



## A Systematic Study on the Evolutions of Community Policing Forums: A Supplementary Tool to Crime Prevention in South Africa

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### **Abstract**

Crime is explained as an activity that is among the most difficult of the many challenges facing the South African Criminal Justice System (CJS) in the post-apartheid era. This study offer systematic review on the evolutions of Community Policing Forums (CPFs), as a supplementary tool of crime prevention, while adopting the qualitative research approach, supported by the non-empirical research design: Systematic review, focusing on available reports on this subject, confined to South Africa, and other Two (02) international countries, namely: Namibia and Tanzania, both used as case studies, demarcated from 1994-2021 (Not in sequence). The descriptive and interpretative Textual Content Analysis (TCA) were employed for data analysis to offer supports to the presented discussions. This study found that the existing South African policies, regulations and legislative frameworks, are in place to assist in dealing with the establishment and implementation of ‘community policing and CPFs’ as philosophies to promote collaborations and effective relationships between the local South African Police Service (SAPS) and community members. This is done as a supplement for crime prevention initiatives as supported by the United Nations (UN) and adhere to the Constitution of the Republic of South Africa objectives, under Section 205(3). Negatively, the idea of enhancing community safety through interaction between SAPS and CPFs to accomplish crime prevention is currently regarded legitimate mechanism that is not applicable in South Africa only, but to other countries, such as Namibia and Tanzania in this regard. For recommendations, in South Africa, the evolution of CPFs in collaboration with the local SAPS to achieve crime prevention can play pivotal roles in fighting various crimes and also act as deterrent to crimes causation within South African communities, thus, the establishment and implementations should be based on the confinement of the Constitution of the Republic of South Africa, 1996 and SAPS Act (No. 68 of 1995) requirements, as noticed in countries, such as Namibia and Tanzania policing systems.

**Keywords:** *Crime Prevention; Evolution of Community Policing Forum; Systematic Study; Supplementary Tool; South Africa*

## ***Introduction and Conceptualisation of Community Policing Forums***

With the end of the apartheid regime in South Africa, new police service was needed to promote the transition to democracy. Community policing was introduced from the United Kingdom (UK) in the 1990s into South Africa as a channel to heal the wounds and injustices of the past. Over Twenty-five years down the road, community policing in South Africa has made little or no impact on the majority of South Africans who will openly admit that they do not attend their local community forums, because they simply do not trust the police because of its oppressive past. It is a widely held view by several South Africans that the South African Police Service (SAPS) simply cannot change overnight from being a very brutal force to become the protectors of citizen's human rights (Yesufu, 2021). Notable crime report indicates that the South African crime rates are among the highest across the world and all South Africans citizens are affected by it regardless of their race or gender (Demombynes & Ozler, 2003:265). Every citizen has the right to live freely and safe from any kind of crime. As a remedy, the crime prevention is one of the mandates of SAPS as per the Constitution of the Republic of South Africa, 1906, and the SAPS Act (No. 68 of 1998). To enforce community safety government introduced community policing that is viewed as a new philosophy rather than just new police work techniques. It is further viewed as the new theory of police administration that consists of three related core elements namely, citizen involvement, problem solving, and decentralization. Amongst the elements above, citizen involvement was regarded as the critical one because it is the basis of the theoretical foundation of community policing. Internationally, policing environment has progressed vastly over the past few decades.

Rosenbaum (1994) argues that the study conducted since the early 1970s discovered that there are limitations of the professional law enforcement model that is applied in policing. New philosophy in policing means a total change in thinking and acting in the police service resulting in a complete change in the structure of the service. The change herein must be guided by the international legislative framework and South African perspective as a guiding force. (Mamosebo, 2014:22). To achieve community policing philosophy, the South African National government through the Constitution, 1996 and SAPS Act, 1995 established Community Policing Forums (CPFs) in each police station to make sure that both the SAPS and members of the community in crime prevention within their area of jurisdiction. Both the role of police and CPFs through collaboration in crime prevention will be discussed herein in detail.

Conceptually, the '*community policing*' can be defined by Coquilhat (2008: 17) as a popular contemporary policing approach that has been established to respond to the decline in public confidence in police, and growing evidence that police could not fight crime in the absence of citizens. While Trojanowicz and Bucqueroux, (1996:5) concur and conceptualise community policing as a new philosophy and organisational strategy of policing, that is based on police officers' private citizens collaborate in creative ways intentionally to solve contemporary community problems that are crime related, fear of crime, social and physical disorder, and neighbourhood deterioration. Moreover, Morebodi and van der Waldt (2016:69) explain that the '*CPF*' refers to the established formalised group of people that is comprised of members from the police and other different sectors, a volunteered member of the community who joint and work together in discussing the emerging problems from their communities. The Department of Community Safety and Liaison [DCSL] (2016:1) highlights that the '*CPF*' is the platform where community members, Community-Based Organisations (CBOs), Non-Governmental Organisations (NGOs), Business, Faith-Based Organisations (FBO's), Youth organisations, woman organisations, School Government Bodies (SGBs), other relevant stakeholders (With the National, Provincial and Local spheres of government, including the traditional authority and parastatals) and the police meet to discuss local crime prevention initiatives.

The United Nations Office on Drugs and Crime [UNODC] (2010:9) as an international organisation, defines '*crime prevention*' as organisational set strategies and measures that are put in place seeking to reduce the risk of crimes occurring, and their potential harmful effects on individuals and society, including fear of crime, by proactively intervening to influence their multiple causes.

## ***The Study Aim and Objectives***

The study objectives provide a broad indication of what such researcher wishes to achieve in terms of the study. The specific and focused aims of staged research make the researcher's work in organising material and report writing much easier (Mouton, 1996:101). This study was conducted with the aim of '*exploring the evolution of CPFs as supplementary tool to crime prevention in South Africa, while using countries like Tanzania and Namibia, as other case studies.*' The aim of this study was mapped with the following study objectives:

- To determine various policy and regulations applications of community policing in South African contexts.
- To determine the evolution and historical developments of CPFs in South Africa.
- To analyse CPFs guiding documents and legislative frameworks in South Africa.
- To offer selected international [Namibia and Tanzania] comparisons of CPF evolutions, as a crime prevention tool.

## ***Methods and Materials***

This study adopted a *non-empirical research design: Systematic* review, this research design can be defined as a process that 'identifies, describes available research literature 'using systematic and explicit accountable methods and pre-specified formalised tools for searching and integrating literature' (Gough, Oliver & Thomas, 2012). The qualitative research approach was adopted to support this research design. The data collection methods involved the procedure of reviewing documentary sources qualitatively. Creswell (2014:190) provides that researcher may collect qualitative documents, for example; public documents, such as newspapers, minutes of meetings or official documents. This is supported by Matthews and Ross (2010:282) while sharing that 'one can ask questions of documents in the same ways as one might ask questions of research participants.' The South African, Namibian and Tanzanian online newspapers and media reports, journal articles, Dissertations, research books and subjected related manuscripts, internet searches, including the departmental websites were visited by the researcher, restricted from 1994-2021 (Not in a sequence format] (Maluleke, 2020; Mokwena & Maluleke, 2020; and Maluleke, Mphatheni & Nkosi, 2022). The sampling methods consisted of the 'non-probability: Purposive sampling' focusing on data primarily relevant to the study subject. The keywords/phrases were used to filter info relevant to reach data saturation of the research problem, while applying Qualitative Content Analysis (QCA) to identify the themes to respond and verify the study objective.

For data analysis, the descriptive and interpretive TCA, were used to sample the reviewed literature studies. The descriptive data analysis is regarded as the critical tool for qualitative studies. It is touted as the initial phase, whereby researchers become familiar with the collected data (Burns & Grove 2003:378). For this study, the researcher used reflexivity, bracketing and intuitions; this was done to exclude preconceived ideas about the phenomenon under study. In this study, the researcher re-read the reviewed studies for familiarity and to gather relevant contents for this study (Burns & Grove 2003:380). The information retrieved from the consulted studies were described in discussions format (Burns & Grove 2003:363). Whereas, the interpretative analysis is referred as data analysis mechanism used for

reducing and organising data to produce findings that require interpretation by the researcher (Burns & Grove 2003:479). Interpretation focused on the usefulness of the findings for clinical practice or moved toward theorising. The researcher identified any relations between categories that could be used to formulate tentative propositions. These tentative propositions were recorded on the index cards and sorted into categories (Burns & Grove, 2003:389).

### ***Review of Literature Studies***

#### **The Policies and Regulations in Relation to Community Policing**

The policies and regulations relating to community policing were established in 2001 focusing mainly on the collaboration between SAPS and the members of the community thru CPFs in crime prevention. They serve to encourage members of the community to actively participate in all developing strategies met for crime prevention. The policy and guidelines further serve as a reference tool to be followed to set up new partnership and/ or reviewing the existing arrangements (Mabunda, 2014:21). In the context of collaboration between SAPS and members of the community the policy and guidelines are available to make sure that:

- The SAPS and its representative on the collaboration are aware and clear about the purpose and expected results,
- The SAPS' own objectives and priorities are adhered and achieved.
- All resources are utilised in a best effective manner.
- There is clarity and accountability for the expected outcomes.
- Collaboration between SAPS and community members activity outcomes are monitored and reviewed for clarity purposes.
- Risks for the SAPS and for the collaboration are used and agreed upon.
- Collaboration between SAPS and members of community are properly authorised and empowered, and that their legal status understood, to make sure that effective crime prevention emphasized (Mabunda, 2014:21).

#### ***Community policing: The United Nations perspectives***

According to the UN (2010:87; and 2018:10), working in partnership between the local SAPS and other sector(s) on crime prevention related issues agreed that this is not a simple strategy to adopt, as it might be time consuming and frustrating at the same time. However, community orientated policing recognises that community problems require community-engaged solutions and support that might be effectively achieved through the establishments of CPFs. For community policing to be effective, a clear strategy and commitment from both structures must be established and emphasised. More importantly, the 'Security Council Resolution No. 2185 of 2014' and the 'DPKO-DFS Policy on Police in Peacekeeping Operations and Special Political Mission define Community-Orientated Policing' as the set of established strategies serving to encourage public collaboration with the police in their area of jurisdiction in prevention and managing crime as well as other aspects of security and order based on that community's specific needs. In addition, the 'Community Orientated Policing' was established to create effective crime prevention interventions. The partnership between police and members of the community is imperative in making sure that crime is fought effectively and achieved as per the set strategised plan. Furthermore, the Community-Orientated Policing as CPFs umbrella was established to direct its focus on four principle strategies that was aimed in encouraging members of the community to collaborate with the police in an attempt to control and prevent various crimes, based on the following objectives:

- Consultation with members of the community.
- Responding to the community in ensuring safety as constitutional mandated.
- Community mobilisation promoting collaboration.
- In collaboration solving the recurring problems (UN, 2010:87; and UN, 2018:10).

According to the UN (2018:7), the following serve as the benefits of implementing the Community-Orientated Policing with direct community participation in conflict and post-conflict environments:

- Emphasis on a policy consultative approach that enhances public trust and accountability. Makes policing within that jurisdictional area more effective at managing and preventing crime. Through the collaboration with members of the community, police receive improved information about crime, new material resources, more support for their activities, and respect. Further creates a space of increasing the reliability and respect the police deserve, and therefore the effectiveness of police is promoted and improved.
- Recognises that the police's ability to maintain security and manage crime focusing only on police ability and resources is limited and not effective enough. It further serves as the vital strategy that supports and influences collaboration and problem solving techniques to address proactively the immediate conditions that give rise to public safety issues such as crime, social disorder, and the fear of crime.
- Brings benefits for both the police and members of the community at large as follows: community trust, crime prevention, information about crimes, warning, community resilience, information sharing, gaining support or policing and other law-enforcement, mutual respect, community expectations and public information (UN, 2018:7).

## **The Evolutions and Historical Developments of Community Policing Forum in South Africa**

### *Notable evolution of Community Policing Forum in South Africa*

According to Potgieter, Wiatrowski and Roelofse (2016:47) the evolution of modern policing that was more on involving members of the community started was the system started by Sir Roberts Peel, who laid the foundation for what is known and applied today as partnership policing. In the late 1980s and 1990s the United States (US) adopted the Community-Orientated Policing (COP) and Problem-Orientated Policing (POP) approaches to directly involve members of the community in supporting the police in fighting crime to ensure their safety. Although partnership in crime prevention might be time consuming, frustrating and disagreeing experiences during the process, at the same time, governments cannot prevent crime and victimisation or develop safe environment alone without the participation and involvement of citizens, therefore the same government through police is required to work closely with other different sectors (UN, 2010:87).

Although the police took a resolution to move from 'force to service' police, Marais (2014:18) contends that there is no difference between a police force and police service in their line of duty and highlights the need to have a sensible balance on their duties. As a process of transformation, the SAPS decided to move away from its previous apartheid traditional operational system that was characterised by authoritarian policing to the new democratic system that operates within the framework of the Constitution of South Africa, 1996 (Potgieter *et al.* (2016:47). To make sure that the system became realistic, soon after the inception of the democratic dispensation, the South African government through Department of Police Service embarked on a transformation process with the main aim of changing from 'force' that was dedicated to the apartheid enforcement to a more people orientated police "service" (Matthews, 2000:1).

Furthermore, Marais (2014) maintain that rendering of social services must remain consistent with the primary aim of the police. The above-mentioned aim about crime prevention cannot be achieved as expected by only concentrating on application of force in the absence of service aspect. While ensuring and proving police service, on the other site, compliance with the rule of law must be enforced. For the police to achieve cooperation from the public and approval of their work, they need to first render the service and make sure that they operate promptly, individually and friendly to all members of the society regardless of the status, social position, or national affiliation. The CPFs can serve as a valid platform to achieve cooperation from the community. Most citizens expect the police to treat them with respect and at the same time receiving a good service while giving the services and enforcing the rule of law. The community policing was introduced as a platform breaking from traditional policing to a new platform that encourages collaboration between police and the community in the prevention of crime. Various governments, including South Africa and other international countries decided to establish the CPFs intentionally to serve as a supplementary tool to the community policing effectiveness. Various Policies and regulations were developed to provide direction in terms of the establishment and implementation of CPFs. The following information about the CPFs were clarified:

#### *The History Developments of Community Policing Forum in South Africa*

Before South Africa find itself in transitions, the style of policing was mainly described as rules-based. During the apartheid period, rules, and regulations and hierarchies, instead of the initiatives, discretion and consultation, were the ones applied to the behaviour of police. The introduction of rule based-based policing strategy placed the police in a militaristic style of policing, both in uniform and the personally behaviour towards the community it serves and protect. In executing its duties, police imposed and upheld the law promulgated by the previous apartheid government. As a result, the same police find itself in a position where they cannot apply their discretion, leading to isolation between police and members of the community in dealing and solving criminal activities. The rules and regulations-based policing turned police to be more reactive, or rather incident-driven. The rules and regulations based policing style promoted lack of transparency in policing, and as a result, members of the community saw police as the government unit that lack credibility. Policing was inefficient and failing in terms of crime prevention because of approaching the incident-driven, resulting in both the police and correctional services and judicial in enormous burden to carry, Mistry (1997:12).

The conduct and the system above left police being associated with abuse of human rights. Soon after attaining democracy in 1994, South Africa became a country in transition, at the same time find itself in position of attempting to cope with massive changes because of the apartheid demise. Since apartheid system was democratically overthrown all citizens, particularly the previously most oppressed has most expectation in terms of change. As the apartheid policing was more focused and operating as a state mechanism that was aimed in ensuring internal civil social order, there was a high expectation that the previous aggressive South African Police Force system will be overhauled and replaced with a new progressive model of policing that will involve both the government and its own people focusing mainly on crime detection, prevention and community service. Focusing on transformation, the South African Police took a decision to adopt a community policing philosophy that was to be applied as guidance to management style and operational strategy (Berhanu, Wolfgang & Marius, 2000:1; and Malatji, 2016:12).

The radical democratic transformation of SAPS from the national police force of 1913 to the SAPS of 1994 onward serve as the history to the establishment of the community policing supplemented by the establishment of CPFs. In 1991, all various 26 political parties signed the National Peace Accord, and the agreement about police accountability was reached. The peace accord reached agreement on restriction of political violence, and to assist with socio-economic reconstruction and development. The first South African Interim Constitution Act (No. 2000 of 1993) took into consideration the formalisation of the establishment of community policing forum within all the police stations (Tessendorf, 1996:4).

The SAPS Act, 1995 governing the SAPS in crime prevention and ensuring public safety is the one that made a formal provision of collaboration between the police and the community needs about policing. In terms of the Interim Constitution, 1993, the CPFs had to be established to serve the basic two principles as follows: police democratization, and control of crime in a much-needed effective manner (Malatji, 2016: 12). To realise the existence of CPFs to collaborate with the SAPS in crime prevention, the then South African Minister of safety and security established a sub-committee tasked with the formulation of the basic guidelines for the CPFs establishment. These guidelines served only as minimum requirements for the formation of forums in the period prior to the promulgation of the SAPS Act in 1995. The then provincial MEC of safety and security, through the guidelines from the national minister, were the only one primarily responsible for the formation of the CPFs. In April 1995, all the South African provincial office of the MEC for safety and security met on two days conference to engage on matters of community policing. It was during the conference the establishment of CPFs was initiated and formalized. Soon after the formalization, the province of Gauteng became the first to implement the establishment of CPFs with the main aim of supplementing the community policing by the collaboration between SAPS and CPFs in crime prevention (Mistry, 1996:1).

The origins of Community Policing Forums suggest that before democratic government, the previous apartheid traditional police were in the frontline of the enforcement of many criminal laws, which were devoid of morality. Based on that, most citizens saw both policemen and women as being the least friendly arm of the State. The information above resulted in a very negative mutual relationship between police and the community which it serves. It created mutual fear and hatred by the community members towards the police (Nel & Bezuidenhout, 1997:62). Soon after democracy, the South African government came with the system of radical transformation in all State institutions including SAPS. Focusing on transformation, the SAPS adopted the community policing philosophy that was applied as guidance to management style and operational strategy. With the aim of enforcing and supporting the community policing philosophy and redressing the mistrust or lack of cooperation from members of the community to the police, the CPFs became one of the systems to community policing. In conclusion, the following served as the Interim Constitution two basic principles of the CPFs: police democratisation, and crime control in an effective way (Malatji, 2016:12).

According to Davis *et al.* (2003:13), it is necessary for CPFs to serve as the foundation to the philosophy of community policing in South Africa. The information herein is corroborated in the UNODC (2010:103) states that although it is the government's constitutional mandate to prevent crime through Department of Police, it is much essential for the community and other civil servants' segments to play their respective roles in crime prevention effectively. It has been emphasised that private citizens, community organisations, NGOs, the private sector, and the business community collaboration with the police are the key in the prevention of crime. All the mentioned stakeholders are regarded as actors of civil society and they all need to be involved in all aspects of the development, planning, and implementation of crime prevention policies. The identified stakeholders herein, based on their experiences and innovative responses, can offer in-depth knowledge and creative insights to problems identified within their community. Communities should play an important part in identifying crime prevention priorities through CPFs in implementation, evaluation and assisting in identifying a sustainable resource base. As more information about CPFs still to be given, in nutshell and as already stipulated, it is important to be aware that CPFs are not complaint forums. They are rather a structure where members of the community will rely-on to actively work with SAPS, jointly aiming to identify and solve crime that is taking place in their residential areas (Education Support Trust, 2009:1). The Manual on Community Policing Policy, Framework and Guidelines Republic of South Africa (sa) concurs that CPFs are structures to promote personal interests of secondary objectives. In addition, Gordon (2001:134) describes CPFs, which is police partnership mechanism, as a police officer useful 'eyes and ears' within the community existing to assist police search out the wrongdoers who are compromising

community safety and identify ‘hot spots’ for the new orientation to problem-orientation to problem-orientated policing.

### **The Guiding Documents and Legislative Frameworks for Community Policing Forums in South Africa**

According to Smith (2008:25), the South African National government has established various numbers of legal and policy documents to promote the collaboration between SAPS and CPFs in crime prevention. The documents herein include the following:

- *The Constitution of the Republic of South Africa, 1996*, which is defined as the most important law of the country. The Constitution states that every person has the right to freedom and security and free from any form of violence. The SAPS, in terms of Section 205(3) of the Constitution, of 1996 has the constitutional mandate to prevent, combat and investigate crime, to maintain public order, to uphold and enforce the law. Section 206 further indicates that each province is entitled to monitor the SAPS and promote good relations between the SAPS and the community in crime prevention.
- *The SAPS, 1995*, determines the duties of the SAPS in executing its constitutional functions that include cooperation with members of the community in crime prevention. The Act also provides the establishment of community policing supplemented by the CPFs collaborating with the SAPS in crime prevention.
- *The SAPS Regulations for CPFs and Boards of 2001*, provides more detailed information about community policing supplemented by the CPFs than the SAPS Act. The Act requires all station commander to ensure that CPFs are established within the police stations. The regulation further indicates that in a situation the police station area is very large, such station can be subdivided into different parts, each with its own sub-forum. Such sub-forum must be attached to a police station and remain accountable to the main forum. More guidance on sub-forum has been highlighted by the regulations.
- *The White Paper on Safety and Security of 1998*, determines that the community, the local government and the SAPS must meet in a CPFs collaborating against crime. The CPFs have been regarded as the platform where the members of the community and the SAPS collaborate to prevent crime. The White Paper emphasises the need and importance of CPFs in crime prevention.
- *The White Paper on the Transformation of the Public Service (Batho Pele Principle) of 1997*, presents that all government departments must provide good service to all South African citizens including crime prevention through the collaboration between SAPS and CPFs. Like all the departments, the Department of Safety and Security as crime prevention structure is required to implement the Batho Pele principles of consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money in the prevention of crime while collaborating with the CPFs.
- *The National Crime Prevention Strategy (NCPS) of 1996* was established to determine that the SAPS and the courts in general cannot prevent all the crime on their own. The strategy expects and requires members of the community to participate in the prevention of crime through the collaboration with the SAPS. Since public education and values are important part of the crime prevention framework, members of the community through CPFs are required to inform and educate other members within their area of jurisdiction about the danger and negative impact of committing crime. The NCPS establishes the need for the establishment of community policing in crime prevention. Smith (2008) further explains that the need for community policing arises from the mutual interest of communities and SAPS with the main aim of addressing the problems of crime hampering community safety against the constitutional right of freedom and safety (Smith, 2008: 27).



South Africa is busy striving to ensure safety and security for its citizens and to increase the quality of lives as per a constitutional mandate (UNODC, 2010:1). Crime prevention is regarded as one of the government national priorities. In 1996, government established the NCPS, 1996. The NCPS, 1996 is the South African government's first long-term programme document aimed at creating conditions in which the opportunities and motivations for committing crime will be reduced. In addition, NCPS, 1996 as aimed at transforming the capacity of the CJS by including community involvement through CPFs to deal with crime within their area of jurisdiction (van der Spuy, 2000:168; Burger, and 2007:75). The challenge of crime South Africa is experiencing and the effective response to it require a co-ordinated, effective and spirited response. All South African citizens through their CPFs structures and crime-mandated institutions must share the responsibility of fighting crime in varying degrees (Kollapen, 2007:4). In the same manner, Leggett (2000:138) concurs with integrated efforts in fighting crime indicating that fighting crime cannot be left on police task only but should be seen as a societal problem requiring different groups to work together in partnership. Furthermore, Leggett (2000) maintains that this partnership may include police, NGOs, local government, community groups through their legitimate structure, and the media, and CPFs structure will serve as suitable platform to establish the partnership.

In March 1995, after extensive process, the South African Cabinet initiated the NCPS, 1996. All departments that are relevant or able (Such as the Business Against Crime - BAC, and the NGOs) to participate in crime prevention were accommodated on the process for their contribution. The NCPS, 1996 is a document established out the collaboration of various government departments such as Department of Correctional Services, Defence, Intelligence, Justice, Safety and Security (Police), and Welfare to deal with the problem of crime affecting the country. The NCPS, 1996 is the National government idea conceptualised to involve various structures to deal with prevention of crime as "police" mandate established upon four pillars co-ordination and integration activities that relate to crime prevention as follows:

- *The CJS Process* mainly aimed at making the CJS more efficient and effective. The CJS as pillars of NCPS, 1996 are expected to provide a sure and clear deterrent for criminals and reduce the risks of re-offending.
- *Environmental Design as a Tool to Reduce Crime*, paying attention on designing systems to reduce the opportunity for crime and increase the ease of detection and identification of criminals.
- *Public Values and Education*, concern initiatives aimed at changing the way communities react to crime and violence within their area of jurisdiction.
- *Transnational Criminal Programme*, focusing at improving the controls over border traffic related to crime and reducing the refuge which the region offenders to international criminal syndicate (Republic of South Africa, 2017: 8; Republic of South Africa, 2016:34; and Burger, 2007:76).

As efforts to prevent crime continue, the South African government, through NCPS, 1996 clearly identified the crucial needs for an effective and successful approach to the prevention of crime. According to these needs, the South African government through Department of Police needs to have an organised or systematic approach in preventing crime. Single or special national agency or structure to coordinate the planning and implementation of crime prevention policies and activities must be established. In ensuring effectiveness, the government must have a proper and adequate analysis that will assist in identifying suitable crime before analysing the root cause of crime prevention approach. More importantly, the government should always make sure that it looks beyond more policing capacity for a solution to South African's crime problem, rather than stemming the tide as such act is not a particularly effective approach in crime prevention (Republic of South Africa, 2016:3). In terms of the objectives, the NCPS, 1996 as government (criminal justice clusters) crime prevention tool was established with the aim to meet the specific objectives. The NCPS, 1996 was established to make sure that there is a comprehensive policy framework enabling the government's criminal justice cluster to deal and tackle crime issue in a co-

ordinated and focused manner which draws on the resources of all government agencies, as well as civil society.

The NCPS, 1996 seeks to successfully enforce crime prevention strategies and complements a set of national programmes that serves to kick-start and focus the efforts of various government departments in providing excellent quality service that is aimed at solving the problems that contribute in crime high rate, particularly in citizens' residential area. Furthermore, the NCPS, 1996 is expected to maximise civil society's participation through its CPFs in mobilising and sustaining police crime prevention initiatives. Through the NCPS, 1996 a dedicated and integrated crime prevention capacity to conduct ongoing research and evaluation of departmental and public campaigns as well as facilitating effective crime prevention programmes at both provincial and local spheres of government was created. To enforce crime prevention strategy, members of the community through their legitimate CPFs structures greater are expected to interact with SAPS members in crime prevention (Republic of South Africa, 2017:2).

*White Paper on Safety and Security, 1998 and 2016, Aiding to Crime Prevention Measures*

The South African Department of Safety and Security, through its White Paper on Safety and Security, 1998 and 2016 came with measures to deal and prevent crime and violence. These crime prevention measures established based on the following Five (05) key themes, as outlined below:

*1) Establishment of Effective CJS Based on:*

- Efficient, response and professional CJS sector.
- Effective diversion, rehabilitation and reintegration programmes on offenders.
- Effective restorative justice programmes and interventions on offenders.

*2) Early Intervention with the Aim of Preventing Crime and Violence and Promote Safety Environment, Focusing on the Following Aspects:*

- Healthy start for infants and children, including the first 1000 days, and their parents, caregivers and guardians.
- Safe and supportive home, schools and community environment for children and youth.
- Context-appropriate child and youth resilience programmes.
- Substance abuse treatment and prevention.
- Context-appropriate interventions for vulnerable/groups at risk

*3) Support to Victim(s), Taking into Considerations the Following Strategies:*

- comprehensive framework promoting and upholding the rights of victims of crime and violence.
- Delivery of high-quality service for victims of crime and violence.

*4) Effective and Integrated Service Delivery for Safety, Security, Violence and Crime Prevention, Based on the Following:*

- Access to essential crime and violence prevention and safety and security services.
- Professional and responsive service delivery.

*5) Active Public and Community Participation, While Focusing on the Following Pertinent Issues:*

- Sustainable forums for co-ordinated and co-operative action on community safety.

- Public and community participation in the development planning and implementation of crime and violence programmes and interventions.
- Public and private partnership to support established crime and violence prevention programmes and interventions (Republic of South Africa, 2016:17-18).

The listed crime prevention measures above, aims to assists the local SAPS in achieving the Constitutional mandate were concurred and emphasised within the ‘2007 Safety and Security report.’ The following measures provided within the report with the aim of promoting an effective police crime prevention constitutional mandate:

- Ensuring that public health nurses or equivalent professionals are provided to the homes of high-risk families, such as low-income families and those homes involving young children or unmarried first-time mothers to guide them about parenting activities, mental health problem and challenges, and to deal with the issue of alcohol and tobacco usage.
- Make sure that family members are provided with professional childcare workers or preschool and other educational programmes with the aim of increasing thought and social abilities of the identified underprivileged socio-economic children.
- Providing children with comprehensive education and family support services that reach to families in extreme-poverty neighbourhoods with the aim of helping the disadvantage children to be ready for primary school to make sure that student is well prepared towards university studies, and make sure that parents gets involvement in their children educational processes, and to enhance family functioning by promoting the relationship between parents and children.
- Increasing support and relief for parents to ensure that they are more consistent and supportive to their children.
- Supporting primary school children with emotional skills for them to understand express and regulate their inner emotions.
- Providing youth aged 6-8 living in a single-parent family below the poverty stage with an adult mentor with the aim of providing a sustained caring relationship and role models; and
- Making sure that youth receive residential programmes focusing on social and educational support to prepare them for job market opportunities (Republic of South Africa, 2007:176).

The indicated themes, by the Department of Safety and Security (Police), were established with the aim of preventing crime and violence. They are strengthened under the following general principles: equality, access, protection, and service, commitment to citizens’ high-quality service, integrated planning and implementation, and evidence based planning and implementation (Republic of South Africa, 2016:18). Moreover, the listed measures aligned with the recommendations conducted by the Centre for the Study of Violence and Reconciliation [CSVV] (2008:12). The research stipulates the following measures that can be applied to address crime, namely, enhancing developmental crime prevention strategies; contesting the culture of violence within the communities; making sure that evidence-based crime investigation and prosecution is strengthened; and establishment of interventions that is targeted at high-risk groups. Examples include the following: families and unmarried/single mothers who are in low-income communities, with the aim of helping them with parental practices; establishment of child care workers to help to increase cognitive and social abilities of children who are underprivileged; making sure that disadvantaged children are prepared for primary school; making sure that primary school children are provided with emotional skills programmes, CSVV (2008:12).

The South African White Paper on Safety and Security (2016:39) postulates the necessity of the three spheres of government (*National, Provincial, and Local spheres of the National government*) in crime prevention and this can be achieved by making sure that there is active public and community participation. The roles of the said three spheres above will assist both the SAPS and CPFs as they collaborate in their crime prevention initiatives. The role of *National government* in crime prevention

through active public and community participation in support of the White Paper on Safety and Security, 2016 is carried out by the following roles:

- Making sure that public and community actively participative during the development, planning and implementation of national strategies and policies.
- Making sure that there is establishment of sustainable forums such as the CPFs for co-ordinated, collaborative and on-going community participation.
- Facilitating public and private partnerships through CPFs establishment to support safety, crime and violence prevention programmes and interventions.

Just like the national government, the role of *Provincial government* in crime prevention through active public participation and community participation through CPFs in support of the White Paper on Safety and Security, 2016 conducted and achieved by:

- Making sure that there is active public and community participation in the development, planning and implementation.
- Facilitating the establishment of sustainable forums for co-ordinated collaborative and on-going community participation.
- Facilitating public and private partnerships to support safety, crime and violence prevention programmes and interventions.

Just as in the case of national and provincial government, the role of *Local government* in crime prevention should be conducted through assurance of active public and community participation through established CPFs to support the mandate of White Paper on Safety and Security, 2016. This could be established through sustainable forums for co-ordinated, collaborative and on-going community participation, and facilitating public and private partnerships to support safety, crime and violence prevention programmes and interventions (Republic of South Africa, 2016: 39). The White Paper on Safety and Security, 2016 further identified different departments such as the Department of Planning, Monitoring and Evaluation (DPME) and crime prevention to play a role in crime prevention in supports of its mandate. According to the White Paper on Safety and Security, the DPME in support of crime prevention established by the 'Directorate for Safety, CSVr,' serving effectively in assisting SAPS and CPFs in prevention of crime.

This Directorate has established a holistic monitoring and evaluation framework that will include specific indicators and measures to track progress against system and thematic outcomes. In addition, the Directorate will co-ordinate the national, provincial and local government reporting against the monitoring and evaluation framework and make sure that there is integration in relation to safety, crime and violence prevention outcomes within government's strategic framework. Furthermore, the Directorate will establish and capacitate a national crime prevention centre and facilitate the development of an integrated data and information management system and protocols for information sharing between government's different spheres (Republic of South Africa, 2016:46). As part of strengthening the Department of Safety and Security in preventing crime, the White Paper on Safety and Security emphasises the establishment of the 'National Safety, CSVr' replicated at provincial level, which will play a role during interaction between SAPS and the CPFs in their crime prevention mandate. The CSVr was established to provide expertise and support in the development of the policies and strategies of and plans in crime prevention. Moreover, the Centre will play a role in mobilising resources needed for SAPS while interacting with community through CPFs in crime prevention to make sure that safety, security, crime, and violence prevention activities are sustained.

In addition, the CSVR would facilitate shared learning and development of partnership between all crime prevention structures including CPFs structures in crime prevention and ensure that there is monitoring in implementation and conduct evaluations. More importantly, the Centre will gather and analyse data to support crime prevention strategy, and make sure that it provides a repository of knowledge and information needed in dealing with criminal activities to ensure community safety particularly to CPFs members to interact effectively with police in crime prevention (Republic of South Africa, 2016:46). The Gauteng Province, in line with the Constitution and SAPS Act, 1995 became the first province to establish and implement community policing and facilitated it through the establishment of CPFs (Mistry, 1999:4). SAPS managed to establish and sustain CPFs structures in all nine provinces as per the interim Constitution, 1993 and SAPS Act 68 of 1995 promoting community policing through the interaction between SAPS and the community in relation to crime prevention. According to the (SAPS 2016/2017) Annual Report, there were 1144 Police Stations and 1137 functional CPFs in all Nine (9) provinces (Republic of South Africa, 2017:137).

### **The Selected International [Namibia and Tanzania] Comparisons of Community Policing Forums' Evolutions, as a Crime Prevention Tool**

In support of the UN perspectives, in relation to community policing, various countries such as Namibia and Tanzania, apply community policing as a philosophy of crime prevention. More information about these international countries was dealt in detail in the international perspective discussions. Even the UN promote the application of community policing that is complemented thru the introduction of CPFs. For information purposes, the CPFs is or can be known differently from other countries with similar purposes of involving members of the community in collaboration with police in crime prevention within their area of jurisdiction.

#### *Namibian Approach on Community Policing Forums*

According to the Namibian Police Force (NPF), all citizens must have knowledge in relation community policing and its impact on the community life, thereafter police has to serve with community resources and the knowledge of its members aimed in finding out such community member's real problems and come with valid solutions. As the most victims of crime, citizens contribute by giving their concerns, ideas and values to promote community safety. The above roles can be met through community members' participation in various activities. The latter include reporting of crime happening in their area, identification of crime that is of concern, cooperating with police by giving police with tips offs and by becoming an informer supplying police with information that will assist during investigation process, assist in problem solving initiatives in order to live within their communities peacefully, and playing a role in initiating and establishment of effective crime prevention programme (Republic of Namibia, [sa]).

According to the Namibian Police Force, duties of police go far beyond safety and security broadening to community policing. The NPF's vision and objectives entail ensuring that all citizens are safe and secured. The police's vision and objectives on safe and security of all citizens achieved by initiating, sanitising and advancing community members to establish their own crime prevention programmes, by initiating meetings with local authorities and communities to assist in talking about the problems and issues that are affecting them within their area and come with plans to address the problem. During the meeting, the police are expected to be part of the meeting playing a role of mediation, giving support, and feedback to the issues that have been previously expressed. In addition, they are expected to maintain community contacts by engaging with stakeholders, addressing the most urgent community members concerns by reacting and making sure that feedback is provided on time (Republic of Namibia, [sa]).

### *Tanzanian Perspective: The SunguSungu (People's militia) Local Volunteers*

The *SunguSungu* is defined as organised groups of people of the United Republic of Tanzania performing its duties with the authority and under government protection for law enforcement on protection of people and their property. The groups can be known and called using '*SunguSungu/Wasalama*' or any other name depending on the area it operates, but it cannot be known as the 'Police Force, National Service, Defence Forces, Prisons or Immigration Services.' *SunguSungu* is a forum established to work in collaboration with the police force and municipal governing authorities in crime prevention, but they perform their duties independently from police (UN, 2010:95; and Republic of Tanzania, 2000:41).

The evolution of *SunguSungu* volunteers began in the areas called Nyamwezi and Sukuma in Tanzania. The forum tasked with conducting patrol preventing cattle and stock theft. The application of *SunguSungu* thereafter spread across the country of Tanzania. *SunguSungu* local volunteers perform their duties under the People's Militia Act of 1973, Compensation for Death or Injuries Act 1973, and the Militia Powers of Arrest Act of 1975. The *SunguSungu* has powers in terms of the Militia Power of Arrest Act of 1975 to make arrest and hand the suspect to the police. The forum established predominantly consisting of young persons in the age group of 14 to 30 years old (UN, 2010:95; Republic of Tanzania, 2000:41; and Kamau, 2006: 78). Section 2 of the Peoples' Militia Laws Act of 1989 gives the *SunguSungu* certain powers as:

- To make arrest without arrest warrant.
- To arrest on reasonable suspicion for having committed or about to commit a crime.
- To search and seizure any property that is found in possession that can be used material evidence of committed crime, or crime to be committed.

Although the *SunguSungu* local volunteers have some powers like those of the police such as the right to arrest, the right to carry firearms or machetes, they were not allowed to conduct criminal investigation. The forum only allowed carrying sticks and clubs as their security aids. The *SunguSungu* authority to make arrest include arresting refugees traveling outside the camps out of permission and hand the suspect to police for further investigation and court processes. The existence of *SunguSungu* volunteers differs from place to place, but its powers to interact with police remain the same. *SunguSungu*, as a system, regarded "as one of the implemented and proven partnership strategies, which is already recognised by law and found workable and affordable to the marginalised poor majority, given the administrative and political commitment will and drive by leaders and residents from the grassroots level to the national level." According to the household survey conducted in 1996, Tanzanian citizens favour and approve the services of the *SunguSungu* volunteers than that of the Tanzanian Police Force (TPF). The *SunguSungu* became the Tanzanian legitimate CPFs established in terms of Section 2 of the People's Militia Laws Act of 1989 approved by the Republic of Tanzania to interact with Police Crime Prevention making sure that community members and their property are protected (Republic of Tanzania, 2000:41; UN, 2010:95; and Kamau, 2006:78).

### **Conclusion and Recommendations**

This study provides that various factors exists for making community policing and CPFs a success or a failure. In this context, the problem solving refers to an interactive process, involving police and the community in identifying crime problems and developing appropriate solutions therefore. To this course, problem solving is an essential component to community policing and CPFs initiatives and, as such, problems should not be limited to specific crimes, and solutions should not always involve arrests as the end product. The conceptualisation applications and proper implementations of the community

policing and CPFs should be clearly understood for the enhancement of crime preventions strategies in South Africa. Furthermore, the Police and the community should be empowered to adopt problem-solving techniques, and take every opportunity to address the conditions that cause incidents or crimes, this should accommodate the evolution and historical developments of CPFs. The guiding documents, policies, regulations and legislative frameworks should be implemented carefully, while supported by the supreme law of the country (The Constitution, 1996). The international beach making should be adopted, as witnessed in Namibia and Tanzania.

It is recommended that intelligence-led policing should be applied as the end product of this process and relevant information should be collected, analysed and evaluated in order to prevent crime and secure apprehensions of potential offenders. From these key concepts, it is obvious that the goals and objectives of the local SAPS can be sometimes rendered in an impossible fashion and the community members should clearly aid to the available resources by providing detailed information about crimes in their immediate communities to cater for efficient proactive and reactive policing methods.

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