

4.14 Forming partnerships within Worcester

As was indicated earlier, community policing accepts that policing agencies cannot effectively solve problems related to crime, fear of crime, social and physical disorder, poor police community relations, bad service, and neighbourhood decay on their own. In order to succeed, Worcester Police need to establish strategic partnerships with government officials, citizens, community leaders, the business community, schools, other services providers, and other criminal justice and social agencies. The aim is to mobilise or network with all possible resources in order to address the policing-related needs and concerns of communities through a cooperative and inter-agency approach.

Examples of strategic partnerships are:

- where the police and all members of community work together to solve local problems;
- where the police, Department of Education, teachers, parent groups, local communities and school children work together to curb drug abuse and violence at schools;
- where the police, community leaders, taxi associations and the media collaborate to prevent attacks on the police;
- where the police, traffic department and National Defence Force focus on high crime areas to confiscate illegal firearms and dangerous weapons;
- where the police, media, business sector and private sector, as well as private security companies share experiences and resources to educate the community on how not to become victims of crime;
- where the police, local government and other governmental departments collaborate to make parks safe, improve lighting in poorly lit areas, and remove hiding places for criminals at intersections and sidewalks; and

- where the police and local community work together to gather crime intelligence, which is crucial to effective policing (Community policing policy framework and guidelines, 1997).

The researcher is of the opinion that partnerships are very important for improving community policing. It is important that the police and community work together through structures, such as sector policing and community policing forums. The researcher is of the opinion that, although sector policing and CPFs function in Worcester, partnerships with the hearing-impaired community are not sufficiently strong to address the problems experienced by the latter.

Let us now consider the efforts at fostering cooperative relations between the Worcester Police and the local community.

4.15 Implementation of community policing by Worcester Police Service

Consequently, the institutionalisation the principles of community policing in Worcester is dependent on a number of considerations and, therefore, takes various forms. In the case of Worcester, a community policing forum, trauma room and sector policing are among the primary interventions that have been introduced.

4.15.1 Worcester Community Police Forum

The Worcester Community Police Forum (CPF) is made up of representatives and groupings within the community and police. The Worcester Community Policing Forum is seen as a platform for joint problem-identification and problem-solving. Their CPF consist of church leaders, local community leaders, members of local government, police representatives, teachers and neighbourhood watch members. From the interviews conducted, respondents demonstrated a fairly clear view of the functions of the CPF. The majority of respondents indicated that the main focus of Worcester community police forum was to create a safe community. In addition, they understood that building a democratic society required partnerships between state institutions and civil society that facilitated accountability of the former to the latter. The majority of respondents expressed the benefits of community policing as improving policing to the hearing-impaired community; strengthening the partnership between the hearing-impaired community and police; promoting joint problem-identification and problem-solving; ensuring police

accountability and transparency; and ensuring consultation and proper communication between the police and the hearing-impaired community (Interview CPF members, 6 September 2008).

However, the majority of respondents articulated their unhappiness with the current model of community policing through presenting their ideal-type model. This model, in their view, entailed the following:

- To establish and maintain a strategic partnership between police and the community – this includes community organisations, other government departments, non-organisational organisations, local authorities, and other role players in order to address safety and security concerns of the communities, including the hearing-impaired.
- To jointly identify, prioritise and solve problems related to crime, disorder, fear, poor police community relations, bad service-delivery and neighbourhood decay.
- To promote relations between the police and the hearing-impaired community by addressing those factors that contributed to dysfunctional perceptions and attitudes, such as corruption, the poor quality of service that police are rendering, and the use of excessive force by police personnel.
- To establish channels of communication between the police and the hearing-impaired community to promote police-hearing-impaired community consultation.
- To enable the hearing-impaired to effectively articulate their needs, expectations and concerns.
- To improve communication between the hearing-impaired and the police, so that the former is kept abreast on crime trends, patterns and possible preventative measures.
- To acquaint the community with policing procedures, practice and programmes.

Moreover, it emerged from the interviews that the hearing-impaired community in Worcester were not represented on the CPF. The CPF failed to penetrate the hearing-impaired community in two ways: firstly, some feel CPF members are not widely representative of all community, where respondents indicated that the hearing-impaired interest are not represented, and, secondly, CPF has not sufficiently improved the status or circumstances of the hearing-impaired community. Part of the Worcester community was excluded from the CPF. They argued that the hearing-impaired had a valuable role to play in assisting the police to identify priorities, offer

advice on local policing problems, and exercise oversight over the effectiveness of police service and monitor human rights abuses that may occur. In the absence of such relations, the Worcester Police would not be effective in ensuring a safe and crime-free environment for all members of society.

The CPF should, therefore, contribute towards realising the overall goal of facilitating relationships between the police and the hearing-impaired community. In this way it enables the ability of the police to combat and prevent crime, disorder and fear, and to address other community needs and partnership with the hearing-impaired community.

4.15.2 Trauma room

Trauma rooms are established at police stations to assist and support victims of crime. This is one of the important philosophical approaches to community policing, where the local community can participate in police activities, as discussed in Chapter 2.

Worcester Police Station has a trauma room, which is being managed by the National Institute for Crime and Rehabilitation of Offenders (NICRO) (Interview CSC Commander, 12 September 2008). The trauma room was opened in 1997 to council and support victims of crime in Worcester. NICRO focuses on crime victims, especially violence against women and children, such as rape, assault and domestic violence. Their trauma room is mostly open during the day, between 08:00 and 16:00. The community of Worcester uses council and support services to staff the trauma room between 08:00 and 16:00. At night the office is closed, but there is always a social worker from NICRO on call for emergencies. However, it is hardly used during the night (Interview police officials, 15 September 2008). During weekends the trauma room operates on a 24 hour basis so that victims have access to the counselling and support they need at the time of the incident occurring. To facilitate this 24-hour access, volunteers from the community are used on a rotation basis. These volunteers are trained by NICRO, who manages the trauma room. Victims are interviewed with the assistance of a volunteer. In a rape case, a social worker and member of Child Protection and Sexual Offences Unit (FCS), who are on stand-by, are often called to accompany the victim to the doctor. This often helps to ascertain that victims get proper care and professional service and, therefore, create a good foundation for the case. Often

volunteers are people who have either been victims of crime themselves or have seen friends or family affected by crime (Interview police officials, 15 September 2008). Many other volunteers, for example councillors, doctors, nurses, social workers and teachers, simply offer their free time to give something back to the community. Volunteers provide emotional and practical support, for example, they help the victim to contact family and friends and get clean clothes, if necessary, and then refer traumatised victims to specialised service providers (Interview CSC commander, 12 September 2008). During interviews it was found that volunteers don't have sign language skills to communicate with the hearing-impaired. The respondents indicated that generally volunteers will see victims for up to three sessions before referring the person either to an organisation, such as NICRO, that specialise in counselling or if the person prefers, to a private social worker or psychologist in the area.

From the interviews it emerged that none of the volunteers suffered from any hearing impediments or, for that matter, had been skilled in sign language. Naturally, this would impact on the ability of the police to offer appropriate trauma counselling and support to victims, who have hearing impediments. In fact, respondents expressed concern that the hearing-impaired never used the trauma room or support serviced provided by the volunteers. In addition, the inability of the hearing-impaired to communicate with the police and those volunteering, affects relations of trust between the hearing-impaired and the police.

4.15.3 Sector policing

Sector policing is a philosophy that encapsulates a police service that is personalised and decentralised. It allows for two things. Firstly, citizens are empowered to work in a proactive partnership with the police in solving the problems of crime, fear of crime, social disorder, decay and quality of life. Secondly, sector policing is a practical manifestation of community policing. Community policing requires that the local police station establish and promote community safety strategies in collaboration with representatives of the community, namely through the local Community Police Forum (CPF). Sector policing is an amalgamation of past policing initiatives, drawing on elements of the CPF structures, community policing, visible policing, special operations, and crime intelligence-led policing. It also creates a perfect platform for the involvement, integration and co-ordination of the policing activities of a certain sector. Sector

policing is seen as a source of community input into the process of-problem identification. The fact that sector policing is based on manageable areas may be part of the distinction. Community policing, however, will focus on a specific neighbourhood or suburb. The policy on sector policing recommends that the police area be organised into small manageable areas, which are called sectors. The Worcester area is organised into six sectors. Police inspectors are assigned as sector managers and take responsibility for a sector (Interview CSC commander, 12 September 2008).

Part of the function of the sector manager is to establish a Sector Crime Forum in the sector. The Sector Crime Forum consists of community members, business people, neighbourhood watch members and church leaders. Membership to the Sector Crime Forum (SCF) is different to the Community Police Forum (CPF), since the former is an affiliate of the latter and falls under the umbrella of the CPF. If possible and applicable, existing CPFs should also assume the role of a SCF, so as to avoid duplicating the existence of similar bodies. The SCF must ensure a good working relationship with the CPF. (Interview police officials, 15 September 2008).

The sector manager and Sector Crime Forum hold meetings on a monthly basis to discuss crime issues in the sector, for example theft, house-breaking and theft out of vehicles. The primary objective of these meetings is to involve the community in awareness campaigns on crime and crime prevention projects in the sectors. During interviews it was found that the SCFs in Worcester only reach out to the hearing community. People, who live or work in the sector, are encouraged to bring all their safety, security or crime-related issues to the attention of their respective Sector Crime Forum. The available communication mechanisms, such as community radio stations, community meetings and newspapers, are used to inform the community. Their issues are discussed and tabled at the meeting, and then addressed to the particular law enforcement entities for response. The members of the SCF can determine the best actions to be taken in response, such as special patrols, engaging assistance from other departments, for example, the local municipality regarding poor street lightning, or to implement longer-term strategies to reduce the incidence of persistent factors that are conducive to crime. Essentially, the Crime Sector Forum is viewed as a smaller CPF within the specific policing sector (Interview police officials, 15 September 2008). Worcester Sector Crime Forums experiences a shortcoming

due to the fact that the forum is not representative of its community (Interview GPF members, 6 September 2008). Sector Crime Forums should mobilise community members and ensure that the Sector Crime Forum represents the needs of various groups within the sectors (Interview CSC commander, 12 September 2008). If Worcester Sector Crime Forums fail to mobilise the community, which includes the hearing-impaired, they are likely to find themselves in a similar trap as their CPF did, by serving certain interest groups rather than the entire community. Worcester Police must recognise that the diverse communities bring divergent perspectives, values, experiences, needs and demands.

4.16 Data gathered and analysis

By means of unstructured interviews, focus group discussions, personal observations and studying official documents, this section will be used as a basis for data presentation, as well as data analysis.

4.16.1 Foot patrols by police officers

Community policing can also be facilitated by local police conducting regular foot patrols in areas around Worcester. Foot patrols can play a significant role in combating crime through police visibility and building cooperative relations with the local community. In the case of Worcester Police, officers are assigned on a rotational basis to a specific area or sector (Interviews police officers, 15 September 2008).

Notwithstanding the benefits inherent in foot patrols, certain factors impact on its effectiveness. Firstly, foot patrols are conducted by the same officers in the same area once or twice a week. While this may foster positive relations between the Police and the local community, familiarity may breed corruption and contradict the ideals of combating crime. Secondly, poor road infrastructure hampers foot patrols in certain areas (Interviews police officers, 15 September 2008). Thirdly, the regularity of foot patrols impacts on the extent to which it can combat crime in local areas. In other words, the effectiveness of foot patrols is dependent on several police officers being deployed in local areas. In this regard, half of the respondents indicated that they spent less than 50% of their duty time on patrol functions. Close contact with the hearing-impaired community through foot patrols enables police to identify local problems and to supply

them with relevant information on a regular basis. Co-operation with the hearing-impaired community will build bridges of trust with police officials. This is vital, because it can improve the strained relationship between the hearing-impaired and police. Respondents felt that actively engaging the hearing-impaired community will ensure organising successful foot patrols and neighbourhood watches, as well as flourishing crime awareness initiatives (Interview CPF members, 6 September 2008).

4.16.2 Community police officer

The majority of respondents indicated that the community police officer played an important role in the establishment of community relations. Individual community police officers were viewed as problem-solvers and searchers of solutions. Respondents indicated that community police officers had a valuable role to play in fostering relations between the police and local community, in general, and with the hearing-impaired, in particular. It was observed that individual police officers could meet with the hearing-impaired to discuss specific problems related to the causes of crime, as well as probing this community in the direction of possible solutions. These personal relations could also lead to improved communication between the police and the hearing-impaired. As indicated elsewhere, the hearing-impaired felt excluded from broader community issues, particularly in the context of crime. Personal relations, therefore, have the potential to filter information on criminal activities to the broader community and help community members be more vigilant in this area.

4.17 Limitations to community policing

Community policing in Worcester is indeed confronted by barriers that negatively affect the institutionalisation of community policing at Worcester Police Station.

4.17.1 Factors affecting the efficacy of the community policing in Worcester

Despite the potential benefits inherent in CPFs, the Worcester CPF has not been able to function optimally for a number of reasons. Firstly, the community was not familiar with the existence and objectives of the CPF (Interview police officials, 15 September 2008). CPF meetings were poorly attended and key stakeholders were not properly represented. This was more common with the hearing-impaired community. While the majority of police officials felt that they had a

healthy relationship with the local communities, they indicated that the hearing-impaired were excluded from such a relationship. During interviews the respondents indicated that a partnership in policing meant that the police and the community worked together to control crime and maintain order. Although the majority of police officials indicated that they actively pursued a working relationship with the community, it was clear that the hearing-impaired community was not included in the community policing plans. As a result, the CPF is not able to optimally facilitate relations with all members of the community towards improved service delivery by the latter.

Secondly, the problem of communication was raised as a factor impacting relations between the hearing impaired and the local police. The literature points to the relationship between effective communication and empathy. Empathy is the ability to understand what the other person is saying, feeling and experiencing and communicating that understanding (Tilley, 1998:20-21). In this regard, the majority of respondents indicated the police did not have the communication skills to effectively communicate with the hearing-impaired (Interview CSC commander, 12 September 2008). The researcher is of the opinion that the issue of communication evidently deters the hearing-impaired from articulating their needs and interests via any of the community policing structures introduced by the Worcester Police.

A third factor that impacts negatively on collaborative partnerships between the community, in general, and the hearing impaired, in particular, and the police is accessibility to the local Police Station. The issue of accessibility to both the Police Station and to awareness campaigns and projects emerged from the interviews conducted with hearing-impaired children. The hearing-impaired community did not know where to go when they had a complaint or what procedure to follow when they needed to report a crime (Interview schoolchildren, 14 September 2008). The majority of respondents felt that Worcester Police was discriminating against them by not visiting their schools and raising an awareness of the various crime prevention projects and interventions the police were involved in with them (Interview schoolchildren and social workers, 14 September 2008). They only visited the schools that catered for children without hearing impediments in Worcester and promoted their projects at these schools (Interview social workers, 14 September 2008).

Fourthly, the CPF was viewed mainly as a watchdog of the local police. For example, the community would complain to the CPF when they were dissatisfied with the service provided by the local police (Interview with police officials, 15 September 2008). The CPF was not viewed as a vehicle to foster on-going relations between the community and police. Moreover, interviews revealed that the CPF was not used sufficiently to facilitate collaborative problem-solving between the community and the police. On the one hand, community representatives viewed these meetings as opportunities to influence police planning. On the other hand, the police viewed these meetings as sessions to provide feedback on crime-related issues and statistical information.

And finally, the lack of resources negatively impacted on the ability of the CPF to perform its mandated functions and responsibilities. According to one respondent, “community policing is not working, because there are insufficient resources, i.e. personnel and vehicles” (Interview police officials, 15 September 2008).

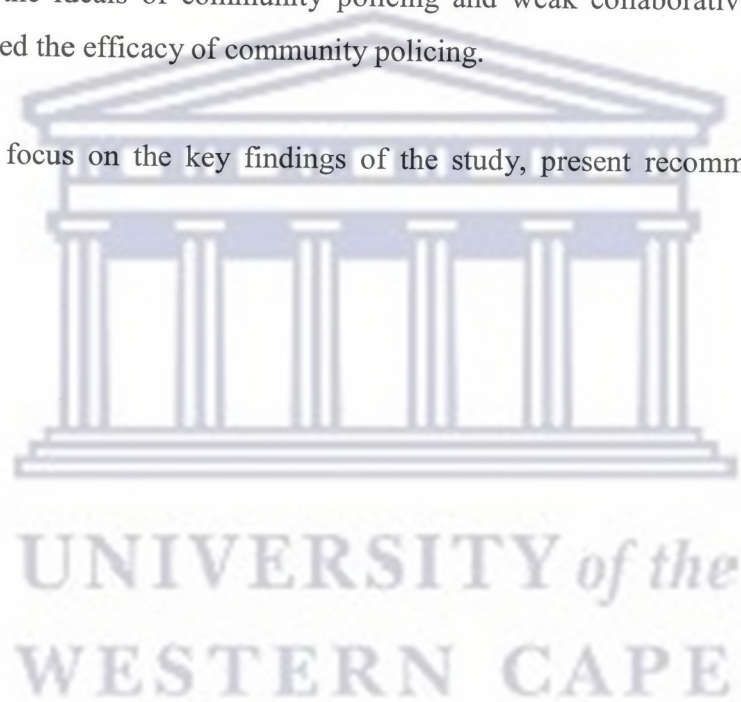
These factors evidently contradict the vision that community policing would dramatically change the organisational culture of Worcester Police. The current situation in Worcester requires that police secure the hearing-impaired community’s buy-in and co-operation if a partnership is to be effectively achieved. It also indicates a definite need that exists within the hearing-impaired community for a police style that is community-oriented and thus responsive to community needs and concerns.

4.18 Chapter summary

This chapter explored the model and practice of community policing by Worcester Police Service. Key achievements, limitations and benefits of community policing were discussed in this chapter. It was the intention of the researcher to understand whether this model contributed to improved service delivery to the hearing-impaired community. It was also anticipated that such an examination would bring to the fore any impediments to the model of community policing that yield its aims and objectives unachievable.

It is clear that the Worcester Police have tried to introduce structures and processes towards closer relations with the local community. Through the CPF, foot patrols, sector policing and the trauma room, segments of the community have become more involved in issues of crime prevention in Worcester. There is a clear knowledge and understanding of the model of community policing and the means to access these structures. In other segments, particularly in the case of the hearing-impaired community, the objectives of community policing has not yielded any significant outcome. Factors, such as poor or no communication between the local police and the hearing-impaired, divergent understandings of the purpose of CPFs, the lack of resources to facilitate the ideals of community policing and weak collaborative partnerships, have negatively impacted the efficacy of community policing.

The next chapter will focus on the key findings of the study, present recommendations and conclude the study.



CHAPTER 5

MAIN FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This chapter presents the main findings of the study, and proposes recommendations towards an improved model of community policing.

The study departed from the assumption that effective community policing is modelled on community participation and involvement through partnerships; improved communication between the hearing-impaired, and the reorientation of Worcester police officials and CPF members towards the understanding the principles of community policing. In this regard, the study identified as its key objectives and aims to do the following:

- Critically examine the concept of community policing as an integrated approach to addressing problems of crime and other social issues.
- Present the regulatory framework advocating community policing as a new and more effective approach to policing in communities.
- Present the experience of the hearing-impaired community in Worcester insofar as community policing is concerned.
- Understand, identify and discuss the strengths and challenges that confront the implementation of the model of community policing by presenting the case of the Worcester Police Service.
- Propose recommendations and conclude the study.

We now turn to the main findings of the study.

5.2 Main findings

This study has outlined the origin of community policing in South Africa and the manner in which the policy has been implemented in Worcester policing area. It has been argued that the factors informing the policy were to ensure democratic control and accountability for the police.

However, initial focus on the concept of community policing, as discussed in Chapter 2, is used to argue that community policing must be achieved through the programmes and coordinated by a Community Police Forum within Worcester. Community policing is proposed to specifying police service standards and methods of implementation. As discussed in Chapter 3, community policing had origins in the National Peace Accord of 1991, which provided a vision for a fundamental transformation of South African policing. The Accord emphasised two policing themes, namely accountability and co-operation with the public.

The Interim Constitution 1993 translated this into local community directives. An Act of parliament was to provide for the establishment of community police forums in respect of police stations and a variety of related community structures. Under the new government, these principles were formalised within the South African Police Act of 1995, which entails a civilian oversight, monitoring function and legislation for community police forums. In 1997, the ministry of Safety and Security institutionalised developments on the ground with the Community Policing Framework and Guidelines. This defined community policing as a collaborative, partnership-based approach to low the level of crime-solving. It stressed that CPFs should be involved in improving service delivery and facilitating partnerships for problem-solving.

The framework was followed in 1998 by the publication of the White Paper, which asserted that problem-oriented partnership strategies for policing had shown to produce positive results in terms of reducing crime. However, it is also stated that, given that a democratically elected local government has now been established, it is appropriate that functions of the CPFs be supplemented by elected representatives of local communities.

Community policing was also envisaged by the Department of Public Service and Administration in its Services Batho Pele (People First) White Paper on transforming service delivery. According to Mullon and Eedes (2003:1-2), the eight Batho Pele service delivery principles need to be implemented for service quality to be achieved.

Community policing at Worcester Police Station is a new policing philosophy. A philosophy based on a belief that “the working creative partnership” between the police and the hearing-impaired community could play a major role in solving criminal problems, reducing the fear of crime, tackling social disorder and environmental decline. To reach those objectives, Worcester Police is to create good relationships with honest residents in those communities by allowing them to share opinions, determine the priority of problems and contribute to an overall improvement in their everyday living conditions. Currently they are denied this as a result of crime and other social issues.

Although the CPF, Sector Crime Forum and trauma room have been set up at Worcester Police Station to help implement community policing, a part of the Worcester community is not represented on either forums. Membership to both forums is open to all community members in Worcester. Community volunteers are assisting victims in the trauma room with emotional and practical support service, but these services are not beneficial for the hearing-impaired community, because they cannot communicate with them. None of the volunteers has the ability to communicate through sign language. Worcester Police needs to embark on vigorous campaigns to reach out to the hearing-impaired community to improve the representation on both forums. That will enhance partnership and will help increase public safety in Worcester. Worcester Police have a responsibility to address these concerns through improved partnership with the hearing-impaired community. The Western Cape Service Charter was implemented during 2002 in Worcester with the intention that that police should provide a quality and improve professional police service to all community members. In addition, it was evident that that the hearing-impaired community will be disadvantaged in the absence of police officials properly trained in sign language.

The Worcester Community Police Forum has a key role to play in determining community participation in crime prevention programmes, while Sector Crime Forums play a role in the determining of participation in visible policing by community members. For community policing to succeed, both the police and the hearing-impaired community must play a role in policing activities. The problem is both the police and the hearing-impaired community’s roles in policing their community may be affected by their lack of knowledge of their own legal rights and

responsibilities. The lack of knowledge may lead to reluctance to get involved and committed to the policing activities.

Moreover, the study revealed the shortcomings that confront by Worcester Police Service in the implementation of the community policing model. The researcher believes that education and training in the principles of community policing and sign language are important for the police officials and the broader community. Such education needs to be, in case of the police, fairly structured, and for the community presented through information tools, for example, local media community newspapers and even the corner shops. This requires a reorientation in the culture of policing. Training is the key element to changing culture within the organisation.

Through training, awareness campaigns and improved sign language communication, police officials will empower the hearing-impaired community by displaying courtesy and knowledge of policing service, as discussed in Chapter 3 (Paragraph 3.3.4 – the Batho Pele principles). The principles further insist that communities, including the hearing-impaired community, should be given full, accurate information about the police service they are entitled to receive (Paragraph 3.3.5). If the promised standard of police service is not delivered, the hearing-impaired community should be offered an apology, full explanation, efficient and effective solutions and they should receive sympathetic and positive responses (Paragraph 3.3.7).

5.3 Recommendations

It emerged from the study that Worcester Police should focus on community policing by improving consultation (both structure and at patrol level), dealing with the public disorder, accountability and acknowledging the importance of effective institutionalising of community policing in Worcester.

The following recommendations are made, based on the implementation of community policing:

5.3.1 Recommendation 1

Problem-solving techniques should be introduced to all CPF members. It will have to be monitored by Worcester Police Service management and appropriate suggestions made to the

members of the CPF. If Worcester CPF needs to function optimally, they should reach out to the hearing-impaired community to get them involved and ensure their representation on both the CPFs and Sector Crime Forums. This will enable the hearing-impaired community to bring all their safety, security, and crime-related issues to the attention of the respective Sector Crime Forums. The police officials and members of the Sector Crime Forums will then be able to determine actions to be taken that will enhance service delivery to them. Worcester Police should strengthen the Sector Forums, as it is seen as a source of community input into the process of problem-identification. This will help improve their capacity in order to mobilise people against crime and improve co-operation between people and law enforcement agencies. Worcester CPF should use the available communication mechanisms, for example community meetings and local newspapers, to inform the hearing-impaired to attend CPFs and Sector Crime Forum meetings.

Worcester CPF should change the perception that they are the watchdog of the local police, but rather be viewed by Worcester community as a vehicle to foster on-going relationships between the police and the community.

5.3.2 Recommendation 2

Sector managers and patrol officers are required to attend CPF meetings and should receive specialised training on the application of problem-solving techniques. This will be a prerequisite if Recommendation 1 above is to be implemented successfully.

Workshops should also be arranged with them, which would result in the full understanding of this important principle of community policing and could thus be expected to have a significant impact on the actual implementation of the principle in the Worcester policing area.

5.3.3 Recommendation 3

An active partnership with the hearing-impaired community should be one of the objectives of community policing in order to bring policing closer to them. Where resources (vehicles and personnel) are limited to improve partnership, the Police, together with the hearing-impaired community, should develop strategies to reach a solution. Such strategies should include referrals

to more relevant role-players or service providers, and networking with resources at the appropriate level. This will also encourage the hearing-impaired community to utilise services of trained community volunteers at the trauma room of Worcester Police Station.

Worcester Police should improve closer ties by involving the hearing-impaired community in policing projects and school visits, which will open channels of communication between them. This will enable the hearing-impaired community to report crimes at Worcester Police Station. The golden rule for community policing in Worcester is for the community to know the police and for the police to know the community. This goal can, however, only be achieved if there is regular contact and interaction between police and the community.

5.3.5 Recommendation 4

Worcester Police should post personnel in the CSC with excellent communication skills to facilitate relations between themselves and the hearing-impaired community. However, in the case of the hearing-impaired community, effective communication requires that police officers be trained in the language of the hearing-impaired, namely sign language. In this way police officers, who are competent in sign language, will demonstrate greater empathy towards the victims. Therefore, it is important that Worcester police must introduce rigorous training programs and related interventions to equip their officers with the necessary skills in order to communicate with the hearing-impaired community

5.3.5 Recommendation 5

Worcester Police management should clarify the patrol objectives in terms of community contact with the hearing-impaired. Patrol officers should be encouraged to actively pursue working relationships with the hearing-impaired community. They should be made aware of the importance of the fact that a strong relationship with the hearing-impaired community will contribute significantly to the prevention of crime. Patrol officers need to find ways to become more creative in its problem-solving efforts during foot patrols should learn from their own experiences and develop mechanisms (for example, “knowledge basis” of successful practice) to document recurring problems and solutions. During foot patrols, patrol officers should use

alternative roads where road infrastructure is bad to get access to the community. This will ensure that bridges of trust are built between police and hearing-impaired community

Management forums at Worcester Police Service should be encouraged to set targets in terms of the provision of basic policing services, as well as the achievements of additional priorities identified through consultation with the hearing-impaired community. They should evaluate the outcomes on a monthly basis and try to improve on the consultation process with them.

5.3.6 Recommendation 6

The new community policing officer at Worcester needs to be more open, be of high integrity, be fair and equal in interaction with the hearing-impaired community, that is to say, be impartial, consistent and reliable. In this regard, admitting mistakes, to account and explain actions, and to be accessible in terms of service delivery to the hearing-impaired community, media and other agencies in the provision of information when required, as found in the Batho Pele service delivery principles discussed in Chapter 3. The new community officer needs the ability to communicate properly with sign language, listen to others, be objective and unbiased, apply the law fairly and equitably in a non-discriminatory way, and face up to responsibilities and problems within the Worcester policing area.

5.4 Conclusion

In the new South Africa all spheres of government were required to implement changes to conform to democratic principles. Worcester police adopted community policing as a new style of policing.

A detailed discussion on community policing was embarked upon and arguments for adoption of this form of policing by Worcester Police pursued. This study further endeavoured to establish whether community policing is indeed being implemented by Worcester Police and, if so, to what extent. It also undertook to establish whether full implementation of community policing could be expected to have a positive effect in terms of the reduction of crime in Worcester. Community policing in Worcester calls for significant changes in delivery of policing services at

street level, as well as for sweeping revisions in the department's philosophies, structures, policies, procedures and deployment strategies.

Police officials at street level are the key to the future success of community policing in Worcester. They are responsible to form partnerships with the hearing-impaired community during foot patrols in their sectors. This allows the officers to get out into the community to meet and interact through improved sign language skills with the hearing-impaired. In the researcher's opinion, this is the best way for officers to build trust between them and the citizens they protect. Establishing and maintaining mutual trust is the central goal of community partnership in Worcester. Trust will give Worcester Police greater access to valuable information that can lead to the prevention of and solution of crime. This will form a basis for productive relationship with the hearing-impaired community that will find solutions to local problems.

Community policing is regarded as an effective crime prevention strategy, in the context of the Worcester community, and in future will be an advantage, if the hearing-impaired community and police can work together and stand united against crime.

The logo of the University of the Western Cape, featuring a stylized classical building with columns and a pediment.

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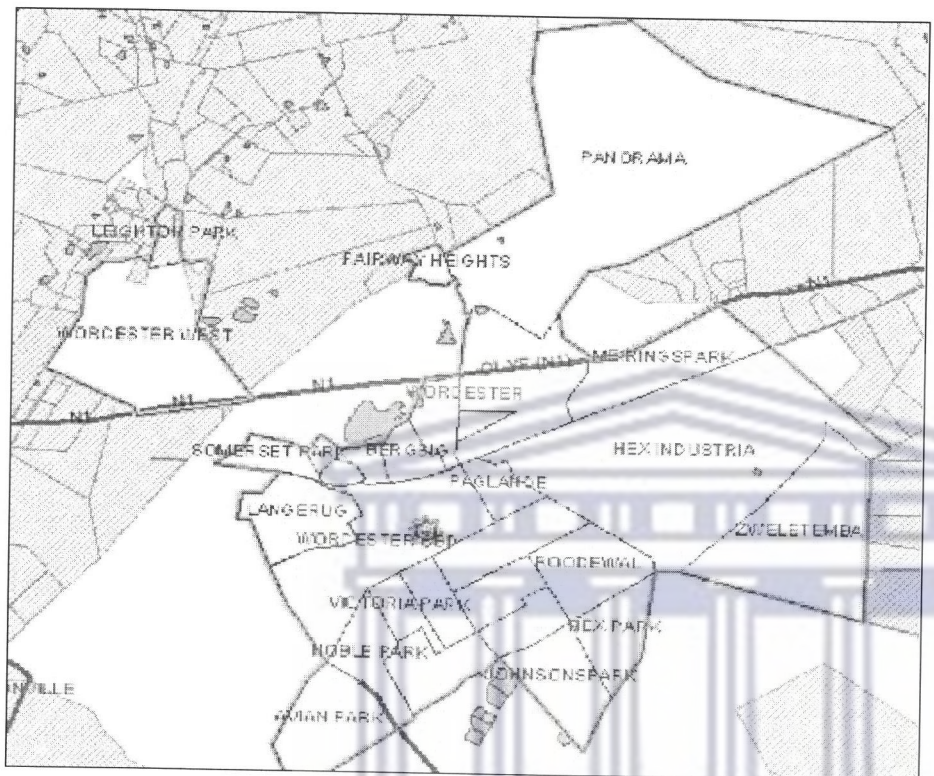
APPENDICES

Appendix A: Information regarding the focus group meeting

Facilitator's name	Ernst Christians
Observer's name	Ernst Christians
Date of focus group interviews	06 September 2008
Location of focus group interviews	SAPS conference room
Number and description of participants	Six Community Police Forum members
Facilitator's name	Ernst Christians
Observer's name	Ernst Christians
Date of focus group interviews	15 September 2008
Location of focus group interviews	SAPS conference room
Number and description of participants	Six Police officials
Facilitator's name	Ernst Christians
Observer's name	Ernst Christians
Date of focus group interviews	14 September 2008
Location of focus group interviews	Nuwe Hoop Centre School for Hearing-impaired
Number and description of participants	Six school children
Facilitator's name	Ernst Christians
Observer's name	Ernst Christians
Date of focus group interviews	14 September 2008
Location of focus group interviews	Nuwe Hoop Centre School for Hearing-impaired
Number and description of participants	Three social workers
Facilitator's name	Ernst Christians
Observer's name	Ernst Christians
Date of focus group interviews	12 September 2008
Location of focus group interviews	SAPS conference room
Number and description of participants	CSC Commander

(Adapted from: Morgan (1997:63-72))

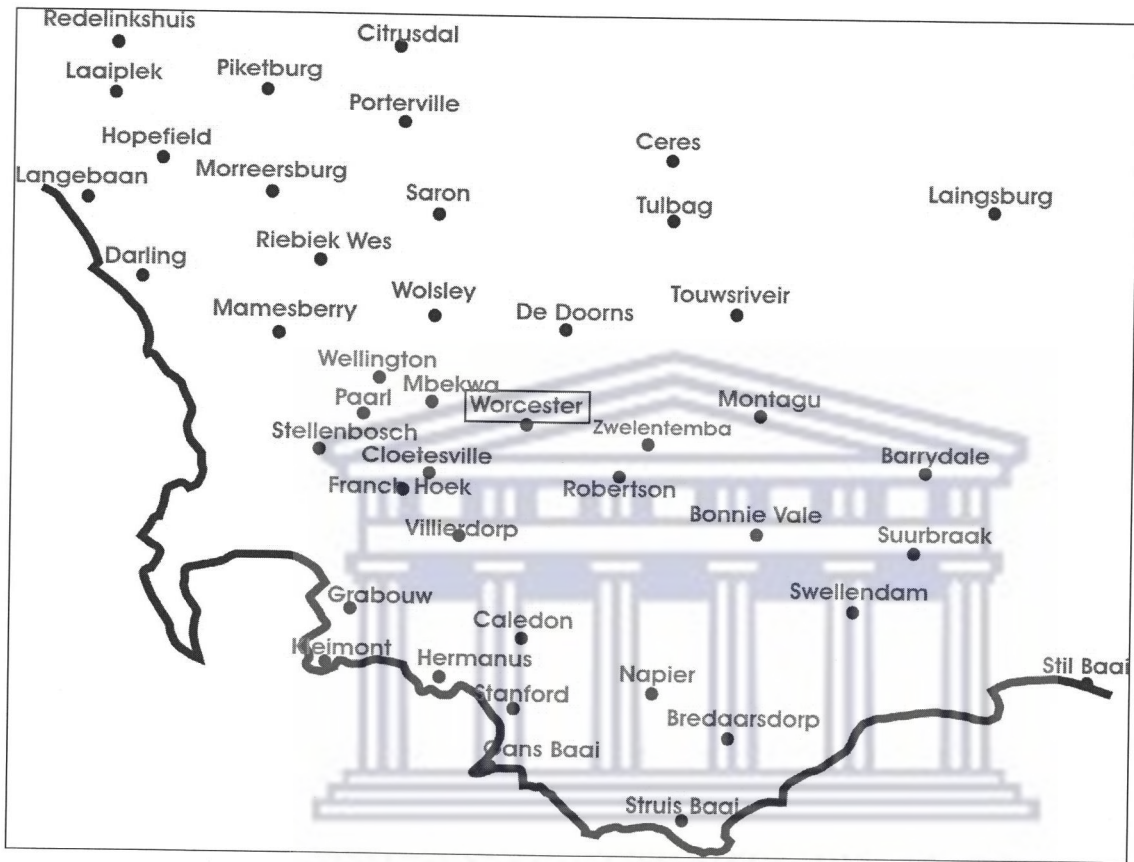
Appendix B: Geographical illustration of Worcester policing area



(South African Police Service, Worcester Crime Information Analysis Centre: 2008)

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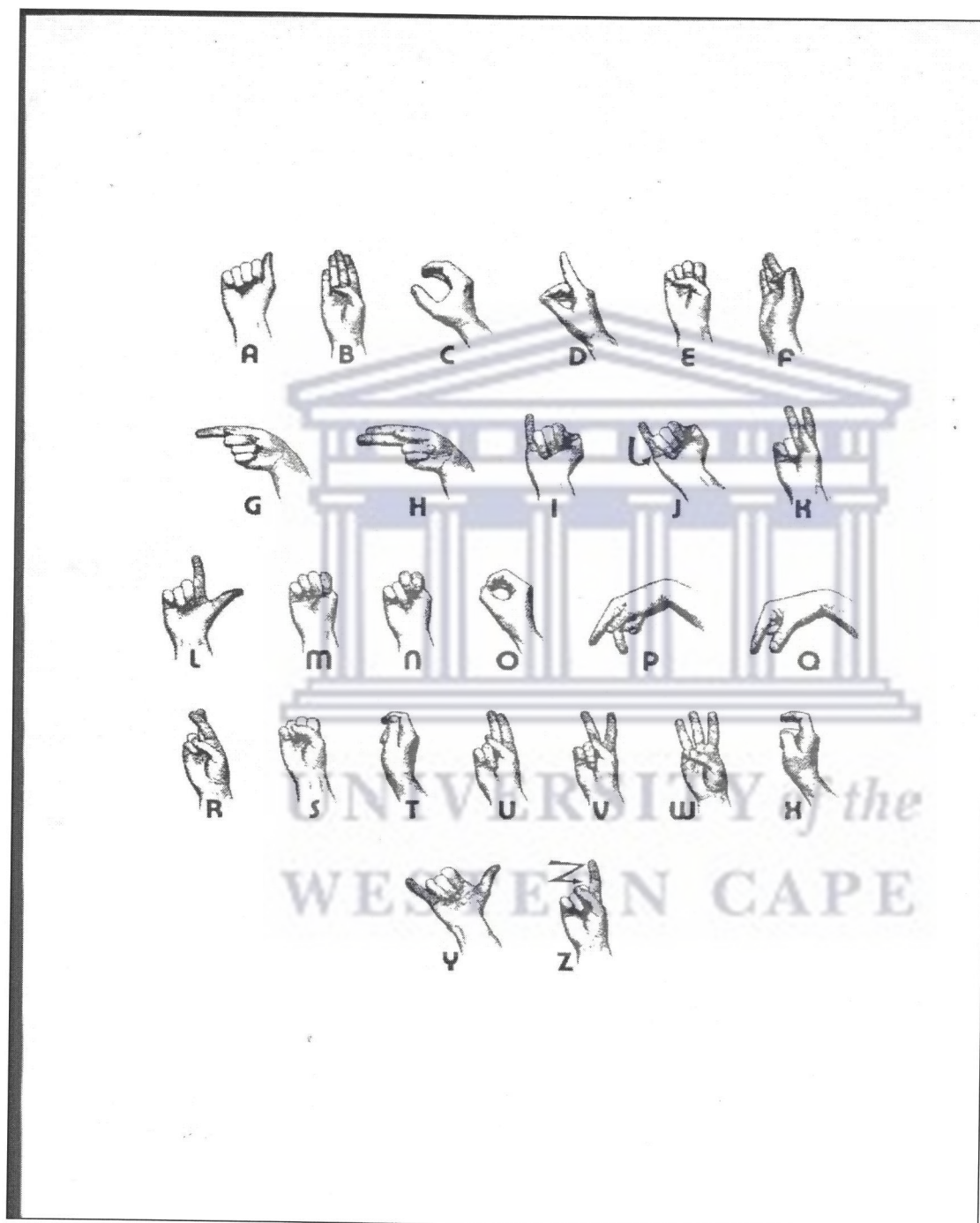
Appendix C: Geographical illustration of different stations in the Boland area



(South African Police Service, National Crime Information Analysis Centre: 2008)

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Appendix D: The International Sign Language Alphabet



(Worcester Deaf Institute: 2008)