

THE PERCEPTIONS OF THE COMMUNITY ON COMMUNITY POLICING AT NKANENG INFORMAL SETTLEMENT

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FOREWORD

South Africa has been experiencing dramatic change, particularly since the implementation of the Constitution of the Republic of South Africa (200/1993) and the subsequent legislation. The South African Police Service (SAPS) has been especially hard-hit and has been going through a profound transformation to meet the current demands and challenges for effective and efficient service delivery. It has become clear that the process of transformation has an extensive impact on policing and therefore necessitates better communication and co-operation between the community and the police in a new dispensation.

A proven mechanism by means of which to implement a police-community partnership is a Community Policing Forum (CPF). But to perform the role of a Community Policing Officer requires of members of the SAPS not only to be arresters of criminals, but also scientist, analysts, marriage counsellors, peace brokers, mediators, psychologists, social workers and community builders, as well as members of the community. It is necessary to be loyal, honest and committed to the call of serving the public by encouraging and even educating them about police matters.

Communication from the side of both the community and the police constitutes the heart and soul of the SAPS because the police alone cannot deal with crime effectively and in a sustainable manner. The efforts to emphasise reactive policing, arresting criminals and embarking on operations that exclude the community consume and strain scarce resources, which could have been used for other national services as well as to improve the salaries of members of the SAPS. The SAPS should rather stop fighting criminals and start dealing with crime, which is ravaging our country. There is an adage, which says "A real Christian does not fight a sinner but rather deals with sin". This includes tackling the root causes of crime as well and its effects, all of which demand an integrated approach.

However, charity begins at home. If the attitudes and perceptions of the community are to be transmuted, the attitudes and perceptions of the members of the SAPS must first be changed. Police should invest in its communities with the sole objective of encouraging participation. This simply means that the SAPS must first get its house in order before it will be able to change existing perceptions about community policing. At the heart of community policing lies the challenge of effecting a paradigm shift in the SAPS so that they will be able to steer policing effectively in the right direction within the new democracy.

It is so that the police and the community fear each other because they do not know each other, due to existing stereotypes. These stereotypes are the result of the fact that the police and the community do not really know each other, which is in turn the result of the fact that there is inadequate communication between the two parties. The image of the police determines the attitude of the community to the police. Police officials should be seen as the people who are in the forefront when it comes to protecting communities. They must break away from the image of a quasi-military force and should rather be a service-oriented organisation that works in close conjunction with the community. It is unlikely that optimal policing will be achieved without the involvement and assistance of communities at grassroots level. The lack of trust between the police and communities should be addressed to restore trust and confidence. This will change the way police officers are perceived by local communities, not only in Nkaneng but also throughout the country in general.

In this dissertation the scientific rational approach is supported in the sense that deliberate steps can be taken to enhance change in or adaptation of the culture of the SAPS. However, the fact that the SAPS is part of a greater cultural environment cannot be ignored. A solution that does not take political realities into account is superficial and naïve. External and internal change influences the effectiveness of the SAPS. However, the problem is that managers do not analyse the change correctly or they do not adapt their personal paradigm or thought framework. This paradigm of management determines the relationship with members themselves and with the public. As a result, this becomes a vicious circle whereby both the police and the community have negative attitude towards and perception of each other. This breeds a culture of suspicion and fear, which become the order of the day, as is happening between the police and the residents of Nkaneng informal settlement.

ABSTRACT

The objective of this dissertation is to investigate the causes and effects of the non-establishment of a community-policing sub-forum at Nkaneng Informal Settlement. One of these causes is the negative perceptions that exist on the side of both the police and the community due to poor communication between them.

The dissertation gives an overview of (1) the theoretical framework and (2) the profile of the study area, (3) it interprets and analyses the data collected through interviews and (4) it traces the process of establishing a Community Policing Forum (CPF) at Tlhabane Police Station. The study has found that many factors of a social, cultural, economic and political nature are complicating the situation. However, it has become apparent that the chief impediment in overcoming the poor relationship between the police and the community is a failure to develop sustainable behavioural changes among both police officials and members of the community. A fundamental transmutation of attitudes and practices is needed. Furthermore, recommendations for the establishment of a sub-forum have been given extensive consideration in chapter 6 of the study. These possible solutions or recommendations such as (1) urban bias, (2) management versus leadership, (3) responsibility and accountability, (4) community-policing co-ordination, (5) strategic and system planning, (6) communication, (7) community participation, (8) use of national events days and (9) creation of a community centre have been discussed comprehensively and extensively. This latter chapter also contains hints and suggestions that can assist the Community Policing Officer (CPO) in dealing with the problems experienced by the police in the study area. In the compilation of the study and analysis of the data, it has become clear that the police have to double their efforts to change the attitudes and perceptions of the residents of the community involved in the study.

OPSOMING

Die oogmerk van hierdie verhandeling is om die oorsake en gevolge te ondersoek van die onvermoë van die SAPS om 'n gemeenskapspolisiëring-subforum te Nkaneng informele nedersetting te stig. Een van hierdie oorsake is die negatiewe persepsies wat daar aan die kant van beide die polisie en die gemeenskap bestaan as gevolg van die swak kommunikasie tussen hulle.

Die verhandeling gee 'n oorsig van (1) die teoretiese raamwerk en (2) die profiel van studie-area, (3) dit vertolk en ontleed die data wat deur onderhoude ingesamel is en (4) gee 'n oorsig van die proses van totstanbrenging van 'n Gemeenskapspolisiëring-subforum by Tlhabane-polisiestatie. Die studie het bevind dat baie faktore van 'n sosiale, kulturele, ekonomiese en politieke aard die situasie kompliseer. Daar het egter aan die lig gekom dat die hoofstruikelblok in die weg van die oplossing van die swak verhouding tussen die polisie en die gemeenskap die gebrek is aan die ontwikkeling van volhoubare gedragsveranderinge by lede van die polisie sowel as by lede van gemeenskap. 'n Fundamentele transmutasie van houdings en praktyke is nodig. Verder is daar in Hoofstuk 6 van die studie omvattende aandag aan die totstanbrenging van 'n subforum gegee. Hierdie moontlike oplossings of aanbevelings rakende aspekte soos (1) 'n stedelike vooroordeel, (2) bestuur vs leierskap, (3) verantwoordelikhaid en verantwoordbaarheid, (4) gemeenskapspolisiëring-koördinerings, (5) strategiese en stelselbeplanning, (6) kommunikasie, (7) gemeenskapsdeelname, (8) gebruik van nasionale geleentheidsdae en (9) die oprigting van 'n gemeenskapsentrum is omvattend en indringend bespreek. Die genoemde hoofstuk bevat ook wenke en voorstelle wat die Gemeenskapspolisiëringsbeampte kan help met die hantering van die probleme wat die polisie in die studie-area ondervind. Uit die opstel van die studie en die ontleding van die data het dit duidelik geword dat die polisie hulle pogings sal moet verdubbel om die houdings en persepsies te verander van die inwoners van die gemeenskap wat by die studie betrokke is.

CHAPTER 1: Orientation, problem statement aims and methods of investigation

1.1 Orientation and problem statement

The Constitution of the Republic of South Africa (200/1993) (the 1993 Constitution) prescribes community policing as the style of policing to be adopted by the South African Police Service (SAPS) to meet the safety and security requirements of all people in the country. The community-policing approach is entrenched in the 1993 Constitution (200/1993) and provides for the establishment of community-policing forums (CPFs) at all police stations. These forums will enable increased accountability of the service to the local communities and improved co-operation of communities with the services; the communities are to monitor the effectiveness and efficiency of the service; communities are to advise the police regarding local policing priorities; joint evaluation of the provision of a visible police service is to take place; and community representatives will be able to request inquiries into policing matters in the local arena.

Chapter 7 of the South African Police Service Act (68/1995) also provides for the establishment, objectives and functioning of CPFs. CPFs are forums where community and police can assemble to resolve crime-related problems and forge a way forward. In this regard Oppler (1996) in the Aim of the Guide concludes that "partnership policing not only meets these demands, but will also contribute towards preventing crime".

Within this context there is a major emphasis on the establishment of CPFs in all communities, but in one specific settlement in the North West Province, the Nkaneng Settlement just outside Rustenburg, it has not yet been possible to establish a community policing subforum. The focus of this study will be on the reasons why the establishment of such a forum has thus far failed in the Nkaneng settlement. The relevance of this study becomes clear if the particular state of community conflict in the Rustenburg area, especially in the environment of the platinum mines, is taken into account.

Many people perceive of Rustenburg as a source of employment, especially Xhosa-speakers from the Eastern Cape and Sotho-speakers from Lesotho. Mine workers from these areas move with their extended families to these areas and erect shelters or makeshift houses near their workplaces. Nkaneng is one of such informal settlements that has developed into a breeding ground for community conflict.

The research question that emerges out of this background is: what are the factors that inhibit the establishment of a CPF for this settlement? From this the following questions emerge:

- What is a community-policing forum and how does it fit into the National Crime Prevention Strategy (NCPS)?
- What is the demographic and social profile of the Nkaneng settlement?
- What is the crime and conflict profile of this community?
- Why are people in Nkaneng against the establishment of a CPF?
- Is there a process available to bring the Nkaneng community closer to the police?

1.2 Aims

The aims of this study can be formulated as follows:

- Firstly, to establish what the role and functions are of a community-policing forum, within the NCPS, and secondly, in a community such as Nkaneng.
- To investigate the demographic and social profile of the Nkaneng settlement.
- To determine the crime and violence profile of the Nkaneng settlement.
- To investigate what the perceptions are of the residents of the Nkaneng settlement *vis-à-vis* CPFs.
- To establish whether a process exists to bring about the establishment of a CPF in the Nkaneng settlement.

1.3 Central theoretical statement

The inhabitants of the Nkaneng settlement are against community policing and the establishment of a community-policing forum (CPF) because they do not understand the advantages it will have for them, and because they have negative perceptions of the police. A close and positive relationship between the police and the residents of the settlement is the essential precondition to effective policing in the study area.

1.4 Methods of investigation

This study will employ two methods, i.e. a literature study to determine the legislation and relevant policies mentioned earlier, as well as an empirical study to determine perceptions of a CPF in the Nkaneng settlement. The empirical study will utilise interviews based on a predetermined schedule of questions conducted with important stakeholders in that community. The interviews with role-players will be based on open-ended questions within the context of a participant-observer study. These role-players include:

- Community organisations
- Church groups
- Trade unions
- Teachers
- Business people
- Women's groups
- Youth organisations
- Political parties

The candidate anticipated having 30 interviews in total. One possible obstacle, i.e. language, was not expected to present a problem since the candidate has proven fluency in English, Afrikaans, Tswana and South Sotho, all of which are spoken in the Nkaneng settlement. The candidate is himself an officer in the SAPS and closely involved with the establishment of community-policing forums, and very much aware of the fact that his position may affect his research. Special arrangements have been made to allow him to conduct this research and to share with his interview group that this is an academic study.

CHAPTER 2: Theoretical framework and background study

2.1 Introduction

In Chapter 1, the research problem was formulated and a brief background study of community policing in South Africa was given. In this chapter, a comprehensive detailed theoretical and background study is discussed as an alternative strategy to assist the police in creating improved relations with communities. Its objective is to make policing the responsibility of all South Africans, which in turn should serve to decrease the level of crime in South Africa. This should also serve to legitimise partnerships as a means to dealing with problems which manifest themselves in criminality.

It first explains what community policing, its objectives and principles entail. Secondly, the implications and manifestations of community policing are discussed. Thirdly, the establishment of community policing forums (CPFs), their powers and functions are dealt with. Lastly, a look is taken at how the National Crime Prevention Strategy (NCPS) of 1996 fits into the whole strategy of community policing. A brief background is given below before the above matters are discussed.

2.2 Background study

The history of the South African Police Service is divided into three different eras: political, transitional and community policing. The political era was characterised by close ties between the police and politics, which was in existence until 1989. The transitional era was a product of the desire to eliminate apartheid or politics from policing in order to legitimise it. It is still in the process of giving way to an era of community policing. At current the SAPS is in varying stages of adopting and implementing community policing.

Political and social transformation has had a profound effect on the South African Police Service and South African citizens. After the advent of democracy in April 1994, the Constitution prescribed community policing as the 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. Fundamentally, it requires the South African Police Service to develop into a community-oriented police service, and to adopt a consultative approach to meeting the safety and security needs of the community it serves. This means a service that is both more accessible and acceptable and more efficient and effective.

Section 152(1)(e) of the 1996 Constitution (108/1996) states that an important object of local government is to encourage the involvement of communities and community organisations in the matters of local government. Section 195(1)(e) states that people's needs must be responded to and the public must be encouraged to participate in policy-making. Section 221 of the 1993 Constitution (200/1993) provided for the establishment of CPFs in greater detail than the 1996 Constitution (108/1996) that superseded it. The community-policing approach is also entrenched in the South African Police Service Act (68/1995). It is evident that community policing has become the new orthodoxy of South African policing. Clapper and Konig (1998:48) state that it has been identified as a practical alternative to orthodox South African policing which has failed to deal appropriately with crime and quality of life issues. Embracing community policing therefore amounts to an admission that traditional policing is incapable of doing much about crime, social disorder and other quality of life problems.

Managers in the public service are faced with the challenges and demands of ensuring that the democratic values and principles as enshrined in Chapter 10 of the 1996 Constitution (108/1996) are entrenched. Section 195(1) of this Constitution says that these democratic values and principles include the following:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective use of resources must be promoted.
- Public administration must be development-oriented.
- Services must be provided impartially, fairly, equitably and without bias.

- People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- Public administration must be accountable.
- Transparency must be fostered by providing the public with timely, accessible and accurate information.
- Good human-resource management and career-development practices, to maximise human potential, must be cultivated.
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.

The above principles apply to administration in every sphere of government, organs of state and public enterprises. Therefore managers in the SAPS are faced with these challenges to meet the current demands of the community effectively and efficiently. Community participation forms a core element in community policing. Participation in this case is indicative of development. No development is possible without community participation.

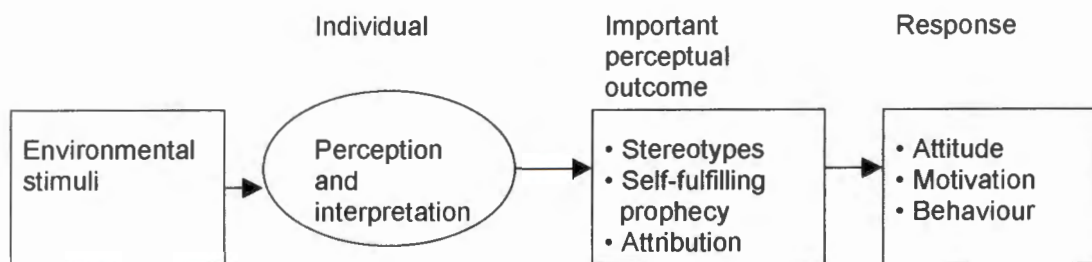
2.3 *Definitions of perception and community*

A definition of these concepts is important because they are core concepts of the study. The term "perception" will firstly be defined, followed by a definition of "community".

2.3.1 Perception

Plano, Riggs and Robin (1982:89) define perception as the process (or the result) of becoming aware of things by means of the senses. Hellrieger and Slocum (1996:493) say that perceptions are influenced by what people see, by the way they organise these elements in memory, and by the meanings they attach to them. Perception is the meaning ascribed to a message by either a sender or receiver. Kreitner and Kinicki (1998) describe perception as a cognitive process that enables people to interpret and understand their surroundings.

An overview of the perception process



Source: Adapted from Kreitner and Kinicki (1998)

2.3.2 Community

Plano *et al.* (1982:23) say a community is a social group having a sense of common identity, self-awareness and shared interests. Generally members of a community reside in a specific geographical area, utilise common institutional machinery and conduct a volume of social interaction large enough to create a consciousness of common interests. Longman Dictionary of Contemporary English (1987) defines community as a group of people living together and united by shared interests, religion, nationality, etc.

2.4 What is community policing?

Jagwanth (1994:164) says that the term community policing is not susceptible to easy definition. It is a value ladder concept, which incorporates a wide range of ideals and principles committed to the broad end of social justice. Community policing is a policing style, which focuses on the police-community partnership. According to Standard and Policy Documents (SAPS, 1996), community policing is a philosophy, management style and organisational strategy that guide the establishment of police-community partnerships and a proactive, problem-oriented approach toward policing problems and the causes of crime. It is based on the assumption that the objectives of policing, namely the provision and maintenance of safety and security for all individuals and communities, can only be achieved through the collaborative effort of the police. Peak and Glensor (1996:72) state that community policing is a philosophy and not a

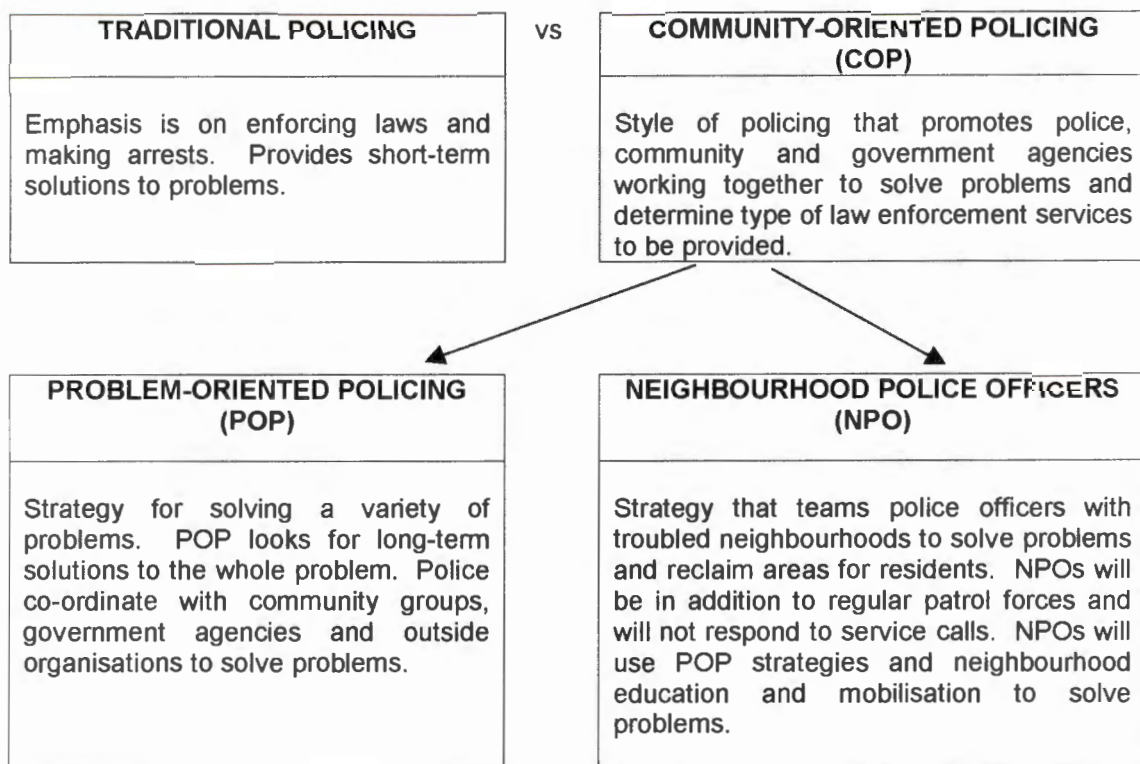
specific tactic; a proactive, decentralised approach, designed to reduce crime, disorder and fear of crime by involving the same officer in the same community on a long-term basis. This means that the police are the public and the public is the police. Table 2.3.1 and Diagram 2.3.1 below clearly spell out the distinction between traditional policing and community policing. The major distinction is that one emphasises enforcing law while the other emphasises the promotion of co-operation and partnership.

Table 2.3.1: Traditional versus community policing: Questions and answers

QUESTION	TRADITIONAL	COMMUNITY POLICING
<i>Who are the police?</i>	A government agency, principally responsible for law enforcement	Police are the public and the public is the police: police officers are those persons who are paid to give full-time attention to the interests of every citizen
<i>What is the relationship of the police force to other public-service departments?</i>	Priorities often conflict	The police form but one department among many responsible for improving quality of life
<i>What is the role of the police?</i>	Focus on solving crimes	A broader problem-solving approach
<i>How is police efficiency measured?</i>	By detection and arrest rates	By the absence of crime and disorder
<i>What are the highest priorities?</i>	Crimes that are high-value (e.g. bank robberies) and those involving violence	Whatever problems disturb the community most
<i>What, specifically, do police deal with?</i>	Incidents	Citizens' problems and concerns
<i>What determines the effectiveness of police?</i>	Response times	Public co-operation
<i>What view do police take of service calls?</i>	Deal with them only if there is no real police work to do	Vital function and great opportunity
<i>What constitutes police professionalism?</i>	Swift effective response to serious crime	Keeping close to the community
<i>What kind of intelligence is most important?</i>	Crime intelligence (study of particular crimes or series of crimes)	Criminal intelligence (information about the activities of individuals or groups)
<i>What is the essential nature of police accountability?</i>	Highly centralised; governed by rules, regulations, and policy directives; accountable to the law	Emphasis on local accountability to community needs
<i>What is the role of headquarters?</i>	To provide the necessary rules and policy directives	To preach organisational values
<i>What is the role of the press liaison department?</i>	To keep the "heat" off operational officers so they can get on with the job	To co-ordinate an essential channel of communication with the community
<i>How do the police regard prosecutions?</i>	As an important goal	As one tool among many

Source: Adapted from Peak and Glensor (1996:73)

Diagram 2.3.1: Traditional policing vs Community-Oriented Policing



Source: Adapted from Peak and Glensor (1996:74)

Many past and present practitioners have become staunch proponents of community policing. For example, former New York City Police Commissioner Lee P Brown, who earlier implemented community policing in Houston, wrote (in Peak & Glensor, 1996:74): "I believe that community policing - the building of problem solving partnerships between the police and those they serve - is the future of American law enforcement. We are bringing back a modern version of the 'cop on the beat'. We need to solve community problems rather than just react to them. It is time to adopt new strategies to address the dramatic increase in crime and fear of crime. I view community policing as a better, smarter and more cost effective way of using police resources." However, it should be emphasised that community-oriented policing is a long-term process that involves fundamental institutional change (see Diagram 2.3.1 above). Community policing goes beyond simply implementing foot and bicycle patrols or neighbourhood stations and redefines the role of the police officer on the street, from crime fighter to problem solver and neighbourhood representative (see Table 2.3.1 above). It forces a cultural transformation of the entire SAPS, including a decentralised organisational structure and change in recruiting training, award system, evaluation, promotions and so forth. This philosophy also asks the police to break away from the binds of incident-driven policing and to seek proactive and creative

resolutions to crime and disorder. In the Annual National Police Plan (SAPS, 1996-1997:3) it is clearly stated that community policing has been accepted as the most sustainable, deliverable and effective approach to the enormous challenges of crime and victimisation.

This definition reflects the sentiments expressed in a Manual for the South African Police Service (SAPS, 1997:10), which identifies the main elements of community policing as follows:

- Structured consultation between the police and different communities about local problems, policies, priorities and strategies;
- The adaptation of policing strategies to fit the requirements of particular local circumstances as well as the development of a customer orientation in the rendering of service;
- The mobilisation of all resources available to the community through mechanisms designed to encourage transparency; and
- Changing of the policing focus from primarily a reactive focus on crime control to a proactive focus on the underlying causes of crime and violence.

Trojanowicz and Bucqueroux (1994:2) define community policing as a philosophy and an organisational strategy that promotes a new partnership between people and their police. It is based on the premise that the police and community must work together to identify, prioritise and solve contemporary problems such as crime, drugs, fear of crime, social and physical disorder and overall neighbourhood decay, with the goal of improving the overall quality of life in the area. Trojanowics and Bucqueroux (1994:2) further state that community policing is a philosophy of full service personalised in the same area on a permanent basis, from a decentralised place, working in a proactive partnership with citizens to identify and solve problems.

It is clear that the primary goals of community policing cannot be achieved unless the quality and level of interaction and collaboration between the police, individual citizens and the community organisations are increased. The pursuit of these goals implies that the greatest challenge that faces any community-policing project is to unleash the potential for an effective organisation lying dormant in communities. This challenge is proving even more formidable within the South African context owing to the

politicised and isolated role that the police played in the past. More and Wegener (1992:27) state that community policing requires a different approach in order to make the organisation work effectively.

2.5 The implications and manifestation of community policing

Implicit in the mission of the SAPS is a need to transform the police into an organisation providing an accountable service committed to operating within the values of a democratic society. In a system of community policing, the members of the community provide the "grassroots" information about their policing needs and their resources, and the police provide the skilled personnel and physical resources to carry out the task required. Sarre (1996:7) states that community policing is thus a joint and theoretically equal operation. Some practical implications of this model are examined as follows:

2.5.1 Joint problem-solving policing

The police will only be effective if they enjoy the trust and support of local communities. Steven and Yach (1995:10) suggest that the police depend on public co-operation and therefore public perceptions of and confidence in the police determine the extent and nature of the flow of information from the community to the police. According to Trojanowicz and Bucqueroux (1994:1) the success or failure of policing depends on qualitative outcomes (problems solved) rather than just on quantitative results (arrests made) but both qualitative and quantitative measure are relevant (see Table 2.3.1).

Problem-oriented policing according to Goldstein (1979) (in Stevens and Yach, 1995:11) can be defined as a systematic process for examining and addressing the problems the public expects police to handle (see Diagram 2.3.1). Sarre (1996:7) views problem-oriented policing as a variation on the theme of community policing. It de-emphasises random patrolling in police cars and it rather requires identifying the problem in more precise terms, researching each problem, documenting the nature of the current police response and assessing its adequacy. This means that it searches for precipitating factors, which if eliminated may stop or at least limit the anti-social conduct which otherwise might have occurred. The police, in this sense, are viewed as an important support agency, which can enable communities to achieve the

objective of community safety, and to link up with other sectors for resources, which cannot be found within the community. Commitment to this involves the police shifting away from exclusive control over order and security, towards an approach in which responsibility is shared with other parties concerned. According to Peak and Glensor (1996:78), the community plays an important role in helping the police resolve crime and disorder and therefore a collaborative approach to problem solving makes sense.

2.5.2 Confidence and trust

A substantial amount of time and effort has to be devoted to building relations between the police, individuals and community. Oppler (1996:8) says trust is a vital component in making a partnership flourish. An effective partnership is based upon mutual trust, honesty and sharing information and views. Ben Whitetaker cited by Stevens and Yach (1995:12) says that "there is little future for either the police or the public if their consultation does not necessarily mean agreement with everything and everyone. It enables decision-making to be better informed. Resolving conflict is an essential element of effective policing that is acceptable to the communities. Tangible results must be seen to follow from meetings; otherwise the perception that consultative forums are mere talk shops will take root. Sometimes this involves the police making hard and unpopular decisions."

2.5.3 Culture of fairness

The manifestation of community policing is based on other issues such as a culture of fairness where members of the police demonstrate a clear commitment to the fair and non-discriminatory treatment of all members of the public. Fairness in service delivery requires the police to attend to community priorities and to respond sensitively to the diversity of community interests, for example sporting bodies, religious organisations, civic and political organisations, educational bodies, youth structures and others. It all boils down to public-value policing through trust. Trust must be earned and once gained, must be sustained. This can only be achieved by being demonstrated repeatedly through actions. Treating suspects in a professional, even-handed manner and respecting their rights is part of the seamless web of fairness, or on the other hand, of mistrust or isolating each other. In some parts of South Africa, there is still a wide gulf between the police and the local people. Good community relations do not

happen of their own accord, nor do they happen overnight. Four factors contribute to public satisfaction or dissatisfaction with the police. They are success, skills, interest and support. Support and interest are the most important factors in building confidence and mutual trust.

2.5.4 Consultation

Consultation is vital to meeting local community needs. In adhering to the principles of a community/police partnership the police adopt the key strategy of community participation. The principle of structured consultation between the community and the police, through Community Policing Forums (CPFs), has been enshrined in the 1993 Constitution (200/1993). There is a need for the police to find out what local people expect from them; to align police priorities with local people's needs; to understand and take people's concerns seriously, as well as to recognise and encourage their willingness to voice their issues in a public forum like a CPF.

2.6 *The establishment of Community Policing Forums*

The community-policing approach is entrenched in section 221 of the 1993 Constitution (200/1993) and in Section 18(1) of the South African Police Service Act (68/1995), and it provides for the establishment of CPFs at all police stations. According to Irwin (1996:4), the jobs of CPFs are as follows:

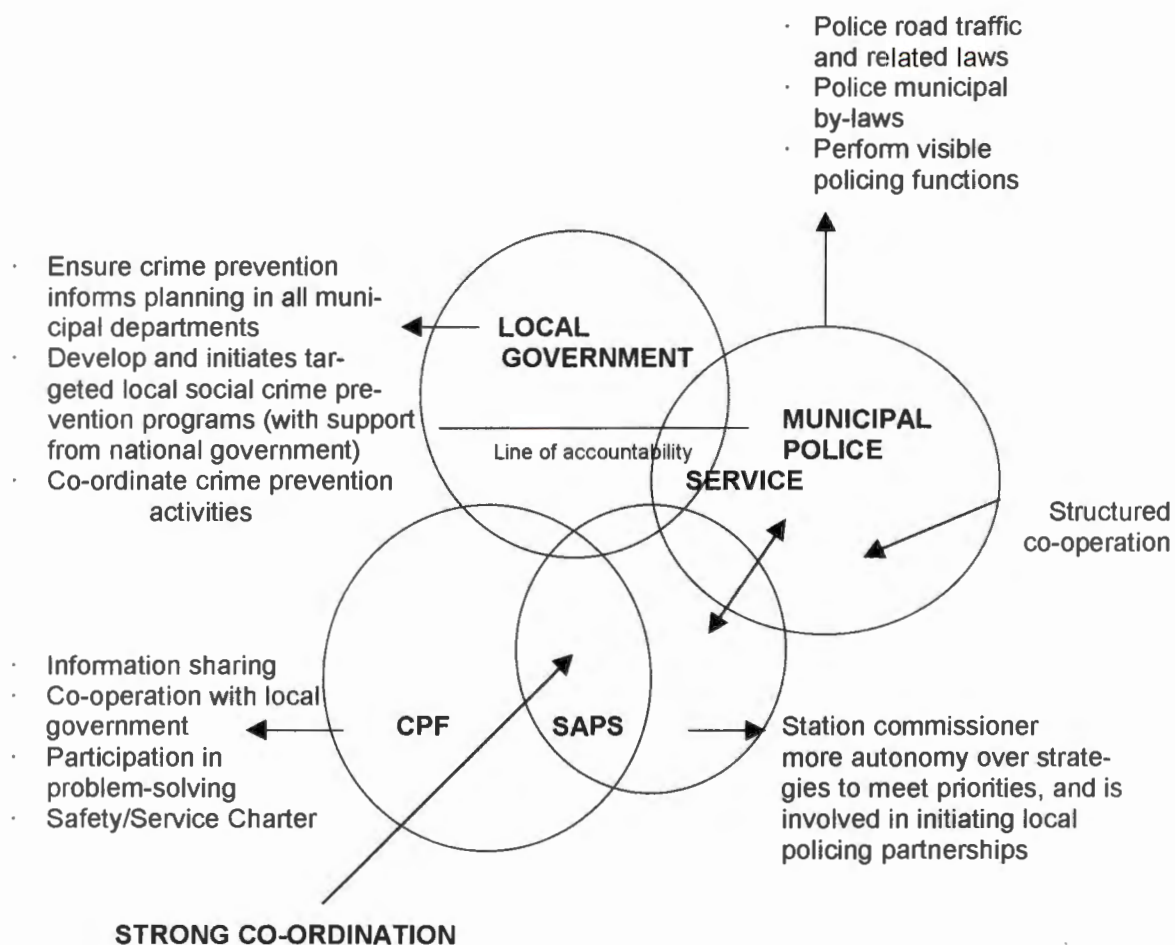
- To make sure that local police are able to explain to people what they are doing about crime in an area.
- To check on whether, and how well, the police are using their resources in dealing with crime in the community.
- To judge the way the presence of the police is felt, both when people are in the police station and when the police operate outside the police station. Are police stations places where members of the public can feel comfortable? Is it easy to find a police officer when you need one? Are there always plenty of police visible at rallies and other mass events? Do police patrol the streets?
- To enquire into local policing matters. Do some residents say their complaints have not been attended to?

- To tell the police which crimes members of the community are most concerned about so that police can redirect their resources. For example, housebreaking may be the most serious problem in the area, or rape, or drug dealing. Working together, the police and public decide how best to tackle those problems.

Actually the forums enable increased accountability, effectiveness and efficiency, prioritisation, consultation, transparency, responsiveness, fairness, communication and co-operation, and they enhance confidence and trust between the community and the police. The White Paper on Safety and Security (SA, 1998:34) states that it must be clearly recognised that CPFs have played a valuable role in ensuring greater co-operation with the SAPS at the local level. But given that a democratically elected local government is in place, it is appropriate that the functions of CPFs be supplemented by duly elected representatives of local communities. This is particularly important in the formulation of local policing priorities and crime prevention initiatives. Diagram 2.2.5.1 below illustrates the relationship between the Local Government, CPFs and the SAPS. It is clear that the building of such relationships at local level will still take time to establish and achieve. CPFs should co-operate with local government by –

- jointly setting crime prevention priorities and agreeing upon strategies to ensure their implementation;
- assisting with the development of targeted social crime prevention programmes;
- identifying flashpoints, crime patterns, community anti-crime priorities and communicating these to local government and the SAPS, and participating in problem solving;
- mobilising and organising community-based campaigns and activities and the resources required in sustaining them.

Diagram 2.2.5.1: Relationships at local level



Source: Adapted from the Department of Safety and Security (1998:36)

Stevens and Yach (1995:65), the architects of the provisions mentioned in the 1993 Constitution (200/1993), South African Police Service Act, (68/1995) and White Paper on Safety and Security (SA, 1998), envisaged that representatives of the forums will be democratically elected so that the community at large would recognise the persons serving in CPF's as genuine representatives who have a mandate to act on behalf of their local organisations and structures. Establishment of community forums of this nature met with mixed results. Some were seen as simply cosmetic and as a part of a public relations exercise, which was not concerned with reorienting and refocusing police service delivery in any fundamental way.

The SAPS remains primarily responsible for operational policing, while the CPF's main functions are to monitor and evaluate the service and to advise the police on the policing demands of the community. The function of the CPF's in some areas is impeded when issues of a political nature dominate the agenda. Every forum can

determine its own structure and subcommittees to address every problem or set of needs of the community concerned.

A manual for the South African Police Service (SAPS, 1997:57) states that working groups should be responsible for investigating particular problems and for developing a solution. These solutions should be forwarded to the Executive Committee for approval, maintenance and monitoring.

2.7 How does the National Crime Prevention Strategy (NCPS) fit in with the community-policing strategy?

Since there is a need for consultation with the broader spectrum of the society, it is necessary for crime prevention efforts to involve every sector of the community. The South African Police alone cannot deal with crime but communities need to be actively involved. Crime prevention, and particularly social crime prevention, not only targets the causes of crime, but in the longer term, does so in the most cost-effective way. Crime prevention strategies therefore focus on those groups most at risk of either offending or becoming victims of crime, for example poor communities, youths, women, children and the disabled. The national crime prevention strategy provides a national vision and framework for preventing crime.

The White Paper on Safety and Security (SA, 1998:20) states that effective crime prevention strategies would therefore need to involve partnerships between government bodies and structures of civil society to address certain factors contributing to crime by the following means:

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

The National Crime Prevention Strategy of 1996 provides the motivation for a new paradigm for safety and security. This entails a shift away from crime control to crime

prevention, as well as emphasising crime as a social as opposed to a security issue. The NCPS provides for a wide array of preventative programmes such as police-school liaison. Chapter 23, which deals with public values and education, also proposes a national programme on school education. The motivation for such a programme has been that " ... such education has lagged considerably behind the development of our society and does not provide much of the information required to function" (Pillay, 1997:26). Objectives for the establishment of a school-liaison programme are:

- To make a contribution in helping the youth understand and accept the principle of good citizenship and social responsibility.
- To foster crime prevention in schools, youth clubs and other educational contexts.
- To develop a broader understanding of the role of the police and of the part played by related institutions such as courts, correctional services, health and welfare department.
- To improve the image of the police.
- To make the youth aware of dangers.
- To encourage crime prevention.

The NCPS provides a framework for a multi-dimensional approach to crime prevention. Amongst other things, it provided a means by which government departments can integrate their approach to the problem of crime control and prevention. Section 40 (2), of the 1996 Constitution (108/1996) states that all spheres of government must conduct their activities in an integrated, interdependent and interrelated manner. The NCPS suggests a renewed concentration on law enforcement within the SAPS itself and requires the involvement of greater number of new role-players in safety and security.

2.8 Conclusion

Community policing has been accepted as the most sustainable, deliverable and effective approach to the enormous challenges facing crime, criminality and victimisation in South Africa. The South African Police Service is undergoing a transformation in culture.

The South African Police Service Act, Act 68 of 1995 (1995), underpins democratic policing, which in essence translates into what is frequently referred to as community policing. In order to inculcate a culture of respect for the law in the new democracy and the South African Police Service, communities need to be empowered with sufficient knowledge so that they are able to forge positive relationships with police officials and improve community-police relations. The development of democratic policing must be considered within a wider context of change and the massive programme of reconstruction and development. Energy is now being expended on seeking ways to integrate community-focused tactics with the way in which the police provide their services to members of the community.

In order to achieve democratic policing, its values need to be supported in police structures, systems, policies and procedures. Bennett (in Stevens and Yach, 1995:134) states that the development of community-policing programmes requires further changes to the management process, including the development of appropriate policing training, methods of performance review, effective, relevant and useful management information and management styles, and greater involvement of the junior ranks in decision-making.

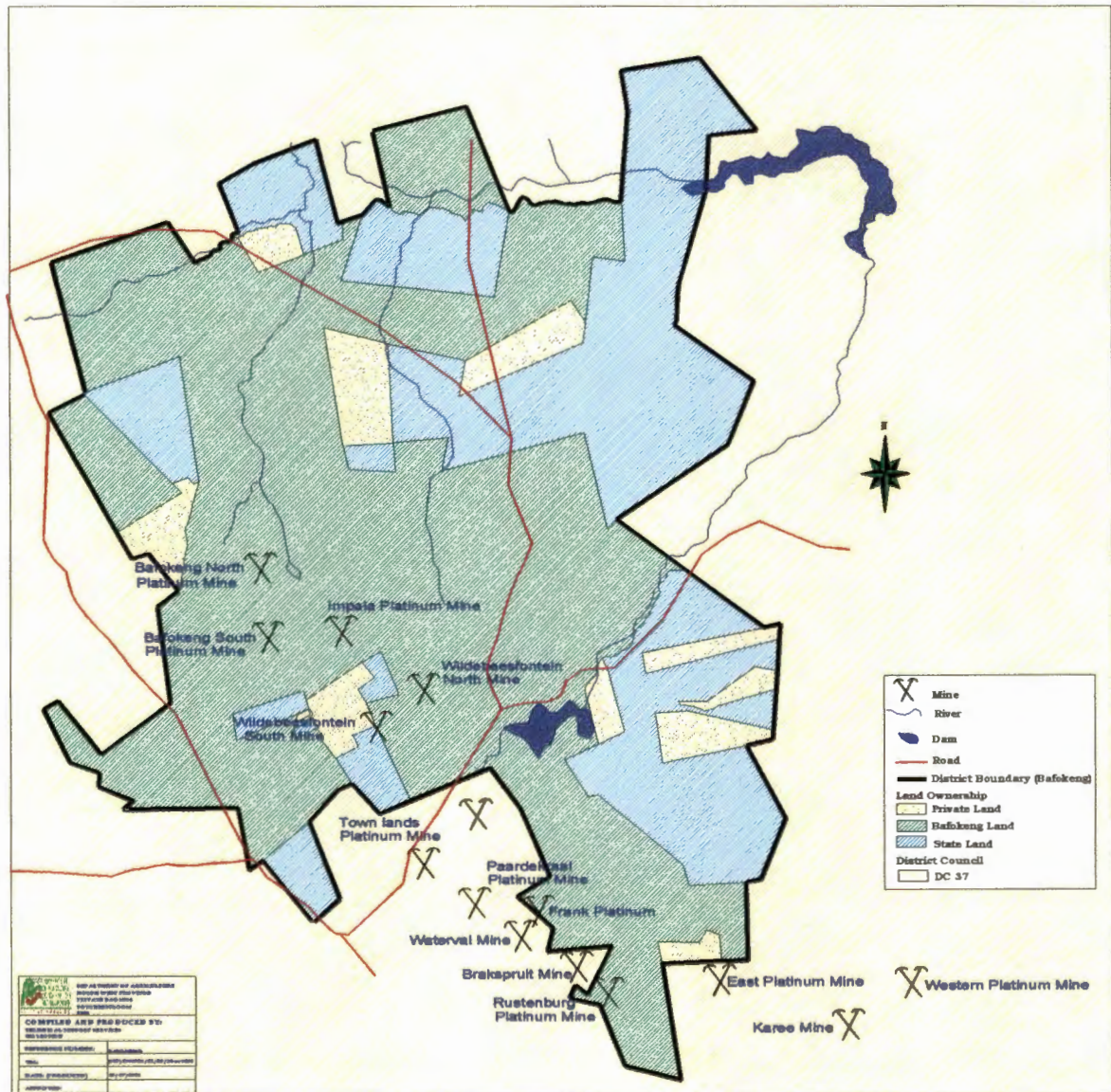
CHAPTER 3: Profile of Nkaneng informal settlement

3.1 Introduction

The migrant labour hostels around Bleskop mines have gained notoriety as a theatre of violence after the split from National Union of Mine Workers (NUM) in 1996 to form an independent union known as Mouth Piece Workers Union (MPWU). For many years these compounds were sources of informal settlements around Amplats Mines because they were neglected and not inhabitable for families. Most of the mine compounds or hostel dwellers were very politicised regarding both union and political issues. As a result such areas did not have normal policing as the residents themselves opposed this. The Amplats Mines in the Rustenburg district are shown in figure 3.1.1.

Most of the settlement dwellers in these areas chose to establish their own structures, such as marshal structures and residents committees, based on political affiliation and domination. The responsibilities and roles of the marshal structures were to patrol the area, identify the so-called "impimpis", and protect their leaders in these settlements. The roles of the resident committees were to ensure that the residents respect the values and norms of their fellow residents, to allocate sites for newcomers and also to handle the conflict and differences that occur in the settlement. The Residents Committee and the marshal structure together meted out punishment to those who were accused of breaking the laws of the settlements. No consideration was given to taking the matter to the police, who were not trusted and were perceived as the enemy of the people. Residents of the settlement thus used counter-violence to draw attention to the structural violence forming part of the deteriorating conditions of life in the settlements as well as in the mining compounds or hostels. Nkaneng informal settlement was not an exception and was also affected by what was taking place in the other informal settlements and mining compounds. Figure 3.1.1 shows the present number of settlements around Amplats mines.

Fig 3.1.1: Locality of Amplat Mines in the Rustenburg District with Ownership Status of Land



Source: Adapted from Bigen Africa Geographical Information systems (in Conflict Resolution Consortium draft final report, 30 April 2001)

Table 3.1.1: The present number of settlements around Amplats Mines

Informal settlement	Location of settlement	Number of houses			Estimated no. of men employed by R.P.M.
		Oct 97	Feb 98	Oct 99	
Waterval Private Land	Between Waterval Residential area and Kroondal	212	212		28
R.P.M. Mine Married Quarters	South of P.M.R.'s boundary	36	36	65	100
Popo Molefe Settlement Mine Land	Adjacent to Paardekraal Shaft	1631	1652	1900	80
Jabula Settlement Trust Land	± 1 km north of Town-lands Shaft	1427	1450	1800	90
Zakhele Settlement Bafokeng	Just north of Frank Shaft	1427	1450	1800	90
Nkaneng Settlement Bafokeng	Adjacent to Bleskop Hostel	1330	1480	1700	55
TOTAL		4997	5250	5915	63

Source: Adapted from Kwinana (1999)

NUM-CONTROLLED AREAS:

Waterval Settlement	70%
P.M.R. Settlement	100%
Jabula Settlement	90%
Zakhele Settlement	70%

MOUTHPIECE WORKERS-CONTROLLED AREAS:

Popo Molefe Settlement	100%
Nkaneng Settlement	100%

3.2. Establishment of Nkaneng informal settlement

Nkaneng informal settlement is a squatter camp situated between Bleskop "B" Hostel and Marikana along Bleskop-Marikana road some 15 km east of Rustenburg in the North West Province. Across this road, opposite the settlement on the eastern side, is

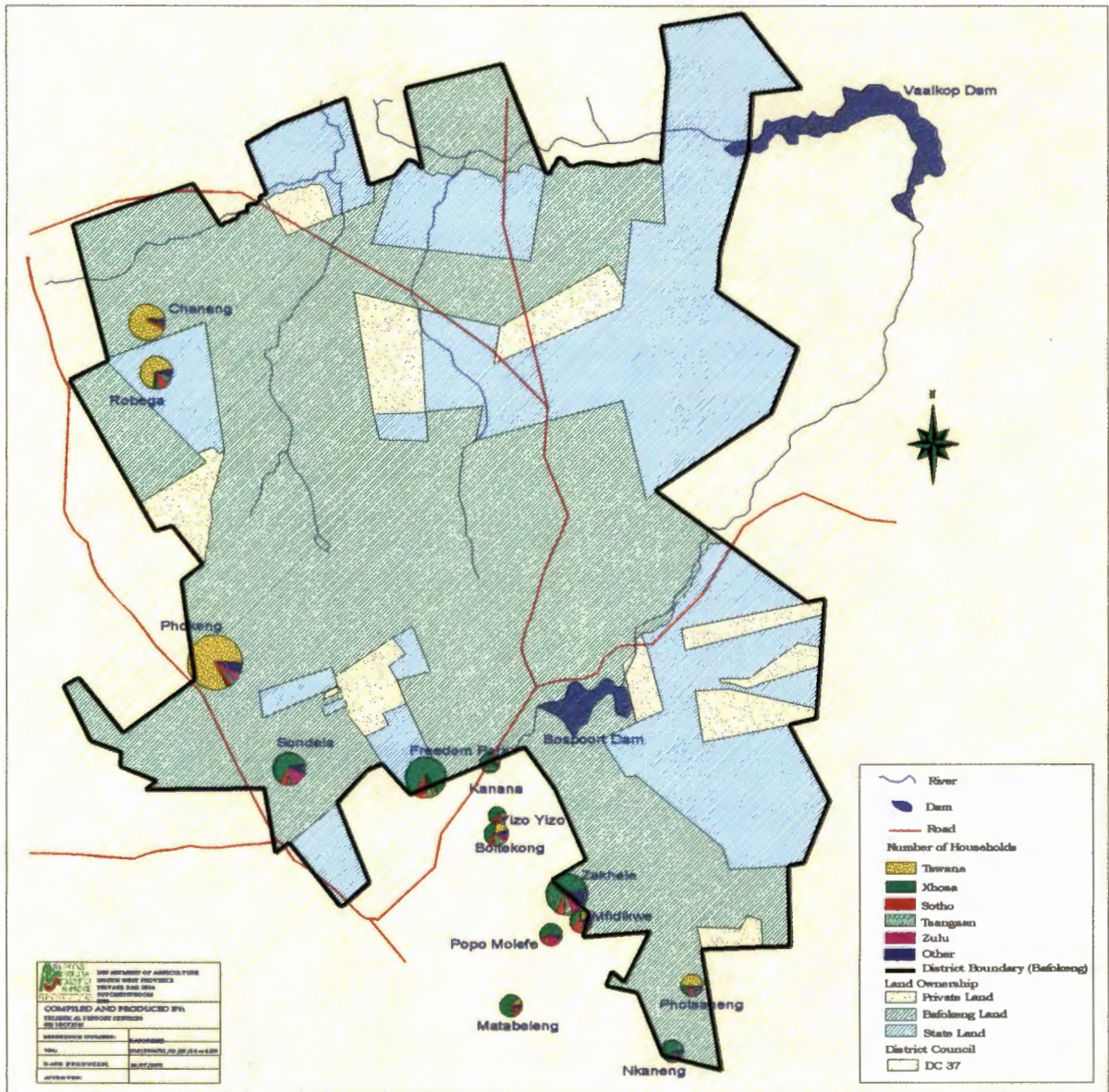
a village called Photsaneng and on the western side is the "B" Hostel. The real name of Nkaneng is Inkanene, which in Xhosa literally means "to do something by force". It traces its origin back to the time after the first democratic general elections in 1994. It was initiated with a mass meeting at Photsaneng Sports Ground in May 1994. The mineworkers and unemployed people converged to discuss the problems of accommodation in the area. The majority of these people rented houses in the nearby villages such as Photsaneng, Thekwane, Mfidikwe and even as far as Kroondal. At the meeting people identified unoccupied land and agreed that the land would be occupied without obtaining any permission to do so. Most of the people involved were from the Eastern Cape, and a few were from Lesotho and KwaZulu-Natal, hence the settlement was named "Nkanini" in Xhosa. People residing in this settlement are working at the surrounding shafts such as Bleskop Mine and Karee Mine.

Although it was not clear all the time who owned the land, it has since been found that this land belongs to the Bafokeng Royal Nation under Chief Leruo Molotlegi III. The settlement has a predominantly Xhosa-speaking population of about 5 100 living in approximately 1 700 shacks. The average population density for the area is estimated at three persons per stand. The number of households and the settlements around Amplats mines are shown on the map in figure 3.2.1.

3.3 The characteristics of the residents of Nkaneng Informal Settlements

The standard of living is very low for the vast majority of the residents. The low standard of living is manifested quantitatively and qualitatively in the form of low income, unemployment, inadequate housing, poor health, lack of recreational facilities, limited or no education, conflict and intolerance, and in many cases a general sense of malaise and hopelessness. Some statistics comparing certain aspects of life in the settlement are provided below. However, due to difficulties in data collection, the statistics often contain substantial errors of measurement. Nevertheless they do

Fig 3.2.1: Map illustrating Number of Households and the Settlements around Amplat Mines in Rustenburg District



Source: Adopted from Bigen Africa Information Systems (in Conflict Resolution Consortium Draft Final Report, 30 April 2001)

provide an indication of the relative standard of living in the settlement. These statistics are based on the South African Census of 1996.

3.3.1 Dwellings and shelters

According to statistics provided by Kwinana (1999) , the number of shacks in the settlement have increased from 1 480 in February 1998 to 1 700 in October 1999. This means that in 21 months the number of shacks had increased by 200. The shacks are built of corrugated iron, timber and metal sheets. Many of these shelters are very small and have a high tenancy rate. One shack is occupied by an average of 5 persons. The statistics of the South Africa Census 1996 indicate that 616 shacks were built in backyards, while 818 shacks were built elsewhere (see Table 3.2 below).

Table 3.2: Type of dwelling by population group for persons weighed, Nkaneng

Type of dwelling	African/Black	Coloured
House on separate stand	7	-
Traditional dwelling	-	-
Flat in block of flats	17	-
Town/cluster/semi-detached house	4	-
Unit in retirement village	-	-
House/flat/room in backyard	1	-
Informal dwelling/shack elsewhere	818	10
Room/Flatlet on shared property	29	4
Unspecified/dummy	30	-
TOTAL	1520	11

Source: Adapted from Statistics South Africa: South African Census 1996

3.3.2 Employment and occupation status

The South African Census 1996 indicates that only ninety (90) persons were employed while the information from the RPM Mobile Clinic estimates fifty five per cent (55%) of men residing at the settlement are employed by Amplats Mines. Most of the residents are actually looking for work. They were estimated at five hundred and five (505) persons, one hundred and fifty one (151) persons are housewives and not looking for

work, two hundred and fifteen (215) persons are not looking for work. Employment status is shown in Table 3.3 below.

Table 3.3: Employment status by population group for persons weighed, Nkaneng

	African/Black	Coloured
Employed	90	-
Unemployed - looking for work	505	-
Not working - not looking for work	216	9
Not working - housewife/home maker	151	-
Not working - pensioners/retired	4	-
Not working - scholar - full-time student	11	-
Not working - not wishing to work	159	-
Not working - none of the above	0	-
Unspecified	337	-
NA: <15		3
TOTAL	1520	11

Source: Adapted from Statistics South Africa Census 1996.

Employment status has since changed due to the high migration from the Eastern Cape to the area. Most of the employed residents are working at the nearby Bleskop Mine, earning a low income.

3.3.3 Health

In addition to the poor housing, unemployment and low income, many people in the squatter camp fight a constant battle against diarrhoea, round worms, rabies, impetigo (skin problems), malnutrition, other diseases and general ill health. Approximately 100 persons are treated for diarrhoea every month, approximately 65 persons are treated for round worms monthly and approximately 50 cases of skin problems are reported per month. The number of cases of sexually transmitted diseases (STDs) is not high as men are treated in mine hospitals or clinics. Regarding HIV/AIDS no cases are reported to the local mobile clinic at this stage because such patients are dealt with at the Rustenburg Provincial Hospital. The pregnancy rate in the settlement is very high as men believe that they should have high numbers of children to testify to their

manhood. The malnutrition and poor health in the settlement are due mainly to poverty. The residents do not have access to safe drinking water and live without sanitation facilities.

3.3.4 Other socio-economic complexities

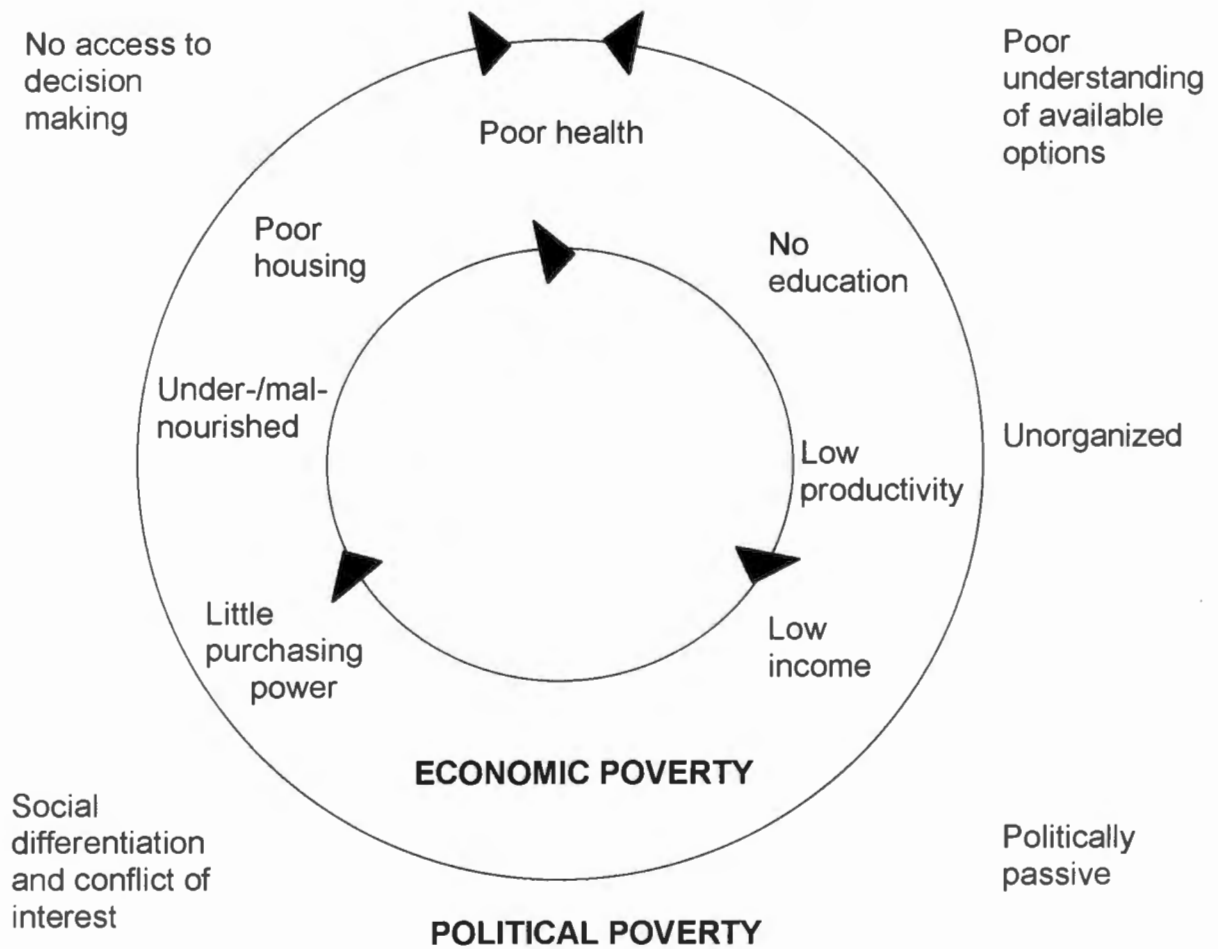
There are no recreational facilities in the squatter camps and there is nothing for people at leisure to do. Sports and other leisure facilities are non-existent. The residents sometimes use the mine facilities, particularly for soccer, and there are also a number of choirs. The residents do not recognise a lack of recreation or leisure facilities as a problem. During leisure time the residents spend their time on alcohol consumption, while some play cards. Church membership in the settlement covers a wide spectrum from the establishment churches to the informal churches. There are unlicensed tuckshops, taverns and shebeens, a shop called Thekelo Wholesalers and one child care centre, known as All Nations Child Care Centre.

If one then summarises the analysis set out in the preceding paragraphs, the residents are under- and malnourished, they live in miserable housing conditions and they suffer from a lack of sanitation and hygiene. This combination of conditions compound to make the residents very susceptible to disease. In addition, the residents lack the most elementary education. As a result of bad conditions and inadequate education, the residents are generally less productive. For the same reason, they are poorly paid when employed and unable to exploit the opportunities available through self-employment. Thus they continue to have a very meagre income and, consequently, their purchasing power remains highly inadequate. They are, in other words, captives of poverty and conditions where their basic needs are not satisfied. This whole process is repeated continuously and the situation of the residents can thus be characterised as a vicious cycle – a poverty cycle, as illustrated by the inner circle in Diagram 3.4.1.

The residents who are trapped in such a poverty cycle are the last to benefit from growth and they are rarely experiencing any real improvements as a direct result of a new political dispensation or aggregate growth. The residents do not have the necessary resources to change the mechanism that keep them in deep poverty. In addition, according to some proponents of the basic needs strategy (in Martinussen,

1997:300), the poor do not have the necessary political resources to do anything about their own situation.

DIAGRAM 3.4.1: The vicious cycle of economic and political poverty



Source: Adapted from Martinussen (1997:229)

The residents of Nkaneng Settlement have very few opportunities to influence and affect decision making within a political system, even in democracy; and they have no access at all to the important centres of power within the corporate world. Further the residents are divided into several distinct social groups that often view each other with animosity. Although they share the basic symptoms of poverty, their political and trade union affiliations are dissimilar. Some are members of the ANC and some are members of the UDM on the one hand, and some are NUM members and some MPWU members on the other hand. To further compound the situation, there are differences based on gender, as well as divisions caused by ethnic affiliation, language and religion.

The combined outcome is a considerable social differentiation that makes it difficult for the residents to act collectively and to organise themselves. Lack of education and the often-associated poor understanding of the options for action available compound the difficulties. The result is a low degree of organisation, political negativity and passivity. Finally, it could be added that in the Nkaneng informal settlement a high number of residents are excluded from decision-making, mainly because involving all residents would seriously threaten the powerful who control the settlement. The complex conditions, which tend in a mutually reinforcing manner to keep the residents in political poverty, is depicted in Diagram 3.4.1 by the outer cycle. Unlike the symptoms of economic poverty, where a predominantly circular causation is assumed, the conditions producing political poverty and exclusion interact with each other in a multidirectional manner. This could also be applied to the conditions referred to in the inner cycle of Diagram 3.4.1. Under these circumstances, the residents of Nkaneng informal settlement have no option of accepting a community-policing strategy as a central point for their safety and security unless a multi-dimensional approach is implemented.

3.4 Community structures and conflicts

The establishment of the settlement was mainly initiated by the mineworkers who were members of National Union of Mineworkers (NUM). These mineworkers were at the same time members of the South African Communist Party (SACP) and African National Congress (ANC). A marshal structure and the Resident Committee comprised of the members of the ANC/SACP/COSATU Alliance were established in 1995. Local government elections were held and a temporary voting station was erected in the settlement, but only the ANC contested the elections because there was no opposition in the settlement.

In 1996, Mouthpiece Workers Union (MPWU) started to form a base in these settlements and other areas near the Anglo American Platinum Mines (Amplats). When the unbundling of the mines was announced to workers in 1994, it was rumoured that Johannesburg Consolidated Investments (JCI) was going to keep all provident fund contributions. The company failed to explain the outcome of the

unbundling to workers. Almost 50% of the workforce were members of the NUM at the time, and the union tried, in vain, to quell the rumours (De Lange, 1997:17).

As a consequence of this, the workers decided to bypass the NUM and started talks with management without NUM's knowledge to demand the payout of their provident fund contributions. Workers became frustrated and there was conflict between NUM and its members. This led to establishment of the group called The Five Madodas, who claimed to represent the workers. Then in June 1996 workers demanded death benefit contributions, Unemployment Insurance Fund (UIF) contributions and tax deductions, demands which the management could not meet. This resulted in strikes, which lasted for three weeks, after which workers were dismissed. The workers' frustration drove them to the point where they went to see the then State President, Nelson Mandela, and the then Minister of Labour, Tito Mboweni, respectively. After realising that the NUM was not an appropriate union for them any more, some of the members split off to form the MPWU, which became a fierce rival of the NUM.

The MPWU members started to hold meetings at Nkaneng Settlement and in other areas. The split from the NUM created a very difficult situation in the settlement and most of the residents shifted their allegiance from the NUM to the MPWU. Political intolerance became the order of the day. The settlement was under the control of ANC/SACP/NUM, and then control fell into the hands of the MPWU.

Nkaneng was originally a stronghold of the ANC but after the establishment of the MPWU, the union aligned itself to the National Consultative Forum (NCF), which was later named the United Democratic Movement (UDM). The conflict between the two unions divided the community and also had a negative impact on policing. In 1997 the former State President, Nelson Mandela, paid a crucial visit to the Rustenburg mining community at the peak of trade union rivalry that was threatening the stability in the North West Province, in order to calm the situation. There was a brief lull but then renewed violence broke out between the supporters of the NUM and those of the MPWU. Hlangani (1998:4) wrote "No peace in sight for warring mine unions." During that time the official death toll stood at at least 26 people. "Five miners were killed and 13 injured in a shoot-out reportedly in a swing from rivalry between members of the National Union of Mine Workers (NUM) and the Mouth Piece Workers Union at the Nkaneng informal settlement near Rustenburg Platinum Mines. Rustenburg police

spokesperson, Sergeant Erika Roos said that the shoot-out started after an abortive meeting, which had been convened by the AmaPondo clan, to discuss a curfew that had been declared by the AmaBomvana group in the informal settlement." (Hlangani, 1999:3). According to Hlangani (1999:1), these Xhosa factors were linked to the rivalry between the NUM and the MPWU in the squatter camp outside Anglo American Platinum Mines.

3.5 Crimes and policing

The settlement falls under the jurisdiction and within the boundaries of the Tlhabane Police Station area of operation. The kinds of crime that are taking place in the settlement are related to the ongoing conflict between the NUM and the MPWU, some of which started long ago in the Eastern Cape because of historical tribal differences between the AmaPondo and AmaBomvana. There is no electricity, no proper streets, only footpaths, and in most cases dongas caused by soil erosion from the heavily rains are impeding members of the SAPS from patrolling the streets more effectively with vehicles. Patrols are mostly done on foot, by helicopter and in Casper vehicles, which reinforces the perceptions that the police are against the settlement. It also reinforces the perception that, as the settlement is a stronghold of Mouthpiece Workers Union (MPWU), the police are biased against them. Police on patrols are sometimes attacked or shot at by some of the people residing in this area. The police do not have a free access to the settlement unless they do so by force. They usually have to ask permission from the leadership of the community before they are able to execute and fulfil their functions and responsibilities.

Unconstitutional activities often occur and form part of the daily lives of the people. There is no freedom of expression or of political association, and members of the opposing groupings are intimidated and even murdered. Most of the cases or crimes are not even reported directly to the police but are rather reported to the Residents Committee. The same Committee handles all these cases. Should it be detected that a member of the community has reported a case to the police, he or she is perceived as a police informer and he/she can even be expelled from the settlement. The law-abiding residents are afraid of reporting cases to the police for fear of victimisation. Most of the cases reported to the police are cases of murder, attempted murder, arson and theft, but no one is prepared to come forward with information that may lead to the

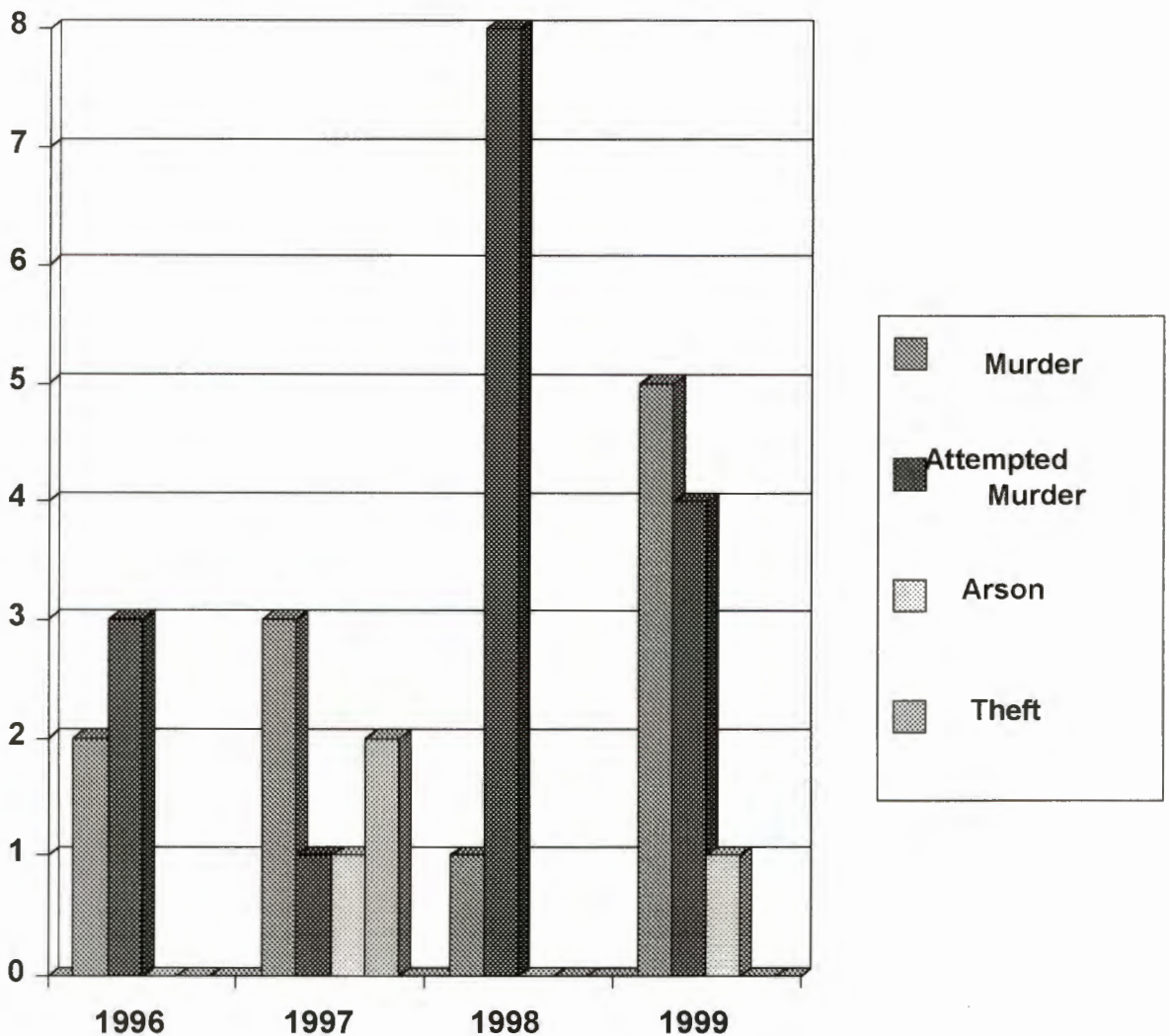
arrest of the perpetrators. Consequently, the police are unable to solve most of the cases.

Table 3.5.1: Unofficial crime statistics

CRIMES	1996	1997	1998	1999
Murder	2	3	1	5
Attempted murder	3	1	8	4
Arson	0	1	0	1
Theft	0	2	0	0

Source: Adapted from Mokgope (1999)

Figure 3.5.1: Histogram showing number of cases reported to the police during 1996 - 1999



Source: Adapted from Mokgope (1999)

It must be pointed out that the statistics in Table 3.5.1 and the histogram in Figure 3.5.1 do not reflect the official crime picture of Nkaneng. According to police reports, more than 30 murder cases relating to the labour unrest and violence around Amplats were reported since 1996. Only two cases have been solved and the perpetrators convicted. One such case involved the killing of the deputy chief of Bakgatla-Bakgafela, Molefe Pilane, in 1996. More than 15 such cases have been filed and treated as undetected. Sixteen were still outstanding and unsolved. Nine of these cases were still awaiting the setting of a court date, while seven were still under investigation. At least 41 persons have been murdered since the emergence of the MPWU.

There are also too many firearms in the settlement, which are randomly discharged or fired during the night. Some of these firearms are licensed and some not. In most of the murders and attempted murders, these firearms are involved. The so-called Street or Residents Committee sometimes imposes a curfew prohibiting people from appearing in the streets after 22:00 at night. Renewed violence in the settlement occurred on 18 and 19 March 2000 following the NUM-initiated strike at Eastern Platinum Mines near Wonderkop. One person was killed and five suffered bullet wounds in the settlements. Approximately 160 members of the South African Police Service from Mmabatho, Potchefstroom, Bafokeng and Odi were deployed in the settlement and adjacent area to normalise the situation.

3.6 *The dynamic nature and complexity of the situation*

The dynamic nature of the conflict in the area blocks effective use of security measures to contain the situation and bring stability. There is renewed concern about lasting peace in the area, and especially at Nkaneng and other informal settlements, due to the following:

- The initiative of a peace process strategy under the Rustenburg Labour Peace Forum seems to have collapsed or to be failing to yield positive results due to an element of mistrust among the role-players and a lack of confidence in the whole process.

- There have been some allegations that the main role-players in the process are responsible for violence and fomenting it to cause instability. Hlangani (1998:4) says NUM accuses mine management of playing a part in the violence, and there have been irregularities in the deduction of NUM subscriptions from members' wages. NUM subscriptions were cancelled and union fees diverted to the MPWU.
- The internal split within the MPWU that has led to the formation of the Trade Union for Upliftment of South Africa (TUFUSA) and Building Motor Engineering Allied Workers Union (BMEAWU), and the founding of the Commercial Union of South Africa (CUSA) are indicative of a new trend in the conflict, adding a new dimension to the complexity of the situation.
- The acquittal of the President of the MPWU, Kaizer Mpiyakho, and other members on charges related to the violence may also reinforce some perceptions and exacerbate the situation, as well as lead to panic throughout the Amplats mines.

The communities of the Eastern Cape, particularly Qumbu and Tsolo, have been characterised by intense violence, resulting initially from stock theft since the late eighties. This violence has been characterised by murders, assassinations, arson attacks and killings of stock. As a consequence there has been a constant flow of armed people, originating from these areas, from and back to the Rustenburg Platinum Mines to protect their livestock and waging revenge attacks. This has deeply entrenched a culture of violence and intra-tribal (clan) feuding. It has led to the establishment of organised hit squads to eliminate individuals, which has caused a vicious cycle of revenge and retribution. The two main role-players in the conflict are the Umfelandawonye or Inkqayi (anti-stock theft grouping) and the Inkumpa (stock thieves).

This conflict originating in the Eastern Cape has thus spilled over into the North West Province in particular. The area most affected has been the mining area around Rustenburg in which the spatial geographical situation, the labour unions and political organisations are affected by the historical dimension of the conflict (see Diagrams 3.6.1 and 3.6.2 respectively).

Diagram 3.6.1: Systemic analysis of the vicious cycle of factors contributing to the dynamics and complexity of the situation:

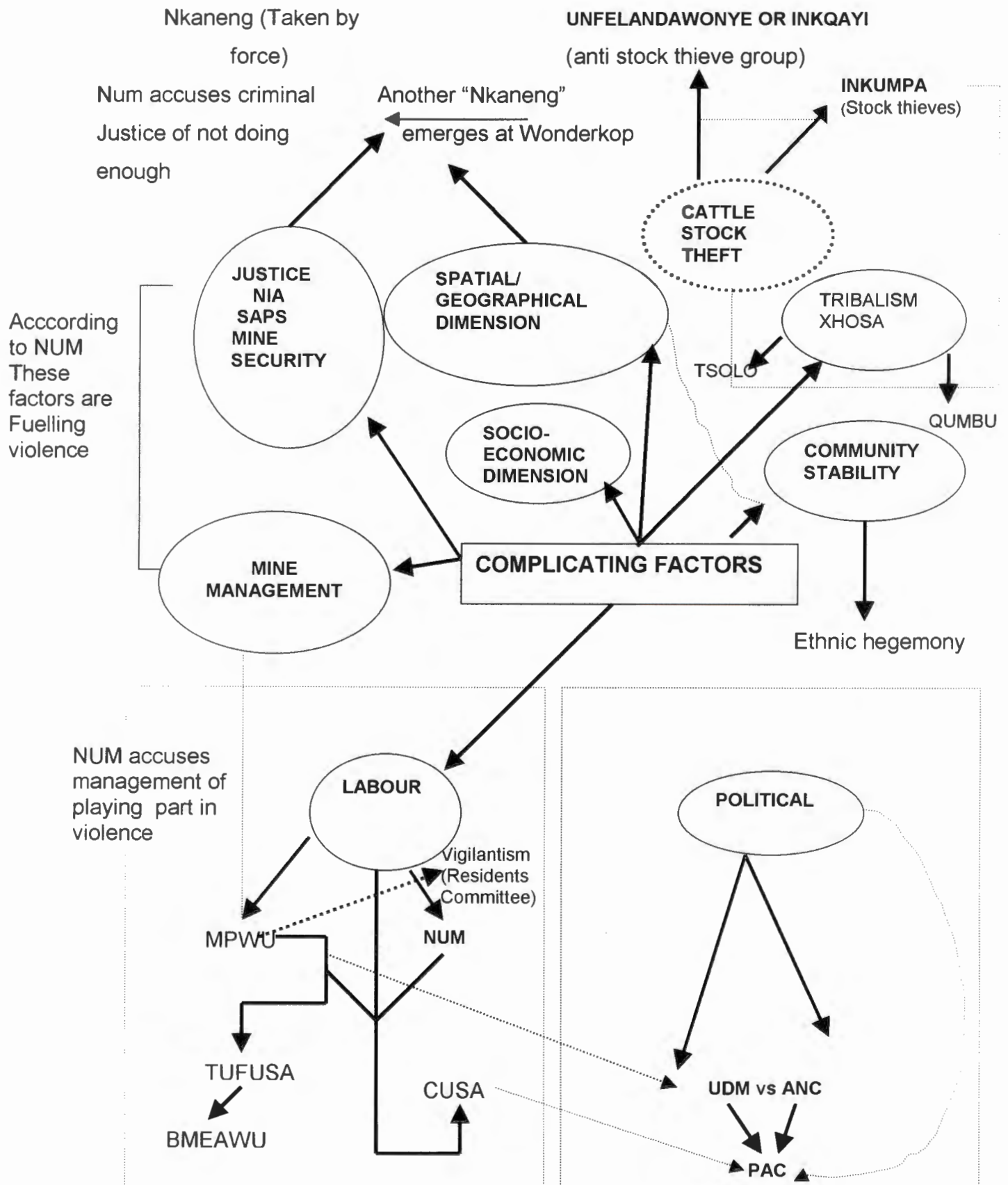
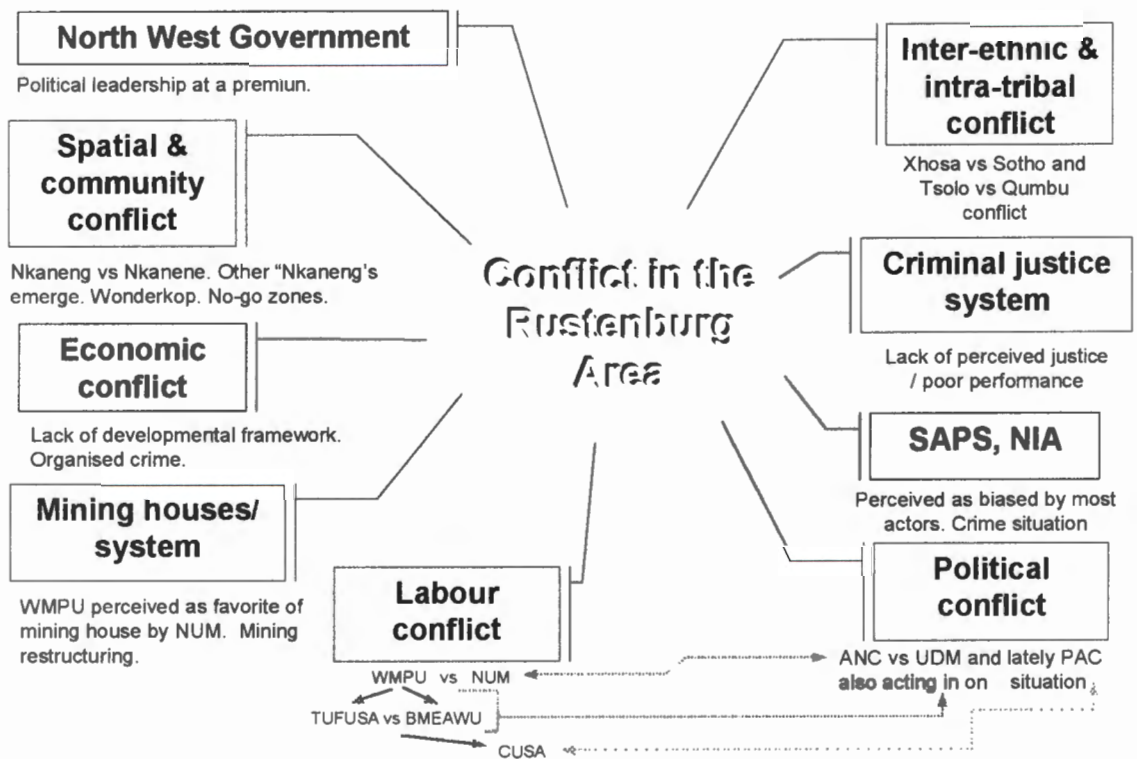


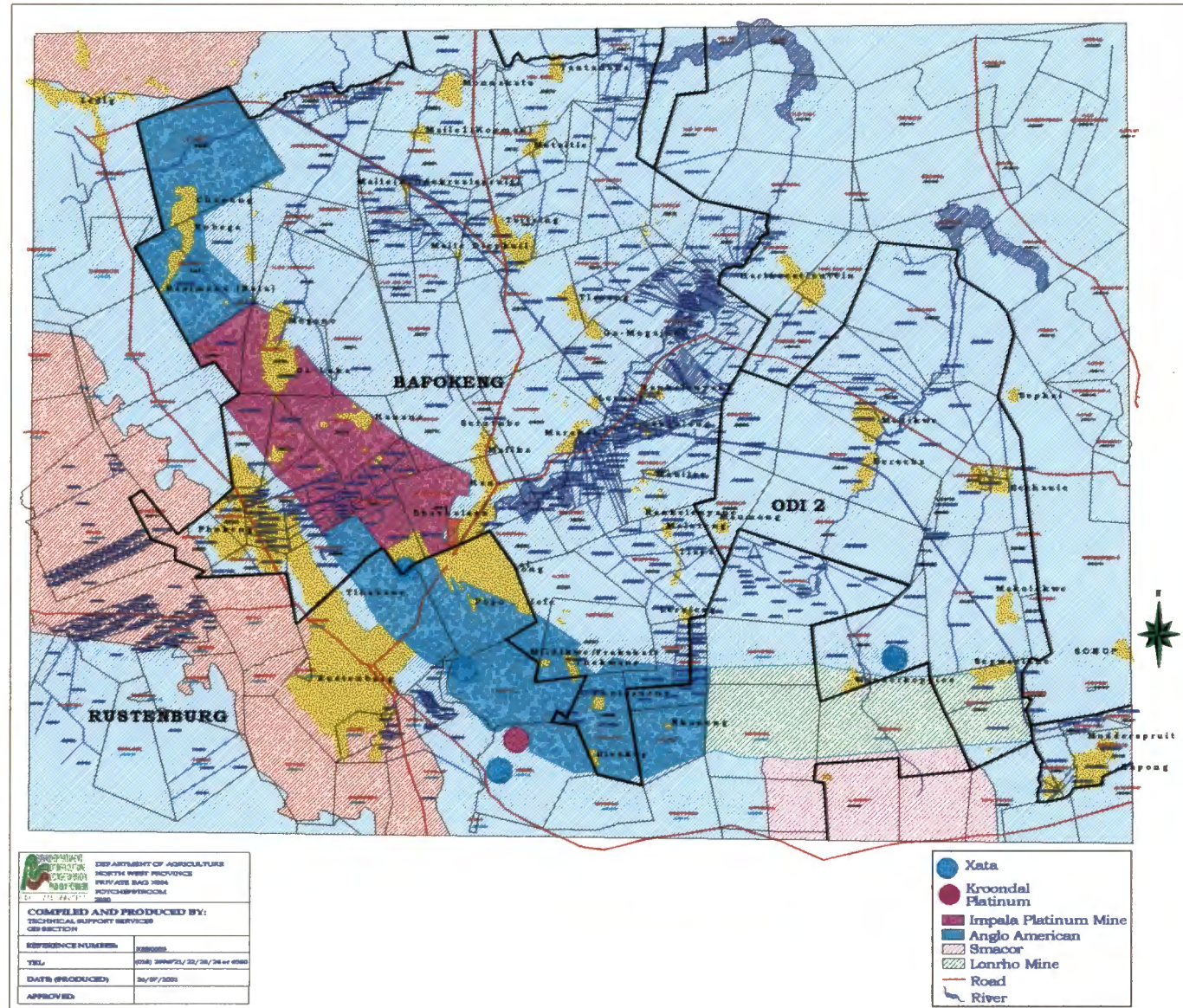
Diagram 3.6.2: A perception map of the dimensions of conflict in the Rustenburg Mining area



3.7 Current development initiative

The Bojanala District Municipality (previously Rustenburg District Council) has entered into a joint venture with the Bafokeng Royal Administration and Amplats to develop a township for the permanent housing project of approximately 16 472 informal housing units in the Greater Rustenburg area. The purpose of the project is to house the mine employees and squatters from Nkaneng, Popo Molefe, Zakhele and other adjacent informal settlements. The project was embarked upon with the co-operation of the residents of these settlements, with the exception of Nkaneng, which is not supportive of the whole initiative. Whenever conflict between members of the NUM and the MPWU surfaces, the supporters of MPWU establish another Nkaneng informal settlement near the mine compound where the conflict has erupted. This means that for example there is another Nkaneng informal settlement in Wonderkop besides the one being researched in this study. The impact of the Waterval Housing Project will depend also on the overhauling of the mining compound system. North West Housing Board has already agreed to give subsidies (Mokhine, 2000). (See Rustenburg District Council map marked Figure 3.7.1)

Fig 3.7.1: Formal Settlements and Mine Areas in Rustenburg District



Source: Adapted from PAN 8 (in Rustenburg District Council)

3.8 Conclusion

It is clear that there are both remote and immediate causes of violence in the settlement. The remote cause is the ethnic and tribal conflict over the stealing of livestock in the Eastern Cape. This cause has a historical dimension which has spilled over to other provinces when the community from the Eastern Cape migrated to other provinces to seek employment. The immediate cause was the split in trade union ranks around the Amplats mines in the Rustenburg area, which divided the labour force into the supporters of the NUM and those of the MPWU.

In the next chapter, the analysis and interpretation of the interviews will be discussed, with special reference to the background, the actual research, preliminary preparations for the actual interviews and the problems encountered, as well as data analysis and data interpretation.

CHAPTER 4: Perceptions on community policing in the Nkaneng informal settlement

4.1. Introduction

The study examined the perceptions of the community of the study area of community policing. This chapter concentrates on the interviews conducted with specific reference to the analysis and interpretation of the interview schedule. It also details the background to the actual research, sets out the statistical analysis and gives an interpretation of the analysis.

4.2 Background to the actual research

The sample consisted of five political leaders, five union leaders, three community leaders, four police officers, eight ordinary community members i.e. three women, four youths and two men, two government officials and three business people. In most of the community organisations and political parties, members of the executive committee were targeted for interviews. The members of the ANC, members of the UDM, members of MPWU, members of NUM, members of the Tlhabane Community Policing Forum, members of the Nkaneng Residents Committee and members of TUFUSA were targeted. A copy of the sample selected was submitted to the supervisor of this study, Mr Theo Venter, to determine the relevance and representivity of the sample.

Fifteen questions were used in the study. They ranged from problem areas in the study area to the obstacles that represent a threat to the establishment of an effective community-policing sub-forum in the study area. The questions were also submitted to the supervisor of this study to determine the viability of their inclusion and the appropriateness of the terminology. The questionnaire with the 15 questions forming the basis of the study is given in Appendix A. A worksheet was developed from these questions. Application was made to the Department of Safety and Security for permission to carry out the study, as it was perceived that it might have an impact on policing. The letter of approval from the Department of Safety and Security is included as Appendix B. Thereafter the supervisor of this study had to issue a letter certifying that the research was for academic purposes, in order to allay possible fears and

suspensions among the respondents. It was decided to do so after taking into consideration the volatility of the situation and hostility of the residents in the study area. This letter is included as Appendix C. The two main conflicting parties were members and supporters of the NUM and the MPWU. As a result of anticipating problems in interviewing members of these unions, a letter was written to the unions to request their assistance in encouraging their members in the study area to participate in the interviews. None of the unions responded in writing. The letter is included as Appendix D. Members of the NUM appeared to be positive but they always reneged on their promises, whereas the MPWU on the other hand never supported the study. However, one of its executive committee members went so far as to say that the validity of the study will be questionable if MPWU did not participate.

4.3 *Preliminary preparations for interviews*

The practical research took more than twelve months to complete due to a lack of cooperation and the distance between the place of work/residence of the researcher and the study area. Before the interviews proper were conducted, a two-day field trip was undertaken to assess the situation in the study area. There was a number of reasons for doing so after several reports had been received of violent conflict, intimidation, curfews and red tape that had to be followed before a stranger could be accepted in the community. It was first deemed necessary to supplement the insights gained from the literature study in electronic as well as print media through direct exposure to the practical field situation. What could be anticipated regarding the sensitivities of the respondents? Would these be such as to make questions relating to cultural value and establishment of the community police sub-forum unacceptable to the majority of respondents? Would it be possible to gain the confidence of the key community leaders? Who were these leaders? At what level of detail and sophistication would it be possible to pitch questions? Did the respondents have opinions on the sort of questions that were of interest? On the level of sheer research logistics, a number of issues also had to be resolved. Were members of the community simply too busy to devote hours of their time to the interviews? What time of the day would suit them best for interviews? Would an ordinary vehicle be able to withstand the rutted roads in the study area? What interview arrangements could be made? The answers to these questions had to be resolved to establish the success and viability of the study and subsequently to plan the actual interview.

The first venture into the field occurred on 15 October 1999 with a view to a personal introduction to the Station Commissioner of Tlhabane Police Station, the Community Policing Officer (CPO) and the Deputy Chairperson of the Tlhabane Community Police Forum. They were best informed about the situation in the study area. While the preparatory reading had provided a broad perspective on the relationship between the community and police and of cultural particularities in the operational area, with a special attention to the study area, the meeting with these personalities extended and refined an understanding of the main issues and nuances of the study area. All this new information provided a foundation on which to build for the ensuing interviews.

Interestingly, the CPO tried to introduce the whole study or venture to the Nkaneng Residents Committee, but without success. Every opportunity was used to try to make actual acquaintances but there was always fear because strangers in the settlement attracted the attention of a large number of the residents. Another factor was that any stranger was supposed to be reported to or to report to the Residents Committee before he/she could do any business in the study area. A Residents Committee meeting coincided with the initial visit to the field. This was thought to be an ideal opportunity to request permission to conduct the interviews but the reaction of the leaders of the Residents Committee was not to approve the study. They took the relevant telephone numbers and promised to call, which never happened.

During this early stage of the fieldwork, serious problems were encountered. Members of the MPWU wanted to consult their constituencies before any member of the union could be interviewed. This attitude made the process more difficult and protracted.

4.4 *Actual interviews and problems*

Political leaders, union leaders, community leaders, police officials, ordinary members of the community (males, females and youths), government officials and business people were covered and interviewed with the aim of trying to determine and form an understanding of the main causes of the poor community-police relationship in the study area. The purpose of the research was explained to them, to show them the contribution this research could make to improve police service delivery in the study area. Most of the residents were keen and interested in being interviewed but

expressed their fears and blamed the police for allowing the situation to continue for so long without exercising their powers and authority.

The situation was really bad because it was clear that the level of intimidation, victimisation and violation of human rights was very high. Men were at the forefront in a very patriarchal set-up, which implied that men regarded their women as ill informed about policing issues and feared that women would get exposed to outside influences, which could undermine the culture of female subordination. The language barrier was another constraining factor, which made the interviewing process difficult. The majority of the respondents were the Xhosa-speakers who were not proficient in either South Sotho or any other language. The success of eliciting information relied heavily on an interpreter since the respondents did not generally understand Tswana, English or any other language.

Most of the interviews were conducted with the respondents at the local shop or somewhere else, such as in town or at their workplaces. The cost per completed interview was very high and the interview took approximately two hours to complete. However being away from the study area meant that it was much easier to get and keep the respondent's attention. It allowed more difficult questions to be explained and some additional observations to be made. The respondents who were interviewed in the study area were nervous and some of the respondents were biased. Most of the respondents, who were members of MPWU, were impatient and gradually became more negative as the interview became more heated. They were able to answer the first five questions positively, but from then on gave short answers only. One of the respondents, who was a member of the Residents Committee, went so far as to stop the interview and renege on the promise that he would appeal to some other members to allow themselves to be interviewed. On that day no further interviews were conducted.

4.5 Data analysis

At the end of the study, approximately four days were spent in analysing the data. The purpose of the analysis was to obtain meaningful information from the data collected. The empirical observations were made and recorded as data. What remained to be done was the primary task of processing and making sense of the data and

communicating the results. One of the most important questions was whether the data were representative of the population. The sample was as follows:

ORGANISATION	STAKEHOLDERS	NO. OF INTERVIEWS
ANC/SACP	Political leaders	3
UDM	Political leaders	2
NUM	Union leaders	2
TUFUSA	Union leader	1
MPWU	Union leaders	2
Residents Committee	Community leaders	2
Zion Christian Church	Religious leader	1
SAPS (Murder and Robbery)	Police official	1
SAPS (Crime Intelligence)	Police official	1
SAPS (Community Policy Officer)	Police official	1
Tlhabane Community Police Forum	Community leader	1
Nkaneng Informal Settlement	Community members	8
Amplats	Business person	1
Thekelo Wholesaler	Business persons	2
Rustenburg City Council	Government Official	1
Department of Health	Nurse	1
		30

Thirty interviews were conducted. It should be pointed out that all social phenomena, and even more so the violence in the study area, were very complex. Explanations for or by the following were included in the interview questions: perceptions; physical life circumstances; crime; violence/intimidation/fear; competition for scarce resources; traditional life; trade unions; intra-tribal conflict; and community/police partnerships. Direct questions on the allegations against police members, mine management and mine security involvement in fomenting violence around Amplats Mines were deemed dangerous in the sense that they could cause the investigation to fail and even to deviate from the real issues regarding the establishment of a sub-forum for community policing in the study area.

4.5.1 Question 1: What are the five problem areas in Nkaneng?

In respect of this question regarding five problem areas in Nkaneng, the respondents view the following as the most serious issues:

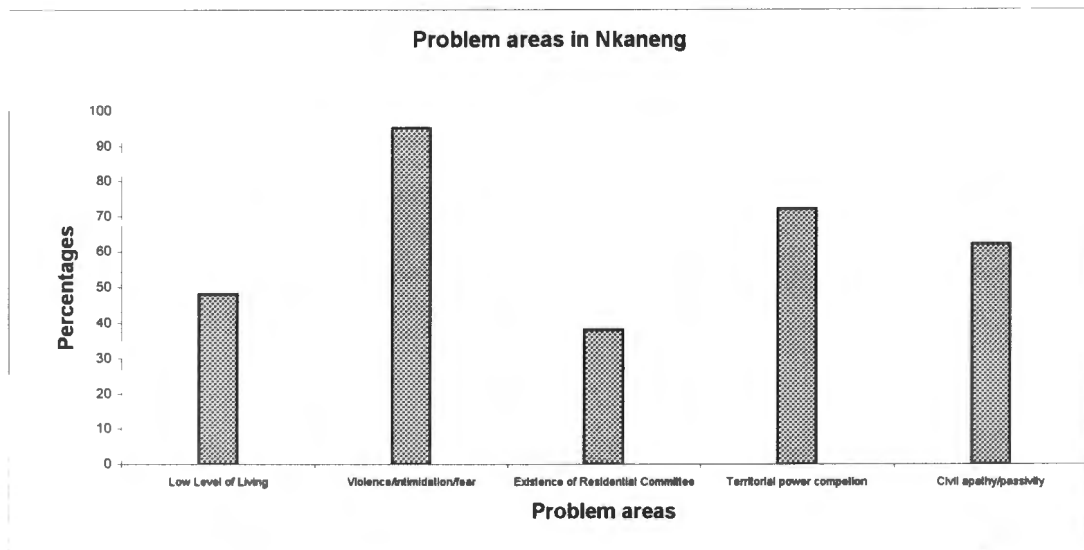
- Forty-eight percent (48%) view the low level of living comprising of inadequate education, poor standards of health and nutrition, no individual freedom, an

unhealthy environment and poverty in general as one of the primary problems in the study area. The magnitude and extent of poverty in the study area can be ascribed to low income, limited or no education and inadequate housing. Most of these respondents feel that the gains in literacy, schooling, health conditions and services and provision of housing may help improve the standard of living.

- Ninety-five percent (95%) see violence/fear/intimidation as characteristic of the study area. Violence/fear/intimidation provide a generally poor standard of behaviour within the community in the study area. The respondents feel that the spread of a culture of violence and intimidation is a disturbing feature of the settlement. Violence in the home, particularly against women, and between the supporters of NUM and MPWU has long been underestimated and the residents are caught in a vicious circle of disrespect for the life and integrity of others in the settlement. The respondents clearly indicated that particular individuals within and outside the study area have played a prominent role in the violence.
- Thirty-eight percent (38%) of the respondents view the existence of the Residents Committee as a threat to development, peace and security in the study area. Even though the Committee does not command respect and enjoys no legitimacy in the study area, the residents feel that there is no protection to enable them to question its legitimacy. The respondents clearly indicated that the leadership is ineffective.
- Sixty-two percent (62%) feel that the failure of the police to encourage community participation in the policing issues is another factor that is encouraging passivity and civil apathy in the study area. As a result, the means by which attitudes, opinion and beliefs are transformed into expressed demands for police or government action are not at the disposal of the community. Therefore, there is no articulation of interest by the community in the settlement. The only voice that is heard is that of the members of the Residents Committee and the leaders of the Unions.
- Seventy-two percent (72%) view the territorial struggle/power competition between NUM and MPWU as a serious obstacle to stability and tranquillity in the study area. A type of interaction characterized by antagonistic encounters or collision of interest and ideas has been identified as the primary source of problems that are being experienced in the settlement. Conflict between the supporters of these unions has many manifestations, ranging from verbal expressions of disagreements to outright physical confrontation or combat. The

respondents feel that the conflict has become serious and threatens sustainable stability of the community in the study area.

Fig 4.5.1 shows the five problem areas in Nkaneng.



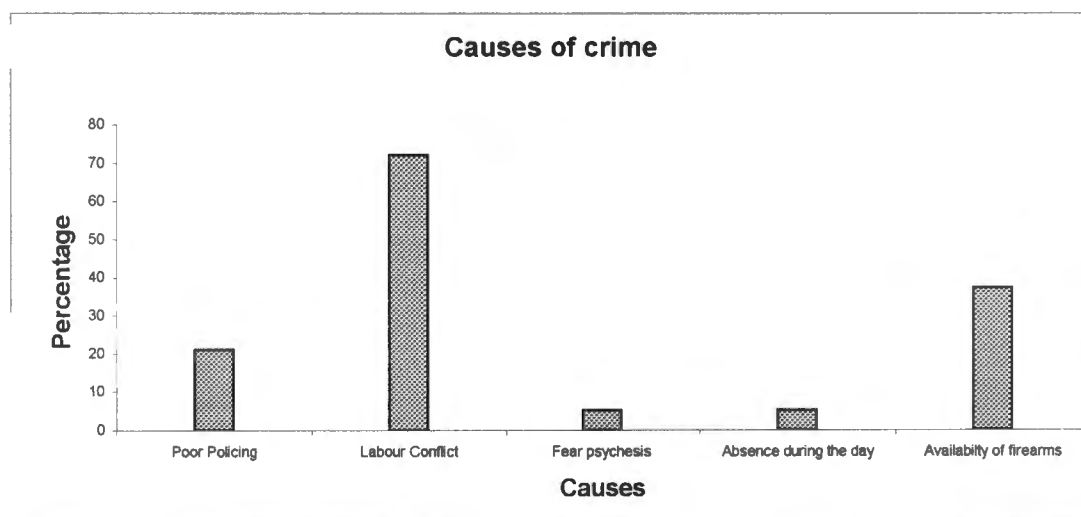
4.5.2 Question 2: What is your perception of the crime situation in Nkaneng?

Concerning this question, which deals with the perception of the community on the crime situation in Nkaneng, the findings were as follows:

- Twenty-one percent (21%) of respondents attribute the crime situation to the poor policing. The feeling of the respondents is that the members of the SAPS are not responsive and are not doing enough to encourage participation of the community. Thirteen percent (13%) of these respondents feel that the police are still deeply entrenched in the old culture whereby they were taking sides and not providing a fair and equal service to the community. Some believe that the attitudes of the Residential Committee might have also been reinforced by the attitude of the police.
- Seventy-two percent (72%) of the respondents view the crimes that are taking place in the study area as being influenced by the labour conflict between NUM and MPWU. They have cited the systematic and calculated elimination of and attack on the leadership of the Unions since 1998 as an example.

- Five percent (5%) of the respondents view fear psychosis as an impediment, particularly on the part of police investigators. They are of the opinion that if eyewitnesses could come forward and expose the perpetrators of criminal activities in the study area, the police could deal with the situation more effectively.
- Five percent (5%) of the respondents say that most of crime took place during the day when most of men are at work and some of the shacks are left without any person in attendance. Their feeling is that because most women are not working, they could be encouraged to participate in crime prevention project. Some members of the SAPS have tried to encourage such participation. However, some have questioned the seriousness of the police in this regard.
- Thirty-seven percent (37%) of the respondents have attributed most of labour-related crime in the settlement to the availability of firearms in the settlement and the surrounding areas.
- Socio-political factors were also viewed by eighty-three percent (83%) of the respondents as a main contributor to crime in the settlement. They say that perpetrators of crime are taking advantage of the low level of literacy and poverty in the settlement. According to them, a significant factor contributing to crime in the study area is the highly unequal distribution of economic and political power, which leads to people being hired to eliminate those who are perceived as a threat in the study area.

Fig 4.5.2: Perceptions on crime



The net effect of all these factors is that a situation of vulnerability is created among the residents so that people largely outside the study area can have a decisive and dominating influence on the life of the community. The respondents say it is also a matter of powerful people within the study area, such as politicians and trade unionists growing richer at the expense of the much larger but politically and economically less powerful masses of poor people in the settlement.

4.5.3 Question 3: What is your perception of the Police?

Regarding perceptions on the police in terms of this question, the findings were as follows:

- 11% felt that the police were providing them with a good service to them.
- 49% said police are unable to deal with the situation and are providing a poor service.
- 8% felt that members of the police are intimidated and as a result they were unable to execute their responsibilities and functions.
- 12% felt that the members of SAPS need to be trained because they were sometimes able to arrest the perpetrators yet these were not convicted or were sometimes released on bail, so that they intimidated witnesses.
- 18% accused the police of fomenting and orchestrating violence around Amplats mines, including in the study area.
- 2% saw the members of the SAPS as being partial and biased in executing their responsibilities and functions.

4.5.4 Question 4: Why is the community not co-operating with the Police?

It might be asked whether the residents of the study area attributed the non-co-operation with the police to socio-economic factors, political competition, intimidation/fear and territorial struggle. With this in mind, question 4 "Why is the community not co-operating with the police?" was put to the respondents. Analysis of the responses to this question revealed that:

- The greatest proportion of respondents, namely 52%, saw intimidation and victimisation as the main reasons. Residents' fear being labelled as "impimpis" and being associated with the police.
- 10% said the criminal justice system was a colossal failure.
- 38% viewed poor service delivery and inadequate elementary education as contributing factors.
- 47% of the respondents viewed a lack of trust and poor image as a potential threat to safety and security in the study area.

4.5.5 Question 5: In your opinion, what is the most important thing the Police can do about the situation in Nkaneng?

This question looked at the most important things the police can do about the situation in Nkaneng.

- The supporters of ANC/SACP/NUM feel that the SAPS ought to take charge of the situation in the study area and execute their functions and responsibilities without fear of reprisal. Most of the respondents question the process of crime investigation and prosecution in relation to the violence and other acts of criminality in the study area.
- Religious leaders, business persons and government officials feel that if the police are unable to deal with the situation effectively, members of the South African National Defence Force (SANDF) could be used to support and augment the effort of the police, normalising the situation through a visible presence and special search operations in a sustainable way.
- Respondents from MPWU and the Residents Committee as well as the UDM are of the opinion that the SAPS should do nothing because the situation was under control and the police could only respond to the reports made to them. Generally, they are satisfied and feel that the police must communicate with them and get permission from the committee before they execute their functions in the study area.
- Eighty percent of the respondents say that the SAPS ought to get the community on their side through regular contact and consultation as well as to communicating with the community through the dissemination of information and awareness campaigns. The respondents say that the SAPS ought to play a conflict-resolution role and get their act together by giving protection to

witnesses. This would motivate members of the public to report instances of crime to the police.

- The Rustenburg district councillors and the business community feel that the only viable solution to Nkaneng problems is to relocate the residents to another place because the police could not remedy the situation alone. Other government departments, AMPLATS Mine Management and the Bafokeng Royal Administration had to be involved. They suggested a satellite police station as a short-term solution to the problem.

4.5.6 Question 6: What is the most important thing the community can do about the situation in the area?

The most important things the community can do were discussed:

- Eighty-three (83%) of the respondents say that the most important thing the community can do is to get rid of self-imposed leaders (Residents Committee) and to elect a democratic structure that will be able to negotiate the plight of the residents with the police and other role players.
- Fifteen percent (15%) of the respondents believe that the participation of the community in recreational activities such as sports, and also attending churches could contribute positively in changing their mindset and taking them away from drinking, womanising and crime during their leisure.
- However, three percent (3%) of the respondents are of the opinion that the community must attend the meetings called by the Residents Committee to contribute meaningfully to their way of living in the study area. They further say that if they do not attend the meetings, the Residents Committee would continue to be powerful and arrogant in their attitude towards the resident's plight.

4.5.7 Question 7: Does the community know the Community Policing Strategy?

On this question the responses were:

- Ninety percent (90%) of the respondents say that almost the entire community in the study area do not understand the concept of a community-policing strategy. The respondents still perceive co-operation with police as spying or being "impimpis". The respondents are saying that the community needs to be

taught about the concept and why their involvement in policing is needed or essential.

- Ten percent (10%) of the respondents say that the concept is only known to the politicians, some unionists and other community leaders.

4.5.8 Question 8: To what extent should the community be involved in their own safety?

This question deals with the extent, which the community should be involved in their own safety.

- Forty-nine (49%) percent of the respondents strongly feel that the extent of involvement of the community in community policing depends on the role played by the police, whereas forty percent believe that it is the responsibility of the police to encourage the community to participate in community policing. However, eleven percent of the respondents are of the opinion that community policing is community-driven and that the community must be able to communicate with the police and vice versa. This simply means that it is a two-way relationship in which none of the involved parties (i.e. community and police) are dominant.

4.5.9 Question 9: How can community organizations be involved?

This question deals with the involvement of community organisations.

- It is clear from the responses that the involvement of community organisations in community policing in the study area is a complex and subtle issue. Sixty seven (67%) percent of the respondents indicate that the conflict in the study area is about territorial dominance. They do not see the supporters of various organisations coming together at a common forum to discuss common issues affecting them because of fierce rivalry that has already been created. The respondents mean that members of MPWU or NUM do not want to accommodate each other.
- Two percent (2%) of the respondents suggested that other ethnic groupings such as Tswanas, Shangaans, Southern Sothos, Northern Sothos, Vendas and Zulus must be represented in the running of the settlement. They further say that the involvement and representation of all ethnic groupings in the settlement

may enhance the possibility of the establishment of a community policing sub-forum in the study area. This means that they see ethnic hegemony as one of the factors contributing to the situation.

- Thirty-nine percent (39%) of the respondents feel that capacity building through training and development is the only way to encourage a meaningful involvement of community organisations. They mean that a change in the attitudes and perceptions of members of various community organisations is a prerequisite for their involvement in the sub-forum.
- Three percent (3%) of the respondents indicate that community organisations such as churches, the Welfare department and recreational or social clubs could contribute in transforming the attitudes and practices of the residents. The community must create such clubs. Furthermore, the respondents perceive the role of political parties and unions as irrelevant because they are believed to be trouble-makers in the study area.

4.5.10 Question 10: What do you think of the involvement of women in Community Policing?

The responses to this question were:

- Even though there is recognition that women can play a pivotal role in policing, they seemed reluctant to talk freely in the presence of men. Seventy percent (70%) of the respondents strongly agree that involvement of women is essential in the sense that most of the women in the study area are housewives and unemployed. The respondents further say that women are also not involved in the conflict.
- Ten percent (10%) anticipate that even though the role of women in community policing is recognised, men in the settlement could not allow women to participate in policing because of cultural beliefs. This phenomenon implies that men still regard their wives as ill informed about security issues and also fear they're becoming exposed to outside influences.
- Twenty percent (20%) of the respondents strongly disagree that equal participation by men and women in community policing will promote a safe environment in the study area. They feel that their enemies can easily use women against them.

4.5.11 Question 11: What do you think of the involvement of the business community in Community Policing?

This question dealt with the involvement of business in community policing.

- Ninety-five percent (95%) supported the involvement of business because crime affects everybody. They say that the business community has a capacity to sponsor a variety of projects or awareness campaigns, such as Sports Against Crime. This implies that the business community, in addition to profit making, has a social responsibility. One of the respondents indicated that Amplats Mine, Lohro Mine and the Rustenburg District Council could make a better contribution by offering a sponsorship for the erection of a recreational centre in the study area.
- However, eighteen percent (18%) of the respondents have indicated their fears about the involvement of the business community, more particularly at Nkaneng. They cited that the Amplats Mine Management had been partial in dealing with the conflict and had sided with the MPWU. The respondents feel that the existing perception might be an impediment in involving the business community because NUM has already accused the Amplats Mine and the Criminal Justice System of taking sides and fomenting violence.

4.5.12 Question 12: What role do you think the youth can play in in Community Policing?

In view of this question, with regard to the role of the youth in community policing:

- Seventy percent (70%) of the respondents feel that the youth must be encouraged to study and be involved in various organisational structures, which existing in the study area. They said that the involvement of the youth will actually assist in building the record layer of leadership in the area.
- Forty-one percent (41%) of the respondents are of the opinion that the members of the SAPS must engage the youth during national events days such as June 16, Youth Day. The police should actually facilitate the events with other structures in the study area with the aim of sensitising the youth about crime.

- Thirty-percent (30%) of the respondents view a culture of learning and teaching in schools as a viable tool to promote and ensure safety and security in communities through learners. Therefore, the learners from the study area will be able to convey the outcome of what they have learnt to their community.
- Fifty-two percent (52%) of the respondents feel that the youth are in touch with the environment and are the people who are nearer to what is happening and are feeling the heat of crime as they lose their loved ones. They are best placed to propagate the concept of community policing as compared to the warlords in the settlement. Their feeling is that the youth structures should be activated to bring the youth on board in the community-policing programme and also in any project directed to the needs of the community. The role of youth involvement in community policing was strongly agreed to by almost all respondents in question 12 of the interview work sheet.
- However, seventy-six percent (76%) of the respondents feel that the youth must be led and educated before they can lead the community. They strongly believe that the youth is the foundation on which to build future leadership. Their participation and involvement in community policing can enhance better policing.
- However, twenty-three percent (23%) believe that if confidence of the youth in the study area could be won by police, they could be the right people to sell the concept of policing in the settlement. The respondents further say that a lack of schools in the settlement is one of the obstacles that may hamper the police in setting up a project in which the youth are involved. Twenty-seven percent of the respondents feel that the youth must find something to do because most of them are idling. Thus, the youth should be encouraged to organise themselves in order to play sports or to become involved in any project e.g. car washing.

4.5.13 Question 13: Can the establishment of a CPF help in forging a community-police-partnership in fighting and preventing crime?

This question relates to the help of the Community Policing Forum in forging a community police partnership to prevent and fight crime.

- Seventy-five percent (75%) of the respondents indicate that the job of the Community Policing Forum is to make sure that local police are able to explain to the people what they are doing about crime, to enquire about policing matters and to promote communication and co-operation between the police and the community. This implies that the respondents strongly agree that the establishment of the sub-forum in the study area can help forge a community-police partnership against crime.
- However, forty percent of the respondents refute this, saying that this depends on the police, serving members of the sub-forum and the community. If one of these structures becomes dysfunctional, then the community-police partnership will also fall apart. This suggests that all stakeholders must participate on equal footing without being subordinated to one another, and that community policing is a two-way communication between the community and the police.

4.5.14 Question 14: Who should be in the CPF?

This question deals with who should be in the Community Policing Forum.

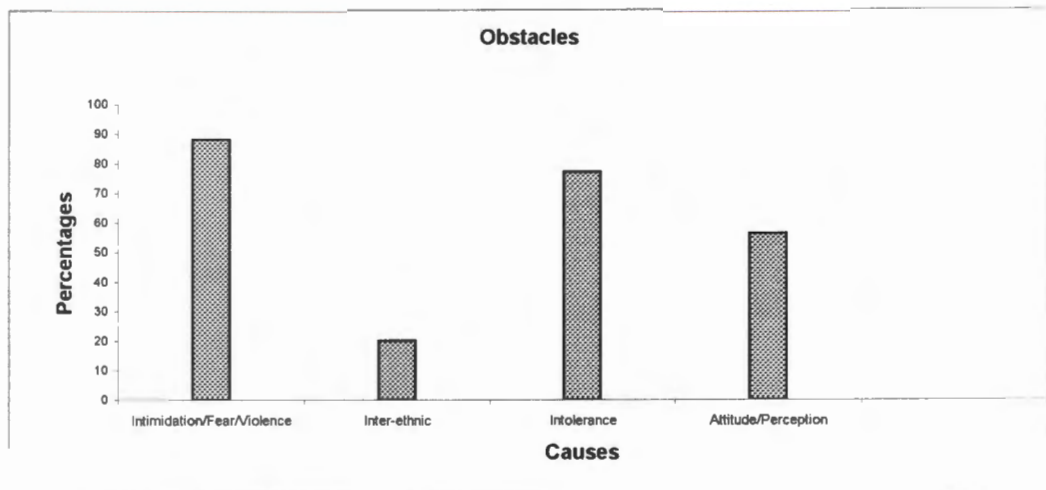
- Ninety-seven percent (97%) of the respondents indicate that members of all community structures and the volunteers should be in the sub-forum. Five percent of the respondents feel that each ethnic grouping in the study area must be represented in the sub-forum.
- Thirty percent (30%) of the respondents have specified that youth and women must be taken on board because it is a common practice that they are less often encouraged to participate in forums of this nature. In terms of this question, almost all respondents have common answers except that the representative from the Royal Bafokeng Administration was mentioned.

4.5.15 Question 15: What in your opinion would be obstacles to the establishment of a CPF?

The last question deals with obstacles to the establishment of an effective Community Policing Forum (CPF).

- Eighty-eight percent (88%) of the respondents viewed intimidation/fear/violence as posing a serious threat to the establishment of an effective community-policing sub-forum. This explanation was also evident from the police investigation into violence-related cases around the Amplats Mines. Most of these cases remained unresolved due to the unwillingness of eyewitnesses to furnish evidence to the police. The other side of the coin is the fearfulness of police officials to enter the study area in executing their functions and responsibilities.
- Twenty percent (20%) viewed inter-ethnic relations as an obstacle because the settlement is dominated by Xhosa-speaking people who allegedly disregard the minority ethnic groupings.
- Political and union-affiliation (intolerance) is another factor, which has been a prevalent destabiliser in the study area. Seventy-seven (77%) percent of the respondents view power competition between NUM and MPWU as a major potential obstacle to the establishment of the sub-forum in the study area.
- Negative perceptions and attitudes of both the community and the police also feature as a critical threat. Fifty-six percent (56%) of the respondents feel that the attitudes and perceptions are serious impediments to the establishment of effective Community Policing sub-Forum in the study area. The feeling is that this explanation is actually the heart and soul of community policing and if such perceptions and attitudes are transformed, other obstacles will automatically fall away or become ineffective. The feeling of the respondents is that a community characterised by recognition of shared interests, some means of controlling disruptive violence and a mechanism for making and implementing joint decisions is needed. Twenty-one percent (21%) of the respondents claim that intra-tribal conflict amongst the Xhosa-speaking residents is a destabilising factor, which had actually started in the Eastern Cape and has since been transferred to the study area.

Fig 4.5.3: Obstacles to the establishment of effective community policing



This explanation also presents a short-term threat to the establishment of an effective forum. For the purpose of question 15 regarding an effective Community Policing Forum (CPF), the term "effective" must be defined to ensure that the mere establishment of a forum does not indicate that the community-police partnership is in existence.

4.6 Data interpretation

Having statistically analysed the data, sense had to be made out of them by interpreting the statistical results in terms of how they help to answer the research questions, and how these answers contribute to the solution of the research problem.

A random sample was drawn to ensure a representative sample. Every person in the study area had an equal chance of being included in the sample. This does not mean that all the people had been included in the final sample. It is clear from the answers that the establishment of an effective community policing sub-forum in the study area is still a dream. Factors such as intimidation, political intolerance, leadership or power struggles, a reactive approach from the government organs, including the police, intra-tribal conflict, civil apathy and socio-economic factors represent a serious threat to the community-police partnership. Members of the MPWU and the Residents Committee did not see any problem because they were in charge of the situation. Unlike the respondents from the latter two organisations, other respondents felt that there was a need for urgent government intervention to deal with the situation and accused the police of failing to execute their authority. Members of the NUM also accused the

police, justice and mine management of collaborating with members of the MPWU in an attempt to sabotage their organisation and foment instability around the Amplats mines.

The respondents from the NUM felt that there is a need for transformation of the SAPS and other state organs around Rustenburg. It is clear from most of the respondents that conflict between the NUM and the MPWU had actually contributed to the strained relationship between the community and the police; some members in charge of the study area were implicated in the criminal activity during the bloody rivalry between the two unions.

As a result, these leaders wished to ensure that they hang on to power and control over the settlement, to prolong putting off their arrest by the police. The community appeared to be aware of the activities of these leaders but they were frightened to come forward with information that could assist the police in arresting and convicting them. Because of this situation, the community felt that the police are unable to protect them and their properties. This had made the community lose confidence and trust in the police, whereas the police on the other hand were not prepared to risk their lives by entering the study area. These perceptions from both the community and the police had a negative impact on the community-police relationship. According to the analysis of the data, it was found that most of the residents were not aware of or were uninformed about the concept of community policing. Some of the respondents did not see the need for the establishment of the sub-forum in the study area because such a forum might interfere with the running of the area.

4.7 Conclusion

It is clear that many more efforts, particularly from the side of the SAPS, are needed to establish ways and means to influence a change in the attitudes and perceptions of both the police and the community in the study area. It was found that most of the residents have submitted themselves to the rule of the Residents Committee. They deal with everything that is happening in the study area in a traditional manner. The Committee institutes kangaroo courts, curfews, allocates sites for housing and gives permission for businesses.

The politics in the study area cannot be ignored because it undermines development efforts. This argument is summed up by the statement that "... the more local the assessment the greater will be the territorial diversity of what is thought to be better" (Friedman, 1992:24). In the next chapter, the process of establishing a CPF in the study area will be traced and discussed.

CHAPTER 5: Tracing the process of establishing a CPF at Tlhabane police station

5.1 Introduction

In Chapter 4, interview results were interpreted and problems of the residents of Nkaneng Settlement were identified. Here a much more detailed analysis of the process of establishing a CPF in the Tlhabane police operational area as well as the attempts to establish sub-forums in the area will be traced and discussed. It has been shown that a CPF is a prerequisite for a better co-operation and communication between the community and the police. There is no way in which the members of the SAPS alone can do effective policing in isolation from the community. In order to create a safe and secure environment for all people, the SAPS has to consult and co-operate with the community, with every level of government and with other relevant role-players.

Therefore the SAPS should carry out its mission within the law and with due attention to the needs of the community as the foundation of their approach by (1) delivering a responsible service of high quality which is accessible and acceptable to all people, and by continually striving to improve this service; (2) adopting a people-centred approach to personnel management; and (3) effectively utilising resources optimally and cost-effectively. A good vision, mission and value statement of the organisation need capable people to implement them. It is clear that a CPF has a very important job to do in the realisation of the vision of the organisation. As pointed out before, it is only this partnership between the community and the police that can effectively prevent and combat crime. The CPF offers an effective communication forum which ensures that the community can make sure the police explain what the police are doing about crime in the policing area of their station.

However, the objective of this chapter is to pay special attention to the process and activities of the Tlhabane CPF and the attempts that were made to establish a sub-forum in Nkaneng informal settlement.

5.2 The process and activities of Tlhabane CPF

Tlhabane Community Policing Forum, in line with its constitution, endorses the provisions of Section 205 of the 1996 Constitution (108/1996) and Chapter 7 of the South African Police Service Act (68/1995). The Tlhabane CPF Executive Committee is composed exclusively of the residents of Tlhabane, in contrast to the provision in Section 3 of the 1993 Constitution (200/1993), which stipulates that the forum shall be composed of all local structures, the SAPS, sub-forums and interested individuals from the community. It is clear that the establishment of such a forum and its composition are contrary to the current policies governing the CPF. One may thus question its legitimacy and representivity. According to the Business Plan 2000-2001 of this CPF, the area of jurisdiction of the CPF includes eight villages, one township, two squatter camps and one mine hostel. According to the plan, there are six sub-forums, four of which are not active. Mokgope (2000) says: "... there are 5 (five) existing sub-forums, i.e. Tlhabane, Zakhele Informal Settlement, Mabitse Village, Tlapa Village, Rankelenyane Village ..." Only Tlhabane and Tlapa Village sub-forums are active and functional but the rest are inactive and dysfunctional. At Nkaneng Informal Settlement and other villages such as Thekwane, Mfidikwe, Photsaneng, etc. there are no sub-forums in place. Headman in these villages were visited previously with the aim of asking them to convene a tribal meeting in which the police could be afforded a platform to inform their communities about the need of police-community partnership, but all had been in vain. Even the late chief of the Bafokong tribe, Moolwane Molotlegi, was consulted, because most of the villages fall under his chieftainship, with the aim of drawing up a joint programme in which the police will be afforded the opportunity of selling the concept of community policing to them. But thus far nothing has happened.

After the demise of the apartheid government, a community-police co-ordinator was appointed and up to now the office has already been manned by three co-ordinators, all without making any meaningful inroads into the communities. According to Mokgope (2000), after his appointment he was not prepared and empowered to carry out the responsibilities and functions of his office more effectively. Monthly meetings were held but most of the community representatives used the forum as a "forum for complaints" and not for seeking solutions themselves. Instead they expected the community to report all criminal activities to them. It is clear that the groundwork was

not thoroughly done and such sub-forums were not well founded, hence some of them did not meet the demand and challenges. Some members of the CPF thought that they are going to be paid and would perform police work. This is an indication that the community-policing concept was either not given the necessary support right from its inception or that a wrong approach was used to establish CPFs.

The need for the establishment of an effective CPF is demonstrated by the CPO of Tlhabane Police Station, Inspector Mokgope. He says:

"... the existing sub-forums within our operational area are not effective because the establishment is not based on democratic principles and values. Some of them are not really existing in practice but just in name. The station CPF consists exclusively of residents of Tlhabane, which demonstrates an urban bias and undermines section three of the Constitution of the local CPF. It is clear that the CPF in our station is not built on a solid foundation, hence it is unable to activate the sub-forums and influence the establishment of others in the neighbouring villages and areas of the study."

The above perspective highlights another factor of community policing in the study area, which is contrary to the perceptions that community apathy has presented an obstacle to the development of a vibrant and effective CPF in the area. It can be argued that the members of the SAPS are not doing enough to create a conducive climate for a better police-community partnership in the area. Mokgope (2000) further says:

"... Before the existing CPF were established, the implementation committee should have made the establishment of the sub-forums a first priority so that the station CPF could have emanated from such sub-forums ... Instead the implementation committee started with a roof instead of a foundation, hence it is so difficult to consolidate democracy in policing. While the government policies reflect most principles of democracy, in practice, policing both internally and externally remains to a large extent top-down where a few people in a position of authority are still deciding how things should be ... Another disturbing factor is the manner

in which the SAPS as an organisation that is supposed to be an agent or catalyst of community policing is tackling the issue ... It is not actually a priority and even members who are supposed to market the organisation and community-police concept are under-resourced. The main reasons for the failure to establish sub-forums and to service existing sub-forums are lack of transport and poor leadership ... these factors are of fundamental importance in the mobilisation of the community towards community-oriented policing. This means that community policing is a current demand and a challenge to management ..."

Policing activities are mostly concentrated in Tlhabane Township. In most cases the police rush in and out of neighbouring villages and informal settlements in reaction to crime or other incidents that are reported. This type of reactive policing has a negative impact on the community-police relationship. Bantseka (2000) says " ... urban bias is one of the main causes of problems and the success of community policing is being mirrored by the participation of the urban community at the expense of the rural community. A typical example is the launching of Project Nexus, which has, since its inception, been held in Tlhabane under the theme of "Together we can fight crime". Tlhabane has hosted the project in 1997 and 1999, with Tlapa Village hosting it once in 1998."

The indication is that there is no plan to launch community awareness campaigns and to sensitise the community. However, attempts were made to propagate community policing around local schools in Tlhabane, which also involved some of these schools in a Project Nexus Soccer competition. All these initiatives were never sustained due to lack of effective communication with the Department of Education. The initiatives have in fact been a fiasco due to the absence of a systematic and integrated approach.

5.3 *Nkaneng Informal Settlement : A case study*

Since 1998 Nkaneng Informal Settlement has become a flashpoint of criminal activities as a result of a bloody rivalry between the supporters of NUM and MPWU. As a consequence, members of the SAPS have been in constant interaction with the Residents Committee members in an attempt to normalise the situation. Bantseka (2000) says that "meetings between the police and the Residents Committee had

seriously started on the 14th June 1999 after the police received a complaint from the committee about the release of arrested members of NUM and during that period an element of intolerance and intimidation was very high in the settlement and there was no plan to establish a CPF in the settlement ..."

There is a perception amongst members of the SAPS that the residents of Nkaneng are hostile towards them and the members have to be authorised by the Resident Committee to execute their functions in the settlement. Matshego (2000) says "... the settlement has no infrastructure, no proper streets and only footpaths. Police patrols with vehicles become an impossibility and are often attacked or shot at by some of the residents. Most residents of the settlement are still anti-members of the police".

However, discussions regarding the establishment of the sub-forum in the study area started in earnest in December 1999. This came after the police reacted to the information supplied by members of the Residents Committee concerning suspected stolen vehicles in the area. According to the police, the members of the Residents Committee and also the information supplied were positive. "As a result of the situation, the members of the SAPS were tempted to exploit the situation and tried to steer the committee in the right direction and launched them as the sub-forum" (Mokgopo, 2000). It is clear that the launching of the committee as a sub-forum could have defeated the principles of community policing. Since then the police never made further attempts after the residents became uncooperative and wanted the police to go through the Committee before they executing their responsibilities and functions.

The situation in the study area gave the police a headache. On the 28th October the station commissioner received an instruction from the offices of the Area Head: Crime Prevention in the Marico area to establish a sub-forum in Nkaneng. The instruction came as a result of a letter dated 18 October 2000 from the Provincial Commissioner's office, which clearly stated concern about the non-existence of a sub-forum in the study area. The main obstacle is the existence of the Residents Committee that controls the settlement in a traditional way. On 30 October 2000 the Station Head of Crime Prevention, Captain Bantseka and the CPO, Inspector Mokgope, visited the study area with the aim of talking to the Residents Committee so that the Committee could visit the local Station Commissioner and suggest to them the establishment of a sub-forum. Mokgope (2000) says "... we were told not to enter the place without prior

consultation with the leader of the Residents Committee. We complied and we then proposed that we meet with the committee on the 22nd November 2000. Telephone numbers were given to one of the members of the executive committee so that he could inform us about their decision and also to confirm the meeting. The community was co-operative but stressed that any visit in the settlement should be done in concurrence with the Residents Committee. This really presents a serious obstacle and was repugnant to the law. It also amounts to interference in the police duties".

However, follow-up was made on the 22 November 2000 but the meeting was not held as planned. A meeting was then arranged for 23 November 2000. In the process community-police pamphlets were distributed to try and sensitise the community. The pamphlets were titled "Tlhabane Community Policing Forum on its Project Nexus 1999 give safety precautions against housebreaking and theft". Mokgope further mentioned that on the 23rd follow-up was made and they were told that the Residents Committee had never met to discuss the establishment of the community-policing sub-forum.

Another factor that impedes progress is communication. Most of the residents of the settlement are Xhosa-speaking whereas most of SAPS members are Tswana-speaking. To a certain extent, language barriers and ethnic stereotypes contribute to the attitude and perceptions among both the community and police officials. Emphasising this point, Mokgope says ... "we tried to interact with them but the language constraints have been the most worrying factor because most of the members of the police are not fluent in Xhosa."

Matshego (2000) says "... the three obstacles faced by the police in establishing a sub-forum are a fear of victimisation, a lack of interest and a distrust of the police ... We have proposed to the Station Commissioner of Tlhabane, Superintendent Albert, to liaise with Captain Maselane of Phokeng Public Order Policing (POP) with the aim of levelling the playing field because the settlement is not yet conducive for the establishment of a sub-forum ... Basically there is a fear of victimisation, that is why the residents are not prepared to communicate and co-operate with the police. It is the responsibility and function of the police to assure the residents of their protection." De Kock and Schutte (1994:56) mention that the public, should they feel that the police are unable to protect them, will feel increasingly unsafe and will constitute a fertile breeding ground for self-defence units (SDUs).

The process is complex and it does not promise to yield positive results in the short and medium term unless concerted efforts are made by all role-players. Willocks and Morris in association with the Institute of Management (1995) say "... As a general rule, the less complex and more simple a process is, the more likely it is to work properly and so produce exactly what the clients needs, and quickly, with less effort and less cost. After all, there is a lot less that can go wrong in a simple process than in a complex one. The causes contributing to the complexity of the process of establishing a community policing sub-forum in the study area are:

- Fierce rivalry and power struggles.
- Fear psychosis, i.e. fear of victimisation and attacks.
- Urban bias at the expense of the residents of the settlement which has an indirect negative impact on the image of the SAPS as an organisation.
- A traditional management approach versus modern leadership approach within the SAPS and the community.
- Community apathy.
- A lack of empowerment and sensitisation.
- Inadequate logistical support from managers in the enhancement of community policing.
- Cultural barriers such as ethnicity, language and customs/norms.
- Historical factors such as violence linked to stock thefts in the Eastern Cape.
- A traditional policing approach.
- Negative attitude and perception from the side of both the police and the community.

Most of the causes have arisen because of specific circumstances and if they recur at all, they do so in an unpredictable way. These circumstances are influenced by political, social, economic, cultural and institutional or organisation factors. The White Paper on Transformation of the Public Service (as quoted by Richard, 1999:7) emphasises the creation of a people-centred and people-driven public service that is characterised by equity, equality, timeousness and a strong code of ethics, organisational excellence and quality of service delivery.

5.4 Conclusion

Successful establishment of the community-police sub-forum will depend on the awareness of residents' personal security in and around their homes. They need the police to remind them of safety and security issues. The residents have not cooperated with members of the police in the establishment of the forum because of their lack of awareness of the aims, objectives and advantages of such a forum. Raising awareness will not only be beneficial to residents' personal safety but may help in improving public perceptions of the police and in encouraging the residents of the settlement to participate in ensuring their own safety and security. A routine exchange of information on a reciprocal basis between the community and the police is required. Trust in the police is essential for the passing of information to them from the residents.

Another factor, in addition to a lack of awareness and trust, is a lack of police visibility. Visible policing can enhance communication, eliminate fear and ensure that the residents are law-abiding. It may also contribute to timeous identification of potential problem factors that may lead to crime. Lastly the residents need to be empowered by community policing, education, provision of information and also by the launching of awareness campaign projects. It is clear that the process of establishing a CPF and sub-forums has been flawed in the study area. In the last chapter, suggestions and recommendations will be made on the basis of the problems that transpired during the study.

CHAPTER 6: Conclusion, possible solutions and recommendations

6.1 Introduction

The attitude and perceptions of both community members and police members present a serious obstacle to the development of democratic policing in the study area. The 1993 Constitution (200/1993) prescribes community policing as the style of policing to be adopted by the SAPS to achieve its objective through a collaborative effort with other external role-players such as the community, other government institutions, non-governmental organisations, private sector institutions and individual citizens.

However, a traditional approach which, still views the SAPS as a government organ principally responsible for law enforcement and arrest has a negative effect on the implementation of community-oriented policing. Consequently the police are providing only short-term solutions to community problems. Tim Newburn (in Steven and Yach, 1995:132) suggests that "the neglect of the potential role of the police ... is part of a larger rejection of the idea that communities have a fundamental right to good public services, which are efficiently delivered. Section 205(3) of the 1996 Constitution (108/1996) stipulates that the objectives of police services are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants and their property and to uphold and enforce the law. Therefore, community policing is based on these objectives and Section 195(1) of the 1996 Constitution (108/1996), which deals with democratic values and principles.

It is clear that in order to fulfil its mission and vision there is a need for structural changes in the way the police organisation is designed and managed. Structural changes involve changes in recruitment, training and rewards. As far as structure is concerned, community policing requires a change from an autocratic command and control style of management to a participative style of management, from operational management of the *status quo* to strategic leadership of change, and from standardisation and uniformity to flexibility and diversity. Cultural changes are also needed. The goal of cultural change is to ensure that the principles of community policing are internalised by members of the SAPS.

Cultural change here requires a change from an emphasis on ranks and hierarchy to an emphasis on participation, creativity and adaptability; from an emphasis on experience to an emphasis on potential; away from an emphasis on a closed system that lacks accountability to the community regarding openness, communication and recognition of results; from internal solidarity to a high professional standard; and from slavish compliance with rules and procedures to an emphasis on the development of initiative and informed discretion. According to a Manual for the South African Police Service (SA, 1997:12) "changes in strategy involve redefining the relationship between the police and the community" of Nkaneng informal settlement. It must focus on the type of service that is delivered to the community and on the way in which it is delivered. Community policing requires a balance between reactive and proactive activities, the identification of tendencies, patterns and hotspots, and attempts rather to address the causes thereof; consultation and personal liaison through CPFs and related structures, high contact patrols, mobile reporting points and satellite police stations, and variable responses depending on needs and priorities.

6.2 Recommendations for the establishment of a community policing forum at Nkaneng Informal Settlement

Some possible solutions have been given extensive consideration in this chapter. Some of these suggestions might already have been tried by the police but without yielding results. Perhaps the implementation of some of these suggestions had been incorrect. However, on the basis of the study, the following recommendations are made:

6.2.1 Transforming attitude and perceptions of both the police and the community

In the study area perceptions of each other existing among both the police and the residents are negative. The chief impediment to overcoming the steady deterioration in the quality of service delivery is a failure to develop sustainable behaviour among both the police officials and the community. A fundamental transformation of people's attitudes and practices is needed. This requires deliberate and co-ordinated efforts, like promoting democratic values and principles as enshrined in Section 195(1) of the

1996 Constitution (108/1996). These values and principles include, among others, high standards of professionalism, accountability, transparency, participation, effectiveness and efficiency, fairness and equality. This will require widespread communication of information about existing policies, the status and trend of policing and also the available remedial mechanisms, such as the Human Rights Commission, Independent Complaints Directorate, the ombudsman and development and training. Despite concerted efforts made by the government, non-governmental organisations (NGOs) and the private sector in educating police officials and the community about community policing, the critical importance of this type of policing for sustaining quality service and development is not generally realised by either the police or the community.

Participation is essential to development. Todaro (1994:16) conceptualises development as the sustained elevation of an entire society and social system toward a better or more humane life. Therefore the participation of both the community in policing and of police officials in planning and implementation in their police station will inculcate a sense of worth, a sense of self-respect, a sense of ownership and attachment. Todaro (1994:17-18) states that "as long as esteem or respect was dispensed on grounds other than material achievement, it was possible to resign oneself to poverty without feeling disdained". When the prevailing image of the better life includes material welfare as one of its essential ingredients it becomes difficult for the materially underdeveloped like the resident of Nkaneng to feel respected and esteemed. Therefore information campaigns aimed at the community and members of the South African Police Service should be much more directed and systematic.

More reliance should be placed on the community's growing understanding of the role of the community in policing, the role of police officials and the role of courts, than following the traditional policing approach which hardens the attitudes of both the police and community towards each other. The South African Police Service Act No 68 of 1995 (in the White Paper on Safety and Security (SA, 1998:41) provided a legal framework for democratic control, accountability and transparency through the creation of a Civilian Secretariat for Safety and Security.

The residents need to be brought back into the society by involving them in the national events such as Youth Day, Human Rights Day, Freedom Day, Workers' Day,

National Women's Day and Day of Reconciliation. Some of the provincial events should be hosted by such impoverished areas so that the residents in these areas can feel changes and acceptance. The role of the SAPS in these events should be critical and they should play a facilitating role. The presence of police officials in events as international Aids Awareness Day should be visible. Friedman (1992:48) says that attitudes of police officers are important not only when they are directed at the community they serve but also when they are directed at themselves. Two types of attitudes are important in this regard and they have to do with assessment of performance and with job satisfaction. There is a need for police officers to adopt principles used by other social services such as social workers, to better understand the environment they operate in. Even when residents are hostile, police officials are obliged to provide a quality service to the community. If you cannot win them, win the heart and minds of youth and children through donations for recreational activities or awarding of presents during Christmas Day or New Year's Day. The role the youth can play in bringing about changes cannot be overemphasised, particularly if they are properly guided. The police therefore have a special duty to provide the public with information on what is going on in their community through newsletters or circulars. Therefore, promoting awareness and developing and improving the perception of the SAPS among schoolchildren can be done by trying to integrate certain aspects of policing within the existing school syllabi.

6.2.2 Addressing urban bias

The settlement is a rural community, which means it, is poorly resourced and policed. Urban policing bias presents a serious obstacle to the implementation of community policing, and even to effective and efficient service delivery in general. Policing is divided between the urban classes and the rural or impoverished classes. It is generally the urban classes, which dominate, and they do so because resources are concentrated in the cities and towns. At the same time services are much more extensive in the cities and town than in the rural areas, such as in the informal settlements and villages. In addition, the government, and especially the SAPS, generally function in favour of the urban communities and at the expense of the impoverished communities. These imbalances are unreasonable, both from a normative perspective of equity and from a commitment to address the legacy of apartheid. An affirmative action (AA) policy, the Reconstruction and Development

Programme (RDP) and the 1996 Constitution (108/1996) lay the foundations for equality and moving away from an urban bias. The South African White Paper on Safety and Security (SA, 1998:4) says historically the police have had little interest in responding to crimes within "black" areas; in 1994, seventy four of the country's police stations were situated in white suburbs or business districts. Gilbert and Gugler (1994:223) says that the rural community has most of the poverty and most of the low cost resources of potential advance; but the urban community has most of the articulateness, organisation and power. So urban residents have been able to win most rounds of the struggle with rural residents; but in so doing they have made the development process slow and unfair. Poverty causes crime but policing resources are concentrated in the rich urban classes. Clapper and König (1998:50) identify one of the main elements of community policing as the mobilisation of all resources available to the community and the police to resolve problems and promote safety and security. Midgley and Wood (1995:63) further stressed that resources should be fairly allocated and a similar quality of service should be rendered to all communities.

From a societal development perspective, the only sensible and rational strategy is to concentrate more resources in the impoverished areas. The impact and implication of urban bias is vast. The community in the impoverished areas is denied access to its rights due to distance, a lack of communication and poor means of transport to the police stations, which means they have to dig deep into their pockets to get there, unlike in the case of the urban communities. As a result, in most cases, the police are merely reactive and only respond to the complaints of the residents in settlements after a long time. This is the main cause of civil apathy and hostility toward the police. It creates a false impression about crime because the rural communities are unable to report some crimes to the police. In some cases like in Nkaneng informal settlement, the community has resorted to kangaroo courts as the only means of enforcing the law.

A large proportion of the residents of the settlement do not participate, not so much because they feel outcasts but rather because of a lack of personal interest. If apathy and a lack of interest in community policing were to spread to a considerable extent, it would mean failure and an abdication of responsibility on the part of the SAPS. Urban bias also creates a lack of confidence on the side of the community in the SAPS, and a doubting of their legitimacy. As a consequence, a bad climate for the establishment of

a CPF is created. It is crucial for the gap in terms of policing between the urban areas and the rural areas to be closed by redistributing resources and also by changing the attitude and perception of the management of the SAPS. Section 195(1)(d) of the 1996 Constitution (108/1996) states that services must be provided impartially, fairly and equitably, and without bias. This approach can assist in transforming the community's attitude towards and perceptions of the SAPS. Jagwanth (1994:165) stresses that crime prevention is accomplished by having a visible police presence in neighbourhoods and undertaking activities to solve crime-producing problems, arrest law violators, maintain order and solve disputes before they result in violence.

6.2.3 Management versus leadership

In Tlhabane police station management has not provided enough of a motivating climate of participation and involvement. Kotter (1990:103) says good management controls complexity while effective leadership produces useful change. Leadership complements management, it does not replace it. This is another aspect that has to be addressed intensively in the SAPS if the organisation is genuinely serious about addressing the problem of community participation in policing. Most of the managers are still applying a traditional approach rather than community-oriented policing and problem-solving approach.

Most of them appear to have still view the SAPS as a government organ principally responsible for law enforcement, focused on criminals, measuring performance by detection and arrest rates. They prioritise crimes of high value such as bank robberies and those involving violent incidents, and still operate as "blueprint" or "robot cop" supervisors. Community policing in terms of Peak and Glensor (1996:69) view police as the public and the public as the police, and the point of view is that the SAPS is but one department among many responsible for improving the quality of life of our citizens. In this case, police efficiency is measured by the absence of crime and effectiveness of the police is determined by public co-operation. The SAPS needs the leadership to come to terms with the current demands and challenges of effective and efficient service delivery. Unless SAPS members and the community line up and move together in the same direction, the police and community will tend to fall all over each other. One of the reasons the SAPS has difficulty in adjusting to rapid change is that so many managers feel relatively powerless due to the current demands and

challenges. Therefore it is critical that the recruitment and appointment of station commissioners and section/unit managers should not be based on experience which is irrelevant to the current demands and challenges, but on the potential of individual members.

Kotter (1990:107) says management controls people by pushing them in the right direction while leadership motivates them by satisfying basic human needs. More and Wegener (1992:44) state that managers, in the short run, attain objectives by threatening employees (ordering them to do something or suffer the consequences), but experience has shown that in today's working environment, officers do not readily accept authoritarian management attempts to attain objectives by coercion or executive fiat. Managers ignore the needs of employees. Attaining the goals and objectives of the SAPS, depends on the efforts of individuals and of groups of truly motivated members or officers. Police managers will have greater success when managing highly motivated members. The members will experience job satisfaction and organisational attachment, which will result in community satisfaction.

Manager-leaders are needed to fully implement community policing as one of the core functions and responsibilities of the SAPS. These manager-leaders will articulate the vision and mission of the SAPS in a manner that stresses the values of the audience they are addressing. The manager leaders will regularly involve members in deciding how to achieve the vision of the service and also support such members' efforts to realise the vision by providing coaching, feedback and role-modelling, thereby helping members grow professionally and enhancing their self-esteem. Despite leadership's growing importance, the on-the-job experience of most of the managers or commanders or station commissioners seems to undermine the development of attributes needed for leadership. Recruiting and appointing people with leadership potential and with a sound academic foundation are important. Equally important is managing their career patterns. Subsections 195(1)(k) and (i) of the 1996 Constitution (108/1996) say public administration must be governed by good human resource management and career-development practices, to maximise human potential, and must be broadly representative with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation. Manager-leaders have a tolerance for ambiguity, empathetic understanding and goal-oriented communication that help to

translate behaviour into co-ordinated human effort designed to accomplish the mission, goals, and objectives of SAPS.

The SAPS is powerfully influenced by its past. It is guided by implicit values that are often at odds with its explicit values. This breeds confusion, distrust and cynicism rather than clarity, commitment and high morale. Some of the values articulated by individual managers are unsuited to the current demands and challenges confronting the SAPS. There is reluctance on the part of some managers to rely on explicit statements of values as an important management tool for enhancing performance of the members. More and Wegener (1992:44) say that the articulation of values reflects a concern with the quality of service delivery, the relationship between the police and the community, and the alliance within the police department between management and employees. The managers in the police must guide the process of transformation and help the organisation to adapt to the demands of community policing. Managerial leaders have a unique function as members of an organisation while fostering a co-operative spirit and guiding activities.

6.2.4 Responsibility and accountability

Measurement of effective service delivery is done on the basis of the satisfaction of community with policing. Therefore the establishment of a sub-forum in the study area will enhance accountability through consultation and interaction between the community and the police on issues of common interest.

It is the responsibility of each Station Commissioner to ensure that a Community Police Forum is established in his or her policing area. This also includes sub-forums in each village or place in his or her operational area. Section 195(1)(e) of the 1996 Constitution (108/1996) says that people's needs must be responded to and the public must be encouraged to participate in policy-making. Section 22 of the South African Police Service Act, Act No 68 of 1995 (1995) says that the functions of the CPF consist of the promotion of accountability, the monitoring of effectiveness and efficiency; advising regarding local priorities, evaluation of the provision of visible policing and enquiring into policing matters. Section 24 of the latter Act also stipulates that the functions of the national inspectorate are to evaluate the service in order to ensure the maintenance of an impartial, accountable, transparent and efficient service. Despite all

these good policies it appears as if the SAPS are still lacking capable and competent personnel managers who can implement them. Accountability is one of the elements of community policing by means of which transparency is encouraged.

Most of the station commissioners and police personnel are not in touch with the communities and the environment in which they operate. This is usually happening in the impoverished areas such as rural areas and informal settlements. "They might be relatively incapable of managing the organisation because of their remoteness from the public demands which overwhelmingly are received at the base of the hierarchy" (Waddington, 1993:192). The people in these areas do not even know their station commissioners or even their police stations. Waddington (1993:192) further says that a problem-oriented approach to policing simply makes accountability and control acute. Value for money cannot be judged according to quantum of input compared to the quantum of output.

Therefore it is important that the station commissioners know the communities and the areas falling under his or her jurisdiction and operational area. Regular meetings with such communities are important and even invitations to the residents' or community meetings may result if relations are normalised. The station commissioner must be fully committed in order for community policing to be a success but they must not impose community policing in an attempt to add the number of sub-forums in their area. In the light of the objectives of the SAPS and government policies the station commissioners must commit their energy to working with all role-players, including the community, in the fight against crime. This includes development of skills; creating motivating conditions; allocation of resources; formalisation of the implementation plan; regular monitoring of the plan; and getting feedback from the role-players to ensure improved service delivery in line with the Bathopele principles. This means that the station commissioners as well as other members of the police must demonstrate through their actions that they care for people.

Stevens and Yach (1995:15) say that the framework for police accountability in a democratic society must be adequate both in principle and in practice. Fitzgerald, McLennan and Munslow (1997:278) say the challenge is to manage the process of the paradigm shift successfully. Conventional approaches have been found wanting and the RDP advocated a broader overall concept of governance based upon a more

interactive process with civil society. Increased accountability of station commissioners and wider participation is required in the successful implementation of community policing.

6.2.5 Reinforcing the concept of community-policing co-ordination

The concept of community-policing co-ordination at Tlhabane police station is not effective and is gradually diminishing. It is actually dying a slow death due to a lack of support from the station commissioners. Most of the existing structures of Community Policing Forums are illegitimate and the majority of the community never participated in electing them. Most of the members of the community do not know the station commissioner or the CPO. They only know the members of the existing CPF. The role of the Station Commissioner and the CPO differ immensely from their traditional roles.

Several mechanisms can be used to promote community-police co-ordination:

- Establishing a community visitor scheme.
- Organising open days at the police station.
- Making crime statistics and other managerial information available to the community.
- Establishing a direct channel of communication between the Nkaneng informal settlement Residents Committee, the wider community and the management of Tlhabane police station
- Inviting members of the community structures and the community at large to attend management meetings at the station.
- Inviting members of the community to address the personnel during station lectures.
- Inviting members of the Residents Committee and other community leaders to conduct impromptu visits to the station.
- Inviting the residents or members of the community to join police patrols.

The police are not expected to share information on sensitive police operations, the timing of crime prevention operations, the identity of police informants and cases that are *sub judice*. However not all information is privileged and the police should try to be

as transparent as possible. Establishment of a well-resourced community-policing section is needed throughout to reinforce the concept of community-policing co-ordination. The existing CPF structures do not know how to execute their mandate due to the absence of a strategic plan. Joubert (1998:7) emphasises that successful crime prevention will have to reflect an awareness of change within the community and sensitivity towards the needs of the people.

6.2.6 Strategic and system planning

The Tlhabane police station has not been able to successfully integrate with surrounding community, hence there is a problem with the formation of a sub-forum in the study area. An effective institution is a combined system held together by a joint task and shared values. A key management task is to implement system integration, which ensures that different values, norms, standards and principles are uniform so that they can confront the demands and challenges together. Section 41(1) of the 1996 Constitution (108/1996) states that all spheres of government and all organs of state within each sphere must observe the principles of co-operative intergovernmental relations.

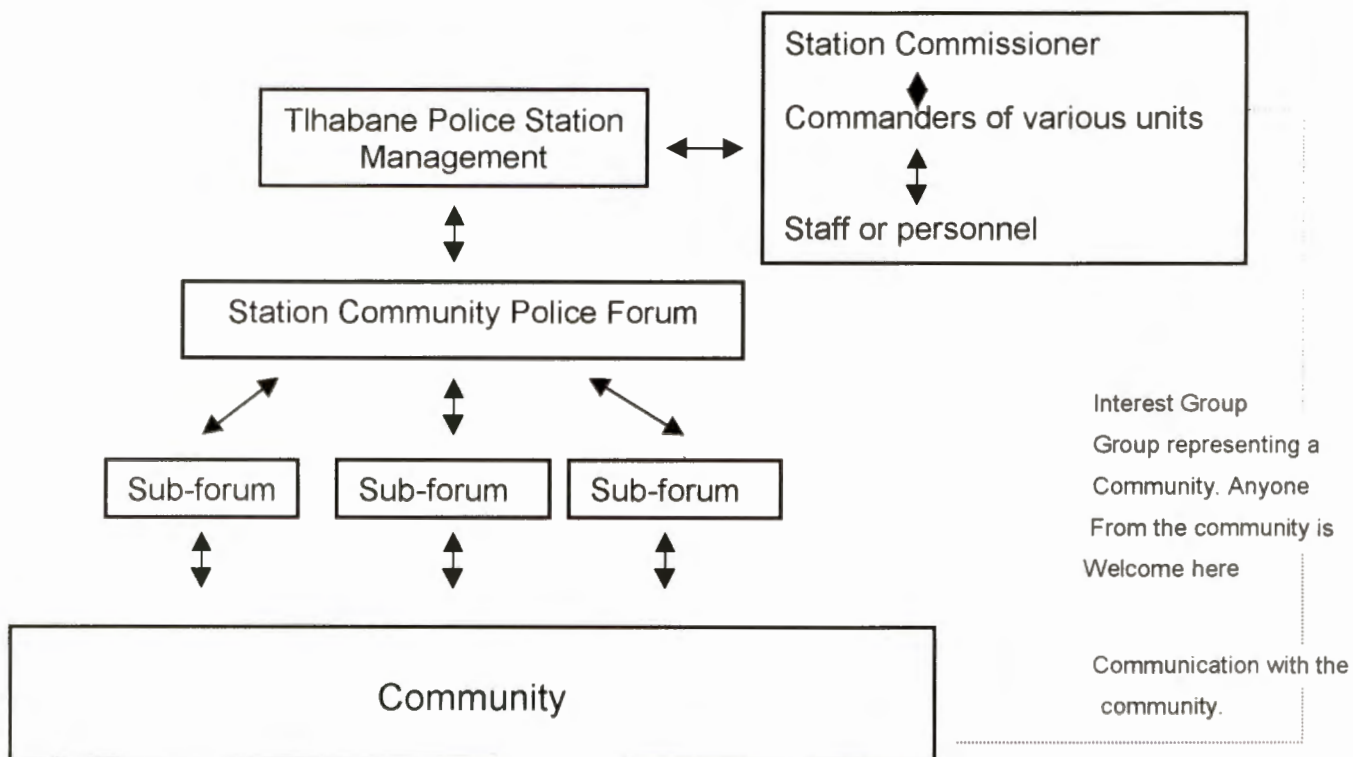
The National Crime Prevention strategy (NCPS) of 1996 was adopted by the government to provide a framework for a multi-pronged approach to crime prevention. Amongst other things, the NCPS provided a means by which government departments could integrate their approaches towards problems of crime control and crime prevention. The principle of the 1993 Constitution (200/1993) and the NCPS were used to frame the development of the South African White Paper on Safety and Security. In the publication "In Service of Safety" - 1999-2004 (1998), emphasis was shifted towards improved service delivery, underpinned by the philosophy of community policing. Stations needs to co-operate with the other stations or department(s) in mutual trust and good faith, fostering friendly relations, assisting and supporting one another. Most of the stations do not have a strategic plan for deeply entrenching the culture of community policing in the SAPS.

Every financial year, a "Bosberaad" for the development of strategic plans must be conducted. Every substructure of the CPF must identify their policing priorities, which must, in turn, be presented to the local community-policing forum. The station forum

will then produce an integrated plan, which will clearly identify the priority areas. The plan is not the responsibility of the station but it must be developed in partnership with the community through participation, empowerment and involvement.

Former President Mandela in his inaugural presidential speech on 24 October 1994 (in Van der Waldt and Knipe, 1998:141) said government's commitment to create a people-centred society of liberty binds citizens to the pursuit of the goals of freedom from want, freedom from oppression and freedom from fear. Van der Waldt and Knipe (1998:141) say community participation and involvement are necessary to rise to the challenges of the RDP. The challenges are to achieve six basic principles of the RDP which form the basis of a coherent national development programme aimed at achieving community empowerment through participation. The development of a strategic plan should be implemented as illustrated in Diagram 6.6.1 below:

Diagram 6.6.1: Legitimate Structure - Policing through community involvement



Community Policing Forum (CPF)

- Interaction here between the police, community, consultants and interest groups representing the interest of the community to ensure legitimacy, accountability, transparency, and feasibility of the actions taken by the police.
- Recommendations and suggestions go through the CPO to the Station Commissioner.
- The agenda of the CPF originate from the communities through their representative in the CPF.

6.2.7 Communication as an integral part of community policing

The problem between the police and the residents in the study area is mainly due to poor communication. In addition, the inability to involve the relevant state organs in the community has compounded the problem.

There are serious problems with the present communication set-up. Berger (199:17) says that the government should see a large part of its role as providing capacity to the masses, providing horizontal communication linkage among citizens within the community as well as vertical linkage, citizens with higher authorities, and making all these levels capable of real communication, i.e. dialogue and feedback. In this way different the publics, such as youths, women's organisations, trade unions, political parties and members of the community, can effectively be reached and their involvement optimised and promoted. In communication, different publics are approached differently. Both electronic and print media can be used in this regard. The media inform and educate the public and give information regarding circumstances affecting their day to day life to enable the ordinary citizen to utilise such information. Much communication of course takes place without the mass media.

The SAPS among others, uses real "foot soldiers" to interact in direct, unmediated communication with the public. It is as important as the use of any other media.

It is important that the government should assist the local community-based newspapers and radios because local people identify themselves with these communication instruments. The belief is that these instruments have the capabilities of conscientizing both the community and members of the SAPS to make them aware of the environment they are living and operating in. This sensitisation will encourage the community and the police to work together towards the achievement of a safe and secure environment. Using an integrated approach in communication can also assist the members of SAPS to align their rendering of services with the principles of Batho-Pele (i.e. courtesy, consultation, responsiveness, redress, etc). Goba (in Mbeki, 1995:1) stated that the government used to be a closed book that did not want to impart information and, indeed, in some instances was as closed to those outside the government as it was to those inside the government. The SAPS was the same. The matter of openness has become a focal point in all spheres of government. Improving communication is the only way that will ensure the participation of the residents in the study area.

Formation of clusters with other relevant government departments is essential because the SAPS as one of the organs of state cannot contain or reduce crime on its own. Therefore, the Police should engage the public sector, the private sector, government structures, non-governmental organisations as well as individual community members to improve its effectiveness in communication. Thabo Mbeki in the opening address to the Freedom of Information Conference (1995:2) said that South Africa needed to build a democratic system in the country, ensuring the greatest possible participation of the people in changing their own lives. This means that when one refers to "the people shall govern" or "community-police partnership", the people need to be empowered so that they do indeed govern and that they do understand the concept of community policing. Mbeki went further and said that the ensuring of accessibility of government information to the citizen should in the first instance be to empower the public to participate in governing themselves and in changing their society. Most of the residents in the study area have no access to information about community policing. What are the police doing about the situation?

Communication and the community-police structures need to be improved so that the SAPS can effectively inform and encourage the community to participate in their own safety and security. The Government Communication and Information Systems (GCIS) can also be utilised to promote communication between the police and citizens. GCIS is a central government communication agency that can assist the SAPS with the design of communication strategies. Allister Sparks (1995:1) says citizens must be informed if they are to make rational choices. Therefore, such strategies must begin with proper training for media liaison officers and community-policing co-ordinators, and with education and training for station commissioners and unit commanders on how to work with the community.

Too often police media liaison officers are regarded as something of a bureaucratic appendage, some kind of jumped-up clerks who are not capable of speaking on behalf of the organisation but can only act as messengers conveying questions and answers between reporters and departmental bosses. They are not kept fully informed and their advice on communication strategies is not sought. Their inputs amount to little more than preparing the occasional press statement and, for the rest, doing their utmost to keep reporters at bay and protect the organisational image rather than to develop effective relations with many different audiences or publics, such as the employees, local communities, other institutions and society at large. This means that the media liaison officers are not doing enough to create goodwill toward the SAPS to ensure that the public acts in a manner that will be to the advantage of the organisation.

The SAPS needs to understand change in the external environment and constantly endeavour to keep abreast of the opinions, demands, preferences and dislikes current in it so that it can adjust its activities in accordance with them. The SAPS should try to promote understanding of its actions (and problems among its publics). Creating mutual understanding is therefore the responsibility of the communications and community-police structures which are fulfilling the public-relations functions for the organisation.

According to a Justice Crime Prevention and Security Cluster statement in a media briefing (SA, 2001:1) as part of the overall drive to bring communities on board, a single structure between communities and the relevant cluster departments should be

established to ensure an integrated approach toward community involvement in the integrated system. This means the integration of CPFs, community-policing liaison and communication structures with the community. The cluster has to launch a major community mobilisation programme in co-operation with the community structure. The purpose of these campaigns should be to conscientise the community, provide crime prevention guidelines, discourage the community from turning themselves into a market for stolen goods, and to establish crime prevention partnerships.

Such an integrated communication approach will help enhance the Service Delivery Improvement Programme (SDIP). The focus of the programme is to narrow down local priorities regarding problems with crime, quality and internal functioning. The whole approach is based on team effort (station management, station members, CPF representatives and the community at large).

The station commissioner and unit commanders should be responsible for driving the process from their respective environments. The line managers are supposed to be the "owners" of community policing and therefore it is their responsibility to ensure that they continually communicate with and give feedback to various role-players. It is critical that the station commissioner takes charge of community policing overall while the CPO takes control of the process.

6.2.8 Community participation

Participation of the residents of the study area will be indispensable to development. They will be in charge of their own safety and security. Community participation in the implementation of the strategic plan is essential. Paul (1987:2) says that community participation is an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project aimed at improving the welfare of people in terms of income, personal growth, independence, and other values regarded as valuable. Max-Neef (1991:31) says that community participation can be regarded as one of the basic human needs. However, the environment, or the various environmental variables such as the economy, politics and socio-cultural factors, play an important role in the implementation of community-policing projects or programmes in the settlement. The community must therefore be aware of the impact of different environmental variables on their circumstances. Only

then can they participate effectively in the development process. Community participation is a continuous process of education and learning. This means that each individual in the community should acquire knowledge because only then can he or she contribute meaningfully to the establishment of the CPF.

The knowledge gained as a result of interaction in an effort to improve their situation and to raise the level of development of the community it is necessary for the community to make an active contribution to their own development. Awareness by communities of their own conditions and the problems they experience will make them more accessible to change and stimulate them to participate more readily in the implementation of a strategic plan. Community participation should be encouraged, in the first place to empower members of the community, in this case the residents of Nkaneng, but also to benefit more people through the particular development activity, such as a workshop or other project.

Oakley (in Van der Waldt and Knipe, 1998:145) identifies two views of community empowerment. The first is the development of skills and abilities that enable people to interact more effectively with the development system and process. The second view is that empowerment is a process of equipping people to make decisions and implement these decisions regarding development. All these views have one common element, namely building of capacity. Paul (1987) argues that capacity building is an attempt to improve the skills and knowledge of the beneficiaries, in order for them to take responsibility for the management of development and development projects. Capacity-building also has to do with the ability to provide change and influence it, to make informed decisions, to access resources and use them and to manage the use of the available resources. The community should therefore be empowered by involving them from the planning phase through to implementation. Only if the residents or community is involved in the total project cycle or in the development and upliftment as a whole will establishment of the CPF succeed. The police must therefore facilitate participation of the residents by involving intermediaries who can speak Xhosa fluently and who command the respect of the majority of the community. Thereafter the police should help them organise themselves. The White Paper on the Reconstruction and Development Programme (SA, 1994:8) says that development does not entail the delivery of goods and services to a passive community but rather requires involvement and empowerment of the community.

6.2.9 The use of national events days

To engage the community in the study area in the above events would inculcate a sense of involvement and being part of government programmes. The RDP emphasises that there should be a new openness, a free flow of information and ideas or knowledge, a complete transformation of both the SAPS and the community. An effective communication mechanism needs to be developed for informing the community of the study area and encouraging them to participate in policing and reducing the disproportionate influence of special interest groups in the settlement. This mechanism must be increasingly valued as a means of mobilising community involvement and participation in the development of the community-oriented policing.

Fereira (in Fitzgerald, McLennan and Munslow, 1997:532) supports consciousness-raising through community education, and community involvement. Most of the residents or communities in an impoverished area such as Nkaneng are not seeing themselves as part of what is happening in the country. The underlying social malaise in such areas is causing a steady decline in confidence and self-esteem. These communities need to regain a sense of patriotism and of being South African could be cultivated by giving them an opportunity to host some of the events during national and international days, such as Independence Day, Workers Day, Human Rights Day, International Aids Awareness Day and others.

The SAPS should seize these opportunities by organising events in the target area with the aim of making the community aware of the impact of environmental factors on their circumstances. High profile politicians and other public figures can also be invited to address the residents. However, the target community should be involved in the planning of such events. A helicopter project for the distribution of presents to the target community can also be organised a day before Christmas or New Year or even on Reconciliation Day. The National Minister of Safety and Security or the National Commissioner of the SAPS with the Member of the Executive Council (MEC) for Safety and Liaison or Provincial and Area Commissioners of the SAPS could be invited to deliver speeches and give presents to the target community. This project should be coupled with different cultural and sporting activities in which the members of the South African Police Service should participate. This will logically lead to the necessity

of involving different sectors of the public, NGOs and the private sector. For participation to be effective, it has to cover the total process of involving influential community members within the target community.

6.2.10 Creation of community centre

To co-ordinate the diverse interests of the Nkaneng community for the purpose of improving police-community relations and the general quality of life of residents, a multipurpose community centre needs to be established. Nkaneng is situated near Hostel B in Bleskop and most of its residents are employees of Anglo Platinum Mines (Amplats). Such community centre can be used as a day-care centre and crèche, can have recreation halls, a police sub-station and fulfil other special needs of the community so that it will improve the quality of life generally. Tlhabane police station, which is about 30 kilometres away from the settlement services this community. The creation of a substation, which only serves as a link with the community to report complaints and otherwise liaise with the SAPS can, to a certain extent, bring the community and police closer. It is realised that the SAPS does not have the finances to build such a centre and an alternative financing strategy will have to be found.

The SAPS can however identify such a project as one for which RDP funding should be made available as part of a proactive strategy to win the trust of the local residents. There is also a need to involve the Rustenburg City Council, since one of its responsibilities is to ensure the implementation of the RDP. According to Zybrands (1995:1), the only way to achieve the highest general welfare of a community is to satisfy its identified needs through effective rendering of services. The private sector also has a social responsibilities to meet through community service. Amplats and Lenrho Platinum Mines as employers of the majority of the residents of Nkaneng can be invited into a joint venture with the Rustenburg City Council in the establishment of such a centre. The mine can also be requested to make an outright contribution to this project. A community centre such as this will also help adjacent villages such as Photsaneng, Mfidikwe and Thekwane.

The aspect of community-based decision-making in establishing such a centre is crucial. The CPO must initiate the funding of the project and after that use prospective funders to seek consultation with and confirmation by the community on all important

issues. In order to give more structure to this process, a community decision-making forum has to be created. It is critically important that the participation of the Station Commissioner and the CPO should be noticeable in all phases of project management. This will influence the community and impact positively on their attitude and perceptions towards the police.

6.3 *What could the Community Police Officer do?*

6.3.1 The CPO assigned to the Nkaneng should make a detailed analysis of problems, identifying the obvious symptoms and effects. The CPO should then assess the causes of negative perceptions for the purpose of solving the problem. The officer should solicit the expertise of an officer(s) experienced in a needs assessment. The officer must use all the available resources for the purpose of validating his/her conclusions. Available resources include, but are not limited, to crime analysis, service data and previous community-oriented policing programmes which had to deal with similar problems. The officer should contact community leaders, business leaders and religious and other role-players. The officer should then co-ordinate a meeting involving persons of influence and community residents for the purpose of gaining their support. A written survey could serve as an independent needs assessment for the purpose of validating (or invalidating) the officer's needs assessment.

6.3.2 The CPO should consolidate his or her concerns and those of the community and present them to the community for review and further input. Once problems/conditions have been identified, both the police officer and members of the community must agree on the general/approach and prioritisation, as well as on the envisioned solutions to the problems. Once there is general agreement, the proposed solutions must be publicly disseminated to all members of the community. Emphasis must be placed on the importance of the police and community working together to achieve the solutions. Regular meetings, and the officer's availability for citizen contact, should ensure that issues causing concern are addressed or explained.

6.3.3 The CPO must be well-versed in how to direct government community services. He/she must have the flexibility to adjust his/her hours to meet the needs of the

community. The CPO must have the flexibility to design both conventional and unconventional/innovative tactical and strategic solutions to solve the problems. The officer must delegate the co-ordination of government services to members of the community. The CPO must exercise general supervisory control and responsibility for accomplishing objectives and strategies.

6.3.4 The CPO must mobilise the community as a powerful force of significant influence. The use of a block watch, street committee and citizens trained in crime prevention strategies and follow-up surveys should keep the community involvement at a sustained high level.

6.3.5 The officer with the assistance of the station commissioner or crime prevention station commander should monitor the operational strategies of all units such as the Community Service Centre, Criminal Investigation Service, problem response team, crime prevention and other units that are not based at the police station but who are servicing the CPOs policing area.

It should be noted that problems prevailing in the study area are generic and the recommendations suggested could be implemented or modified in one way or another to enhance effective and efficient policing in general.

6.4 Conclusion

At the beginning of the study, there was the assumption that the residents of Nkaneng settlement had negative perceptions of community policing and the police in general. However, having completed this study and analysed the data, it is evident that the police have not made a concentrated effort to change or influence these perceptions. But the police alone cannot fight and prevent crime effectively. This means that communities must participate and be involved in policing. However, there are still some constraining factors such as urban bias, adherence to traditional ways of policing, a traditional management style, negative perceptions and attitudes, no systematic planning, no ownership of community policing, poor police response, a lack of professionalism, poor communication and a disintegrated approach in the service. These can be improved if the SAPS can appoint right people in the right positions

because there are very few members capable of implementing the good policies of the government, which means that they remain just that - policies and not practice.

The implications of not encouraging the community to participate in policing are enormous, creating a negative perception of safety and security in the study area. The SAPS has limited resources to fulfil the needs of the community. It is clear from this study that the mindset of both the police and the community is making the establishment of people-centred policing a mere dream unless the police take ownership of the concept and lead such a development. A participatory and integrated approach where policing involves all stakeholders and takes into account the resource endowment and circumstances of the local areas is the alternative for peripheral and declining policing areas. The SAPS, however, has to deal with the dynamic of a culture where divides have apparently become unbridgeable and police a society that is still caught up in the racial divide of the past.

Former Commissioner of Police Fivaz and the Ministry of Safety and Security (in Pillay, 1997:25), outlined community policing as one of their key objectives " ... to implement and ensure the sustainability of community policing through pilot projects in selected areas, to identify best practices and potential obstacles." Roelofse-Campbell (1996:45) sums this up by saying the community police have been working with extreme success in many places where problems are serious, but where they are also dealt with in a serious way. The police, therefore, has to do something about the level of interest and participation of the community in community policing through the establishment of legitimate structures.

The community in the study area first has to understand the advantage of the community poling and be encouraged to participate in it. Improved service delivery to the community must be take place in order to change perceptions. As long as police maintain negative perceptions and attitudes towards the residents, the situation will remain unchanged. In this case the police are faced with two challenges, namely of modifying their operational behaviour through capacity building and on the other hand that of also changing the attitude and perceptions of the residents in the study area.

Changing the perception of the community in the study area can only be achieved if the police provide an excellent service and encourage participation of the community in

the sub-forum by steering the vigilante group in the direction the police want it to go. A change in perceptions can only come from both sides, the police and the community. But the police should first get their act together before they can claim that the community does not want to be involved.

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Appendices

Appendix A: Structural Interview Schedule

Appendix B: Work sheet for interviews

Appendix C: Application for authority to conduct research

Appendix D: Confirmation letter from supervisor

Appendix E: Interview for research on the perceptions of the community on Community Policing at Nkaneng informal settlement

STRUCTURAL INTERVIEW SCHEDULE

INTERVIEW SCHEDULE ON THE PERCEPTIONS OF THE COMMUNITY ON COMMUNITY-POLICING AT NKANENG INFORMAL SETTLEMENT

1. WHAT, IN YOUR OPINION , ARE THE FIVE PROBLEM AREAS IN NKANENG?
2. WHAT IS YOUR PERCEPTION OF THE CRIME SITUATION IN NKANENG?
3. WHAT IS YOUR PERCEPTION OF THE POLICE?
4. WHY IS THE COMMUNITY NOT CO-OPERATING WITH THE POLICE?
5. IN YOUR OPINION, WHAT IS THE MOST IMPORTANT THING THE POLICE CAN DO ABOUT THE SITUATION IN NKANENG?
6. IN YOUR OPINION, WHAT IS THE MOST IMPORTANT THING THE COMMUNITY CAN DO ABOUT THE SITUATION IN THE AREA?
7. DOES THE COMMUNITY KNOW THE COMMUNITY-POLICING STRATEGY?
8. TO WHAT EXTENT SHOULD THE COMMUNITY BE INVOLVED IN THEIR OWN SAFETY?
9. HOW CAN COMMUNITY ORGANISATIONS BE INVOLVED?
10. IN YOUR VIEW, WHAT DO YOU THINK OF THE INVOLVEMENT OF WOMEN IN COMMUNITY POLICING?
11. IN YOUR VIEW, WHAT DO YOU THINK OF THE INVOLVEMENT OF THE BUSINESS COMMUNITY IN COMMUNITY POLICING?
12. IN YOUR VIEW, WHAT ROLE DO YOU THINK THE YOUTHS CAN PLAY IN COMMUNITY POLICING?

- 13.** CAN THE ESTABLISHMENT OF A COMMUNITY POLICING FORUM(CPF) HELP IN FORGING A COMMUNITY-POLICE PARTNERSHIP TO PREVENT AND FIGHT CRIME?

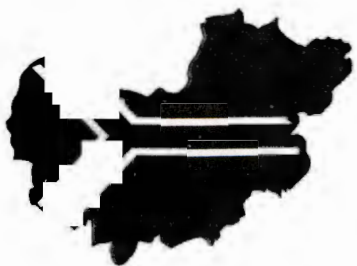
- 14.** WHO SHOULD BE IN THE COMMUNITY POLICING FORUM (CPF)?

- 15.** WHAT, IN YOUR OPINION, WILL BE OBSTACLES TO THE ESTABLISHMENT OF THE EFFECTIVE COMMUNITY POLICING FORUM (CPF)/

--

13. WHO SHOULD BE IN THE COMMUNITY POLICING FORUM (CPF)?

14. WHAT, IN YOUR OPINION, WILL BE OBSTACLES TO THE ESTABLISHMENT OF THE EFFECTIVE COMMUNITY POLICING FORUM (CPF)?



APPENDIX "C"

Bokwaledi jwa Profense jwa Pabalesego le Tshireletso
Provinsiale Sekretariaat van Veiligheid en Sekuriteit
Provincial Secretariat for Safety & Security

North West Province
Republic of South Africa

Tel.: (0140) 86-2035/6/7/8
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Khupe
Mmabatho

P.O. Box 204
Rooigrond 2743

17 May 1999

Interdepartmental Intelligence (IDI)
Detective Service: SAPS
North West Province
POTCHEFSTROOM
2570

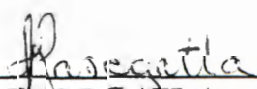
Tel. 018 294 5244/5/6
Fax no. 018 297 8125

Attention : Captain S.S Kotsedi

RE: APPLICATION FOR AN AUTHORITY TO CONDUCT A RESEARCH

1. *Your application on the above matter refers.*
2. *The application was referred to MEC S. Roopa for his consideration.*
3. *I am please to inform you that the MEC has granted you authority to conduct a research as you requested.*

Yours faithfully


M.J. RASEGATLA
CHIEF DIRECTOR
SECRETARY

APPENDIX "D"

POTCHEFSTROOM UNIVERSITY

VIR CHRISTELIKE Hoër ONDERWYS

**PRIVAATSAK X6001
POTCHEFSTROOM**

**TEL: 018 2991111
FAKS : 018 2992799**

SKOOL VIR SOSIALE STUDIES

TEL: 018 299 1629

11 NOVEMBER 1999

WHOM IT MAY CONCERN

HEREBY IT IS TO CONFIRM THAT MR S S KOTSEDI (STUDENTNO. 12016586) IS A POST GRADUATE STUDENT IN OUR MASTERS PROGRAMME IN PUBLIC GOVERNANCE. WE WOULD APPRECIATE IT VERY MUCH IF YOU WOULD ASSIST MR. KOTSEDI IN HIS RESEARCH AS A BONA FIDE STUDENT.

WE THANK YOU FOR YOUR PATIENCE.

SINCERELY YOURS

SIGNED: THEO VENTER

**VAKGROEP POLITIEKE STUDIES
SKOOL VIR SOSIALE STUDIES**

APPENDIX "E"

S.S. KOTSEDI

TEL: 018 2945244/5

CELL: 082 809 1698

FAKS: 018 2978125.

PRIVATE BAG X801

POTCHEFSTROOM

2520

2001-08-14

- A:** *THE SECRETARY*
NATION UNION OF MINE WORKERS(NUM)
RUSTENBURG
- B:** *THE SECRETARY*
MOUHPICEE WORKERS UNION (MPWU)
RUSTENBURG
- C:** *THE SECRETARY*
TRADE UNION FOR UPLIFTMENT OF S.A. (TUFUSA)

***INTERVIEWS FOR RESEARCH ON THE PERCEPTIONS OF THE
COMMUNITY ON COMMUNITY-POLICING AT NKANENG INFORMAL
SETTLEMENT.***

- 1.** *You are most humbly requested to assist in making members available for interviews about the "Perceptions of the Community on Community-policing at Nkaneng Informal Settlement". This include both at leadership level and rank and file members at the settlement. The sample must be representative i.e. youths, women, Unionists, members of political parties, religious leaders etc. This means that the interviews will also be extended to ordinary members of the community who are not affiliated to any union.*
- 2.** *I am a post-graduate student in Masters Programme in Public Governance and Management at Potchefstroom University for Christian High Education and currently conducting a research to fulfill the requirements for my degree. This means that the research is purely academic and seeks to find a solution to the problem of lack of effective partnership between the police and community, more specifically Nkaneng community.*
- 3.** *Attached find a confirmation letter from the University. The interviews are voluntary and the an anonymity of the interview will be guaranteed.*

4. *I would appreciate it very much if you would assist me in this regard as a bona fide student. I thank you in anticipation.*

Sincerely Yours

SIGNED:



S.S. KOTSEDI