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Implementation Evaluation of the Expanded Partnership Programme Full Evaluation Report

Department of Community Safety

May 2015

Implementation Evaluation of the Expanded Partnership Programme

Full Evaluation Report

Prepared for:

Western Cape Department of Community Safety

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ACRONYMS

AGM	Annual General Meeting
ANC	African National Congress
CBM	Citizen-Based Monitoring
CPF	Community Policing Forum
CrimestatsSA	Crime Statistics of South Africa
CSC	Community Service Centre
DoCS	Department of Community Safety
EPP	Expanded Partnership Programme
EXCO	Executive Committee
IDASA	Institute for Democracy in Africa
IPID	Independent Police Investigative Unit
KPI	Key Performance Indicator
MEC	Member of the Executive Council
MOA	Memorandum of Agreement
NGO	Non-Governmental Organisation
NHW	Neighbourhood Watch
NCPS	National Crime Prevention Strategy
NMMM	Nelson Mandela Metropolitan Municipality
NO	National Outcome
NPC	National Planning Commission
WCG	Western Cape Government
PSO	Provincial Strategic Objective
SA	South Africa
SC	Station Commander
SAPS	South African Police Service
ToR	Terms of Reference
UPP	Pacifying Police Unit
USDJ	United States Department of Justice
WC	Western Cape

1. EXECUTIVE SUMMARY

In November 2014, Creative Consulting & Development Works was appointed by the Western Cape Government, Department of Community Safety (DoCS) to conduct an implementation evaluation of the Expanded Partnership Programme (EPP).

The aim of this evaluation was to assess the extent of implementation of the EPP, as well as the level of functionality of CPFs spread across the Western Cape during the period April to September 2014.

The research team employed a formative evaluation. The evaluation followed a mixed-method approach, which combined qualitative and quantitative data analysis. Twenty-one Community Policing Forums (CPFs) were sampled and spread across 25 police clusters. The evaluation conducted 21 individual interviews with CPF Chairpersons, 20 focus group discussions with CPF Executive Committees (EXCO), 15 individual interviews with local community representatives, 19 individual interviews with station commanders (SC) and 9 key informant interviews with provincial officials.

The EPP has brought positive changes to participating CPFs

The payment for delivery model introduced by the EPP acts as a powerful incentive for CPFs to perform the required activities, which in turn makes them more efficient and effective. According to CPFs, it has brought much needed structure and guidance for CPFs to perform their statutory functions, which is a testament to its relevance. The EPP funding incentive has encouraged CPFs to establish closer relationships with registered members and SAPS local stations, to gain a deeper understanding of the police operational framework, as well as to perform their police oversight role in a more effective way. While frictions with non-management staff still exist, they could be mitigated through more formal introduction and training of SAPS members on the EPP.

Challenges with implementation

The training and ongoing support offered to CPFs as part of the programme, appears to be infrequent and not sufficiently context-specific: most of the newly elected members have not yet been trained and the majority of long-standing members have called for refresher training. More regular and needs-based support from fieldworkers is also needed.

While the EPP funding is one of the key benefits of the programme as reported by CPFs, funding is insufficient to cover the needs of CPFs operating in rural, under-resourced and/or large police precincts.

The lack of feedback and understanding at CPF level of what happens with the data is a source of frustration and animosity towards the Department and has the

potential to jeopardise the impact and long-term sustainability of the programme.

Conclusion

Participation levels of CPFs in the programme, however, remain low at a highest of 40% over the period under scope. The evaluation found that as it is currently operationalised, scaling up and making the EPP sustainable will be very challenging.

Two key enabling factors of participation will have to be addressed in the short term:

1. ensuring needs-based training and ongoing support for CPFs on the programme;
2. closing the monitoring and evaluation cycle that the EPP is part of by improving feedback loops to CPFs and empowering them to contribute to the safety improvement plans in their communities.

Recommendations

Based on the findings of the evaluation and the recommendations provided by the stakeholders participating in the interviews, this section provides a number of suggestions for the provincial DoCS to strengthen the implementation of the EPP going forward. Some of the key recommendations include:

1. DoCS conduct a needs assessment of individual CPFs in order for the programme to provide focused, appropriate and effective support to their members.

2. DoCS must consider opting for a mixed model of support for CPFs that relies on web-based support, as well as personal interaction.

3. DoCS must consider reviewing the current funding model to ensure that it is equitable and in line with the size and scope of the responsibilities covered by each CPF. This may include the allocation of an admin stipend for CPFs.

4. The e-report is revised so as to make provision for more flexibility and thus reflect the varied nature of CPFs' experience and insights.

5. DoCS should explore ways to communicate more frequently and more effectively with CPFs, both with respect to administrative issues and in keeping CPFs informed on the uses to which the completed reports have been put.

6. Further investigations into different avenues for closer collaboration with Provincial SAPS in the EPP, which may include 1) structured and formal training of SAPS members on the role of the CPF and the EPP; 2) promoting the EPP as a station management tool for station commanders by sharing the positive

practice of station commanders who are currently using it; and 3) developing a regular process of verification that ensures the reliability and relevance of monthly e-reports.

7. DoCS should consider the recruitment, appointment and training of 'local coordinators' (perhaps one for every cluster or equivalent group of CPFs/SAPS stations), to enable and strengthen local partnerships between CPFs and other relevant organisations and government bodies.

The report is divided into seven sections. The **introduction section** introduces the report, outlining the purpose, evaluation objectives, evaluation questions and timeline followed in undertaking the evaluation.

The **methodology section** provides a brief outline of the methodology used in the evaluation, indicating how the evaluation was implemented, as well as its limitations.

The **formative evaluation findings and discussion** are then presented, according to the four intended objectives of the EPP. Subsequently, **conclusions** are drawn and the **recommendations** presented.

The **final section** of this report includes a **logic model** for the EPP. The **literature review** conducted to inform this evaluation has been included in the Appendix.

2. INTRODUCTION

The Constitution of the Republic of South Africa, Act 108 of 1996, Section 206(3) (c) stipulates that each Province is entitled to promote good relations between the Police and the Community and to monitor police conduct. The key institution for civilian oversight is the Department of Community Safety.

The Western Cape Government's Provincial Strategic Objective 5 (PSO5)[1]: Increasing Safety emphasizes the importance of effective civilian oversight over the police as a strategy to improve policing in the province which should result in increased safety. CPFs play a particularly important role in the field of civilian oversight and for that reason, DoCS resolved to develop a support programme for CPFs that would enhance their role and improve their functionality. In 2010, the EPP was born.

In November 2014, Creative Consulting & Development Works was appointed by the Western Cape Government, Department of Community Safety to conduct an implementation evaluation of the Expanded Partnership Programme.

The aim of this evaluation was to assess the extent of implementation of the Expanded Partnership Programme as well as the level of functionality of CPFs spread across the Western Cape during the period April to September 2014.

In order to achieve this aim, the evaluation has been designed to:

- dissect the ability of the EPP to direct the focus of CPFs as it relates to its civilian oversight function;
- assess whether the EPP has enabled the DoCS to measure the levels of functionality of CPFs; and
- assess the support given to CPFs who are functional versus those who are not.

2.1. Evaluation questions

Table 1 describes the evaluation framework for this evaluation and contains the specific research questions raised by the DoCS in the Terms of Reference (ToR), which were addressed through the methodology explained in the following section of this proposal.

[1] PSO5 was applicable at the time of the evaluation. Provincial Strategic Goal 3 was only adopted as from April 2015.

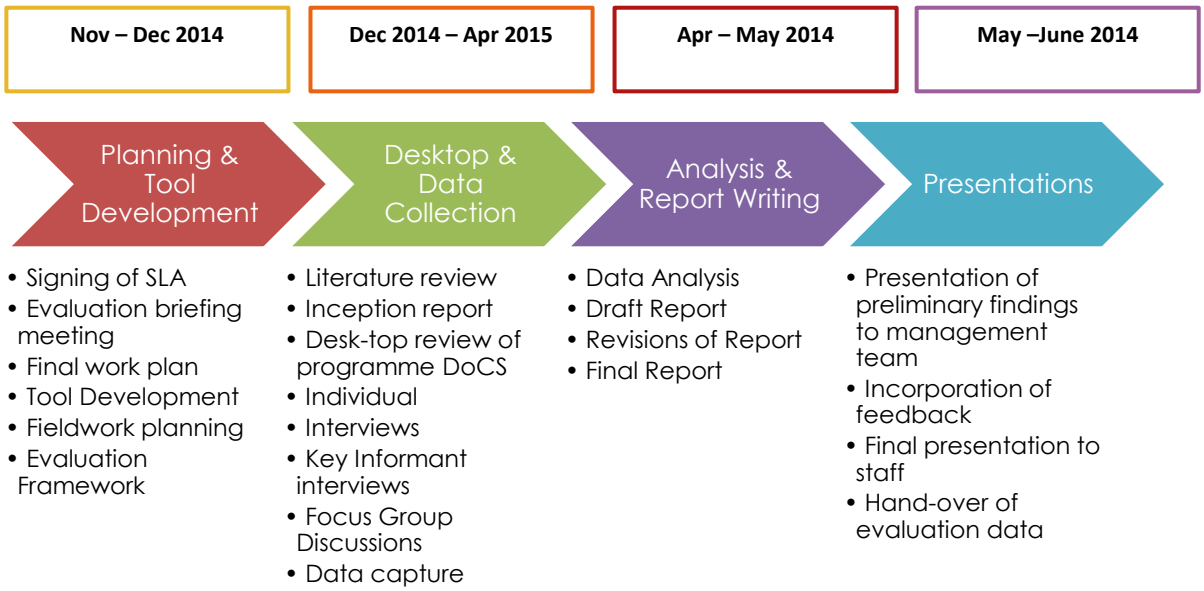
TABLE 1: EVALUATION FRAMEWORK

Focus area	Evaluation questions	Data collection source
Relevance and appropriateness	1. Are all CPFs performing their role as required by Legislation? 2. What is the usefulness of the information collected under the EPP?	Review of programme documents and monitoring data Interviews with CPF Chairperson Focus group with CPF members Interviews with key stakeholders (including Station Commanders and Provincial Head of Visible Policing) Interviews with provincial stakeholders
Efficiency	3. Are the methods used through this intervention the most efficient and effective ways of achieving the intended objectives? 4. What enabling factors would improve CPF participation?	Review of programme documents Interviews with CPF Chairperson Focus group with CPF members
Effectiveness and compliance	5. Are the objectives of the EPP reached? 6. Is the right mix of inputs and activities being used for the intended outputs of the intervention? 7. How has the EPP improved the functionality of CPFs? 8. How does the implementation of the intervention affect the role of the CPFs? 9. How has the implementation of the EPP tool improved the understanding of the role of the CPF?	Review of programme documents and monitoring data Interviews with CPF Chairperson Focus group with CPF members Interviews with key stakeholders (including Station Commanders) Interviews with provincial stakeholders
Sustainability	10. Has the money earned by CPFs through the EPP contributed to their sustainability?	Interviews with CPF Chairperson Focus group with CPF members

2.2. Evaluation timeline

The evaluation followed the below stages:

FIGURE 1: OVERVIEW OF EVALUATION TIMELINE



3. EXPANDED PARTNERSHIP PROGRAMME BACKGROUND

The description of the Expanded Partnership Programme as explained in this section was obtained from the programme definition document, the Terms of Reference (ToR) for this evaluation and from key project stakeholders.

3.1 Background to the EPP

Two main functions of the Western Cape Department of Community Safety are 1) to oversee the effectiveness and efficiency of the police service, and 2) to promote good relations between the police and the community as per Chapter 11 of the Constitution of the Republic of South Africa[2]. Additionally, CPF's have a particular role to play in strengthening civilian oversight over policing and in promoting good relations between the police and the community as per section 18 of the South African Police Services Act. The DoCS gathered that successful oversight would be dependent on the effectiveness of CPF's and on quality information that can be used to perform this function optimally.

The Western Cape Government recognised that the CPF model has not been universally effective, having at times become a site of contestation for personal or ideological benefits. Furthermore, it has been suggested that one contributing factor to the dysfunctionality of some CPFs may have been the lack of clear, practicable

[2] http://www.saps.gov.za/about/const_chapter11.php

and appropriate guidelines for their day-to-day work.

In order to ensure that the people of the Western Cape Province feel safe in which to live, work, learn, relax and move about, the Western Cape Department of Community Safety has devised legislation in line with the National Government Objective 3 and the National Development Plan. In response to the legislation, the strategic objective of the DoCS is to ensure a safe and secure environment to reduce crime. The DoCS thus states that key to fulfilling this strategic objective is to optimise civilian oversight. This was done through recognising the critical role that the Community Police Forums play in providing the DoCS with important information to manage the oversight of the police service. This idea of oversight gave rise to the EPP. The main aim of the EPP is to promote co-production of civilian oversight data and information with the CPFs in the province. The EPP introduced a system of monetary incentives with cost benefit analysis to CPFs in order to build capacity amongst CPFs and enable them to achieve their statutory objectives as per section 18 of the SAPS Act. Particular focus was placed through the EPP on getting CPFs to visit the police stations on a regular basis and to report on their observation made during such visits allowing for CPFs to co-produce civilian oversight data and information required for effective oversight.

The EPP has also been framed in the context of a national trend towards increasing the effectiveness and efficiency of the state by enabling citizens to demand public accountability and bring about change. This trend materialised in the release of the 'Framework for Strengthening Citizen-Government Partnerships for Monitoring Frontline Service Delivery', which was approved in August 2013 and describes broadly what on-going citizen-based monitoring should look like.

The EPP has been implemented incrementally. During 2011, 32 CPFs were selected to form part of the pilot programme; this is referred to as Group A. In 2012/13 a further 38 CPFs were added to the initial 32 CPFs, which totalled an amount of seventy (70) CPFs; this phase is referred to as Group B. Thereafter, during phase three, a further six CPFs (Group C) were included, which equalled a total of 76 CPFs and the final phase saw the remaining 74 CPFs (Group D) being included in order to continue with the full implementation of the project to all 150 CPFs.

3.2 Objectives of the EPP

The aim of the EPP is to give more explicit and appropriate shape and direction to the relationship between CPFs and their local SAPS stations. This intervention was intended to contribute to the Department's provincial strategic objective ('increasing safety') in two main ways:

1. by encouraging and, where appropriate, capacitating community members to use their unique understanding of local issues of safety and security in order to:

- identify and report regularly on issues of safety and security in their neighbourhood; and
- report on problems or opportunities relating to the functioning of the local SAPS; and

2. by enabling the Department, through the MEC, to make useful evidence-based recommendations in his/her regular mandated consultative meetings with the Provincial Commissioner of SAPS.

3.3 The EPP structure

The EPP is a support programme that aims at strengthening the capacity of CPFs in the Western Cape by enabling them to collect and disseminate civilian oversight data. Through the EPP, CPFs carry out the collection and reporting of civilian oversight data from each police station in a structured manner. It enables the CPFs to share information with the Department electronically via the Internet. It helps the CPF to keep a professional record of activities that may have occurred at the police station, but more importantly it helps to create structure for the CPF, which assists with compliance and efficacy.

The Western Cape Department of Community Safety is responsible for coordinating civilian oversight of the SAPS. Under the EPP, CPFs are required to submit monthly electronic reports to DoCS, which are then analysed by DoCS and reported back to all relevant stakeholders, including the Provincial SAPS Commissioner. CPFs receive a maximum of R2500 per month or part thereof as an incentive to perform their statutory duty. The exact amount received per month depends on the completeness and usefulness of the information provided.

An online data repository, which is currently being piloted, will eventually enable CPFs to load information online thus, making information available in a swift and efficient manner. This information is to be used for the purpose of improving police accountability and performance, which in turn is to lead to building safer communities.

3.4 Target audience

The target audience for the EPP is all 150 CPF's within the Western Cape. However, a functionality study was conducted in the Western Cape in 2011 to determine the readiness of the CPF to participate in the EPP process and co-produce civilian oversight information with DoCS. The study found that of the 149 CPFs registered at the time of the study, 83% of the CPF's were computer literate and 70% of the CPF's had access to computers. The primary purpose of conducting the analysis was due to the fact that a large part of the implementation of the EPP activities is computer-based. As such, it appears that a large proportion of the CPF's were ready to participate in the EPP in 2011. However, of concern is the remaining 17% that were

not computer literate and the 30% of CPF's who do not have access to a computer. It is important to identify which CPF's fall into the category of non-computer literacy as well as those which do not have access to computers. These categories of CPF's could be in high crime areas, which would prevent critical oversight information reaching DoCS.

3.5 EPP activities

All 150 CPF's are required to participate in the Expanded Partnership Programme. Every month, CPFs are expected to implement and report on a number of activities, including but not limited to holding an Executive Meeting; meeting with the Station Commander or relevant Local SAPS Station Management representative as well as visiting the police station a minimum of ten times per month.

Reporting on monthly activities is captured on an electronic template form and sent to DoCS for validation.

3.6 Verification process and payment

DoCS has identified 19 key performance indicators (KPIs) against which the implementation of CPFs activities is measured. At the end of each month, the CPF may qualify for a payment of R2500 or part thereof. Monthly compliance with KPIs will determine the proportion of the monthly incentive that will be paid out to each CPF.

In addition, DoCS officials (referred to as DoCS fieldworkers) are sent to verify the information that has been sent electronically to the Department, thus a record of what has been captured must be available at all times, either in soft or hard copy. A copy of where the Community Service Centre (CSC) Occurrence book has been signed, a stamp of the SAPS CSC, date of the visit and the name of the officer in charge of the police station at the time of the visit. This information must be presented to the DoCS verifier who will in turn notify the DoCS team that would effectuate the payment. No payment will be made to a CPF if the relevant monthly report has not been verified against agreed KPIs. Payment is made effective the month after the electronic report has been submitted.

It is left to the discretion of each CPF to decide how monthly payment should be administered and spent. In principle, it is understood that the money will be spent on community safety initiatives as well as towards the cost of running the CPF.

4. EVALUATION METHODOLOGY

4.1. Methodological approach and sampling

The research team employed a formative implementation evaluation. The evaluation followed a mixed-method approach, which combined qualitative and quantitative data analysis in order to bring a robust and credible set of findings to the report. The most fundamental part of mixed methods research is that its eclectic nature provides the best chance to produce useful answers. (Cresswell and Clark, 2011).

The study focussed on assessing the levels of functionality, sustainability and efficiency of the Community Policing Forums (CPFs) within the Expanded Partnership Programme (EPP). To this end, 21 out of 150 CPFs in the province were selected to be take part in the study.

Sampling

For the primary data collection of this evaluation, a stratified sampling strategy has been applied to the 150 CPFs, which are currently part of the EPP. A total of 21 CPFs spread across 25 police clusters have been selected and visited.

The sample was stratified according to the following criteria:

1. Participation vs non-participation in the EPP. CC&DW considered as 'participating', those CPFs that submitted no less than 3 reports for the period April – September of 2014.
2. urban vs rural[3]
3. categories of phases i.e. Pilot Phase Groups
4. Old vs. New ExCo. The evaluation sample initially developed intended to interview 2/3 of CPFs, who had retained their Exco team after the December 2014 annual elections. This was to ensure that sufficient interviewees have a historical memory that refers to the project scope. This classification of old/new Exco was provided by DoCS in February 2015 in order to guide the sampling strategy. While during the fieldwork it was subsequently established that the classification of old/new was not up-to date, the proportion stayed the same (see table ? below)
5. Socio-economic status was considered in order to better contextualise the CPFs[4].

[3] According to the Western Cape Government website there are five rural districts and one metropolitan district in the Western Cape. Following this definition, City of Cape Town has been classified as urban and all other districts, namely Cape Winelands, Central Karoo, Eden, Overberg and West Coast District Municipalities have been classified as rural.
http://www.westerncape.gov.za/tenders/opportunities/municipal

[4] The evaluation team have used the average annual household income salary per annum at local municipal level, sourced from 2011 Census. This criterion has been appropriately included and colour

The criteria above were applied in order of priority as they appear on the list. Subsequently, CC&DW randomly selected CPFs that fulfilled all necessary criteria. Nine additional CPFs were grouped on a list of reserves, for the event that the interviews with one or more of the sample CPFs could not take place. This was the case in three sites, namely, Bonnievale, Beaufort West Nyanga, which were replaced by Suurbraak, Mossel Bay and Ravensmead, respectively (Ravensmead was drawn from the complete list of 150 CPFs, given that the appropriate reservists were also not available to participate in the interviews). Table 2 below, contains the final list of CPFs that were interviewed according to the above mentioned criteria.

Once sampling was finalised, four different questionnaires were developed, the CPF Chairperson Interview questionnaire; the SAPS Station Commander Interview questionnaire; the CPF Exco members focus group discussion guidelines and a provincial key informant interview questionnaire (this questionnaire was adjusted to fit the different profiles of key informants to be interviewed).

coded in the sample table below. While we recognise that the level of analysis at local municipal level is not as detailed as the ward level, which is subject to this evaluation, adding more variables will reduce the statistical significance of the analysis, given the small sample. We consider that all possible socio-economic strata are in fact represented in the sample and the analysis of the data will be used to contextualise our findings.

TABLE 2: FINAL SAMPLE OF CPFS

SAMPLE ACHIEVED									
#	**Grouping**	**CPF**	**Fieldworker**	**Manager**	**Old/Same or New EXCO**	**Rural / Urban**	**No. of Reports**	**Cluster**	**Municipality**
2	D Group (74)	Ashton	Dean Rulse	Justin Lottring	New EXCO	Rural	0	Worcester	Cape Winelands
5	D Group (74)	Barrydale	Dean Rulse	Justin Lottring	New EXCO	Rural	0	Worcester	Overberg municipality
12	D Group (74)	Bothasig	Etienne Swain	Justin Lottring	Old EXCO	Urban	0	Bellville	City of Cape Town
16	A group (32)	Calitzdorp	Archie Monakali	Justin Lottring	Old EXCO	Rural	5	Oudtshoorn	Eden municipality
18	B group (38)	Cape Town Central	Dean Rulse	Justin Lottring	Old EXCO	Urban	3	Cape Town	City of Cape Town
23	D Group (74)	Cloetesville	Dean Rulse	Justin Lottring	Old EXCO	Rural	0	Stellenbosch	Cape Winelands
26	D Group (74)	Darling	Etienne Swain	Justin Lottring	Old EXCO	Rural	2	Vredenburg	West Coast municipality
30	A group (32)	Dieprivier	Archie Monakali	Justin Lottring	Old EXCO	Urban	0	Wynberg	City of Cape Town
31	A group (32)	Doringbaai	Etienne Swain	Justin Lottring	New EXCO	Rural	4	Vredendal	West Coast municipality
49	B group (38)	Gugulethu	Nokuthula Kepe	Nomahlubi Mgijima	Old EXCO	Urban	6	Nyanga	City of Cape Town
52	D Group (74)	Heidelberg	Nokuthula Kepe	Nomahlubi Mgijima	New EXCO	Rural	1	Dagamaskop	Eden municipality
81	B group (38)	Maitland	Dean Rulse	Justin Lottring	Old EXCO	Urban	5	Cape Town	City of Cape Town
89	A group (32)	Mitchells Plain	Etienne Swain	Justin Lottring	Old EXCO	Urban	6	Mitchells Plain	City of Cape Town
92	B group (38)	Mossel bay	Nokuthula Kepe	Nomahlubi Mgijima	Old EXCO	Rural	6	Dagamaskop	Eden municipality
94	B group (38)	Muizenberg	Archie Monakali	Justin Lottring	Old EXCO	Urban	3	Muizenberg	City of Cape Town
98	A group (32)	Nyanga	Nokuthula Kepe	Nomahlubi Mgijima	Old EXCO	Urban	5	Nyanga	City of Cape Town

99	D Group (74)	Ocean View	Archie Monakali	Justin Lottring	New EXCO	Urban	0	Muizenberg	City of Cape Town
100	B group (38)	Oudtshoorn	Archie Monakali	Justin Lottring	New EXCO	Rural	3	Oudtshoorn	Eden municipality
112	A group (32)	Prins Albert	Etienne Swain	Justin Lottring	Old EXCO	Rural	3	Beaufort West	Beaufort West municipality
113	B group (38)	Ravensmead	Archie Monakali	Justin Lottring	Old EXCO	Urban	2	Delft	City of Cape Town
134	D Group (74)	Suurbraak	Dean Rulse	Justin Lottring	Old EXCO	Rural	2	Worcester	Overberg municipality
								Final sample	**21 CPFs**

4.2. Fieldwork preparation and training

Once the methodology and data collection tools were approved by DoCS, the CC&DW team and our technical expert John Cartwright conducted an intensive one-day training session with the fieldwork team.

The first part of the day included familiarisation with the CPF structure and responsibilities as well as the EPP, the purpose of the evaluation as well as in-depth understanding of the survey instruments. Research ethics principles were clearly explained. In the second part of the day, fieldworkers practiced with the interview tools through role modelling.

4.3. Data collection

CC&DW conducted site visits to 21 CPFs. The evaluation team interviewed a number of stakeholder groups at each site, namely:

- CPF Chairperson;
- CPF executive committee members;
- Local SAPS station Commander;
- Local community representatives (i.e. neighbourhood watch).

The interviews were conducted by a team of six researchers. Interviews with the SAPS station commanders were facilitated by DoCS through official approval channels. All interviewees were asked to sign a consent form prior to conducting the interview.

In addition, semi-structured interviews were conducted with eight key informants from DoCS and one key informant from WC Provincial SAPS.

The CPF monthly EPP e-reports were identified as a secondary data source for the quantitative analysis[5]. Contextual information from current literature and reports on community safety (such as the 2014 Green Paper on Policing and the 2014 Report of the Commission of Inquiry into Allegations of Police Inefficiency and a Breakdown in Relations between SAPS and the Community of Khayelitsha) was consulted to draw on appropriate conclusions and recommendations.

[5] CC&DW understood that DoCS undertakes regular in-depth analysis of monitoring data, and therefore, for the purpose of this evaluation, quantitative analysis was solely aimed at contextualising and triangulating the findings from primary data collection.

TABLE 3: FINAL SAMPLE SIZE ACHIEVED

No.	Site	CPF Chairperson	Focus Group Discussion	Local Community Representative	Station Commander
1	Maitland	✓	X	✓	X
2	Cape Town Central	✓	✓	✓	✓
3	Mitchells Plain	✓	✓	Included as part of FGD	✓
4	Muizenberg	✓	✓	✓	✓
5	Gugulethu	✓	✓	✓	✓
6	Cloetesville	✓	✓	✓	✓
7	Diepriver	✓	✓	Included as part of FGD	✓
8	Nyanga	✓	✓	✓	✓
9	Ashton	✓	✓	✓	✓
10	Barrydale	✓	✓	✓	✓
11	Suurbraak	✓	✓	✓	✓
12	Ocean View	✓	✓	✓	✓
13	Bothasig	✓	✓	Included as part of FGD	✓
14	Heidelberg	✓	✓	✓	✓
15	Mosselbay	✓	✓	✓	✓
16	Oudtshoorn	✓	✓	✓	✓
17	Calitzdorp	✓	✓	X	✓
18	Prince Albert	✓	✓	X	✓
19	Darling	✓	✓	✓	✓
20	Doringbaai	✓	✓	X	✓
21	Ravensmead	✓	✓	✓	X
Sub-total number of interviews		**21**	**20**	**15**	**19**
DoCS EPP programme managers and officers		**8**			
SAPS Provincial Head of Visible Policing		**1**			
Total number of interview sessions		**84**			

4.4. Data analysis

The CC&DW team worked on qualitative and quantitative data analysis methods.

Data from primary and secondary data collection were analysed using:

- Atlas.ti[6] for thematic analysis for qualitative data;
- A log frame analysis; and
- Microsoft Excel for quantitative data – which were mainly descriptive.

The study used the CPFs as units of analysis, with specific input from CPF Chairperson, Station Commander, CPF members and local community representatives. A major step in the data analysis process was the triangulation[7] of the various sources and kinds of data in order to enhance the confidence and reliability of findings.

The lead researcher consolidated the findings into a comprehensive evaluation report. The report presents the evaluation findings according to the four outcomes of the EPP, as outlined in the ToR, and the evaluation questions stated above were addressed throughout the findings section and concluding chapter, highlighting successes, challenges and lessons learnt, as well as clear recommendations for improvement of the programme going forward.

In addition to addressing the questions stated above, the implementation evaluation report also discusses:

- The rationale as to why the CPFs participation in the EPP contributes to improved community relations, transparency, police accountability as well as increased safety in local communities;
- A log frame analysis that indicates the cause and effect relationship leading from input, activities and outputs to intended outcomes and impact trajectories; and the relevant role-players and beneficiaries involved; and
- An assessment of whether CPFs are delivering a civilian oversight function that ensures increased safety and improved police accountability in local communities in the Western Cape.

[6] Atlas Ti is qualitative research software. For more information see http://www.atlasti.com/index.html

[7] BUP Journal: Triangulation Research Method as the Tool for Social Science Research 2012 http://www.bup.edu.bd/journal/154-163.pdf

4.5. Data quality and research ethics

A number of methods were used to ensure the reliability and validity of the data collected and of the conclusions reached:

- Team leaders have consulted with the client particularly during the design and initial planning of the research. This helped to ensure that all the relevant variables, issues, and stakeholders were identified;

- Data collection was a combination of secondary data analysis, semi-structured interviews and focus group discussions;

- Findings from interviews and focus group discussions were gathered through note-taking by the interviewers and recorded for back-up purposes;

- During data analysis 'triangulation' between various sources and kinds of data were used;

- All participants were encouraged to participate on a voluntary basis. They were informed of what the information provided was for and how it was going to be used. They were free to not answer questions without any negative consequences. Their anonymity has been protected in that no comments were linked to any names; and

- All participants were required to sign a consent form before participating.

5. LIMITATIONS OF THE STUDY

Some challenges were experienced during the evaluation process, notably during the data collection period. Nevertheless, CC&DW found mechanisms to mitigate against any potential negative impact these challenges may have had on the evaluation. Stated below is an account of the challenges that confronted the evaluation:

5.1. Pre-fieldwork limitations

A number of challenges were experienced during the fieldwork scheduling process for this evaluation:

- **Contact list was partially outdated:** of the initial contact list of CPFs provided by DoCS, a considerable amount of names, titles and contact details were outdated. This resulted in delays in the scheduling of site visits while the correct details were sourced.

- **Obtaining SAPS approval caused delays:** The SCs were considered a key informant in the data collection process; however, obtaining permission from SAPS to conduct station commander interviews caused major delays on the project. The out-of-town sites could not be scheduled for interviews until formal communication from SAPS was forwarded to all SAPS SCs.

- **Difficulties in getting hold of station commanders.** Both telephonic and email contact with the SC was difficult in most cases; the evaluation team spent longer than anticipated in scheduling these interviews, which once again resulted in delays in scheduling the fieldwork.

- **Three initially sampled sites had to be replaced** as arranging interviews with the CPF chairpersons and SCs proved to be difficult. After numerous attempts to contact them telephonically and emailing with no response, a decision was made with DoCS to select three other sites that matched the set selection criteria.

5.2. Fieldwork limitations

- **Timing for the evaluation was not favourable.** Due to the CPFs being newly elected between November 2014 and January 2015, a higher number of CPF executive committee members (than initially anticipated), were new in their respective roles. As a consequence, these new members were unable to comment on both the EPP and the functioning of the CPF. Future evaluation projects of the EPP should be cognisant of project timing and ensure that it is appropriate and conducive for achieving the evaluation objectives.

5.3. Data limitations

- **The target number of respondents to be interviewed was not met for five of the 21 sites** (see Table 3 above for a detailed account of interview conducted). Extensive efforts were made to speak to all programme participants; however, after many attempts to reach participants, the evaluation team had to commence with the data analysis phase in order to meet the project deadline.

- **Low attendance rate to focus group discussions.** It was requested for at least four executive committee members to be available to participate. Even though all interviews were scheduled and confirmed beforehand, upon arrival at a few sites, there were only one or two participants available to take part in the discussion. This was the case for six sites.

- **The scope of the evaluation (six months) used to sample and design the methodology for the evaluation was too limited** to be able to establish a reliable comparison of functionality levels between participating and non-participating CPFs. The EPP supports CPFs in building and maintaining relationships, improving transparency and accountability as well as promoting community participation. These outcomes are long-term in nature and it would therefore, not be credible to infer any particular practice over the period under scope as a direct effect of the implementation of the programme. Other factors, such as the socio-economic context, the calibre of the CPF leadership team, as well as the starting point in terms of functionality of each CPF should be considered. To come up with a credible and robust set of findings, the evaluation therefore, relies on the experiences and perceptions reported by selected participants as well as in the triangulation of data.

6. FINDINGS OF THE EVALUATION

This section of the report discusses the findings of the implementation evaluation of the EPP. Section 6.1 provides a hypothetical picture of how the average CPF would have operated prior to the introduction of the EPP[8]. Subsequently, the report presents an overview of participation trends over the period under review.

6.1. How did CPFs in the province operate prior to the introduction of the EPP?

In this section, the evaluators have attempted to paint a picture, based on interviews with relevant informants, of how CPFs in the province used to operate prior to the introduction of the EPP as well as highlight some of the changes that the EPP has brought about.

Prior to the EPP, most CPFs used to hold regular meetings at the station, attend complaints from the community concerning the police, engage with the clusters and implement social crime prevention projects. Often most of the responsibility rested on the Chairperson, who was the main contact person for the community, and the station commander. It is likely that the functionality and effectiveness of the local CPF largely depended on the leadership capacity and commitment of the Chairperson to build relationships and attend to requests. In the cases where there was a good relationship between the CPF and the local SAPS, SAPS management would have considerable say and power over the CPF in terms of establishing the terms of engagement. To what extent the CPF was able to hold the local SAPS accountable to the community is unknown.

Since 2009 when the stipend of R3000 per annum was discontinued, CPFs did not have access to regular funding to perform their duties. In order to access funding, CPFs could either apply for project-related funding to DoCS or conduct fundraising activities in their communities. In most cases, money for expenses would come from the Chairperson's pocket. The success of fundraising initiatives is likely to have been largely dependent on the socio-economic status of each community as well as the capacity of the local CPF, in particular the Chair, to mobilise community and business interests. CPFs used to join other organisations, including SAPS, in the implementation of social crime prevention initiatives, which were largely driven by others. The opportunities for the visibility of CPFs in their communities were limited.

The quotes below describe the status quo for CPFs before the EPP was introduced:

[8] There is no baseline data prior to the introduction of the EPP. Before the programme was implemented, there were no specific systems or processes to capture functionality or performance of CPFs; therefore, the assessment of whether EPP has contributed to increasing the functionality of CPFs is based on self-reported perceptions of the key informants involved in this evaluation.

"[Before] you just assumed the police is alright, but now we check for specific things". – CPF Chair

"Before the EPP we feared coming to the police station but we have learned the importance of liaising and building relationships with SAPS." – CPF Chair

"The previous CPF didn't have much of a structure; the police encouraged the CPF to help where they can." – CPF Chair

"*There were also no regular meetings and no involvement in terms of station visits and cell inspections. The Station Commander used to have to ask the CPF to do these things; now, since the EPP, the CPF does these things.*" – Station Commander

Participant worked with social development on their programmes: "*I always made sure that I represent [the CPF], so that we can be on the list and show that we were involved... But now we can plan and do our own projects*" – CPF Chairperson

The following sections of the report discuss the changes that the EPP has brought about as well as how those are perceived by CPF Exco members, station commanders and local community representatives.

6.2. Participation trends in the period under scope for this evaluation

6.2.1 Quantitative analysis of report submission and participation[9] patterns over the period under review

An analysis of the programme monitoring records over the period under review provides an overview of the reporting trends of CPFs to DoCS and it has been used as a proxy for assessing CPFs' participation in the programme. It must be noted that this analysis is limited in that it focuses on the quantity and not on the quality of the reports submitted.

In April 2014, 122 CPFs had signed the Memorandum of Agreement (MOA) with the Department necessary to participate in the EPP. Table 4 below accounts for the number of reports submitted by CPFs in the April-September period and is broken down by groups of CPFs according to the phase during which they were introduced to the EPP.

[9] Participation is understood as the submission of the monthly EPP e-report

TABLE 4: NUMBER OF REPORTS SUBMITTED APR-SEP 2014

	Total # of e-reports received	# of reports by Group A (32 CPFs)	# of reports by Group B (38 CPFs)	# of reports by Group C (6 CPFs)	# of reports by Group D (74 CPFs)
April	48	14	14	0	20
May	42	13	10	1	18
June	57	13	16	4	24
July	57	16	16	3	22
August	63	13	21	3	26
September	58	13	16	2	27

Figure 2 below provides a graphic representation of the same information, this time in the form of percentage participation against the monthly target of reports to be submitted.

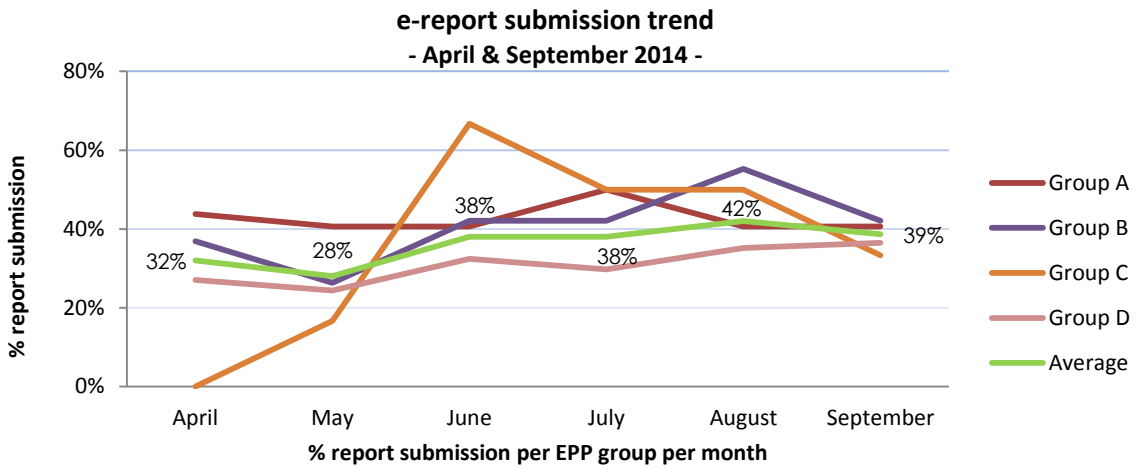


FIGURE 2: E-REPORT SUBMISSION TREND OVER APR-SEP 2014

Participation of each of the EPP groupings fluctuates throughout the period of review and ranges from 24% to 55% submission. As depicted in Figure 2 above, average participation is highest in August 2014, when it goes beyond the 40% mark (precisely, 42% as represented by the green line). Only Group C presents significant variance in their reporting patterns from April to September; however, this group has only 6 CPFs and therefore the average reporting pattern will be skewed by the failure of one CPF to submit their report.

The most significant conclusion from this graph is that the participation pattern of Group A (pilot group introduced to the EPP in September 2011) is consistently higher than that of Group D (introduced to the EPP in April 2013), due to the short period under scope, it is difficult to make a conclusive analysis.

6.2.2 Participating vs. non-participating

For the purposes of this evaluation, CPFs were classified in two groups according to their pattern of participation in the EPP: *participating CPFs* are those that submitted three to six monthly reports over the period under review; *non-participating CPFs* are those that submitted two reports or fewer. Table 5 below provides an overview of the number of CPFs in each of the four groupings that were classified as *participating* and those that were considered as *non-participating*.

TABLE 5: PARTICIPATION TREND BY EPP PHASE

# of reports submitted over April – Sep 2014 period	G. A total	G. A sample	G. B total	G. B sample	G. C total	G. C sample	G. D total	G. D sample	Total	Total sample
Participating (6-3)	16	5	20	6	3	0	24	0	63	**11**
Non-participating (2-0)	16	1	18	1	3	0	50	8	87	**10**
Total number of CPFs	32	6	38	7	6	0	74	8	150	**21**

As mentioned earlier, the analysis of reporting patterns of participating vs. non-participating CPFs over the period under scope does not offer much insight into enabling factors for increased participation or improved functionality; therefore, this report will look into other factors that may explain degrees of participation.

6.3. Findings of the process evaluation

This section of the report presents a discussion of the evaluation findings for each of the four intended outcomes of the EPP.

6.3.1. Outcome 1: Increasing the sustainability and functionality of CPFs

Outcome 1 of the EPP is linked to Section 18 (1) (a, b, c, d, e, f) of the SAPS Act 68 of 1995. The goal of Outcome 1 is to ensure that CPFs are sustainable and functional in the communities that they operate in. The evaluation found that the EPP has positively contributed to increasing the functionality and sustainability of CPFs in the province; however a number of challenges limit the extent to which Outcome 1 could be achieved.

KEY FINDINGS

- 8 of the 21 CPFs visited have not yet received much needed training.
- 18 out of 21 CPFs requested more training from DoCS.
- Training is needed on the operational requirements of the EPP but also, for

new members, on the objectives and mandate of the CPF.
- 8 out of 21 CPFs indicated that the support received from fieldworkers was insufficient. CPFs want more personal and regular support from fieldworkers.
- For 14 out of 20 CPFs funding was a major benefit of the EPP.
- Resource and capacity constraints at DoCS pose a risk to the effective implementation of the EPP training and support strategy for CPFs.

The EPP uses three main tools to increase the functionality and sustainability of CPFs in the province: 1) capacity building and support from a fieldworker; 2) the e-report; and 3) monthly funding of a maximum of R2 500 available for complying CPFs. This section will discuss issues of capacity building and funding as reported by evaluation participants. The relevance and effectiveness of the e-report will be discussed in a later section (section 6.3.2).

A. Capacity building and training

One of the objectives of the EPP is to capacitate CPFs to fulfil their mandate as required by the SAPS Act 68 of 1995. CPFs need to understand their mandate, their objectives and ways of operation as well as the rules of engagement with community and with the local SAPS. In addition to this, participation in the EPP involves the completion of EPP activities and the submission of the report, which requires an understanding of the programme and its requirements as well as relevant administrative steps to be completed. In order to be well capacitated to perform their functions, CPF members are to be trained and supported by fieldworkers. The Khayelitsha Commission report 2014 specifically recommended that "adequate training of CPF members" takes place.

According to DoCS key informants, the training process followed since the inception of the EPP has evolved over time. When the programme was first piloted with 32 sites, CPF Exco members were grouped into relevant clusters and invited to a one-day training session at a convenient venue. With time, training was combined with coaching and became a more informal occurrence implemented upon demand mostly during regular CPF Exco meetings.

At the time the evaluation was conducted, CPF Exco members (excluding the Chairperson) from 11 sites had been recently appointed (in the recent elections that took place between November 2014 and March 2015); for this reason, a large number of CPF members were new to the role and had not had any experience with the EPP nor been trained on the role (this is the case with 8 of the 21 CPFs visited). During these interviews it became clear that members' understanding of their roles and expectations was still unclear and the EPP was '*something we have heard about in meetings but have no clue what it is about*'. 12 of the 21 CPFs, at least one member of the Exco had received training, commonly the Chairperson. According to them, training had taken place during a CPF executive meeting

where the EPP procedures had been briefly explained. Those participants indicated that despite it not being a formal training session, the information provided had been sufficient to get them started on the EPP.

While a small number of participants indicated that they had attended a recent training session in March 2015, for the rest new capacity building was overdue: 18 out of 21 CPFs requested more training from DoCS. Most of the new Exco member stated that their priority was to receive training on the operational requirements of the EPP and more broadly, the objectives and mandate of the CPF; however, some participants had specific training requests, namely:

- Secretarial skills, how to chair a meeting, how to run projects (i.e. project management), how to develop a community safety plan.
- "Do's and don'ts" of the CPF.
- Counselling skills.
- The Community Safety Act.
- Conflict management.
- Refresher courses for those who had been trained in the past.

Participants made additional recommendations with regard to training, namely:

- CPFs could receive a manual or user-guide that could assist them until formal training takes place.
- Training should be extended to SAPS members (This is to ensure that SAPS members understand the role of the CPF and the objective of the EPP so that a stronger partnership can be built).
- Training should be extended to non-Exco members and be focused on one precinct so that context-specific issues can be addressed by a broad representation of community members (this would also ensure institutional continuity when new members are elected or members resign).

EPP officials at DoCS acknowledged the need for CPF members to be capacitated and supported to be able to perform their role efficiently and most importantly, navigate the complex structures and channels of safety and policing in their communities. They also acknowledged that CPFs have different existing capacities and additional needs for training and support, which need to be taken into consideration when formulating effective training programmes. Some of the challenges mentioned include:

- Different levels of computer literacy;
- Time constraints of volunteers – therefore it is preferable to set a time over a weekend when people are not pressed for time;
- In some instances, the CPF is a "one-man-show" and the EPP can't be implemented by only one person…

In order to address these needs, a number of measures are being put in place, namely:

a. Training will be provided to newly elected members over a one-day-training session for all CPFs in a cluster. SAPS has stated their interest in contributing to the development of the training programme in order to be able to cooperate with CPFs. Follow-up training will be provided on a needs basis according to the quality of the reports submitted.
b. A Chrysalis Academy[10] graduate will be assigned to assist each cluster with the administration of the EPP. After receiving appropriate training on the EPP, each CPF will receive administrative support according to their needs.

The Green Paper on Policing released in 2013 by the Civilian Secretariat for Police also emphasizes the need for CPFs to be trained annually, and mandates the development of a national training and induction manual that is developed and implemented by Provincial Secretariats.

If these measures are to have the desired impact, it will be important that they are implemented quickly and effectively, in terms of addressing the capacity-building needs of each individual CPF. In order to do this it is recommended that DoCS considers conducting a brief needs assessment of each individual CPF (which can be done in the form of a brief online or telephonic survey) in order to be able to tailor the programme accordingly.

The main risk to the implementation of this strategy is the severe resource and capacity constraints of the EPP. This was acknowledged by most informants from the Department. Without additional resourcing, it is unclear how the Department will be able to implement the above-mentioned training and capacity building programme. It is recommended that DoCS and the Provincial Secretariats for Civilian Oversight work together to implement an effective training programme for CPFs.

B. Ongoing support and coaching

Fieldworkers also play a key role in providing ongoing support and capacity to CPFs. Four fieldworkers are supposed to provide support to 150 CPFs through regular telephone calls and visits as well as overseeing the administrative requirements of the programme, including reviewing and verifying monthly e-reports for payment. From the interviews conducted with DoCS it appears that while the role of fieldworkers is considered crucial, their capacity is "*not enough*". Each fieldworker appeared to be over-stretched, and explained in detail the challenge of providing

[10] The Chrysalis Academy offers an intensive training programme to young people who are neither in employment, nor education and training in order to empower students with a range of much-needed skills to enable then to unleash their potential to cope with the challenge of rapid economic change. See http://chrysalisacademy.org.za/ for more information.

effective support to between 35 and 42 CPFs every month. Time and geographical constraints mean that fieldworkers are forced to select, together with their programme managers, which CPF they contact each month and to what extent they can support them. According to DoCS officials, CPFs who are failing to report consistently are prioritised and visited in order to address the blockages that might be preventing them from participating.

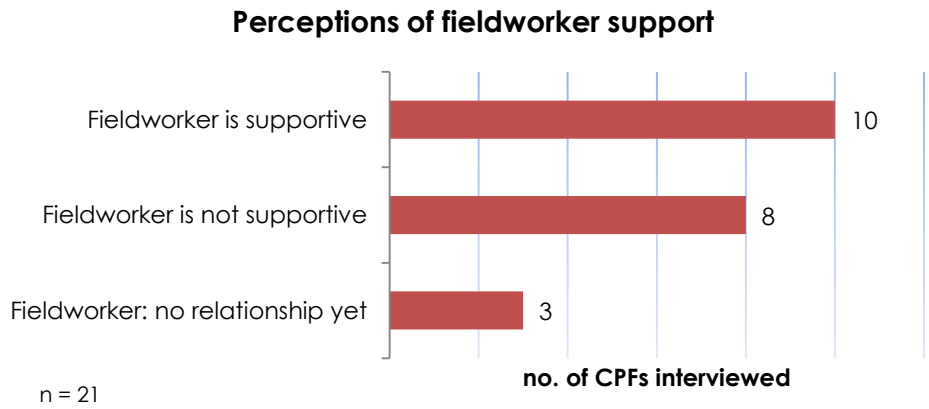


FIGURE 3: PERCEPTIONS OF FIELDWORKER SUPPORT

Figure 3 above depicts CPFs perception of the support provided by their fieldworkers. When asked about whether the fieldworkers provided sufficient support, CPFs' responses were mixed. 8 out of 21 CPFs indicated that the support received from fieldworkers was insufficient. A number of CPFs stated that they met their fieldworker at the last annual general elections (AGM) elections and that was the last time they were in contact with him/her. 3 out of 21 CPFs mentioned that they did not know who their fieldworkers are. In summary, a total of 11 out of 21 CPFs interviewed expressed dissatisfaction with the level of support received by fieldworkers.

Less than half of CPFs (10 out of 21) was positive about the support and relationship built with the fieldworker. They indicated that even though visits are not frequent (fieldworkers are usually invited to monthly Exco meetings; however, time and distance make it not possible for existing fieldworkers to attend all monthly meetings), if the CPF chairperson contacts the fieldworker telephonically or through email they would get a response.

Nevertheless, most CPFs felt that this was not enough. This was especially so for the newly elected members who felt that training support was essential for them to perform their duties as CPF and to effectively participate in the EPP. The CPFs in the more rural locations understood that it is not feasible for the fieldworker to visit monthly, however it was requested that fieldworkers visit each CPF at least once every two months.

As previously indicated, most DoCS officials interviewed, in particular fieldworkers who work hand-in-hand with CPFs, acknowledged the capacity constraints of the Department and the implications for CPFs, especially those based in less well-off communities. In order to address CPFs' capacity and support needs, DoCS has developed a web-based portal, which is supposed to streamline and simplify the administrative processes of completing and submitting the e-report as well as serve as a platform for engagement and sharing among CPFs and DoCS. The Department is currently testing the readiness of CPFs to utilise the web-based system.

While the web-based portal has the potential to introduce a number of very advantageous features to the programme (such as ease of reporting and transparency; a data repository, as well as interaction and exchange among CPFs); DoCS should guard against discounting the importance of direct contact between CPFs and fieldworkers. The main reason for this is the considerable amount of CPFs, who indicate not to have computer access; while this evaluation did not collect actual figures for 2015, the Study Into The Functionality of Community Police Forums report compiled by DoCS in 2011 indicated that 41 out of 145 CPFs in the province did not have computer access. During the interviews for this evaluation, the majority of respondents requested more frequent and in-depth interaction with their fieldworkers. It is therefore, recommended that DoCS considers opting for a mixed model of support that relies on web-based as well as personal interaction.

C. Effects of funding on the functionality and sustainability of CPFs

The EPP model is based on behavioural economic principles and offers CPFs a monetary incentive for the completion and reporting on a number of monthly activities.

At the time of conducting the interviews, 20 CPFs had been formally introduced to the EPP and had participated in the programme to a larger or a lesser degree (Bothasig CPF had not yet been introduced to the EPP and could therefore, not speak to perceived benefits). From those 20 CPFs, 14 mentioned the funding received through the EPP as one of the key benefits of being part of the programme. Thanks to funding, the CPFs are now able to plan their projects ahead of time to ensure they are as effective as possible.

"*Before the EPP it was a challenge for the CPF to move around and to fulfil their role…the officers had to drive the CPF around to meetings and the station had to provide them with a telephone to make calls. With the monthly budget they are now able to operate independently and efficiently*." – CPF Chairperson

"*The funds help the CPF to plan ahead*" – Station Commander

"*The CPF is however in a better position to do more in the community; for example, last year we were able to have a youth day programme, a women's day programme and provided*

support to the VEP room". – CPF Chairperson

"*The money is very little but it is needed*." – CPF Chairperson

The MOA signed by CPFs provides a set of instructions aimed at enforcing transparency and accountability on the part of CPFs but does not prescribed the way in which EPP funds must be utilised. DoCS informants interviewed indicated that the overall understanding is that EPP funds should contribute to CPFs functionality and effectiveness through the implementation of appropriate community projects. It is however understood that for some sites, specifically those that cover large precincts and/or are based in communities of lower socio-economic status, the funding might assist with some of the administrative costs involved in participating in the programme. As previously indicated, this evaluation found that there are a number of CPFs which are not clear about how funding should be spent and are therefore, not making spending decisions. There is another group of CPFs that has dedicated funding to admin-related costs (including buying a laptop, a stipend for the secretary responsible for completing monthly reports as well as refreshments and transport-related costs). In these cases, though, the funding available for community projects is significantly reduced.

Some of the rural CPFs indicated that the EPP has brought about a sense of equality: in the past, CPFs had to apply for funding from DoCS for community projects but the rural sites often felt left out when their funding applications were not approved. With the introduction of the EPP, each CPF has, on the basis of explicit criteria, an equal opportunity to earn the same maximum amount of money on a monthly basis.

By contrast, some of the urban CPFs covering larger precincts expressed conflicting views in this regard[11]. A number of CPFs felt that the EPP funding, while welcome, was a drop in the ocean: in Mitchell's Plain, which covers nine sectors, the EPP funding is supposed to assist the CPF and its nine sub-forums, which is barely possible on a maximum of R2 500 per month. CPFs like Mitchell's Plain are disadvantaged by the fixed funding amount available to all CPFs regardless of the size of the population that they serve, especially when it comes to the implementation of social crime prevention projects. DoCS should consider better aligning the EPP monthly funding amount with the size of the precincts covered by the CPFs. One possible remedy would be to increase the funding available for projects proportionally to the number of SAPS sectors covered by a particular CPF.

DoCS should consider 1) creating a spending policy or a user-friendly guideline for CPFs, with clear criteria on what the money could be spent on; 2) reviewing the payment model linked to the EPP to ensure that it is equitable and in line with the size and scope of the responsibilities covered by each CPF.

[11] For a discussion of these imbalances, see the evidence of Ms. Jean Redpath on pages 315ff of the *Khayelitsha Commission Report*.

Conclusion

The EPP offers capacity-building, funding and ongoing support for CPFs in order to increase their functionality and sustainability. However, training and support appears to be infrequent and not sufficiently context-specific: most of the newly elected members (over the 2014-2015 elective periods) have not yet been trained and the majority of long-standing members have called for refresher training. More regular and needs-based support from fieldworkers is also needed.

While the web-based portal to be rolled out by DoCS in the coming months has the potential to be advantageous for CPFs, it is recommended that the Department considers opting for a mixed model of support that relies on web-based as well as personal interaction.

While the EPP funding is one of the key benefits of the programme as reported by CPFs, funding is insufficient to cover the needs of CPFS operating in rural, under-resourced and/or large police precincts.

6.3.2. Outcome 2: Increasing the efficiency of CPFs by ensuring structured monitoring / oversight of policing

KEY FINDINGS

- 16 out of 20 CPFs indicated that the EPP provides valuable structure and guidance to the civilian oversight role they play.
- CPFs are better positioned to keep their communities informed and mediate in cases of disputes between community and police.
- CPFs are more capable of monitoring the work of the police and giving feedback to communities on police performance.

A. The EPP has improved the efficiency of CPFs

The vast majority of CPFs visited indicated that participating in the EPP had brought about a number of benefits, which in turn had improved their efficiency.

The EPP provides much needed structure and guidance to the civilian oversight role played by CPFs in the Province. This is the sentiment expressed by the vast majority of interview respondents (16 out of 20 CPFs). Some of the views expressed by participants are collected below:

"*It [the EPP] has given us guidance in what to look out for. It is important to know what is expected of SAPS*". – CPF Chair

"*The EPP streamlined the CPFs functioning. In the past there was no clear direction*." - Station Commander

"*The EPP provides structure in which we can work…makes work easier*". – CPF Chair

"*The CPF is doing a lot more compared to 5 years ago… [the EPP] has given us teeth and provided us with direction*". – CPF members

"*It is a fair and objective measure when visiting the police station*". – CPF members

The report is structured in the form of 19 activities or key performance indicators (KPIs) that CPFs are expected to conduct and report, on a monthly basis. Attending weekly station crime meetings, conducting structured station visits and entering the police cells were often noted as new activities that CPFs had not performed in the past. By performing these activities, CPFs have gained new insight on how the police functions as well as their capacity, and this has definitely enhanced the CPFs' monitoring ability over the work of the police.

This ability has been strengthened in two ways: 1) CPFs have now regular insight into crime trends and police activity in their communities and in that way they are better positioned to keep their communities informed and mediate in cases of disputes between community and police; 2) CPFs have a better understanding of the extent of the mandate of the police as well as the level of the resourcing of their local police stations; this is critical for CPFs to be able to adequately give feedback to communities on police performance.

> *"In the past I did not understand it [how SAPS operates]. But now when I look through the 'glasses of the EPP', and the fact that I am now in the inner circle… now I understand what things are about. Now I can come with solutions instead of criticising*." - CPF Chair

Additional benefits that CPFs have gained as a result of their participation in the EPP as mentioned during the interviews include: more clarity on the actual role of the CPF and its mandate; more visibility of CPF members; more authority in their engagements with SAPS; closer collaboration with partners, including community organisations as well as the local SAPS station.

B. The EPP facilitates more efficient oversight by CPFs over the police

This evaluation found that the EPP is a positive tool to improve the efficiency of CPFs in conducting oversight over the police. It was found that before the introduction of the EPP, CPFs had different understandings and assumptions of what the role of oversight entailed. Some SCs stated that for some CPFs, it meant getting involved in fighting crime, which is not the role of the CPF. In other situations the CPF would act as 'community lawyers', representing community members at the police station, and 'fight with the police' regarding service delivery issues instead of working with the police to understand the challenges and find joint solutions.

The EPP *forces* CPFs to collect information about policing in a structured way, which enforces accountability and builds the CPFs' knowledge base about policing in their areas.

Conclusion

The payment for delivery model introduced by the EPP acts as a powerful incentive for CPFs to perform the required activities, which in turn makes them more efficient and effective. According to CPFs, it has brought much needed structure and guidance for CPFs to perform their statutory functions, which is a testament of its relevance. The EPP funding incentive has encouraged CPFs to 1) establish closer relationships with registered members and SAPS local stations, to 2) gain a deeper understanding of the police operational framework as well as to 3) perform their police oversight role in a more effective way.

6.3.3. Outcome 3: Increasing active citizenship

Outcome 3 of the EPP is addressing Sections 18 (1) (a, c, f) of the SAPS Act 68 of 1995, which speak to the need for CPFs to establish partnerships and, to promote cooperation as well as joint problem identification and problem solving.

KEY FINDINGS

- Most CPFs hold monthly meetings with registered members, however attendance and participation varies across sites
- Community participation is often dependent on personality and leadership style of CPF chairs
- For 7 out of 20 CPFs, participating in the EPP had led to the improvement of CPF-community relations

There are three kinds of partnerships that the CPF is ultimately accountable for establishing and maintaining; 1) the partnership with SAPS, 2) the partnership with the community, and 3) the partnership between SAPS and the community. This section will discuss points 2) and 3), and the following section will look at point 1).

A. What is the status of participation and collaboration of communities with CPFs?

The level of community participation is vastly different across the 21 sites visited. All CPFs have registered members that are invited to participate in Annual General Meetings. The number of registered members varies considerably from site to site, although, the community is often represented by Neighbourhood Watches, businesses, churches, schools and non-governmental organisations (NGO's).

In 7 out of 20 CPFs, respondents mentioned that participating in the EPP had led to the improvement of CPF-community relations. The EPP assists in two specific ways: 1) CPFs feel more knowledgeable (of SAPS) and empowered to address the community over public meetings; 2) the KPIs required by the EPP 'forces' them to explore new relationships (i.e. local municipality).

"*Opportunities for direct communication between the CPF, the station and the community did not exist before the EPP. Currently, the community is encouraged to be directly involved in the station e.g., community members are able to speak directly to the SC*". – CPF members

"*The EPP has also helped with regards to improving relationships with community members. For example, the community meetings/imbizos facilitate communication with the community and help the station to understand the community's concerns.*" – Station commander

The personality and leadership style of the CPF Chairperson is a critical factor in the quality and extent of partnerships and collaborations between the CPF and the community. This became particularly apparent in 6 out of 21 sites, where CPF members as well as local community representatives reported that the recent elections had brought in much needed new life into the local CPF in the form of a new Chair. In these cases, Chairs were praised for making an extra effort towards the inclusion of more and diverse members of the community in the CPF or CPF sub-Forums (especially in those precincts that cut across different communities in terms of cultural and socio-economic background), as well as providing the necessary vision for the organisation to function.

> "*The spirit is good. The new CPF Chair's vision is clear; everybody has bought in.*" – CPF members

Most CPFs have a good working relationship with the Neighbourhood Watch organisations operating in the area. In some instances, however, EPP funding has created friction between the CPF and the Neighbourhood Watch (NHW) (6 CPFs indicated not to have a good relationship and two CPFs were in the process of setting up additional NHWs at the time the interviews were conducted). The previous Bambanani programme, Neighbourhood Watch, which used to reward members with a stipend, set a precedent, especially in less resourced communities; a few NHW representatives indicated their frustration at the fact that the NHW had no means of accessing funding and in some cases, they felt that the their function was more deserving of the funding than the CPFs. As a result, relationships appeared strained in six of the CPFs visited.

Most CPFs hold monthly meetings with registered members, however attendance varies across sites. While most CPFs indicated that they already had an existing relationship with community organisations, the EPP has provided more structure and meaning to that relationship, specifically in two ways:

i. CPFs are now able to encourage community cooperation that is constructive and pro-active; CPFs are now better capacitated to address community demands and concerns over the police. This involves explaining what the police can and cannot do, as well as promoting direct involvement of the community in finding solutions to the problems that have been identified.
ii. EPP funding allows CPFs to implement community projects that assist in building stronger relationships with their communities.

While broad community representation and regular attendance at public meetings can be used as an indicator of the capacity of the CPF to activate the community in which it operates, this indicator does not offer any insight into the specific contributions of the participating members and it cannot therefore be looked at in isolation. As one chairperson indicated, "p*ublic accountability meetings are seen as a platform to complain and are therefore, highly attended*". In addition, 8 out of 21

CPFs indicated that the level and quality of participation by community organisations is insufficient or poor.

One of the reasons for the lack of participation is that CPFs are actually unknown by communities. Some respondents asked DoCS to, through media campaigns, promote the role of CPFs more strongly and publicly in order for community members to be informed of this resource.

B. What is the status of participation and collaboration between SAPS and the community?

All 21 CPFs indicated that part of their role is to be the link or bridge between the community and SAPS. Most of the CPFs found this task to be one of the most important but the most difficult parts of their role as the CPF, as there are many factors contributing to this relationship. Some CPFs stated that the relationship between SAPS and the community is not yet at the level it should be at (8 out of 21 CPFs). This is typically because; 1) community members do not fully understand the competencies and responsibilities of SAPS and therefore have unreasonable expectations of their local station; and 2) there is a level of mistrust in SAPS due to slow or lacking response to community needs. This was echoed by Station Commanders (SCs) and local community representatives.

The community does not understand how the law operates or the internal challenges faced by SAPS in terms of staff shortages; in addition to this, the community does not understand that if an incident is not reported to the police, those incidents would go unnoticed and would not be reflected on the local crime stats. Because they are not reflected, it is assumed that the community does not have a high crime concern thus human and capital resources cannot be properly allocated.

However, through the oversight role played by CPFs within the EPP, more CPFs have gained insight into these challenges and are thus able to intervene on behalf of SAPS by explaining the performance of the police in the area and mediating in case of dispute. Through this engagement with the community and SAPS, the CPF is also able to address community concerns and queries directly with the SC that may have gone unnoticed.

"*The CPF presents the EPP findings to the community during the Imbizos and this has also helped to improve the community's perception of the police.*" – Station commander

"*…the quarterly public meetings were previously filled with complaints about the police. However, lately the meetings are more about the community thanking us for our service. It is as if the community's perception of the police has improved. This is because the CPF chairperson is more involved with the community…*" – Station commander

Conclusion

Over a third of CPFs indicate that the EPP has *forced* them to establish closer relations with community organisations. This group of CPFs feel now better capacitated to address community demands and concerns over the police. In addition, the EPP funding allows CPFs to implement community projects that assist in building stronger relationships with their communities.

However, community participation is still insufficient for over a third of CPFs. There is a need for more education and information campaigns on the role of CPFs as a resource available to communities.

Playing a bridging role between the community and SAPS is a difficult part of the role of the CPF. However, the insight gained through the EPP helps in re-building the brand of the police in the community by explaining the performance of the police in the area and mediating in case of dispute.

6.3.4. Outcome 4: Improving police accountability to local communities and implementing a structured safety partnership between the Department of Community Safety and CFPs

Outcome 4 of the EPP is directly linked to Section 18 (1) (a, b, c, e) of the SAPS Act 68 of 1995 which speaks to the promotion of partnerships, communication and cooperation among SAPS and the communities in which they operate. In addition, Outcome 4 intends to structure the working relationship between DoCS and CPFs. The evaluation found that there is substantial room for improvement in this particular area as discussed below.

KEY FINDINGS

- In the majority of sites, CPFs have a *good* relationship with SAPS at a station management level.
- The EPP gives CPFs authority and credibility in the eyes of SAPS members as well as the community.
- Some CPFs still experience mistrust and hostility by SAPS members.
- Feedback and communication loops between DoCS, CPFs and SAPS Provincial Commissioner need to be urgently improved.

A. Status of CPFs relationships with local SAPS offices

Building a partnership and maintaining open communication channels between the CPF and the local SAPS station is not only a 'means to an end' but an end in itself. Open communication channels ensure that issues related to community safety that are identified can be immediately reported and addressed by the responsible parties. At the same time, it allows CPFs to play the oversight role that they have been mandated to perform by legislation.

16 out of 21 sites claimed that they have a functional, good relationship with SAPS at a station management level. Only in a few cases (5 out of 21 sites) relationships appeared to have broken down (this is the case for Ashton, Darling, Doringbaai, Ocean View and Suurbraak; please note that Ocean View had only sent their first e-report in March 2015).

CPFs describe *good relationships* as those that are guided by the "open-doors policy" established by the local station commander, where he/she welcomes the input of the local CPF on community safety related issues as well as issues of accountability and service level of the police; in these instances, station commanders see CPFs as partners and feel that their task cannot be achieved without the cooperation of the local CPF. In the context of the EPP, this also means that the SC attends the CPF monthly meetings, the CPF chairperson is invited to the weekly station meetings and SAPS and the CPF collaborate on community projects.

The EPP brought about specific changes in the working relationship between local SAPS stations and CPFs, and these changes have had a number of positive impacts:

i. Structured station visits have given CPFs more and better insight into the level of performance of SAPS members and the level of resources at the station; a few station commanders welcome this feedback as it helps them know what is happening at the station when they are not present (reported by 5 out of 19 station commanders).
ii. In some cases, the EPP has reinforced the role of the CPF by giving it authority and credibility in the eyes of SAPS members as well as the community (4 out of 20 sites). As reported by CPFs: "*[the EPP] gives us the power to approach*". For those CPFs who did not have a relationship with SAPS prior to the EPP, the programme has *forced* a relationship to be established.

In 7 out of 21 of sites, respondents reported that the CPF-SAPS relationships were nuanced: while the relationship between the CPF and the SC is good, the engagement of members in both organisations is not positive. In these sites, SAPS members are often described as hostile and non-cooperative, either due to mistrust in the CPF, or because they have not actually established a relationship with CPF individual members. In other cases, relationships appear to be on thin ice; in the words of CPF members: "*relationships are good as long as the CPF do not complain*".

In order to increase the level of accountability of the police to local communities, it will be important to improve the quality of relationships between CPFs and SAPS; this process should begin straight after the election of a new CPF Exco, and should involve an official introduction of members from both institutions as well as a detailed explanation of the EPP, its objectives and any relevant operational requirements to SAPS members (i.e. content of observation visits to the station). In order for the EPP process to work optimally, CPFs assisted by DoCS and SAPS provincial representatives (this role could also be performed by SAPS cluster commanders) will have to establish the rules of engagement up front with local SAPS in order to ensure that the EPP process does not undermine or jeopardise the hard-worked relationship of trust built by CPFs.

B. Has the EPP achieved its objective of establishing a structured partnership between CPFs and DoCS?

The majority of CPFs do not feel that the Department of Community Safety treats them as a partner. There is an overwhelming sentiment that the relationship with DoCS is a one-way relationship and that while the funding available through the EPP is beneficial, it is not sufficient to establish a *partnership* with the Department. 19 out of 20 CPFs indicated that they do not receive any feedback from DoCS on how safety-related issues raised in their monthly reports are being taken forward by responsible parties. The lack of feedback and understanding at CPF level of what

happens with the data is a source of frustration and animosity towards the Department and has the potential to jeopardise the Department's efforts to establish a "structured safety partnership" with CPFs as stipulated by Outcome 4, as well as the long-term sustainability of the EPP.

This sentiment is captured in the following quotes:

"*The Status quo remains with regards to feedback and communication. We haven't seen anything. Although we have been raising challenges around man-power, lack of resources, etc. nothing has since happened*". – CPF Chair

"*No feedback received on reports and use of information. Maybe there is nothing exciting that happens here*" – CPF Chair

There are two key issues that contribute to this negative sentiment: first, the absence of feedback from DoCS to CPFs on the use and application of the information reported; secondly, the lack of acknowledgement and recognition of CPFs, illustrated by the absence of regular and timely communication from DoCS representatives.

"*My feeling is that DoCS tends to organise big lekotlas, a lot of people talking, but they don't come or respond to our requests and demands… If reports are sent to DoCS on a monthly basis, what happens then…?*" – Local community representative

"*At the last AGM, [the fieldworker] was actually asked "what happens with the information we send on a monthly basis…?" He alluded to the "Policing Needs and Priorities Meeting" that DoCS convenes every year. However, most issues can't wait a year to be addressed and sorted out*". – Station Commander

"*We are volunteers: it feels as if we are doing their [DoCS] work and they get paid for it*" – CPF member

"*… the Safety Lab was set up with no communication with the CPF even though it was set up through DoCS*". – CPF members

"*We never submitted any EPP reports but I have sent emails to DoCS with concerns but never received any feedback. What does DoCS really do?*" – Local Community Representative

According to DoCS officials interviewed, data coming from the e-reports is analysed by two sub-programmes within the Department, namely, the Community Police Relations Sub-Programme, which deals with service delivery standards and service delivery issues raised in the reports; and the Policy and Research Sub-Programme, responsible for analysing the content and overall trends emerging from the reports.

This analysis is to be done on a quarterly basis and it is then submitted to the Chief Director, Secretariat for Safety and Security and the Police Board. The Chief Director and MEC meet monthly with the SAPS Provincial Commissioner.

From our interviews:

i. DoCS' officials acknowledged that the Department is struggling to analyse all available data in a comprehensive and efficient way. Data analysis systems need to be reviewed in order to ensure that the process is effective and streamlined.
ii. At the moment, the analysis of portions of the e-reports is done in isolation by different Sub-Programmes and communication among sub-programmes is not optimal. The Department has recently started a "joint platform", where representatives from all sub-programmes are supposed to meet once a month, in order to address internal communication barriers.
iii. Quarterly feedback sent to Provincial Commissioner does not appear to be acknowledged or taken forward in any way. This hinders DoCS' ability to provide feedback to CPFs on the progress of their complaints and identified needs.

The evaluation team met with the Provincial Head of Visible Policing at SAPS, who provided some insight into the use and impact of the EPP by the provincial SAPS. From this interview it became apparent that SAPS is not currently using the information shared by DoCS from the EPP. Two key challenges are hindering this process according to the Provincial Head:

i. Well-known political frictions between the provincial and national administrations which create a level of mistrust and conflict.
ii. Lack of verification of CPF e-reports by any higher-level structure in order to ensure that the information reported, specifically with regard to local SAPS stations, is evidence-based.

The first challenge will require in-depth attention and is out of the scope of this evaluation; the second challenge however, raises the question of "what level of verification does DoCS perform over the monthly reports submitted by CPFs?" This exercise would ideally ensure that the information reported is credible and reliable. According to DoCS informants, the Information Knowledge Management Unit verifies e-reports against administrative compliance in order to authorise payment to CPFs; in addition, the Community Police Relations Sub-Programme is tasked to conduct on-site assessment and follow-up on issues raised by CPFs at local police stations. While the exact frequency of these visits has not been established, it appears that these visits might be done annually or biannually.

SAPS Head of Visible Policing in the Province indicated that"*the Provincial Commissioner cannot use the information from the [e-] reports if collaborative*

verification from DoCS and SAPS is not done. Station commanders must be given the chance to respond to the [e-] reports. We cannot accept a 'blanket' report on the situation of a particular station and CPF". It was suggested that cluster structures might be well placed to perform some level of verification of CPFs monthly reports and then compile a final report for the consideration of the Provincial Commissioner. It is clear that the issue of verification of reports must be looked into and addressed, as it may be hindering the use of valuable data by Provincial SAPS structures.

Conclusion

The EPP has provided a useful tool for CPFs to establish closer relationships with local stations. While frictions with non-management staff still exist, they could be mitigated through more formal introduction and training of SAPS members on the EPP.

The lack of feedback and understanding at CPF level of what happens with the data is a source of frustration and animosity towards the Department and has the potential to jeopardise the Department's efforts to establish a "structured safety partnership" with CPFs as stipulated by Outcome 4 as well as the long-term sustainability of the EPP.

6.3.5. Additional findings

The following section discusses a number of cross-cutting issues that may have potential implementation for the achievement of each of the four intended outcomes of the EPP:

A. CPFs experience a number of challenges with the implementation of the EPP

1. The e-report has a number of limitations

While the activities required by the EPP have brought about much needed structure and insight, the e-report contains a number of limitations according to interview participants:

- In 6 out of 20 sites, respondents indicated that the report was too limited in terms of the depth of the information that was required;
- In 3 out of 20 sites, respondents felt that the report was too long;
- In 3 out of 20 sites, respondent CPFs indicated that the report is too "standard" (i.e. generic) and does not allow them to reflect the reality of the specific issues happening in their community.

> The report feels like a 'box-ticking exercise' – *interview participant*

- In a further three sites, CPFs indicated that the report was "too SAPS-heavy", meaning that if CPFs are supposed to contribute "to problem identification and problem solving" in their communities as stipulated by the SAPS Act 68 of 1995, it is necessary to also monitor the "community side", namely, the activities and relationships within the community, not only the local SAPS. This would on the one hand, provide a more accurate picture of the readiness and capability of a community to contribute to safety; on the other hand, CPFs maintain that having a broader report would do away with the perception of CPFs as "impimpi[12]" by some officials at SAPS.

The DoCS has already identified the limitations of the e-report and is currently in the process of reviewing it, according to DoCS informants interviewed. It is recommended that DoCS consider the suggestions and recommendations made by the CPFs that were part of this evaluation.

2. EPP funding does not always come in timeously

6 out of 20 CPFs indicated that funding is not always paid out timeously by DoCS (according to the Memorandum of Agreement signed by DoCS and each CPF, "the preferred turnaround time [for payment] is within 30 days of receipt [of the e-report]" Clause 26 and page 7 of the MOA). The delay in payment according to the agreed times hinders the ability of CPFs to plan and implement community projects.

3. Volunteers have limited capacity to participate

> *"Being part of a successful CPF is like having a full-time job"* – CPF Chairperson

The issue of time and funding constraints for CPF members came up in virtually every interview that was conducted for this evaluation. According to interview respondents, participating in the EPP requires a great amount of time and resources from volunteer members and the available EPP funding is not sufficient to cover all the necessary expenses. Conducting station observation visits (10 are expected per month per CPF) is the one activity that has substantially increased the work load and the resources needed (mostly fuel or transport money).

B. The EPP is used as a performance management tool for local SAPS station commanders

5 out 19 station commanders indicate that the station visits performed by CPFs help them to know what is happening at the station when they are not physically present. Most of the SC stated that the feedback from the EPP report, especially the part about the station observation visits is welcomed as it allows the SC to stay abreast of the conduct of the police officers when out of sight. This is made evident by the following quotes:

[12] Impimpi means police informant in IsiZulu and IsiXhosa. See http://www.salanguages.com/english/wordlist.htm

"The station visits assists me as the SC to keep my finger on the pulse in terms of customer service. I'm not always around to see what is happening but now I get the information from the reports." – Station Commander

"The EPP station visits also help me to be aware of the situation at the station at all times. There are times when I am out in the field or attending meetings, etc. the station visit reports allows me to correct any problems that may arise in my absence." - Station Commander

C. The independence of the CPF might be compromised

In 7 out of 20 sites, the monthly e-report is compiled by a representative of SAPS and submitted to DoCS. In most cases, CPFs do not have easy access to a computer and/or internet connectivity and data, this is why they have decided to hand over the duty to SAPS; some CPFs are not comfortable with SAPS completing their reports and feel that this could potentially compromise the CPFs independence. One CPF reported that after collecting all necessary data and passing it onto SAPS for submission, SAPS had failed to send reports over a number of months and the CPF had only found this out months later.

DoCS should consider advising CPFs as to how to submit reports in ways that don't compromise their independence and are still feasible from a resource access point of view. Those CPFs that do not have easy access to computers could explore the options of making use of community resources, such as public libraries, community centres, etc.

D. CPFs want more knowledge and experience sharing among CPFs

Most CPFs interviewed expressed an eager interest in having information about their peers. While a few CPFs mentioned that they do hear about other CPFs in cluster meetings, it appears that this information is very limited and it does not always filter down to CPF and registered members (it is often just the CPF Chair, who attends cluster meetings). CPFs indicated that they would specifically like to exchange information and experiences on activities, strategies as well as challenges in order to "*not reinvent the wheel*" or possibly replicate what is already working.

The web-based portal that will shortly be rolled out as part of the EPP would be a good platform to encourage connection and exchange among CPFs in the province

E. Is structured monitoring and oversight of policing sufficient?

The SAPS Act 68 of 1995 Section 18.1 points (c) and (d) state that the "Objectives of the Community Policing Forums" are, among others:

- promoting cooperation between the Service and the community in fulfilling the needs of the community regarding policing;

- improving the rendering of police services to the community at national, provincial area and local levels.

The oversight role mandated to CPFs by legislation as outlined above fits neatly in the "Framework for Strengthening Citizen-Government Partnerships for Monitoring Service Delivery" approved by Cabinet in August 2013. The framework set out the introduction of a new paradigm of monitoring, one that aims to support the institutionalization of citizen-based monitoring (CBM) in government's monitoring and evaluation systems, as well as confirming the value that civil society monitoring efforts provide to building a democratic state and strengthening government (B. Leon and J. Timm, 2014).

One of the components of the EPP is the collection of information related to policing as well as community-police relationships in communities. The intended short-term objective of this data is twofold: 1) to improve the level of police accountability to communities, as well as 2) to inform DoCS annual strategy on Policing Needs and Priorities in all communities in the province.

In the medium to long term, the information collected by CPFs through the EPP is therefore supposed to have positive outcomes at a micro- and a macro-level; at the level of communities, it is supposed to trigger immediate improvements in service delivery of the local police station and in the safety needs of the community; and at the level of the province, it is supposed to ensure that the strategy and resourcing of the police in the province is in line with identified needs and assets. The EPP is therefore framed within the Western Cape's Government Provincial *Strategic Objective 5: Increasing Safety* (SO5), which is highly dependent on the involvement of the whole of society in achieving its overall objective, which is making safety everyone's responsibility.

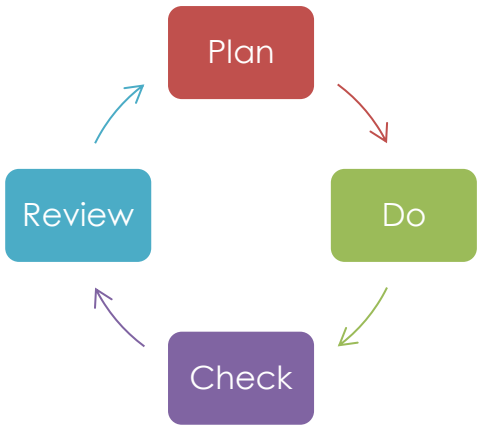


FIGURE 4: TYPICAL PROJECT MONITORING CYCLE

One of the key principles of the CBM strategy stresses the view that monitoring must be framed in a comprehensive cycle of action and improvement. See figure 1.

More specifically, the Framework states that:

Citizen-based monitoring is not simply about data collection, it is an on-going process of relationship building and performance improvement - Citizen-based monitoring is about building a relationship of trust between citizens and government around the improvement of government services. Citizen-based monitoring

mechanisms should provide predictable and systematized opportunities for citizens to provide feedback on issues that are relevant to them, not only to provide insights into service delivery but also to improve services at a local level. Citizen-based monitoring must be accountable, credible and locally driven.

Through this evaluation, it has become apparent that the EPP is mostly focused on "checking" and not enough is being done around the areas of "reviewing" and "planning". When asked to speak to ways of improving the EPP, the overwhelming majority of interview respondents asked DoCS to provide them with feedback. This speaks to the need of CPFs and Station Commanders alike to be further involved with the various stages of the planning and monitoring cycle as explained above. Most CPF members and station commanders are committed individuals eager to reduce crime and improve safety in their communities. This commitment goes beyond monitoring and oversight to include the implementation of improvement plans and initiatives that can actively drive conditions of safety. This is part and parcel of the planning, monitoring and evaluation cycle that the EPP is involved in.

This involvement needs to happen at various levels, according to the various levels of accountability and responsibility of issues of safety, namely:

- At the level of the local police stations, which are the facilities subject to oversight.
- At the level of communities, where partnerships have to be promoted.
- At the cluster level, where planning and monitoring at wider level happens.
- At the level of the province, where the Provincial Needs and Priorities are compiled and where interaction with Provincial SAPS Commissioner is mandated.
- At the national level, where SAPS resource allocation and overall strategy is defined.

CPFs lack understanding of the different levels of responsibility and accountability with regard to issues of community safety. It appears that CPFs have insufficient understanding of DoCS' role in contributing to safety also in their specific communities. Since the moment that the EPP was introduced at each CPF (in large number of cases, it appears that this was done in the course of a regular CPF meeting and only covered the operational details of the EPP), communication with DoCS representatives, most importantly fieldworkers, has been very thin or insufficient. CPFs and station commanders alike are not sure of the role that DoCS plays and this has fuelled distorted expectations from the Department.

A number of respondents did allot responsibilities to other institutions, such as local government agencies and provincial departments, for example in the case of non-functioning lights or issues to do with school drop-outs; in these cases, more collaboration is often required with the given agencies to ensure that issues are addressed. Most CPFs would like DoCS to take on a more active role in establishing

multi-stakeholder partnerships and elevating issues that lie out of the control of SAPS local stations.

To this end, it is recommended that DoCS considers creating the function of the "local coordinator", someone who can facilitate the process of identifying the responsible party at the local (possibly, cluster level) and who can work with CPFs in building relationships with local government agencies, provincial departments and community-based organisations. This new figure would serve to empower CPFs and avoid elevating issues that can and should be addressed locally.

With regard to effecting improvements at the level of the police station, this is inevitably going to depend on the level of maturity of the relationship of the CPF and the station management and the openness of management to work hand-in-hand with the CPF. This evaluation found that in a few sites, CPFs and station managers have a strong preference for addressing issues internally, since it tends to lead to improvements that are quicker and longer-lasting. There are a number of areas where DoCS through the EPP should consider putting effective processes in place:

- E-reports are not always shared with local stations; it is up to the CPFs initiative to discuss with the station management some or all the issues identified in the report. In some cases, e-reports are typed up and submitted by SAPS representatives. DoCS should consider encouraging CPFs to share e-reports with local stations as an independent performance report and the basis for identifying improvement strategies for service delivery;

- CPFs are expected to develop annual Safety Plans together with the local police stations; the evaluation found that this is not within the current activities performed by CPFs as described by interview respondents (only two CPFs mentioned Safety Plans during their interviews and requested training and support to be able to develop such plans). DoCS should consider building the capacity of CPFs progressively to the point where they are able to develop Safety Plans and monitor their implementation; this is also where a 'local coordinator' could play a role.

While the monthly funding that the EPP provides a powerful incentive for CPFs to participate in the programme, it might in the long term, not be sufficient to ensure high quality of reporting by an increasing number of CPFs.

Conclusion

The payment for delivery model introduced by the EPP has acted as a powerful incentive for CPFs to perform the required activities, which in turn makes them more efficient and effective.

Participation levels of CPFs in the programme, however, remain low at a highest of 40% over the period under scope. The evaluation found that as it is currently operationalised, scaling up and making the EPP sustainable will be very challenging.

Two key enabling factors of participation will have to be addressed in the short term: 1) ensuring needs-based training and ongoing support for CPFs on the programme; 2) closing the monitoring and evaluation cycle that the EPP is part of by improving feedback loops to CPFs and empowering them to contribute to safety improvement plans in their communities.

7. CONCLUSIONS

In the SAPS 68 Act of 1995, Community Policing Forums were given a strong and critical mandate in the provision of civilian oversight over the police and the promotion of collaborative community-police relations. Despite this mandate, CPFs were lacking sufficient clarity, tools and support to perform their role effectively.

The Expanded Partnership programme is an innovative experiment aimed at filling exactly that gap and subsequently, empowering local residents in creating safety as partners with the state.

While the programme has made progress in achieving that aim, there are a number of learnings that should be taken into consideration for the future implementation of the programme. The discussion on the key conclusions, reflections and learnings from the evaluation has been structured according to the four intended outcomes of the programme.

7.1. Outcome 1: Increasing the sustainability and functionality of CPFs

- **The EPP training has evolved and it has now become a more informal occurrence implemented upon demand mostly during regular CPF Exco meetings.** Training for most of the newly elected members has not yet taken place, which hinders their capacity to operate effectively. Overall, **respondents in 18 out of 21 CPFs requested more training.**

- **CPFs in the province have very different capacity-building needs as well as assets and abilities.** Some of those difference have to do with levels of computer literacy, access and/or education of the CPF members; the context of crime and safety in which each CPF operates; the socio-economic situation of volunteers, etc. These nuances should be taken into account when developing and imparting training.

- **Respondents in 11 out of 21 sites felt that the level of interaction with the fieldworker was insufficient.**

- While the EPP funding is one of the key benefits of the programme as reported by CPFs, **funding is insufficient to cover the needs of CPFS operating in rural, under-resourced and/or large police precincts.**

- **There is a risk that the severe resource and capacity constraints of the EPP get in the way of DoCS achieving Outcome 1 of the EPP.** Participation levels of CPFs in the programme remain low, at a highest of 40% over the period under scope.

The evaluation found that as it is currently operationalised, scaling up and making the EPP sustainable over time will be very challenging.

7.2. Outcome 2: Increasing the efficiency of CPFs by ensuring structured monitoring / oversight of policing

- **The EPP funding incentive has encouraged CPFs to establish closer relationships** with registered members and SAPS local stations, and has enabled them to gain a deeper understanding of the police operational framework **as well as to perform their police oversight role in a more effective way.**

- **The EPP has improved the efficiency of CPFs**. Respondents in 16 out of 20 sites indicated that the EPP provides much needed structure and guidance for CPFs to perform the mandatory civilian oversight role.

- **Enhanced monitoring has been achieved** in two ways: 1) CPFs have now regular insight into crime trends and police activity in their communities and in that way they are better positioned to keep their communities informed and mediate in cases of disputes between community and police; 2) CPFs have a better understanding of the extent of the mandate of the police as well as the level of the resourcing of their local police stations.

7.3. Outcome 3: Increasing active citizenship

- The EPP funding allows CPFs to implement community projects that assist in building stronger relationships with their communities.

- While most CPFs indicated that they already had an existing relationship with community organisations, **the EPP has provided more structure and meaning to that relationship**. CPFs are now better capacitated to address community demands and concerns over the police.

- Respondents in 8 out of 21 sites indicated that **the level and quality of participation by community organisations is insufficient or poor**. Often community members are unaware of the role and service that CPFs provide.

7.4. Outcome 4: Improving police accountability to local communities and implementing a structured safety partnership between the department of community safety and CPFs

- Respondents in **16 out of 21 sites claimed that they have a functional, *good* relationship with SAPS at a station management level.**

- **The EPP has had a number of positive impacts in the working relationship between CPFs and SAPS stations:** 1) better insight into the level of performance of SAPS members; and 2) reinforcement of the role of the CPF by giving it authority and visibility.

- **In one third of sites, while the relationship between the CPF and the SC is good, the engagement of members in both organisations is not positive.** In the words of CPF members: "*relationship is good as long as the CPF does not complain*"

- **The majority of CPFs do not feel that the Department of Community Safety treats them as a partner** (in 19 out of 20 sites). There is an overwhelming sentiment that the relationship with DoCS is a one-way relationship and that while the funding available through the EPP is beneficial, it is not sufficient to establish a *partnership* with the Department.

- **SAPS is not currently using the information shared by DoCS from the EPP. One of the challenges hindering this process is the lack of verification of CPF e-reports** by any higher-level structure in order to ensure that the information reported, specifically with regards to local SAPS stations, is evidence-based.

- **The lack of feedback** and understanding at CPF level of what happens with the data is a source of frustration and animosity towards the Department and **has the potential to jeopardise the Department's efforts to establish a "structured safety partnership" with CPFs as stipulated by Outcome 4.**

7.5. Additional findings

- **The e-report contains a number of limitations,** namely, it is perceived to be too restrictive; too long; too standard; and too narrow in its scope.

- **EPP monthly funding does not always come in timeously** and this hinders the ability of CPFs to plan and implement community projects.

- **Volunteers have limited capacity to participate.** The EPP has substantially increased the workload for CPFs and this puts additional pressure on volunteer members. Sites that cover large precincts and/or are based in communities of lower socio-economic status (who are less likely to be able to afford transport and communication costs associated with the position) have to choose between dedicating funding to administration expenses or the implementation of projects.

- **Some of the information collected by CPFs as part of their monthly EPP reporting is being used by some station commanders** to manage their stations' performance.

- In 7 out of 20 sites, **the monthly e-report is compiled by a representative of SAPS** and submitted to DoCS. This has the potential to compromise CPFs' independence.

- **Most CPFs interviewed expressed an eager interest in having information about their peers,** in order to exchange information and experiences to "*not reinvent the wheel*" or possibly replicate what is already working.

- The EPP model is developing innovative and valuable monitoring systems that CPFs can use to perform their civilian oversight duties. However, **insufficient systems are in place to ensure that monitoring data is used by CPFs themselves to effectively and systematically review and improve policing in their communities.**

7.6. Unintended consequences

The EPP has had a number of unintended consequences, positive and negative, which are discussed below:

- **In some instances, EPP funding has created friction between the CPF and the NW.** The previous programme, Bambanani, which used to reward community members with a stipend, set a precedent, especially in less resourced communities; a few NHW representatives indicated their frustration at the fact that the NHW had no means of accessing funding and in some cases, they felt that the NHW function was more deserving of the funding than the CPFs. As a result, relationships appeared strained in a few sites visited.

7.7. Enablers for successful programme implementation

- **More frequent and timely communication and support to CPFs is likely to improve regular participation.**

- **Ensuring needs-based training and ongoing support for CPFs** on the programme;

- **The value of morale recognition and endorsement cannot be underestimated when working with volunteers.** In order for CPFs to operate effectively and be sustainable, members need to feel that their efforts are contributing and are acknowledged by their key partners, SAPS local station and DoCS.

> *"Sometime it feels like we're fighting a losing battle (when SAPS does not cooperate). As a volunteer, you can easily become demoralised or disinterested" – CPF member*

- **The personality and leadership style of the CPF Chairperson is a critical factor** in the quality and extent of partnerships and collaborations between the CPF and the community.

- **Closing the monitoring and evaluation cycle** that the EPP is part of by improving feedback loops to CPFs and empowering them to contribute to safety improvement plans in their communities.

7.8. Contextual barriers for successful programme implementation

- **The lack of continuity of SAPS members**, in particular the Station Commander, poses a big challenge in sustaining a good working relationship with local SAPS stations.

- **The levels of socio-economic inequality in the Western Cape** (and in South Africa as a whole) pose a big challenge for the efficient implementation of a provincial support programme of this nature.

- **The high levels of crime, the lack of safety structures and lack of police resources** in a number of communities in the Western Cape **threatens the sustained and effective implementation of the EPP in those communities.**

7.9. Programmatic barriers for successful programme implementation

- **Education and training for CPFs and for other relevant stakeholders appears to be insufficient in content and frequency.** A number of respondents interviewed appeared to be unclear about the oversight role the CPF should play over the police. This was specifically the case for newly elected CPF members as well as some station commanders, who were dismissive of the CPFs efforts to monitor the performance of the police and felt that the CPF "goes over-board" in their role.

- **SAPS local station members do not always understand and accept the CPFs oversight role as enforced by the EPP.** As explained by a CPF Chairperson, "when the CPF members ask questions, the police are difficult and therefore we don't enjoy doing the EPP station visits." In some cases, the relationship between the CPF and SAPS local station stops at senior management level (between the SC and the Chair); in other cases, CPF members report that SAPS members "do not take us seriously". The lack of understanding of the CPFs oversight role and the lack of relationship among members of both organisations is a hindrance to the effectiveness of the programme as a whole.

- **Key actors in the promotion of community safety do not have a working relationship with a number of CPFs interviewed.** As one participant clearly put it *"…SAPS can only help so far, but then we need help from the social side*

[Department of Social Development]". Some CPFs regret the lack of involvement and collaboration from key government stakeholders, such as local councillors, Department of Social Development, law enforcement, etc. and feel that this is hindering their performance. Others indicate that they would welcome guidance in terms of directing issues identified to the appropriate stakeholder who is responsible for a particular matter. This highlights the need for the figure of a local coordinator, someone who should have a good understanding of the dynamics at local level, the key players and their responsibilities, and who can work towards establishing open lines of communication and ultimately a fluid working relationship between the CPF and relevant parties in the community.

"We managed to get 60 young men to leave their gangs but we couldn't offer them an alternative, in terms of social projects, education, and employment. Social work for out-of-school children is really necessary." – Local Community representative and NW coordinator.

- **There is considerable room for improvement with regard to communication channels and practices by EPP officials at DoCS.** In order to forge a real "partnership between CPFs and DoCS", communication with CPFs needs to be professional and considered. Some of the recommendations include acknowledging receipt of reports and emails; responding to queries and issues raised in an agreed upon timeframe; observing meeting engagements and informing of planned absence if relevant. Improved communication would also involve informing CPFs of the whole range of support programmes and initiatives offered by DoCS that can enhance their capacity and effectiveness, such as the matching grant programme (at the time of the interviews only 2 out of 21 CPFs seemed to be aware of the existence of such facility).

- **Relying on the work of volunteers in areas of low socio-economic status and lack of resources poses serious challenges for programme objectives to be achieved.** In order to be an effective CPF member, volunteers often need to invest time, energy and money from their own pockets (transport and airtime as a minimum requirement). In order to do this, volunteers need to have their basic needs met, in the form of a stable source of income that can sustain them. This is often not the case in those communities where unemployment is high and availability of resources is limited.

8. RECOMMENDATIONS

Based on the findings of the evaluation and the recommendations provided by the stakeholders participating in the interviews, this section provides a number of suggestions for the Western Cape Government, Department of Community Safety to strengthen the implementation of the EPP going forward. Recommendations have been organised according to three categories: 1) high-priority; 2) quick-wins and 3) other recommendations.

8.1. High-priority recommendations

The following recommendations are *deal-breakers;* this means that failure to effectively address the underlying issues identified could considerably lower the chances that the programme will be able to scale-up and reach critical mass in the province. We therefore recommend that the Department:

- **Explore ways to communicate more frequently and more effectively with CPFs,** both with respect to administrative issues and in keeping CPFs informed on the uses to which the completed reports have been put.

- **Further investigate avenues for closer collaboration with Provincial SAPS in the EPP**, which may include 1) developing a regular process of verification that ensures the reliability, independence and relevance of monthly e-reports; 2) structured and formal training of SAPS members on the role of the CPF and the EPP; and 3) promoting the EPP as a station management tool for station commanders by sharing the positive practice of station commanders who are currently using it.

8.2. Quick-wins

There are a few cost-effective actions that DoCS can implement immediately to achieve short-term results, namely:

- **Re-build the Department's image and the trust of CPFs:** Share the findings of this evaluation with all CPFs in the province and commit to the implementation of key programme improvement actions, to which CPFs can hold the Department accountable.

- **Acknowledge and recognise the work of CPF members with sincerity, often and in different ways.** This can take the form of email recognition for a particular achievement or a collective action aimed at a number of CPFs and co-organised with the Civilian Secretariat for Policing Oversight.

- **Honour commitments made to CPFs, big and small: for example, ensure that payment to CPFs for the accomplishment of monthly activities is made within the**

timeframes stipulated in the MOA; respond timeously to emails or communication requests (even if with a standard confirmation of receipt).

8.3. Other recommendations

EPP design and strategy

We recommend that:

- That DoCS continue developing and upgrading the EPP training programme.
- That, in particular, DoCS conduct a needs assessment of individual CPFs in order for the programme to provide focused, appropriate and effective support to their members.
- That the Department considers opting for a mixed model of support for CPFs that relies on web-based, as well as personal interaction.
- That DoCS consider reviewing the current funding model to ensure that it is equitable and in line with the size and scope of the responsibilities covered by each CPF. This may include the allocation of an admin stipend for CPFs.

Programme's tools and systems

We recommend that:

- The e-report is revised so as to make provision for more flexibility and thus reflect the varied nature of CPFs' experience and insights.
- That the number of SAPS visits required per month be reduced, with the aim of promoting more in-depth reporting, to the benefit of the CPF members themselves, SAPS and DoCS.
- There be established an exchange and sharing platform among CPFs in the province (using both web- and personal-based strategies) to maximise cross-learning and potentially minimise, over-reliance on DoCS.
- The Department in collaboration with Provincial SAPS considers implementing a communication campaign to educate communities about the role and service provided by CPFs in their communities.

Programme capacity and resourcing

We recommend that:

- A sufficient number of fieldworkers are available in order to provide both basic training and ad hoc coaching and refresher courses as required.

- DoCS consider the recruitment, appointment and training of 'local coordinators' (perhaps one for every cluster or equivalent group of CPFs/SAPS stations), whose functions would include:

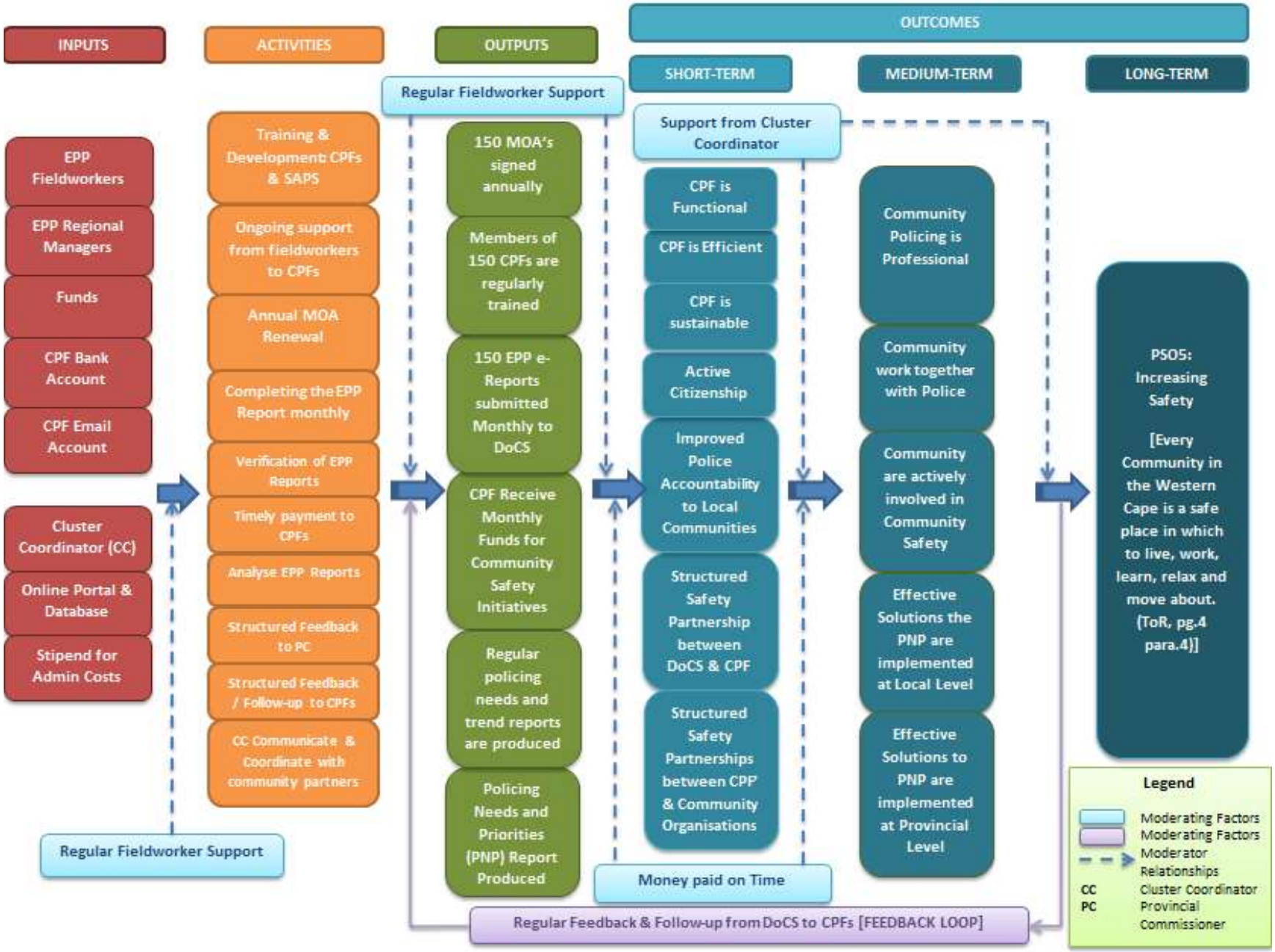
  i. Being an active liaison between DoCS and the CPFs and other relevant organisations and relevant government bodies in their area.

  ii. Liaising specifically with DoCS fieldworkers on the needs and requests of CPFs in their area.

  iii. Advising and supporting CPFs with respect to the implementation of appropriate community projects, opportunities for leveraging EPP/DoCS funding with private form the area.

  iv. Promoting a constructive partnership relationship between CPFs and local SAPS staff.

9. PROPOSED LOGIC MODEL FOR THE EPP



10. APPENDIX A: LITERATURE REVIEW

South Africa is known to have one of the highest crime rates in the world, particularly a high rape and murder rate. This high prevalence of violent crime leaves imprints on South African society and fosters a fear of crime. In terms of the public interest, there is a significant attempt to increase safety and for all people in South Africa to feel safe through a number of strategic initiatives, one of them being the promotion of professional policing as per chapter 11 of the Constitution of the Republic of South Africa. The objective is to increase safety by holding local police accountable for delivering an efficient service to communities and influencing the allocation of local safety resources to where and when most needed. Great emphasis is also placed on strengthening the relationship between the police and the community. Since the introduction of the Expanded Partnership Programme in 2011, the Western Cape Government has been pioneering work on civilian oversight through innovative methods of community support, guidance and capacity building.

This literature review provides definitions of the key relevant concepts, current trends regarding crime and community safety in South Africa and the Western Cape as well as an overview of the national and provincial legislation guiding community safety initiatives. Thereafter a detailed description of the Expanded Partnership Programme is presented and the final section provides insight into community policing initiatives in other provinces in the country as well as other parts of the world.

10.1. Definitions of key concepts

For the purpose of this literature review the following key concepts are defined:

- Community Safety
- Community Policing
- Civilian Oversight
- Community Policing Forums

A. Defining Community Safety

The National Development Plan has defined 'community safety' for South Africa in its 2030 Vision. According to Chapter 12 on Building Safer Communities:

> In 2030, people living in South Africa feel safe and have no fear of crime. They are safe at home, at school, at work and they enjoy an active community life free of fear. Women can walk freely in the streets and children can play safely outside.

In achieving this vision, the ideal national police service is defined as follows:

> The police service is a well-resourced professional institution staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence and respect the rights of all to equality and justice.
>
> *- National Development Plan*

Community safety is a complex and multifaceted concept that can be difficult to define. It is often invoked as a generic, all-encompassing phrase for 'crime prevention' and 'crime reduction'." However, its focus is much wider as it looks at introducing physical and social changes in line with local priorities to local environments as a way of preventing crime and disorder from taking place. Achieving long-term, sustainable safety requires an integrated and holistic approach. An important strategy for achieving community safety in South Africa is increasing community participation in safety through the community policing and civilian oversight.

B. Community Policing

Community Policing is a partnership between the police and the community that identifies and solves community safety problems. It is a strategy aimed at achieving more effective crime control, reduced fears of crime, improved quality of life, improved police service and police legitimacy, through a proactive reliance on community resources that seeks to change crime-causing conditions. It allows the police and the community to work closely together to solve problems and to reduce the fear of crime, physical and social disorder and neighbourhood decay (USDJ, 1994).

The South African Police Service Act, No. 68 of 1995 (the SAPS Act) enacts and amplifies the provisions of the Constitution. Whereas Section 205(3) of the Constitution specifies that the prevention of crime is one of the objects of the South African Police (SAPS), Chapter 5 of the SAPS Act sets out the powers, duties and functions of the Service.

All members of the SAPS are responsible for the implementation of Community Policing. The offices of the Members of the Executive Councils (MEC's) and the Provincial Secretariats for Safety and Security have, as outlined in the relevant legislation, an oversight and monitoring function with regard to the establishment and sustainability of Community Police Forums and Boards (www.thecpf.co.za).

Objectives of Community Policing

The objectives of community policing were derived from the Hillcrest Community Police Forum and are as follows (http://hillcrestcpf.co.za/):

1. establish a partnership between police and the communities they serve to ensure effective protection of communities and a better quality of life,
2. ensure that the police address the primary needs of the community and are accountable to them,
3. enhance the quality of information available to the police to develop a proactive and problem-solving approach to crime and violence,
4. provide communities with a visible and accessible policing presence,
5. to enhance public confidence in the police and to deter criminals,
6. to align the values of the police organisation with those of the new democratic South African, and
7. to aim at producing police officers who can interact sensitively with their communities and in a manner that respects local norms and values.

C. Civilian oversight

The police, unlike other departments, are given unparalleled and special powers, including the power to detain and the use of force in the execution of their duties. The police are, however, accountable in various ways to a number of bodies, which is fundamental to a democracy. Civilian oversight is one essential aspect of this accountability. At community level, civilian oversight is embodied by community policing forums; at provincial level, the constitutional mandate for civilian oversight has been articulated in the Community Safety Act and confirmed by the courts; at national government level, a degree of oversight is performed by the Civilian Secretariat for Police and the Independent Police Investigative Unit (IPID). Arguably, this 'independence' is however, compromised by both institutions being directly answerable to the Minister who is also responsible for the police themselves.

In general, the approach to civilian oversight of the police is based on the premise that enhanced partnership and cooperation between the police and oversight bodies will serve to achieve government's vision of creating safer communities and a professional police service.

D. Community Policing Forum

In South Africa, community policing is implemented through statutory bodies called Community Policing Forums, which were introduced by the 1993 interim Constitution. A CPF is a forum established in terms of section 19(1) of the South African Police Services (SAPS) Act 68 of 1995. A CPF is a partnership between the South African Police Service (SAPS) and the community, two entities with a single aim: to rid the area of crime. In terms of any partnership, both sides ensure that each is working honourably. CPF's are statutory bodies, given strong powers in the 1993 interim constitution, which includes monitoring the effectiveness and efficiency of the SAPS, advising police on priorities in

the neighbourhood and promoting the accountability of the SAPS to local communities. SAPS are accountable to the communities it serves whereas the CPF's are responsible for promoting communication and co-operation between the SAPS and communities. Together with government, the CPF's seek to improve transparency and service delivery in the SAPS (www.thecpf.co.za).

The members of the CPF's are representatives of community-based organisations and institutions, representatives of community safety and victim support structures, sector commanders of the precinct, statutory members, municipal police service and other law enforcement agencies (where applicable), and members of the department responsible for police/community relations (http://www.westerncape.gov.za/).

10.2. Context of community safety in South Africa and the western cape

A. South Africa

When people feel unsafe it makes it harder for them to develop their capabilities, pursue their personal goals and to take part in social and economic activity. The National Planning Commission (NPC) of South Africa assembled a diagnostic report in 2011 which outlined the numerous challenges faced by South Africans. Poverty alleviation and creating equal opportunities for all were identified as key strategic objectives (NPC, 2011). In an interview with the South African.com in September 2014, Police Minister Nkosinathi Nhleko, stated that "poverty is perpetuated by high rates of crime" (www.thesouthafrican.com).

The 2014 SAPS report on national crime statistics indicates a year on year increase in murder, attempted murder and robbery with aggravating circumstances since 2013. An average of 5,900 crimes is reported to SAPS every day and over 17,000 people were murdered in SA in the twelve months between 2013/2014. While the world average for murder is 7.6 per 100, 000 people, the South African murder average is 36.5 per 100 000 people (www.crimestatssa.com). In addition, official crime statistics have always been considered as an underrepresentation of 'true' crime figures as they show only the 'iceberg' effect of crime where a larger 'dark figure' is hidden under the surface (Department of Community Safety, 2011).

Research also points to the importance of the 'fear of crime' and its impact on community safety. A victimisation study conducted among 3300 householders in South Africa's Nelson Mandela Metropolitan Municipality (NMMM) found that the variables 'fear of crime' – measured in terms of perceived likelihood of victimisation – and concern about 'personal safety' had greater negative influence on life satisfaction than actual victimisation. Individual crimes against the person had greater negative influence on subjective wellbeing and feelings of personal safety than property and

other household crimes. Individuals who perceived themselves to be at risk of becoming a victim of crime also perceived greater risk of other misfortunes. However, materially better-off victims reported higher levels of life satisfaction than non-victims in spite of their crime experience (Valerie, 2005). Increasing community safety is therefore a complex process that involves a myriad of interventions that cut across the realm of the state, the community and the individual.

B. Western Cape

The incidence of violent crime in the Western Cape is much higher than the national average. According to Crime Stats SA, of 29 subcategories of crime, 11 Western Cape precincts were found to be the worst in the country in 2014. The 'worst precinct' is defined as the precinct reporting the most crime for 2014. The analysis is grouped according to seven categories of crime and is further categorized into 29 subcategories. The 11 crime subcategories where incidence in the Western Cape is particularly high are murder, attempted murder, common assault, robbery with aggravating circumstances, malicious injury to property, theft out of or from motor vehicle, unlawful possession of firearms and ammunition, drug-related crimes, all theft not mentioned elsewhere, Crimen injuria and kidnapping. Table 1 provides an indication of which precinct within the Western Cape is reportedly the worst for each of the 11 subcategories mentioned and the number of crimes, per subcategory, that were reported to that particular precinct in 2014.

TABLE 6: THE WORST PRECINCTS IN SOUTH AFRICA IN TERMS OF THE MOST CRIME REPORTED PER SUBCATEGORY IN 2014

Crime Subcategory	Precinct	Province	Number of reported crimes
Murder	Nyanga	Western Cape	305
Attempted Murder	Mitchells Plain	Western Cape	252
Common Assault	Mitchells Plain	Western Cape	2188
Robbery with aggravating circumstances	Mitchells Plain	Western Cape	1301
Malicious injury to property	Mitchells Plain	Western Cape	1415
Theft out of or from motor vehicle	Cape Town Central	Western Cape	3617
Unlawful possession of firearms and ammunition	Mitchells Plain	Western Cape	215
Drug-related crime	Mitchells Plain	Western Cape	6044

All theft not mentioned elsewhere	Cape Town Central	Western Cape	5615
Crimen Injuria	Mitchells Plain	Western Cape	1072
Kidnapping	Mitchells Plain	Western Cape	55

Source: CrimestatsSA (http://www.crimestatssa.com)

More people were murdered in Nyanga (Western Cape) than anywhere else in the country. 47% of all drug-related crime in the country occurs in the Western Cape. CrimestatsSA reports that the Mitchells Plain precinct, in the Western Cape, reports more crime than any other precinct in the country. It was found that for 2014, the Mitchells Plain precinct has recorded 25575 crimes for the year. Followed by a close second is the Cape Town Central precinct with a total of 18369 crimes reported for 2014 (**www.crimestatssa.com**).

10.3. National and provincial responses

The crime statistics for 2014 paint a dismal picture of the future for the South African people. However, if crime statistics continue to move in an upward trend, the South African economy will find itself in a slump. In recognition of this dilemma the National Development Plan (2011) stated that, in order to build safer communities, the 2030 vision for South Africa aims to ensure that:

- "people living in South Africa should feel safe and have no fear of crime;
- women and children and all vulnerable groups should feel protected;
- South African's should have the confidence in their criminal justice system to effectively apprehend and prosecute criminals who violate individual and community safety; and
- South African police service and metro police should be a professional institution staffed by skilled, disciplined, ethical individuals who value their work and serve their community" (NPC, 2011. p.21).

A. Mandates and competencies of different spheres of government

In terms of the SAPS Act, the National Commissioner of Police must perform duties and functions necessary to give effect to s 205 of the Constitution, as must Provincial Commissioners who report to the National Commissioner. Furthermore, Section 11(2) of the Act stipulates that, among other powers, duties and functions, the National Commissioner must annually develop a plan "setting out the priorities and objectives of policing for the following financial year". The importance of this provision becomes evident in the strategic objectives aimed at combatting crime each year in our country

and in the Western Cape Province.

B. Strategic objective 5: Increasing safety

Strategic Objective 5 was adopted by the Provincial Executive as one of 12 Provincial Strategic Objectives for the Western Cape.

Various Workgroups were established within Strategic Objective 5, which includes the workgroup on policing oversight. The rationale supporting the work of this workgroup is, in simplified terms, how best the province can use its Constitutional mandate of oversight over the South African Police Service (SAPS) to increase the effectiveness of SAPS which would translate to improved levels of policing, resulting in increased safety to all the people in the province. An important element of the proposed oversight model is broad community involvement.

Emphasis was placed on the establishment of "*community oversight for the community by the community*" with DoCS performing the supportive role.

The CPFs play a particularly important role in the field of civilian oversight and have a competitive advantage over other bodies in this area. The advantage that CPFs have is based on the legal framework in which they operate. They have established strong relations, in most cases, with all role players in the field of policing, including the South African Police Service (SAPS).

In response to the 2030 NDP vision, the Western Cape Department of Community Safety through its 5 Year Strategic Plan 2010/11 – 2014/15 envisions to provide "a safer open opportunity society for all… free of the fear of crime".

The mission of the Western Cape Department of Community Safety is to promote freedom and opportunity for all the people of the province by improving efficiency and effectiveness in the field of safety and security through a process of civilian oversight, integrated community safety strategies and designs, traffic safety promotion and security risk management.

The Western Cape Government stated that the strategic objective of the DoCS is to ensure a safe and secure environment to reduce crime. Key to fulfilling this strategic objective is the following imperatives:

- optimising civilian oversight;
- maximising the safeguarding and protection of employees, stakeholders, information and assets of the WCG;

In order to optimise civilian oversight, the DoCS has thus implemented the Expanded Partnership Programme (EPP). The EPP, which is based on the concepts of behavioural

economics, is aimed at increasing the efficiency and sustainability of the CPFs in the Province.

10.4. Policy and legislative context

This section provides an overview of the origins of community policing in South Africa as well as current international, national and provincial legislation and policies that frame the mandate on Community Policing.

A. Overview of the Origins of Community Policing in South Africa

In February 1990, the liberation movements were unbanned and shortly thereafter the concept of South Africa's community policing was shaped. During the first months of 1991, increasing violence was destabilising KwaZulu-Natal and large areas of Gauteng and evidence of police collusion in the violence was mounting. To address this, the African National Congress (ANC) began to motivate for a peace summit at which a formally binding agreement between themselves, the Inkatha movement and the government could be struck (Pelser, 1999).

Following the long and often bitter negotiations, the ANC, Inkatha and the governments signed a National Peace Accord on 14 September 1991. The agreement contained 'general provisions' which included the following:

> "The police shall endeavour to protect the people of South Africa from all criminal acts and shall do so in a rigorously non-partisan fashion, regardless of the political belief and affiliation, race, religion, gender or ethnic origin of the perpetrators or victims of such acts… The police shall be guided by the belief that they are accountable to society in rendering their policing services and shall therefore conduct themselves so as to secure and retain the respect and approval of the public. Through such accountability and friendly, effective and prompt service, the police shall endeavour to obtain the co-operation of the public whose partnership in the task of crime control and prevention is essential" (Pelser, 1999).

This sentiment inspired the creation of Community Policing Forums, which were given shape and power by the 1993 Constitution and the SAPS Act 68 of 1995.

B. Overview of International, National and Provincial Legislation

Community policing is a broad concept seeking to bridge the gap between the police and communities. Turning this concept into consistent and effective policies, however, has been a constant challenge internationally, and a wide variety of particular strategies and interventions have been experimented with, without one clear and

consistent set of practices having become dominant or recognised as being universally successful.

In the period of intense nation-wide discussion of principles and practices before and after the 1994 elections, the model of CPFs was invented as a statutorily mandated method to bridge the noted gap between police and local communities. The CPF model requires each SAPS station to be responsible for facilitating the establishment of an elected civilian body as a point of regular contact and consultation – without, however, providing a clearly defined or routinized modus operandi for the implementation of the civilian oversight that was also intended.

By 1997 the South African Police Service had articulated some broad principles with respect to community policing, and the national White Paper in 1998 – recognising that CPFs were not in general succeeding in their aim – introduced the concept of Sector Policing. Sector Policing refers to 'the division of areas into smaller managerial sectors and the assignment of police officers to those areas on a full-time basis'. This involves dividing a police district into three or four sectors, each with a sector manager and a sector forum (often defined as a CPF sub forum). This policy, however, has had mixed results, depending as it does on an unsustainably intensive allocation of personnel and other resources.

At the provincial level, the Provincial Strategic Objective, PSO 5: 'Increasing safety' articulates a number of principles that have as their objective the making of every community in the Province a safe place in which to live, work, learn, relax and move about. In this context, the Province, through the Department of Community Safety, initiated the EPP.

This intervention is also linked to the One Cape 2040 vision, which is directed towards a more inclusive and resilient economic future for the Western Cape region[13]. It is also in line with Strategic Goal 3: Increasing Wellness, Safety and Tackle Social Ills[14], which combines social development and community safety outcomes, in particular, the need to promote community trust in police and community cohesion.

At the national level this intervention is linked to National Outcome (NO) 3 (all people in South Africa feel safe) and the intervention is also linked to the National Development Plan.

[13] See OneCape2040 document on https://www.capetown.gov.za/en/IDP/Documents/OneCape_2040.pdf
[14] SG3 is in the process of being operationalised and it is therefore, not finalised as of January 2015.

TABLE 7: LEGISLATION AND POLICY RESPONSES TO CRIME AND VIOLENCE

NATIONAL	**Constitution of South Africa Act 108 of 1996, Section 206** *Subsection (1) states:* "A member of the Cabinet must be responsible for policing and must determine national policy after consulting the provincial governments and taking into account policing needs and priorities of the provinces as determines by the provincial executives." *Subsection (3) provides that "Each Province is entitled to:* • Monitor police conduct • Oversee the effectiveness and efficiency of police • Promote good relations between police & communities • Assess the effectiveness of visible policing • Liaise with Cabinet members responsible for policing with respect to crime and policing in the Province." *Subsection (5):* "In order to perform the functions set out in subsection (3) a province - • may investigate, or appoint a commission of inquiry into, any complaints of police inefficiency or breakdown in relations between the police and any community; and • must make recommendations to the Cabinet member responsible for policing.
	National Government Outcome 3: "All People in South Africa Are and Feel Safe" The delivery agreement dealing with outcome 3 is linked to a set of outputs. In order for all people of South Africa to feel safe, decisive action has to be taken to deliver the following outputs: • Output 1: Reduced overall levels of serious crime, in particular, contact and trio crimes. • Output 2: A more effective Criminal Justice System. • Output 3: Reduced corruption. • Output 4: Managed and improved perceptions of crime among the population. • Output 5: South Africa's borders effectively safe guarded and secured. • Output 6: Integrity of identity and status of citizens and residents secured. • Output 7: Secure cyber space.
PROVIN	**Constitution of the Western Cape Act 1 of 1998, Section 66 Policing functions of Western Cape Government 66 (1)** The Western Cape government is entitled to— • monitor police conduct; • assess the effectiveness of visible policing;

- oversee the effectiveness and efficiency of the police service, including receiving reports on the police service;
- promote good relations between the police and the community; and
- liaise with the national Cabinet member responsible for policing with respect to crime and policing in the Western Cape.

"Provincial Strategic Objective 5 (PSO 5): Increasing Safety"

The WCG aims to make every community in the province a safe place in which to live, work, learn, relax and move about. The main focus of the strategy, and of the network of safety partnerships, will be on creating safe environments and communities in which crime is less likely to happen in the first place. This is very much what communities in many parts of South Africa achieved during the 2010 FIFA World Cup. There are three "horizons" along which this strategy will operate:

- Removing opportunities to commit crime.
- Decreasing the motivation of offenders to commit crime.
- Removing the longer-term root causes of crime.

The WCG's new, broader safety strategy will encompass the three historic policy priorities of the Department of Community Safety:

- Security services for the WCG's assets, personnel and visitors.
- Civilian oversight of the SAPS and other law enforcement agencies.
- Road safety (including traffic law enforcement).

"Provincial Strategic Objective 3 (PSO 3): Increasing Wellness"

Increasing Wellness, Safety and Tackle Social Ills which focus on healthy children, positive and engaged youth, resilient families, vibrant and resilient communities and health and productive workforce.

The WCG is committed to increasing the wellness of the people of the province. This will be achieved by addressing the factors that contribute to the burden of disease and by providing comprehensive quality health care services, from primary health care to highly specialised services.

Western Cape Community Safety Act 3, 2013

The Premier of the Province of the Western Cape, on 5 April 2013 approved the Western Cape Community Safety Act which was published in the Provincial Gazette No. 7116 dated 5 April 2013. The Western Cape Community Safety Act provides for carrying out and the regulation of the functions of the Province and the Department of Community Safety under Chapter 11 of the Constitution of the Republic of South Africa, 1996 and Chapter 8 of the Constitution of the Western Cape, 1997, to provide for the support of and cooperation with the Civilian Secretariat and the Provincial Secretariat established in terms of the Police Act.

Civilian Secretariat for Police: Policy for Establishment of Community Safety Forums

Community Safety Forums (CSF) emanated from the requirements outlined in the National Crime Prevention Strategy (NCPS) of 1996, and the 1998 White Paper on Safety and Security. Both sought to improve, amongst others, the functioning of the criminal justice system (and in particular the police) in the local domain and to enhance crime prevention activities.

Community Safety Forums (CSF's) are meant to facilitate the delivery of a multi-sectorial governmental approach on safety in local communities and is distinguished from the CPF through its jurisdiction and tasks.

South African Police Service Interim Regulations for Community Safety Police Forums and Boards, 2001

The Minister for Safety and Security has, under section 22(2) of the South African Police Service Act, 1995 (Act No. 68 of 1995) made the following regulations to guide the functioning of the Community Police Forums and Boards:

1. Establishment of a Community Police Forum
2. Establishment of a Community Police Sub-Forum
3. Establishment of an Area of Community Police Board
4. Establishment of a Provincial Community Police Board
5. General principles relating to the functioning of a Community Police Forum of Board
6. Constitution of a Community Police Forum, Sub-Forum or Board
7. Community safety plan
8. Specialised units
9. Communication
10. Logistical support
11. Financial process and system
12. Employee Organisations
13. Dispute resolution and problem solving
14. Transitional arrangements

10.5. Community policing interventions in other provinces and countries

As noted above, 'community policing' has been a highly influential, if excessively broad, concept for several decades, and there have been innumerable experiments in giving substance to this desire to improve and deepen civil/police relations. Below is a discussion of several recent examples nationally and internationally, with more or less effective implications for civilian oversight.

While there are, of course, profound socio-economic differences among the countries cited below, they are all - like South Africa - reasonably functioning parliamentary democracies struggling to find a satisfactory balance between civil interests and police powers, and it is, we believe, of interest to note the differing paths that they have chosen to follow with respects to community policing and civilian oversight.

A. Gauteng Province

In 2010 the Gauteng Provincial Department of Community Safety developed through the Institute for Democracy in Africa (IDASA) a comprehensive guideline document for CPFs in the province.

Recognising that "CSFs are still misunderstood and policy direction is not clear" (Gauteng DOCS & IDASA, 2010), the guideline primarily aims to introduce CSFs as the local-level safety coordinating structures attached to municipalities. In its approach, the Gauteng Department recognises that "CSFs primarily exist to implement multi-sectorial safety initiatives. These initiatives must not only ensure that attention is paid to law enforcement interventions (such as roadblocks, evictions and confiscation) to create safety, but also focus on long-term activities aimed at addressing the root causes of crime". On this note, the guide covers a wide spectrum of issues and suggests a combination of the following measures:

- Social and environmental crime prevention (family cohesion, substance demand reduction, youth employment, offender reintegration, installing street lights, cleaning public spaces etc.);
- Victim empowerment (trauma counselling, court preparation etc.);
- Traffic and road safety (combating speeding and driving under the influence, promoting pedestrian safety etc.)
- Law enforcement (patrols, stop and search etc.); and
- Monitoring service delivery (by actors from all three spheres of government using the Intergovernmental Relations Framework) (Gauteng DOCS & IDASA, 2010).

The guide places the emphasis on capacitating CPFs to be able to formulate

multidisciplinary programmes following an analysis of the causes of insecurity in a municipality. There is however, little attempt to define more closely how in practice such monitoring might take place.

B. England and Wales

Stevens (2013) provides a comprehensive report on policing in England and Wales, with a strong emphasis on 'neighbourhood policing'; while this concept is more focused than the by now clichéd term 'community policing', it is still a concept or ideal rather than in itself a specific methodology. What Lord Stevens recommends, that is relevant to this discussion, is the establishment of municipal-level 'Police Boards' (similar to the recommendations of the Patten Commission in Northern Ireland in 1998), as 'an alternative system of governance to hold chiefs accountable for the higher police functions such as serious and organised crime, major incidents and public order matters'.

We may note, however, that, unlike in South Africa

- the system does not reach down to neighbourhood level; and
- it does not deal with the everyday issues that are part of the regular experience of most members of the public.

C. Brazil

In 2008, after considerable pressure to alter the Brazilian national police's often violent strategy of dealing with poor urban areas ('favelas'), there was a decisive break by introducing Pacifying Police Units (UPPs) (Riccio, Ruediger, Ross & Skogan, 2013). The UPP members received training in human rights and community relations, and were also less heavily armed than the national police. The UPPs, however, were specialised groups of police officers, not community members or a combination of the two. The new development, therefore, while broadly definable as an example of community policing, was essentially an internal switch in police strategy (Riccio, et al., 2013) rather than a systemic advance in police/community relations; the possibility of civilian oversight is not even mentioned.

D. Canada

The recently published report, *Policing Canada in the 21st Century; New Policing for New Challenges*, makes the following highly relevant assertion:

The production of safety and security is a whole-of-society affair involving multiple jurisdictions and many mandates beyond the policing system. Police cannot initiate

change on their own if the institutions and organizations in the wider safety and security web are not flexible. An effective transition by police to new models must therefore happen in concert with changes made by other actors, and it must be supported by governments. Governance of the safety and security web must also continue to reflect the broader objective of freedom from harm and to ensure that the public interest is served. While the diffusion of successful models can be encouraged, it must be recognized that no one specific model is universally applicable, given the diversity of local crime contexts and of community-based safety and security efforts.'

While the Canadian report therefore overlaps somewhat with the Western Cape Province's 'SO5' in its recognition of a necessary 'whole of society' engagement and in its concern with matters of civilian oversight and police accountability, it deliberately avoids recommending specific structures and forms of implementation for universal application, even within one nation. Instead it points to the 'web of safety and security' within which multiple agencies and role-players operate (or compete) in 'an increasingly global, dynamic and complex policing and security environment.'

E. Conclusion

The aim of including in the literature review a section on 'Community Policing interventions in other provinces and countries') was to situate the Extended Partnership Programme, and its relationship with CPFs, in the broader context of international trends in policing, especially in experiments that set out to deepen and make more effective the relationship between state police and local communities – almost a 'Holy Grail' in thinking about policing in the course of the last generation.

What appears from this brief review and contextualising is that there is a renewed movement to give practical and effective meaning to 'community policing', but none of the cited examples have managed to invent any structures that make the kind of contribution – for all their faults and deficiencies – that CPFs are capable of making.

Added to that, there is no sign of any intervention that does what the EPP sets out to do – that is, to create and manage a structure and framework of principles that promotes and incentivizes (particularly relevant in poor communities) focused citizen engagement with issues of community safety in partnership with a state policing agency.

The conclusion of this section of the literature review: the EPP is innovative, probably unique and, if effectively developed, can become internationally exemplary.

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- *5-Year Strategic Plan 2010/11 – 2014/15*
- *Annual Performance Plan: Western Cape Department of Community Safety*
- *Constitution of the Republic of South Africa*
- *Western Cape Community Safety Act*

- *Provincial Strategic Objective 5 (Increasing safety)*
- *Provincial Strategic Objective 3 (Increase wellness, safety and tackle social ills)*
- *Link between National Outcomes and Provincial Performance Indicators.*
- *National Development Plan*
- *National Outcome 3 (All people in South Africa feel safe)*
- *One Cape 2040 Vision*
- *Constitution of the Western Cape*
- Civilian Secretariat for Police
- South African Police Service Interim Regulations for Community Safety Police Forums and Boards, 2001