

RESEARCH PROJECT

**BASIC FRAMEWORK FOR AN EFFICIENT
COMMUNITY SAFETY NETWORK**

by

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SECTION 1

RESEARCH METHODOLOGY

1.1 Introduction

The South African Police Service (SAPS) annually releases the crime statistics of 25 categories of crime reported to the police. These 25 categories of crime are described as the serious crimes committed in South Africa in a given year and exclude crimes such as trespassing. The crime statistics released by the SAPS in 2009 indicate that the number of serious crimes reported to the police dropped from 2 717 184 in the 2002/2003 financial year to 2 110 588 in the 2007/2008 financial year. It represents a drop of 22% in respect of serious crimes reported during this period.

Since then, the number of serious crimes that are reported to the SAPS has remained more or less constant with a total of 2 148 238 and 2 121 887 reported in the 2008/2009 and 2009/2010 financial years respectively.¹ Of this, 676 445 or 31,9% in 2009/2010 have been so-called 'contact crimes' which means they are person-directed crimes. Contact crimes include murder (2,5%), attempted murder (2,6%), assault with the intent to inflict grievous bodily harm (30,3%), 'common' assault (29,2%), crimes of a sexual nature (10,1%), robbery with aggravating circumstances (16,8%) and 'common' robbery (8,5%).²

What is, however, of concern is that the number of reported violent crimes remains proportionally high, as well as the steep increase in robbery with aggravating circumstances in particular, which includes the so-called *trio* crimes. Robbery with aggravating circumstances increased by 72% from 66 163 reported cases in 1996/1997 to 113 755 reported cases in 2009/2010. The same tendency can be noted with regard to the *trio* crimes, namely house robbery, carjacking and business robbery. The *trio* crimes are subcategories of robbery with aggravating circumstances, and up to the 2008/2009 financial year these have increased significantly annually, with for example a 22,6% increase in 2008/2009 only. During 2009/2010, the increase in the number of *trio* crimes that have been reported, has levelled off and approximately the same number of *trio* crimes were reported as in 2008/2009 (47 273 in 2008/09 as opposed to 47 222 in 2009/10). This represents a decrease of 6,8% in carjacking but an increase of 1,9% in house robberies and 4,4% in business robberies respectively. Violent crimes and *trio* crimes, in particular, contribute most towards the fear of crime in South Africa and the sense that crime is out of control.³ Besides house robberies most carjacking occur in the driveway to

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1. South African Police Service, Crime Information Analysis Centre, *Annual Report: Crime Situation 2010*. South African Police Service: Pretoria, 2010.
 2. South African Police Service, Crime Information Analysis Centre, *Annual Report: Crime Situation 2010*. South African Police Service: Pretoria, 2010.
 3. Zinn, R.J. 2007. *Incarcerated Perpetrators of House Robbery as a Source of Crime Intelligence*. DLitt et Phil Thesis, Unisa, Pretoria, 2007.

the property or in the neighbourhood near the victim's home.⁴ Other crimes published in the SAPS's statistics for 2009/2010 that have in many instances also occurred in or close to the victim's home or neighbourhood, are burglaries at residential premises (256 577), theft of vehicles (71 776), theft out of or from vehicles (120 862) and theft in general (367 442). These crimes at the victim's home or in the victim's neighbourhood contribute to the public's fear of crime and the impression that crime is out of control.

Contributing to the feeling that crime is out of control is the police's apparent inability to investigate serious crime cases efficiently in order to get a conviction by a court of law. A study by the South African Law Commission in 2000 indicates that the police has only succeeded in 13% of the serious crime cases reported to it to investigate the case to such an extent that the perpetrator had been identified, tracked and a case dossier handed over to the public prosecutor for a ruling on whether prosecution should be instituted. Conviction was only recorded in 7% of these cases.⁵ However, in a submission to Parliament in 2009 the current Commissioner of Police, General Cele, stated that the conviction rate for serious violent crimes was now 19%.⁶ The high crime rate, especially the high incidence of serious violent crimes reported annually in South Africa, as well as the police's limited success with regard to the prevention of such crimes and prosecution in the case of such crimes have led to the development of projects in terms of which communities themselves are beginning to assume the responsibility for protecting their residences and neighbourhoods. These initiatives coincide with crime prevention models the police are promoting, namely Community Policing Forums (CPFs) and sector policing. Sector policing is based on the approach that a police station's ward or area is divided into smaller sectors with one or more police officials being appointed as responsible commanders for the particular sector. Community Policing Forums are forums in which all role-players in a particular policing area, including the police, jointly serve. Matters of joint interest are discussed in these forums to promote co-operation between the police and the residents in a policing area.

The majority of community safety actions to combat crime in suburbs are undertaken under the auspices of one structure in partnership with the CPF and sector commanders.

1.2 Problem statement

Community safety networks are established on an *ad hoc* basis and are thus very diverse in structure and in the crime prevention actions they undertake. Some of these networks are so insufficient that they fail to mobilise the community or to unite it in a joint undertaking. Other community safety networks are more successful, but their success in preventing crime becomes counterproductive as far as the long term

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4. Zinn, R.J. Sentenced Motor Vehicle Hijackers Imprisoned in Gauteng as a Source of Crime Intelligence, MTech dissertation. TSA, Florida, 2003.
 5. South African Law Commission, 2000. *Research paper 18, Conviction rates and other outcomes of crimes reported in eight South African police areas, project 82*. Pretoria: Government Printer.
 6. *Rapport* newspaper, 9 August 2009.

existence of the network is concerned. In many instances the community's interest to remain involved wanes as soon as crime drops in an area. In other instances members of such a community safety network gradually begin to lose their enthusiasm to participate in crime prevention actions, and withdraw from the network. It is ironical that mass active support of many of the community safety networks depends on the occurrence of serious crime incidents. During the research it has been confirmed that many residents become actively involved in the community safety network after a serious crime had occurred, only to fade after a while.

1.3 Objectives

The objectives of this research project are as follows:

- The collection of information on existing community safety networks that are efficient;
- The identification of factors critical to the efficient functioning and continued existence of a community safety network;
- The identification of an organisational framework for an efficient community safety network;
- The identification of the functions an efficient community safety network performs.

1.4 Aim

The aim of the research project is to propose a basic and generic draft community safety network that communities can use as a guideline for the establishment or improvement of a community safety network in a particular area. The draft community safety network must lend itself to being further developed by communities in line with their unique circumstances, needs and capacity.

This research project is but the beginning of what could possibly constitute a longer term project. Initially, only a basic and generic model for a community safety network will be proposed. The longer term research project entails the further development of the basic model by local community safety networks to cater for such a network's unique needs and to be adapted according to that community's unique circumstances. The researchers will in due course collect such information about developed/advanced community safety networks and as part of a follow-up project additional models for community safety networks will be developed.

1.5 Literature review

The researchers have found that very little primary literature is available on community safety networks in South Africa. For this very reason this study relies on information obtained from and submissions by established community safety networks. Furthermore, the literature review focuses on available literature containing information about the principles of crime prevention actions undertaken by communities themselves, as published in publications, the relevant South African laws and the principles of community policing. The submissions are briefly discussed here below.

1.6 Definition of concepts

- A community safety network is a network of persons (members of the public) within a particular community who are assuming responsibility for their own safety and who undertake crime prevention actions;
- Community patrols are patrols undertaken in a particular community by the members of that community themselves, be that in a rural or urban area;
- A farm watch consists of members of the farming community who protect themselves by establishing a communication network and by performing patrol services in a particular area;
- A community policing forum is a forum established in terms of the Interim Regulations for Community Police Forums and Boards (Sections 18-23 of the South African Police Service Act, Act No 68 of 1995);
- An enclosed neighbourhood is a residential area that has been closed off, with access control being implemented on access routes;
- A sector refers to a smaller geographical area within a police station's precinct;
- Sector policing refers to policing that focuses on small, manageable sectors of a police station's precinct;
- Community policing refers to a partnership in terms of which the police and the community formally co-operate to combat crime.

1.7 Research approach

1.7.1 Qualitative approach

A qualitative research approach was mainly followed to obtain information. The qualitative approach took the form of observation and interviews by the researchers in order to discover and record new data. In addition, the researchers compared the similarities or differences as recorded with regard to the various community safety networks in order to analyse and interpret the data.⁷ The researchers focussed mainly on conducting semi-structured interviews according to an interview schedule with experts who are running efficient community safety networks. The expert practitioners (respondents) who manage the community safety networks that were investigated thus served as analytical units.⁸

The benefit of a qualitative approach lies in the fact that semi-structured interviews with respondents exploited the opinions and knowledge the respondents have obtained in practice. It also includes explanations by respondents and the revelation of new information by the respondents, as well as the non-verbal communication the interviewers could observe and record. It offered more information than what the completion of questionnaires or firmly structured interviews would have yielded. This

7. Seaman, C.H.C. 1987. *Principles Practices and Theory for Nursing*. California: Appleton & Lang.

8. Huysamen, G.K. 1995. *Metodologie vir die Sosiale en Gedragwetenskappe*. Second edition. Halfway House: Southern.

research approach thus amounts to an empirical study of data in a natural environment.⁹ The complex interaction between success factors within existing community networks was thus investigated with a view to describing these success factors and to better understand them from a practitioner's point of view.¹⁰

1.7.2 Quantitative approach

During the study the point of saturation of information enabling the formulation of a basic community safety network was indeed reached. The study's aim was deliberately limited to the presentation of a basic research framework which can be further expanded upon by communities to meet their unique needs.

An interview schedule comprising fifty-three (53) questions was used in the interviews with respondents. The schedule consisted of both so-called closed and open questions, thus enabling the measuring of a respondent's biographical information, as well as the respondent's opinions, explanations and the rationale behind decisions. The open questions allowed for the exploration of qualitative data. The same interview schedule was used for all interviews.

Although the interviews and literature review yielded sufficient information the researchers have decided to make use of the offer from AgriSA to send questionnaires to farmers, thereby supplementing the data already collected. AgriSA is a farmers' union with a nationwide membership. Information obtained in this way will be incorporated into the research findings at a later stage.

Although a questionnaire is normally classified under a quantitative approach, this questionnaire sent to members of AgriSA largely relied on so-called open questions. Open questions have the benefit of leaving room for additions and explanations from respondents, which in turn elicit more comprehensive and quality answers.

1.8 Research design

1.8.1 Population

In this study population pertains to the persons managing community safety networks in South Africa. The size of the population is, however, an unknown because there is no register or any other point of registration for community safety networks. This type of network is established and managed on an *ad hoc* basis and the person or persons managing it are appointed by the members. The researchers had to identify community safety networks for inclusion in this study by relying on their own knowledge of existing networks, the snowball process, and by means of emails sent to practitioners and other individuals in the field of community safety, criminology and police science. In terms of the snowball process respondents were

9. Mouton, J. and Marais, H.C. 1992. *Basic concepts in the methodology of the social sciences*. Pretoria: Human Sciences Research Council.

10. Leedy, P.D. and Ormrod, J.E. 2005. *Practical Research: Planning and Design*. Eighth edition. Ohio: Merrill Prentice Hall.

asked during the interviews to identify other efficient community safety networks, which method thus amounts to so-called theoretical sampling.

Taken on *prima facie* value there are sub-populations or strata in the population, which are among others determined by geographic factors, such as urban areas, town areas and rural environments. Other sub-populations have also been observed, one of which is determined by economic standing. Economic standing includes, among others, wealthy and exclusively suburban neighbourhoods, less affluent neighbourhoods, urban areas with a high density population (flat buildings and semi-detached houses); towns and farms, right to the other extreme of the economic scale, namely informal settlements areas and informal housing neighbourhoods. The researchers could not trace community safety networks representing all of these substrata, but managed to conduct interviews with members of community safety networks in suburban areas, in two rural towns, farming communities in the countryside, agricultural smallholdings, in a central business district of a city and in a so-called previously exclusive black neighbourhood. The interviews revealed strong conformity in the generic factors that pertain to the respective community safety networks' activities and critical success factors, regardless of the strata the network falls under. It would thus appear as if this study could be generalised in respect of the broader population but the sample is too small to form a scientific basis to claim it outright. Further research in this regard would thus be expedient.

1.8.2 Sampling

Owing to the geographic distribution of community safety networks throughout South Africa it was practically impossible to visit all the community safety networks the researchers knew about, and to personally interview all of those in charge of such networks. For this reason, the researchers made use of sampling as far as the interviews were concerned.¹¹ The fact that the total population or *universum* of community safety networks or their members is not known, coupled with the practical limitation of not being able to include in the sample all the strata in the population, limited the sample to a non-probability sample. This means that all members of the population did not have an equal opportunity to be included in the sample. Non-probable sampling is, however, a general occurrence in studies of a qualitative nature. In this type of study focused sampling will in all likelihood yield sufficient relevant information.¹²

Both researchers are experts in the fields of policing and community safety networks. The researchers have thus used their knowledge of community safety networks to identify efficient networks and to interview the persons in charge of those units. This

11. Huysamen, G.K. 1995. *Metodologie vir die Sosiale en Gedragwetenskappe*. Tweede uitgawe. Halfway House: Southern.

12. Denscombe, M. 2005. *The good research guide*. Philadelphia: Open University Press, p 15; Creswell, J.W. 2009. *Research design: Qualitative, quantitative and mixed methods approach*. Thousand Oaks: SAGE Publication, p 178.

incorporates a focused or purposeful sample.¹³ In total, the researchers had interviewed 19 experts (respondents).

In assessing the efficiency of a community safety network for inclusion in the sample, the researchers used as far as possible both a quantitative and a qualitative assessment. The assessment was based on comparing statistics (quantitative approach) pertaining to the frequency of serious crime incidents from before the establishment of the community safety network and those from after it had become active in crime prevention actions. Furthermore, respondents had to state what, in their view, was the community's perception about safety, before and after the implementation of crime prevention actions. This aspect forms part of a qualitative approach. Sense of safety is a subjective measurement but is important because it is often used in literature as a measure to describe safety and security. This is borne out by the fact that the community may still experience a sense of being threatened despite the fact that crime statistics indicate a drop in the number of crime incidents reported. According to the researchers' observations, a sense of safety is closely linked to the visibility of police and security officials in the neighbourhood, knowledge among residents that their neighbourhood is regularly patrolled, the existence of a reaction unit based in the neighbourhood capable of acting immediately in case of an emergency situation, the existence of an organised community safety network and communications network, as well as regular flow of information alerting residents to new threats, informing them of crime trends or successes in preventing crime.

1.8.3 Data collection

Data collection was mainly in the form of interviews and a literature study. A large volume of data, yielding a wealth of insight, was obtained during the research.

1.8.3.1 Literature study

A study was undertaken of contemporary literature. The literature resources are mainly primary resources comprising scientific textbooks and journals in the Unisa library, as well as legislation and official police correspondence. Secondary literature resources were only used as supporting literature resources and included written submissions community safety networks had submitted to AfriForum in the past, newspaper articles and documentation in the possession of the management of the respective community safety networks.

1.8.3.2 Interviews as data collection technique

The two researchers conducted the semi-structured interviews with respondents personally and jointly. In most instances the co-ordinator or chairperson of the relevant community safety network requested before the interview took place that other senior management members or founding members also attend, of if it wasn't requested, the chairperson took it upon him/herself to invite these persons to attend the interview. Most of the appointments with co-ordinators therefore evolved

13. Huysamen, G.K. 1995. *Metodologie vir die Sosiale en Gedragwetenskappe*. Tweede uitgawe. Halfway House: Southern.

spontaneously into focus group interviews. This largely contributed to the fact that the information that was obtained is comprehensive and covers the full period the particular community safety network has been in existence.

Both researchers recorded the respondents' responses during the interviews and the two sets of recorded responses were compared when the data was analysed. It also ensured that all the information given by the respondents was indeed recorded. Interviews lasted on average two hours and the length can be attributed to the vast amount of data involved.

During the interviews the principles of no influencing, voluntary participation, guaranteed anonymity should the respondent so desire, and the termination of an interview should the respondent so wish, were strictly adhered to.¹⁴ Prior to the commencement of the interview the researchers informed the respondents of the objectives of the research and entered into a written agreement with the individual respondent or in the case of a focus group with each group. A copy of the agreement was given to the respondent and the original is kept on record by the researchers. The agreement stipulated inter alia the respondent's right to stop the interview at any stage, the respondent's right to anonymity, the respondent's right to have certain information treated as being not for the record, the fact that respondents do not receive any remuneration or privileges as a result of the interview and the request to respondents to only provide reliable information to the researchers.

1.8.3.3 Questionnaires

Although, as indicated here above, the interviews have yielded sufficient data to meet the purpose of the research project, the researchers used the opportunity offered by AgriSA to send out questionnaires to farmers. The same questions used in the interview schedule were converted into a questionnaire which AgriSA issued to all members on its database. This approach to collect data pertaining to community safety networks on an on-going basis is in line with the aim of the study, namely to propose improved networks in due course.

1.9 Data analysis

Data analysis includes the preparation of data for analysis, the implementation of various analyses, and the exploration of data at deeper levels in order to fully understand it, the presentation of the data, as well as the interpretation of the broader significance of the data.¹⁵ The data obtained as part of the literature study and that yielded by the interviews were analysed by studying the data with a view to identifying themes and to correlate them, by integrating data and by identifying

14. Leedy, P.D. and Ormrod, J.E. 2005. *Practical Research: Planning and Design*. Eighth edition. Ohio: Merrill Prentice Hall.

15. Creswell, J.W. 2009. *Research design: Qualitative, quantitative and mixed methods approach*. Thousand Oaks: SAGE Publication, p 183.

correlations and contradictions between facts.¹⁶ The rationale for identified themes and facts was investigated and described.

In addition, the researchers analysed the data from their own experience and knowledge as experts in the field of policing and crime prevention in order to assess and interpret the value and context of the data.

1.10 Validity

The study's construct validity is high because the researchers were led by the data obtained, as well as by their own experience as experts in the field of research. This ensured that the key aspects that give rise to an efficient community safety network were correctly identified. Possible third variables, such as a general levelling off of crime at a national basis, were eliminated as reason for a neighbourhood being safer and such decrease being attributed to the actions taken by the community safety network. In the assessment of reasons for the decrease in crime in a neighbourhood the relation between the decrease and a national levelling off of crime was taken into account.¹⁷

However, the population validity cannot be proven as scientific because a non-probable sample was used. The population validity would only have been scientifically proven had it been possible to obtain a representative sample of the population. It is, however, highly likely that the findings of the research project are indeed generally valid because the majority of community safety networks basically function according to the same methodology, composition and management structure. According to the researchers' knowledge and the data obtained from the research project only a few basic elements determine the efficiency, or not, of a community safety network, regardless of the area or community within which the network was established. The difference rather lies in the 'additional' or 'complimentary' activities some of the community safety networks undertake. Normally, these additional activities are aimed at retaining the interest and involvement of members over a longer period. These activities are therefore based on social activities such as fun days, market days and fun runs. Given the fact that the findings pertaining to the key elements would in all likelihood be valid for all communities and in all areas, the study's ecological validity thus will be high.

The validity of a concept framework for an efficient, yet basic and generic community safety network emanating from this study will be further enhanced by assessment of a network in practice by the communities and the feedback they might provide to refine the framework. AfriForum will facilitate this feedback process on an on-going basis as part of its community action.

16. Leedy, P.D. and Ormrod, J.E. 2005. *Practical Research: Planning and Design*. Eighth edition. Ohio: Merrill Prentice Hall.

17. Huysamen, G.K. 1995. *Metodologie vir die Sosiale en Gedragwetenskappe*. Tweede uitgawe. Halfway House: Southern.

1.11 Reliability

The research project's re-test reliability cannot be scientifically proven because the researchers themselves selected the community safety networks and the persons in charge thereof as sample and did not use a random sample. Other researchers may have selected different respondents. The re-test reliability should, however, be high because the concept community safety network that would emerge as framework from this study will be made available for public use, assessment and feedback. In this way, both the validity and the reliability of the research product will be measured. It should also be possible to confirm its reliability through re-testing.

The reliability of the measuring instruments used in this study, namely an interview schedule for conducting of the interviews and a questionnaire for completion by other respondents is in both instances high. The questions used in both the interview schedule and in the questionnaire were informed by the literature study. The relevance and appropriateness of the questions were furthermore assessed by the researchers, based on their knowledge and experience of the subject. One of the researchers, Rudolph Zinn, is a professor at Unisa and is well versed in the compilation and wording of questions and the correct compilation of an interview schedule or questionnaire. This knowledge about research and research methodology contributed to both the validity and the reliability of the study. Throughout the interviews the researchers were conscious of the need to assess the respondents' answers in order to identify and clarify with the respondent any possible misunderstanding that might arise.

The reliability of the proposed framework for a community safety network, which is the aim of the research project, should be high, because in the main data was obtained from primary literature sources and from experts in field and from practical experience. Furthermore, the data was analysed and interpreted in a systematic manner.

The researchers' experience as former police officials and experts contributed to the reliability of the findings and the proposed community safety network because they had an understanding for the appropriateness and context of the data within the underlying milieu of crime prevention, which could be interpreted and implemented in a proposed community safety network.

SECTION 2

THE BEGINNINGS OF COMMUNITY SAFETY NETWORKS

2.1 Community policing

Community policing forums (CPF's) are forums in which all role-players in a particular policing area, including the police, jointly serve. At these forums matters of joint interest are discussed to promote co-operation between the police and residents in a policing area.

Community policing is not a foreign approach to policing and is implemented globally with recorded successes in countries such as Australia, England and Wales. Friedman¹⁸ describes community policing as '*... a policy and a strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, improved police services and police legitimacy, through a proactive reliance on community resources that seeks to change crime causing conditions*'.

According to the literature the researchers had studied, basically the same problems with regard to the implementation of community policing are being experienced all over the world. A report issued by the 'Home Office' in England for example confirms that the basic stereotyped views about crime prevention and who should be responsible for it lead to misunderstanding: '*The term crime prevention is often narrowly interpreted and this reinforces the view that it is solely the responsibility of the police. On the other hand, the term community safety is open to wider interpretation and could encourage greater participation from all sections of the community.*' This notion is prevailing both within the police service and the community, while both groupings should assume responsibility for the successful implementation of crime prevention actions and CPF's. From their research and the literature studied, it is clear to the researchers that the police and the community should regard one another as important partners and should realise that the partners should respect and trust one another. Partnerships require commitment and sacrifice from all the partners involved.¹⁹

All the community safety networks that form the subject of this study were, however, initiated independently from the SAPS, as they came about as the spontaneous reaction of a number of concerned residents in a neighbourhood or an area. Therefore, these networks have not emanated from the SAPS's community policing forums. It was only after some time after the establishment of the network and after having become properly organised that some of the community safety networks made attempts to participate in the local community policing forum.

In only a few of the cases did the community safety network feel at home in the community policing forum, with the rest of the community safety networks in this study having withdrawn from their local community policing forum, or functioning independently from the local community policing forum. The researchers regard this distance between most of the community safety networks and the local community policing forums as an obstacle for an appropriate, co-ordinated, multiple partnership approach to crime prevention. The reasons some of the respondents offered for their non-participation in the forums were that, in the respondents' view, the local community policing forums were not functioning properly, meetings were being

18. Friedman (1992:150).

19. Van Dijk, J. and De Waard, J. 1991. A Two-dimensional Typology of Crime Prevention Projects. *Criminal Justice Abstracts*, September, pp 483-503; Hughes, G. Circa 1998. *Understanding crime prevention: Social risk and late modernity*. Buckingham: Open University Press (Crime and Justice Series), p 3; Burger, J. 2007. *Strategic Perspectives on Crime and Policing in South Africa*. Pretoria: Van Schaik, p 32; Zinn, R.J. 2008. *Incarcerated Perpetrators of House Robbery as a Source of Crime Intelligence*. DLitt et Phil thesis, Unisa, Pretoria, pp 6-7.

cancelled regularly because of a lack of interest, a fairly limited contribution from the police themselves towards crime prevention initiatives; animosity or prejudice between the two parties (police and community) and the fact that the community policing forums were being perceived as a mere 'talk shops' between 'us and them'. Some of the respondents made the point that the local police clearly disapproves of the community's 'meddling in police matters'.

It is, however, important that both parties (the police and community safety networks) will have to find a middle course and co-operate in order to provide for a more holistic, efficient and sustainable crime prevention model.²⁰

2.2 Respondents' biographic information

The respondents consisted of eighteen males and one female, all of whom hold leadership positions in the community safety networks they are involved in.

2.3 Names of the community safety networks

In the majority of cases that form part of this study the names of the community safety networks are linked to a geographic area, thus giving the community safety network a distinct identity in terms of its locality. The geographically linked name probably contributes to residents of an area associating with a particular community safety network. In addition, a geographic name contributes towards a neutral image of the community safety network. The neutral image and geographic link create opportunity for local businesses to associate with the community safety network and to support it by advertising in the community safety network's newsletter and on its website.

2.4 Role of the respondents in the community safety network

The roles the respondents fulfil in the network include that of chairperson or deputy chairperson; founding member; operational manager which in some instances is known as the co-ordinator; head of patrols; community policing chair (CPF chair); chairperson or deputy chairperson of the South African Police Service (SAPS) cluster; the sector's chairperson (a classification used by the police for sector policing); chairperson of the business watch; chief executive officer (Section 21 Company)²¹; chairperson of AgriSA's security committee; and the chairperson of the Transvaal Agricultural Union's (TAU's) Northern Regional Security Committee.

2.5 Term involved

The respective respondents' term that they have been involved in the community safety network varies from between two to twelve years, the average term being six years.

20. Burger, J. 2007. *Strategic Perspectives on Crime and Policing in South Africa*. Pretoria: Van Schaik, p 112.

21. Section 21 of the Companies Act, Act 61 of 1973.

2.6 Community safety network and partnerships

Most of the community safety networks were established as a result of the actions taken by individuals to protect their neighbourhood. From there, as the network's actions expanded it developed into a formal safety network. Eventually, the need arose to enter into partnerships with other institutions or organisations. These partnerships include partnerships with the local community policing forum (CPF), the local police station, medical emergency units in the area (for example an ambulance service and the fire brigade), the community itself, security companies, the metro police, the police sector committee, police stations in neighbouring areas, local churches, schools, businesses, towing services, neighbouring community safety networks, organised agriculture's bodies (TAU and AgriSA), business watch and municipal service providers.

It is noteworthy that the first partnerships to be entered into are with the area's emergency services that can assist the community safety network in emergency situations and that can also, to a lesser extent, assist with crime prevention. It transpired from the interviews that most of the community safety networks are of the opinion that as far as the implementation of crime prevention actions is concerned they can act fairly autonomously in most instances but, in the case of a crime incident they rely on the assistance of emergency units.

It also seems to be a trend that as the community safety network's activities expand, it begins to include other areas of service delivery such as 'municipal services' and it then enters into partnerships in this regard. Numerous respondents have indicated that it is important for a successful community safety network to provide additional services that are more focused on social actions and municipal services.

2.7 Community safety networks' term of existence

The term the respective community safety networks forming the subject of this study has been in existence varies from between three to twelve years, with the average term being seven years. However, it needs to be mentioned that initially some of these networks had existed as an informal structure before a formal structure was established. In certain instances the community safety network emanated from an existing residents' association. The *Lonehill Residents Association* (LRA)²², which has been in existence since 1984, is such an example. In 2000 a separate community safety network was established to promote crime prevention in the neighbourhood.

2.8 Respondents' perception of the community safety network's area within which it operates

In general, the respondents regarded the neighbourhood in which they live and which is served by the community safety network as a high crime area prior to the establishment of the community safety network. Since then, crime in the area has dropped significantly and the respondents now consider their area as an area with a

22. Lonehill is a neighbourhood in the northern suburbs of Johannesburg/Sandton.

low crime incidence. Moreover, all the respondents could quote statistics to prove that not only has crime dropped considerably in the community safety network's area, but in most instances it was significantly lower in comparison to that in neighbouring areas where there is no community safety network.

All the respondents indicated that prior to the establishment of the community safety network the crime incidence in their area was not only very high, it was even on the increase. One of the farm watch respondents remarked that in 2007 their area was known as 'South Africa's Baghdad' because of the high incidence of serious violent crimes in the area. According to this respondent, the situation was reversed since the establishment of a farm watch and presently, crime was very low in the area. At the moment, the most prevalent crime in the area is copper cable theft and not serious violent crimes as in the past. One of the respondents described his area prior to the existence of the community safety network in 2006 in similar terms and as a battlefield with between 80 to 130 crime incidents per month. In 2010, thanks to the community safety network's presence in the area the same neighbourhood is now described as an 'open, friendly and safe community' with a totally different vibe than before. At present, mainly non-serious crimes occur in the particular area with an average of 35 incidents occurring per month. According to the respondents, only isolated cases of violent crime now occur in the area.

Numerous respondents indicated during the interviews that the changed security situation in their neighbourhoods has led to a demand for properties in those areas and consequently, property values have risen considerably.

2.9 Purpose of the community's involvement in community safety

According to most of the respondents the purpose of community involvement is to create a safe environment through a community safety network, and to create awareness for the crime problem and finding solutions thereto. An element of education is thus also implied. According to the respondents, the community has to take ownership of their neighbourhood for a safe environment to be realised and to enhance the quality of life for the residents. As a consequence, communities are not only safer but residents are also able to make use of the public open spaces such as parks and hiking trails in the neighbourhood. In the opinion of most of the respondents this improved utilisation of facilities, improved safety and a greater involvement with one another as a result of the community safety network all lead to a sense of togetherness and neighbourliness between people, which is good for morale. The respondents also maintain that residents' involvement in matters of communal interest contributes towards the community assuming more responsibility for its environment in its entirety and the community will, for example, also unite to object to unsuitable property development in the neighbourhood. Furthermore, because of this co-operation the community begins to undertake social projects such as the running of a community centre, clubs or the hosting of fun activities.

In those cases where the police and metro police fail in the task of law enforcement, the community safety network steps in to ensure that law enforcement is carried out. This is achieved by being on the look-out for any offences or suspicious persons and to inform the police or metro police of such. The respondents view crime prevention

actions as being the main purpose of the community's involvement, and crime prevention centres around proactive actions, observations and in the event of a crime having occurred to control and manage the situation until the law enforcement officials arrive on the scene. One of the respondents claimed that because of the police's and metro police's inability the community safety network has, in his opinion, taken over up to 50% of the police's responsibilities, including the enforcement of municipal by-laws. In general, the respondents also regard the community's involvement as a vehicle to promote co-operation between the police and the community.

The aim of co-operation with the police in general is to complement the police and to support the police in the execution of its task. One of the respondents remarked that crime prevention cannot be the sole responsibility of the State. A few respondents indicated that the abolition of the commando system left a vacuum leaving the farming community, in particular, exposed to criminal elements. According to the respondents, it has thus become essential for the community to assume the responsibility for its safety itself, and where possible to integrate with the police's sector policing.

2.10 The actions of a community safety network

The main action undertaken by all the community safety networks in the interest of crime prevention is to undertake visible policing actions in neighbourhoods. The visible policing actions consist mostly of car patrols, but in some instances also include foot and bicycle patrols.

Other policing actions include special actions in which a great many residents all patrol the neighbourhood at once (saturation principle), support for the local police's crime prevention operations, the prevention of copper cable theft on farms, the prevention of game poaching, and so-called 'sweep' actions in terms of which a bushy area for example will be combed for possible criminals taking shelter there. An example of the saturation principle comes in the form of an action one of the researchers had experienced in person in Pierre van Ryneveld Park²³. In this example 40 patrol cars were deployed in a joint crime prevention operation between the police, the community safety network and private security companies with air support in the form of a helicopter made available by a private security company. The area was patrolled intensively with the police and metro police manning road blocks on all the access routes into the neighbourhood. These types of actions are good examples of how a well organised and efficient community safety network can operate in collaboration with various other partners.

The community safety network *Mahube crime prevention* in Mamelodi East is unique in that it is exclusively run by serving and former members of the SAPS, the South African National Defence Force (SANDF) and Correctional Services. This community safety network largely relies on the support of the local police.

23. Pierre van Ryneveld Park is a neighbourhood in the southeastern suburbs of Pretoria/Centurion.

Other actions most of the community safety networks undertake are to act as a reaction unit in the case of crime incidents having occurred, to perform fire-fighting duties on farms in the area and in some cases to act as a medical reaction unit, and to establish a means of communication with the community through its own information network. Most of the community safety networks collect crime information on an on-going basis, which includes crime statistics for the area and which are analysed in an attempt to determine emerging crime tendencies in the area. Crime prevention initiatives are thus developed in order to address crime tendencies. Intelligence-led patrols are normally undertaken in response to those tendencies that have been identified, including heightened patrolling at those times crimes seem to be prevalent at a given place.

Some of the more advanced community safety networks operate joint operation centres (JOCs) in the neighbourhood. The joint control centre has emergency telephone lines which are operated by residents. Trained operators (also residents) coordinate crime prevention operations from the control room. In addition, staff continuously monitors two-way radio communication conversations, recordings on CCTV monitors²⁴ as well as the alarm system linked to scanners that scan the registration plates of vehicles entering the neighbourhood. In this way, vehicles that have previously been observed in the neighbourhood in suspicious circumstances can be identified. Some of the community safety networks also offer trauma counselling to victims of a crime incident.

Most of the community safety networks endeavour to collaborate with their neighbouring community safety network to jointly combat crime in their area and to prevent a transfer of crime between neighbourhoods from taking place. In the majority of community safety networks the respondents indicated that they are not inclined to make arrests themselves but rather focus on being the 'eyes and ears' of the police. However, the community safety networks that appear to be the most successful ones are those that have learnt from experience that arrests form an integral part of successful crime prevention actions. In these cases the community safety network has either begun to establish closer co-operation with the SAPS ensuring that the police arrest the suspects the community safety network had found, or the community safety network encourages its own members to join the SAPS reservists, thus ensuring that the community safety network has either direct or indirect powers of arrest during crime prevention actions.

According to its management the *Lonehill Residents Association* encourages the implementation of municipal bylaws in the neighbourhood by preventing the illegal distribution of pamphlets on street and illegal street traders are requested to leave the area, otherwise their presence will be reported to the metro police.

2.11 The beginnings of a community safety network

The community safety networks included in this study have all developed spontaneously in communities with a high crime incidence and in areas where a sense of safety no longer existed. In the majority of cases one individual in the

24. Closed Circuit Television Monitoring.

community took the initiative to get others who shared the same concerns to form an informal network. Consequently, the community safety network born out of this initiative only consisted of a few individuals at the outset, in most cases a group of friends, who jointly decided to improve safety in their neighbourhood.

The community safety network's management structure and the range of crime prevention actions it undertook developed as the network's needs changed and new actions were initiated. According to most of the respondents they initially experienced resistance from the broader community and this attitude only began to change upon learning of the community safety network's crime prevention successes. Most respondents were, however, of the opinion that the development of a community safety network consisting of volunteers reaches a stage where a more advanced (and professional) model is required for the community safety network's continued existence.

The *Lonehill Residents Association* probably serves as a best practice model for the transformation of an ordinary community safety network to a professional business model. In this case, fear for crime motivated the community to organise a massed meeting at which members of a governing body were elected and it was decided that each household would make a contribution of R1 500.00 towards initial capital cost (start-up money). The funds were deposited in a trust fund. The existing ratepayers association at the time then proceeded to establish an independent Section 21 Company²⁵ responsible for safety in the neighbourhood.

The *Lonehill Residents Association's* business model is based on the principle that the residents' association had initially decided to request and motivate all the residents to terminate their contracts for an alarm monitoring and response service with individual security companies. The residents were thus encouraged to transfer their alarm and other security service contracts to the Section 21 Company. These contracts gave the Section 21 Company a financial powerbase from which it could negotiate collectively and on behalf of the residents with the security companies, to determine terms and conditions and to call for tenders. One security company was then appointed by the Section 21 Company to provide all the security services in the area, including the provision of the existing alarm back-up service for alarms already installed in residences. In exchange for this established, guaranteed large collective of contracts the security company offers a monthly rebate to the community safety network's management for the number of households whose alarm service they are responsible for. The cost of this alarm service is determined at current market rates and residents thus pay the same standard rate others in the same area pay for such a service. The difference being that the residents' Section 21 Company can exercise control over the security company's and ensure that they render a quality service to the residents.

In one of the farming communities individual farmers have been appointed at a massed meeting organised to discuss crime in the area to each establish a farm watch. These farm watches each provides a support circle to a group of farmers and their families and each one functions independently. The managements of the

25. Section 21 of the Companies Act, Act 61 of 1973.

individual farm watches do however liaise among themselves to ensure that the safety interests of the area at large are served. The farm watch management structure is incorporated into the TAU's farmers' unions and in this way farm watches can also participate in the TAU's national meetings regarding safety and security. The existing farmers union (the TAU in this case) provides an immediate established structure thus eliminating all the problems associated with first having to develop a structure. At present, the existing farmers' unions have reasonable access to the police and the national police department which is of benefit to the farmers.

According to one of the respondents who is a founding member of several community safety networks, he had advertised in local newspapers and on radio stations inviting the public to attend massed meetings at which their concerns about crime would be discussed. At these meetings it was then decided to appoint a committee to establish and operate a community safety network in the area. This approach of a massed meeting at which a steering committee was appointed is the typical course the establishment of community safety networks that were the subject of this study followed.

As far as the establishment of the *Mahube crime prevention* community safety network in Mamelodi East is concerned, there too a mass meeting was called but instead of appointing a steering committee, only four persons were elected to undertake specific duties, namely two co-ordinators and two operational commanders.

In most of the cases the committee or designated persons acted with a sense of urgency, drafted a constitution and came up with creative ways of launching the community safety network's crime prevention actions.

One of the respondents also indicated that it is of great benefit when a prominent person (such as the local clergymen) who resides in a neighbourhood joins or supports the community safety network, as it acts as an incentive for the rest to also become actively involved.

The majority of founding members stated during the interviews that they took the initiative to establish a community safety network without being deterred by all the planning involved in putting the necessary structures etcetera in place. One respondent explained the approach rather succinctly by saying 'just do it – otherwise the initiative will never materialise'.

2.12 Critical factors determining the success of a community safety network's crime prevention actions

The leadership ability of the person in charge of a community safety network was highlighted by all respondents as the single most important critical success factor. According to the respondents some of the leadership qualities such a person should possess include among others patience, tolerance, and drive. Moreover, he/she must be an accessible person who is strongly committed and is someone with integrity. Other leadership qualities will be discussed in detail in the section of this report dealing specifically with management style.

According to the respondents there are a host of secondary factors which are as important in determining the success of a community safety network. These include among others the community's unconditional willingness to give their co-operation. It is furthermore important that emergency and security service providers in the area co-operate with the community safety network. In this regard, it is important to mention that in urban areas the partnerships with private security service providers are very important for the sustainability of the community safety network. In most cases in urban areas the security companies fulfil a security support function in the area insofar as they monitor alarms, offer a response service and patrol the area. In rural and agricultural areas services provided by private security companies are, according to the respondents, not always that successful. In the absence of the big nationally and internationally recognised security service providers in the smaller towns these rural communities are reliant upon small private security companies in their immediate vicinity. The service these smaller service providers provide is, according to the respondents, rather erratic and some of the respondents doubt the capacity of some of these providers to render a professional service on an on-going basis.

For the vast majority of respondents the community's involvement and visible patrols by residents are very important factors too and for this reason motivation of the community plays an important role as far as these respondents are concerned. According to one of the leaders recognition is very important and there should be recognition and acknowledgment for every person's contribution no matter how insignificant it may appear to be.

Another respondent made it clear that it is important for a community safety network to steer clear of politics and to rather focus on good neighbourliness. Another respondent concurred, pointing out that a community safety network and its management must be a-political and must avoid all forms of politics. His explanation was that "because of crime people become involved, petty politicking merely causes trouble."

A critical factor for the success of a community safety network is its relationship with the community and the feedback given to the community. According to one of the co-ordinators the integrity of the network's leaders is of critical importance in fostering trust.

According to the leaders of the Lonehill Residents Association it is vitally important that the community safety network controls and monitors the services of the security service provider, which also contributes towards the network's success. For this very reason, the Lonehill Residents Association has a fully equipped control room on its premises.

It is evident from these answers that ethical management, reliable security services, control over the quality of services rendered to the community and residents' involvement are considered by most respondents as critical factors in the success of a community safety network.

2.13 Transformation to a structured community safety network

Initially, the majority of the community safety networks had no formal or structured hierarchy of management levels. It was only after the number of members increased that the need arose for better management and control, which in turn led to the creation of a structured community safety network. The structured network took on the form of a hierarchy and in most instances the appointment of an overall 'board of directors'. Moreover, in most instances the structured approach also led to the establishment of a Section 21 Company.

As was previously pointed out the residents in one of the rural areas decided after the initial massed meeting to rather use the existing agricultural union's structures and representatives as it was expedient to get the community safety network organised and functional without further time delays.

2.14 Obstacles to overcome in establishing a community safety network

Most of the respondents indicated that the challenge of mobilising the residents was the biggest and most common initial obstacle. They attributed the residents' reluctance to become involved despite a high crime incidence in their area to apathy. One of the respondents verbalised the community's apathy and lack of interest as follows: "Something needs to happen first before anyone becomes involved". The attitude of "I am paying my taxes and therefore it is the police's responsibility" also prevailed. Another respondent illustrated the point by using the figure of speech that the community must first 'hear the lion roars' before they would commit themselves. In this case the lion's roaring refers to the stage at which people become aware of crime in their immediate vicinity.

A further and on-going problem all the networks experience is to retain the continued involvement of the residents. The only two community safety networks that are managed according to a business model, namely the *Lonehill Residents Association* and the *Sandton Central Management District* do not experience the same level of difficulty in retaining the involvement of their respective communities. The researchers deduced that the explanation for this trend lies in the fact that a business model does not place such a burden on residents having to perform the crime prevention actions, including patrolling right through the night, themselves.

The initial launch and establishment of community safety networks were not accepted without reserve, nor were they immediately supported by the community. Most of the founding members indicated that they initially had encountered much resistance and criticism from the community. According to one of the respondents who is a founding member, she took it upon herself to mobilise the community by paying door to door visits to residents in the neighbourhood. She was shocked by the ill-treatment and snubs she had received in the process. What she had experienced was that members of the community did not trust her bona fides. However, she persevered and her perseverance, together with the community safety network's successes in its crime prevention actions, eventually convinced a significant portion of an initially unwilling community to participate. The majority of respondents had similar experiences.

Another obstacle commonly encountered was that prior to the establishment of a proper management hierarchy reciprocal relationships between members of a community safety network were far from ideal. According to respondents, the lack of a management hierarchy resulted in members negating one another's decisions and it was difficult to build relationships with other partners because there was no consensus as to with whom partnerships should be sought.

Some of the respondents regarded a lack of training of members as an obstacle. Such a lack pertained to a lack of knowledge as far as radio speak, the relevant legislation, crime prevention strategy and self-defence during patrols or operations are concerned.

2.15 Main purpose of a community safety network

The vast majority of respondents indicated that their main purpose was to restore a sense of security among the residents in the area. According to these respondents a sense of security means that the area should be free at least of serious crimes. These respondents are also of the opinion that the community safety network must raise awareness among residents that for the fact that they should assume the responsibility for their own safety even though they may experience a sense of security. One of the respondents described the purpose by stating that it is "to enhance our quality of life and to claim our neighbourhood back from criminals".

For most of the respondents the best way of achieving this goal was to launch and maintain visible patrols in the neighbourhood. The respondent from the *Mahube crime prevention* community safety network said that that network not only conducts patrols in the area, but they also put up road blocks because the majority of the network members are police members and as such they are authorised to do so. Most of the respondents demonstrate an attitude of 'if we don't do it, the [local] police will not do it for us in any event either.

One of the respondents, who belongs to a community safety network in a farming district, said that apart from looking after the community's own safety the purpose of their community safety network is to provide mutual support in other respects too. This includes medical emergencies, fighting fires on neighbouring farms and assistance in the case of farm occupations by illegal trespassers. He also explained that because of the vast distances the police has to cover in reaching farms it takes them longer to reach a crime scene on a farm and for this reason the community safety network acts as a reaction unit, and protects and conserves the scene until the police arrives. According to this respondent the mutual support has bonded the farming community into a closely knit unity and the support circles have become friendship circles too.

Throughout the study it was very apparent to the researchers that even though crime prevention, and only that, might have been the community safety network's original purpose, its activities in their totality made a significant contribution towards the creation of a closely knit community resulting in more positive attitudes. It is as if

members of the community have found renewed hope for the future as far as combating crime was concerned.

2.16 Key lessons learnt in the development of a community safety network

2.16.1 Key lessons learnt with regard to the structure of the community safety network

The general approach of all the respondents was that a proper structure for the community safety network needed to be established and a management elected. Most of the community safety networks hold regular elections to elect a management committee or members of the board. However, the replacement of committee members through elections has in some cases led to a deterioration in the network's functions performed and support lent to the community. The single most important factor ensuring the success of a community security network appears to be the drive and leadership of the person who is overall in charge.

The respondents all agree that initially a community safety network is not reliant upon the existence of a management structure and that the management structure can develop gradually in response to the needs of the expanding community safety network.

One of the respondents has emphasised that it is vitally important to first become fully acquainted with the community safety actions as well as the particular nature of the community before a structure is created, because it is important to create a structure appropriate for that community. According to the majority of respondents it is also important to ensure that any managerial development, including the creation of structures and the appointment of designated persons, is characterised by integrity and that appointments are not made with any ulterior motives. One of the respondents is of the opinion that it is important to rather create a flat structure (without a hierarchy) thereby ensuring that all players are on a par and no empires develop which can lead to management members ordering others around, thus causing dissension. What is, however, clear from the research is that the management must be such that it will attract volunteers and therefore it amounts to a participative management structure.

Three respondents, representing rural community safety networks, were of the opinion that a smaller town should be divided into smaller areas and each area (sector) should manage its safety matters on a day to day basis. They, however, maintain that there should nevertheless be an overall managerial structure for the town that co-ordinate the various sectors' crime prevention actions, and ensure the sustainability of the smaller managerial structures. According to the respondents, such devolved managerial responsibility ensures efficient crime prevention while collaboration between the various sectors ensures that crime is not merely transferred to a neighbouring sector.

It is clear from the interviews that the base upon which the structure is founded must be functional and must serve the various interests of the community safety structure. It furthermore requires dedicated managerial members who all share a well-defined

vision. The respondents from the one community safety network which has already been converted into a successful business model, namely the *Lonehill Residents Association*, point out that members 'must get value for money', and it is management's responsibility to ensure that it does indeed happen.

2.16.2 Key lessons with regard to infrastructure

In all instances, the infrastructure developed as the community safety network expanded and more funds became available for the development/expansion of infrastructure. The respondents from the *Lonehill Residents Association* indicated that experience has taught that new services or infrastructure for new services should not be developed and established on a permanent basis before these have not been adequately tried and tested. Furthermore, the *Lonehill Residents Association* undertakes research before any expansions are initiated and they themselves develop tailor-made new technological resources for their community safety network's various actions/services. In their experience it is cheaper and more efficient than expanding infrastructure by using untried technology that only partially meets their needs. They furthermore finance the development costs, trial phase and procurement of new technology that is being required, and only then is it handed over to the designated security service provider mandated to manage the infrastructure on behalf of the management committee.

The representatives of one of the urban community safety networks focused their infrastructure development on the establishment and development of a joint operation centre (JOC). This centre is situated close to one of the access points into the neighbourhood and is located and designed in such a way as to be prominent as a security control centre. It thus serves as a signal to criminals that such a facility is operational in the community. Apart from normal office equipment the centre is also equipped with emergency telephone lines, computers, two-way radios, area maps on the walls, closed circuit television monitors (CCTV) linked to closed circuit cameras in the neighbourhood, as well as computers controlling the scanners installed at entrances to the neighbourhood that scan and monitor the registration numbers of vehicles entering the neighbourhood. The control centre is manned 24 hours per day by volunteers. The control centre was established thanks to donations from members and businesses in the neighbourhood.

What has emerged from the interviews is that all the community safety networks, with the exception of the two following a business model, are experiencing a shortage of funds to fully develop the infrastructure they require. As a result, these community safety networks are not routinely in a position to procure resources, thereby becoming more sophisticated in their service delivery.

Some of the community safety networks have initially made use of a commercial security company's infrastructure or that of existing businesses, but such an arrangement proved not to be sustainable in any of the cases. What all of the community safety networks did at the outset though, was to create the infrastructure for a radio network and this, according to all the respondents, remains the most important infrastructure for the functioning of a community safety network. As soon as their finances allowed it, the vast majority of community safety networks invested

in relay stations to broaden their radio network and to boost communications. The rest of the infrastructure then followed.

It is, however, clear that a lack of infrastructure is not an insurmountable problem for the establishment of a community safety network. It only becomes a problem when the expansion and sustainability of the community safety network are at stake.

General lessons learnt from the respondents' experience appear to be the following: all new infrastructure such as radio relay stations should have a trial period before it is procured, proper research should be undertaken beforehand about products, and preferably the services of recognised service providers should be used. In this way, unnecessary cost incurred for inefficient equipment can be avoided.

2.16.3 Key lessons with regard to communication

As far as communication is concerned, all the respondents concur that a radio network facilitating communication during patrols, operations or as an 'emergency' channel is of vital importance. The vast majority of respondents indicated that their community safety network makes use of so-called radio speak and call signals based on the international radio operators' alphabet, for example, Bravo 2, to prevent confusion. Confusion can arise when persons use personal names as their call signal as people with the same name can then easily be confused with one another.

From the interviews it was apparent that the radio speak should preferably be very informal because a strict military style would put those more ignorant persons off from using the radio. Furthermore, a very strict military style inhibits children from using the radio when for instance they notice something suspicious. It has also clearly emerged that good control must be exercised over radio conversations and such control must be maintained. If the radio channel is abused for small talk, the radio becomes a nuisance and people then tend to switch it off, or they begin to ignore radio messages. Eventually, it undermines the efficiency and purpose of the communication system. In order to prevent unnecessary conversations, it is common practice to only allow essential conversations related to the community safety network's actions, or to create a separate channel which can be used for conversations of a more social nature. The idea is that members should remain tuned to the main channel which maintains radio silence. Should a conversation be heard, then members would know that it is worth monitoring it. Usually, a second channel is reserved all day long or for parts of the night for use by patrolling officials.

In a few cases the community safety network makes radio announcements at a fixed time every day conveying information that is of importance to the community. The announcements are made by a designated person and include information about crime, or the interruption in electricity supply, for example. In the case of an emergency, a designated person assumes command and control through the radio channel, and co-ordinates the actions taken by the reaction unit. This prevents chaos and confusion.

As far as communication in general is concerned, the interviews clearly indicated that the essence of the community safety network's success is among others linked to management's ability to communicate with members of the community on a very personal and continuous basis. This includes one to two massed meetings per year, the issuing of newsletters and other messages sent to residents via email. The most important element of communication though, is to address the residents in such a way that they feel as if they belong to the community safety network, inspiring them to become part of the 'solution'. It is also clear from the interviews that both the communication and the communicator must be credible.

The various means of communications, of which the two-way radio network, cell phone communication, SMS messages and general meetings are the most important, each succeeds in its own right. A more detailed discussion of the relative importance of each of these follows later in the report.

One of the respondents in a rural area has over time established a relationship with the local newspapers and community radio station which has created the opportunity for him to furnish them with crime information or to publish or announce through them information that is of interest and importance to residents.

Where patrols are at the heart of community safety networks' crime prevention, communication is the main artery which ensures the functioning of the other functions. One of the respondents emphasised that communication was the spine of a community safety network's continued success.

2.16.4 Key lessons with regard to management and management style

In the majority of cases the community safety network was initially managed by the individual or individuals who had launched the first crime prevention actions. It usually followed after an individual, in the wake of a number of serious crime incidents, felt compelled to do 'something' to improve the security situation in a neighbourhood. During the interviews with some of the founding members there was no indication that these individuals possessed special managerial skills at the time of establishing the network. What was clear though, is the fact that the founding members' initial passion and commitment sufficiently inspired others to mobilise.

It is also apparent that the managerial style best suited is one of inclusivity, aimed at motivation, mutual respect, and inspiration. It is one that follows a democratic approach. Ironically, in most cases and despite the democratic approach, the founding members remained the elected leaders, and in most instances these persons were only replaced after a term of a few years when they indicated that they were not available for re-election. There is a strong indication that the founding members have earned the respect and support of others through their commitment and dedication and that is why they were re-elected more than once as proven leaders. These leaders must, however, be capable of enduring criticism and in particular negative reactions towards the bona fide actions taken by the community safety network in the neighbourhood.

A very definite democratic, 'open' and friendly management style, which tends to somehow rather function in the absence of a rigid management hierarchy, prevailed

in all of the community safety networks whose members were interviewed. The only times in which some of the leaders will assume a more autocratic and militarist approach would be when they assume control of a large scale action as part of a specific crime prevention operation, or as an orchestrated reaction to a crime incident.

The researchers had in the past, but outside the parameters of this study, dealt with a few, mostly smaller, 'neighbourhood watches' that adhered to a very strong, militarist or autocratic management style. It is the researchers' contention that a militarist or autocratic management style is usually followed when the person who has initiated the network or who has taken control of it, comes from a military background. In the researchers' experience such a management style is only effective for a relative period, but as the community safety network develops, it leads to opposition and the consequent dissatisfaction and dissention. In most of the cases that have come to the researchers' knowledge an autocratic management style has, in the long run, either sabotaged the co-operation from residents or it led to a split in the community safety network between the 'moderates' and the 'militarists'. The only persons in the researchers' experience prepared to accept or endure a militarist management style in the long run are persons coming from a military background themselves, or those who are prepared to accept a subservient or subordinate role.

A military management style also appears to contribute to harsh 'military style' conduct in the community safety network's choice and execution of crime prevention actions. Such harsh actions tend to alienate elements of the community rather than fostering a sense of unity and community. In the researchers' experience it is also clear that the conduct of persons who are pursuing own interests in a community safety network's management cause offence, and others are thus discouraged from joining the community safety network. Commenting on the attitude of leaders, a respondent said that 'actions speak louder than words'.

The study clearly shows that the type of management style is the single biggest factor that clearly correlates with a community safety network's success and sustainability. The successful community safety networks included in this study all have leaders who firmly believe in democratic management, aimed at uniting, motivating and inspiring volunteers in order to create and share a joint vision. Moreover, it is noticeable that the other members value the leaders' integrity as being beyond reproach. It was also clearly evident from replies from the respondents that it is an important responsibility of leaders to look after the interests of the individual within the community and not to ignore the individual in pursuance of the interests of the group at large. Based on observations from the researchers, it would appear as if the leaders are all charismatic individuals in one way or the other, without the charisma becoming self-righteous. Among all their qualities these leaders' credibility and dedication can be singled out. One respondent commented that persons who have been crime victims themselves are more inclined as leaders to want to spare others the same experience.

Another respondent summarised the approach to successful management as follows: 'Get out there and do the work; accept criticism and don't play for the limelight. Be determined but get people on board if you want to be successful'.

A few respondents also highlighted another important managerial role a community safety network has to fulfil, and that is to educate the community by raising awareness about risks, create awareness about finding solutions to risks and educating people on how to protect themselves and on the type of behaviour that makes them targets for criminals. It also emerged from the interviews that there is a huge need for reliable information about crime and crime prevention which needs to be communicated to the public. It is unfortunately true that the absence of reliable information gives rise to myths and these have the potential to derail the community safety network's crime prevention actions.

One of the community safety networks has delegated the function of discipline (i.e. dealing with members who break rules) to the deputy chairperson, thereby sparing the chairperson from being forced to change his management style to a rather more formal and autocratic style as a result of having to take disciplinary measures against members. Discipline and disciplinary measures have, however, emerged as key factors in ensuring that the community safety network's actions are within the confines of the law and are acceptable to the community. Another important factor for the leadership is to be able to co-operate as a team and it would appear as if a successful management team is one which exists as a result of co-operation rather than it being a collective of individuals who each wants to stamp his/ her will on the others.

What was also noticeable was that in a few instances where a community safety network has been in existence for a relatively long period some of the members of the community stood for election for the wrong reasons. This mainly pertains to such cases where the community safety network's successes have given it a high social profile which made it attractive for 'outsiders' wanting to lead such a network for egotistical reasons. In the respondents' experience leaders are then elected who are not dedicated to the actions and management style that had made the network successful in the first instance. As a consequence, this community safety network's success dropped under the new management and it only improved again when such leaders were voted out in a next election. Some of the respondents who have personally experienced this firmly support the notion of 'succession planning' in terms of which future leaders must first gain experience through their involvement in the network's activities and must prove their abilities before being eligible for key positions.

In the case of the *Lonehill Residents Association* which has adopted a business model professional persons are appointed to manage the network and are remunerated for their services. It is, however, a condition of their employment that the professionals should reside in the neighbourhood, or if not, to relocate to the neighbourhood should he/she accept the position. This ensures that they do not become distanced from the community. The appointed professional managers of the *Lonehill Residents Association* follow the same management style, namely a democratic, open, people- orientated style described here above. The researchers

have observed during the interview with three senior managers of the *Lonehill Residents Association*, as well as at a public meeting attended by approximately 200 residents of the neighbourhood that the management of the community safety network is highly professional, enjoys great favour, and is dynamic and highly successful. This example of successful management by appointed professional managers, as well as observations during the research indicates that community safety networks must guard against burdening founding members for too long with the management of the network or to persist with the appointment of volunteers as managers.

This opinion is based on interviews and the observation by the researchers that most of the successful community safety networks experienced a serious setback after a few years because the founding members/management have become worn out and had to either withdraw or drastically scale down their service. This causes a managerial crisis and in certain instances has led to a complete cessation of the community safety network's activities. In other instances it has led to the election of a new management but the newly elected management was ill equipped for the task and the community safety network suffered as a result. As far as managerial skills are concerned there is thus a very definite need for succession planning and for planning to transform to a business model to ensure the long term sustainability of the community safety network.

However, it became patently clear during the interviews that the founding members and or management members that are volunteers and who were interviewed, are strongly opposed to the notion of transforming to a business model. The explanation for such resistance centred mostly around the fact that, in their view, a business approach would negatively impact on the community safety network's culture and orientation. From the researchers' observations during this part of the interviews it would appear as if those respondents opposed to the adoption of a business model are concerned that should the network convert to a business model, they as residents would lose control over it. Furthermore, they are concerned that remunerated security officials will not have the same commitment as residents themselves have.

These respondents have, however, all indicated that they are looking for an alternative model because they are aware of the fact that the community safety network probably is not sustainable in its current format. The case of the *Lonehill Residents Association* which has made the successful transition to a community orientated business model some years ago (2000), serves as an example of how such a professional community safety network can be even more successful and efficient than what an 'ordinary' community safety network can be. The basis for such success seems to be that residents in the neighbourhood should determine clear criteria or draft a constitution for the community safety network prior to the establishment of a business model. Such criteria define the responsibilities, tasks and expectations a business orientated community safety network should fulfil. These guidelines should form the basis for the professional community safety network and must be the criteria against which the managers and service providers are measured.

2.16.5 Key lessons with regard to the finances of community safety networks

In the opinion of the vast majority of respondents financing are not important for the establishment or functioning of a community safety network. These respondents had used their own funds or available resources to finance the actions of the community safety network. In essence this means that patrolling members use their own vehicles, cell phones, radios and identity decals.

In the case of the *Mahube crime prevention* community safety network, the founding members were at that stage all police officials who obtained official permission from the SAPS to use state assets for the actions of their community safety network. In practice, this means that police officials who are entitled to keep a police vehicle at their homes after hours and who are members of the community safety network report on duty to the local police station for the purposes of doing patrols in their own neighbourhood with the police vehicle. The police officials belonging to the network are mainly stationed at other police stations but they patrol their own neighbourhood after hours.

Even when the community safety network expands its actions it predominantly remains a volunteer movement financed by the members themselves. In most cases this is achieved by establishing a non-profit Section 21 Company. A few community security networks included in this study managed to obtain sponsors on an ad hoc basis which include local businesses, a security company that sponsors radio equipment as well as sponsors contributing a minimal amount towards the fuel costs of those residents using their own vehicles for patrolling purposes. One of the community safety networks successfully negotiated with Makro to donate a percentage of the expenditure that the local residents make at Makro to the community safety network. This is similar to the scheme that Makro runs as an incentive for local schools to motivate the parents of the school pupils to buy from Makro. Another of the community safety networks subsidises pensioners from such a fund to enable them to patrol the neighbourhood during daytime when the other residents are still at work. In a few cases security companies and local business make a relatively small financial contribution towards the maintenance of the community safety network's infrastructure on a month to month basis. A few respondents viewed finances as a constraint, while the other respondents regard finances as a luxury rather than a constraint.

The majority of respondents, however, concur that a lack of funds is a constraint as far as expansion, modernisation, and the procurement of high-tech and other resources are concerned. All of this can make a significant contribution towards making the neighbourhood a safer place for its residents. The respondents, furthermore, agreed that the establishment and operation of a basic community safety network do not necessarily require capital and every member can carry his own costs. What has happened was that the community safety networks tailored their actions and services to their financial capacity. For example, members of Mahube Crime Prevention use ordinary whistles at R20.00 apiece issued to households, thus enabling residents to warn one another or to summons help in case of an emergency. Preferably everyone should use the same type of whistle so that the sound would be similar and easily recognizable as a warning signal

throughout the neighbourhood. In neighbourhoods where the residents can afford it, two-way radios are mainly used for this purpose.

In other instances the residents established a fund from which radios and equipment are purchased, and included a radio for the local police stations, thus establishing a direct communication link between the residents and the SAPS. One of the community safety networks subsidises pensioners from a community fund which enable them to patrol the neighbourhood by car during the day while the other residents still are at work.

Another community safety launched a marketing campaign supported by one of the chain stores in the neighbourhood. As part of this campaign, residents can deposit their till slips into a special container in the store and store management then transfers a certain percentage of the total purchases to the community safety network to be used in their community safety actions. Some of the community safety networks undertake fundraising projects from time to time.

In the case of the *Lonehill Residents Association* the community safety network is being financed by means of a successful and innovative business model. This business model has been discussed in the sections dealing with the establishment of the community safety networks.

The monthly rebate the *Lonehill Residents Association* community safety network's management receives from the security company is used to pay the salaries of the professional managers appointed for the community safety network by the residents' association, to finance the operational costs of an office, the establishment and operation of a well-equipped control room (JOC) in the neighbourhood, CCTV cameras and other advanced resources such as GPS mapping of both foot and vehicle patrols through the neighbourhood by security guards. It also covers the wages paid to guards patrolling the neighbourhood on foot and in vehicles, the services of a fulltime security expert who monitors all scenes and incidents on behalf of the residents, visits crime scenes and provides expert advice to residents. The rebate also enabled the community safety network to donate vehicles to the local police station.

This business model is so efficiently managed that it allows for the provision of additional services to the community, such as the upgrading of roads and parks. So successful is it in this undertaking that the community safety network effectively acts as a local 'municipality'. The creation of a safe, well-maintained neighbourhood has, according to the respondents, directly led to a drastic decline in crime and property in the neighbourhood has become sought-after. This situation also enables the community safety network to prescribe standards to the sole security service provider and the contract with the service provider makes provision for penalties should the provider fail to fulfil in a month period certain previously agreed upon requirements.

Eventually, residents' trust in the community safety network increased and nowadays some of the residents voluntarily pay an extra levy towards the upgrading and maintenance of open spaces in the neighbourhood. The community safety network

also uses its available funds for research to determine which security equipment would be the most appropriate before any such equipment is procured. This appears to be a highly successful and sustainable model for a community safety network in a neighbourhood. Local estate agents market properties based on the successes of the community safety network as the 'Lonehill experience' of a safe and thriving village. Such marketing results in a huge demand for property in Lonehill despite the fact that the neighbourhood is in close proximity of an informal settlement.

A proven successful business model for a community safety network in a business district can be deduced from the Sandton Central Management District (<http://www.sandtoncentral.co.za/>) which is managing the Sandton central business district as a City Improvement District (CID) in terms of the Gauteng City Improvement District Act No 12 of 1997. The Sandton Central Management District functions on the basis that business owners have initially established a forum to mobilise local business owners to advocate the endorsement of a CID. After the written endorsement of a majority of 51% of local business owners had been obtained, an official CID was established in terms of the Act.

The CID is financed on the basis that the Act obliges all local businesses in a particular area, irrespective of whether they had voted for the establishment of a CID to pay directly to the CID a monthly levy. After its establishment, the CID appointed a professional management company to manage the CID's interests and functions on its behalf. The finances are thus used as a management fee but also for the protection, cleaning and marketing of the district.

The managing company's board is thus structured that the majority of members are local business owners together with at least one representative from the local authority. In this way, it is ensured that the business owners' interests get precedence but at the same time the local authority has the opportunity to make input and can be held accountable at meetings. The management company enters into service delivery agreements with the local authority and service providers and the management company is thus subject to firm criteria as far as measuring is concerned.

This is a highly successful model and it has made a meaningful impact on the district. It also serves as an efficient link between the local authority and residents. The managing company facilitates complaints about municipal services, by liaising directly with the authorities on behalf of the residents, following up on all complaints. In this way a good reciprocal relationship is forged which in most instances is to the benefit of all parties in the area. The model's success has led to it being replicated in other areas in Johannesburg as well as in towns in the countryside. In other parts of the province CIDs are implemented in terms of local legislation and regulations.

The majority of community safety network respondents strongly supported a model that will ensure that the community safety network has a stable and reliable monthly income and that will enable the network to move away from being dependent on contributions from sponsors. Expansion of most of the community safety networks is hamstrung by financial uncertainty. In the long run a business model would become a necessity for most of the community safety networks to be sustainable.

2.17 Number of residents involved in the community safety network

The number of residents living in the areas served by the community safety networks could not be established with accuracy as the areas served by the community safety networks vary greatly and do not necessarily correspond with official boundaries. It was thus not possible to use population census data to determine the number of residents in a certain area. Respondents were thus requested to provide an estimate of the population. These estimates of the respective subpopulations vary from a few hundred to almost 40 000 households in the particular area served by the community safety network. Most of the community safety networks included in this study, however, consist of a few hundred members, all starting with only a few individuals. Most of the community safety networks grew slowly over the course of a few years. The number of persons prepared to do patrol service also varies from a few individuals to approximately 300 members in the case of a city suburb. However, a far bigger number of residents than those prepared to patrol the area register on the websites and subscribe to the newsletters of community safety networks. In general, a relatively large percentage of residents link up with the two-way radio network.

It is estimated that only a portion of an area's resident participate in the activities of the community safety network. For example, the *Lonehill Residents Association's* management members estimate that approximately 55% of the residents in the area actively support the community safety network. Furthermore, the *Lonehill Residents Association* regards 65% support as the maximum percentage of residents that would support the community safety network at a given time.

On the other hand, the *Sandton Central Management District* community safety network's support among local businesses is estimated at 80%, which the respondent representing this network attributes to the obligatory financial support for the network. The respective respondents representing the *Sandton Central Management District* and the *Lonehill Residents Association* are also of the opinion that the relative strong support for their networks can also be attributed to their successes.

In reality, the support and participation of residents of an area served by a particular community safety network largely depend on the network's leadership which plays a significant role in motivating the community to join as volunteers. What has also clearly emerged is the fact that, in the wake of a series of serious crimes in the area, residents feel themselves compelled to join a community safety network, only to become inactive during the course of time. This instability, which has a direct impact on the financial security and availability of persons to do patrol duty, is a threat to the sustainability of most of the community safety networks. During the course of the study it became clear that this is one of the additional reasons why, ideally, the community safety network should in time transform to a more permanent model.

SECTION 3

SUSTAINABILITY, CONTROL AND MANAGEMENT OF A COMMUNITY SAFETY NETWORK

3.1 Delegations in the management structure

Most of the community safety networks initially started with only one managerial level in place, but as the network developed, more levels were introduced. On average, the managerial levels in the community safety networks included in this study comprised an overall governing body, which in the majority of cases is a Section 21 Company, a board of directors, an executive (for day-to-day management), a patrols manager, a financial manager and managers in charge of social actions and administration.

In some of the more advanced community safety networks the managerial levels also provide for marketing, sales, communications, environmental management, a control room manager, youth actions, information technology, managers in charge of day patrols, day or night shift co-ordinators, co-ordinators for contingency planning and the implementation of large scale operations, security (other than patrols), an 'estate manager', project managers, the leaders of the neighbourhood watches falling within a particular community safety network, sector leaders in those cases where farming communities are divided into different sectors, as well as community policing leaders and chairpersons.

This delegation of the various managerial responsibilities in the first instance is aimed at spreading the managerial responsibility, thus taking pressure off individuals. Secondly, it enhances the community safety network's efficiency. The delegation of managerial responsibilities and roles has the advantage of optimising the available managerial skills within the managerial component, but diversification and a bigger number of individuals involved pose its own managerial demands, namely the necessity for co-operation, co-ordination, liaison between members and teamwork. It is also important that the respective managers must be able to accept the other's bona fides.

The researchers have also deduced that the absolute necessity of avoiding a managerial component that is too big and clumsy is one of the key elements for a successful managerial structure for a community safety network.

3.2 Respondents' expectations with regard to an ideal community safety network

The ideal community safety network the respondents envisage emerged as being more or less the same type of network than that which already exists, but one that offers more certainty with regard to monthly income and involvement from residents. The most pertinent factor as far as future expectations for the community safety network are concerned, is the expectation that the network will develop into a sustainable model as far as both resident involvement and financial support are concerned.

Community participation in crime prevention actions was generally described as being an integral part of the ideal community safety network. This means that members of the community must remain involved and must continue to be the 'eyes and ears' of the SAPS. The only point of contention recorded during the interviews pertains to who should be responsible for patrolling. Founding members, in particular, believe patrols should in the main be undertaken by residents. In these respondents' views security guards can perform supplementary patrols. The founding members were sceptical about the efficiency, dedication and especially the reliability of private security patrol guards. Numerous examples were cited of private security personnel not rendering a proper patrol service, guards who tend to park their vehicles rather than actively patrolling all the time, security guards being caught sleeping in the patrol vehicle while on night patrol and guards who were caught out for dishonesty.

What was, however, clear to the researchers was that the actual reluctance concerning private security companies and their patrolling staff has to do with the degree of control the community safety network would be able to exercise as far as the private service provider's quality of service is concerned. In this respect, some of the community safety networks are more efficient than others. Those that are more successful keep record of crime intelligence by logging the crime incidents occurring per shift. In this way, they can determine a pattern if more crime incidents seem to occur when certain security officials are on duty. This data is then used to manage the service provider's services. In addition, some of the community safety networks insist that only patrol guards who have been approved by the community safety network may do continuous duty in the area. In some instances, the community safety network has succeeded in reaching an agreement with a security company to deploy a dedicated vehicle and staff in the community safety network's area per a certain number of residents subscribing to the company's alarm system. In one instance one dedicated vehicle is supplied for every 200 residents signing up with the service provider. As far as an ideal community safety network is concerned, it would appear as if the *Lonehill Residents Association's* network provides the best practice model.

Apart from running an advanced control room the business model of the *Lonehill Residents Association* provides for electronic monitoring from the control room of the movements of security guards per street block in the neighbourhood and of the general patrol vehicles 24 hours per day. This monitoring has improved control over the service from the security company to such an extent that the necessity for patrols by residents became superfluous and their patrols could thus be stopped.

Other aspects pertaining to an ideal community safety network that emerged from the interviews are the following:

- Members must be able to undertake specialised crime prevention actions;
- Improved equipment and infrastructure for the community safety network;
- SAPS involvement in the community safety network and its support for the network's crime prevention actions;

- Proper co-ordination and collaboration between the various local community safety networks and law enforcement agencies;
- More efficient enforcement of municipal regulations by municipal police or metro police. In the absence of support from the metro police or the municipality, the community safety system pressurises the latter through continuous liaison with the authorities to ensure that such services are indeed provided;
- Each community safety network should be able to develop at its own pace and according to its own local needs;
- Better liaison at a national level between community safety networks in order to learn from one another;
- The availability of credible information on crime and crime prevention;
- One community safety network's representatives mentioned that they wish to see members of a community safety network being able to give assistance during disasters;
- That the community safety network's reaction unit will be trained to provide medical assistance and trauma counselling at the scene of an incident;
- That air support provided by a helicopter will be available in the case of incidents. The Pierre van Ryneveld Park community safety network does have such support which is provided by a big security company whose head office is in Centurion. In addition, the security company and the community safety network undertake monthly crime prevention operations, which include road blocks manned by SAPS reservists from the neighbourhood, aerial observations and large scale vehicle patrols;
- That the community security network will be legally entitled to use a light or an illuminated sign on the roof of the patrol vehicle for proper identification purposes as a crime prevention patrol vehicle;
- A good relationship with the local SAPS;
- The use of CCTV cameras and scanners to automatically scan the registration numbers of vehicles and to compare them with those appearing on a list of suspicious vehicles.

After all the interviews, the ideal situation for the vast majority of respondents appears to be that the community safety network should be run according to a business model, but with the community retaining control and in which the residents remain involved.

Furthermore, the respondents have indicated that in an ideal set-up for a community safety network neighbouring communities would also establish a community safety network. Such a set-up will deter criminals in the area at large and will ensure better reaction when an incident takes place in the area. In this way, escape routes can be closed off after an incident in an attempt to catch perpetrators fleeing from the scene. It will also ensure more and better co-ordinated crime prevention actions.

3.3 Critical factors determining the success of a community safety network

The respondents indicated the following factors critical for the success of a community safety network:

- Strong and good leadership;
- The formulation of a clear strategy, vision and constitution, with the residents sharing in the values thus defined;
- A motivated and participative community;
- That the community safety network's actions be undertaken within the scope of enabling legislation;
- A positive approach from the community safety network that encourages people. One of the respondents described it as a 'winning image';
- Regular communication with residents by means of massed meetings, newsletters, e-mail and SMS messages, etcetera;
- Contingency planning thus ensuring that properly co-ordinated actions can be undertaken in the event of incidents in the neighbourhood;
- To render a 'complete' service to the community. It includes all municipal services as well as security services;
- To undertake effective crime threat analyses in order to identify trends in good time and to adapt preventative measures accordingly;
- Training of members, including information sessions presented by lawyers to explain the legal framework within which the network operates and proper conduct required by law from members.

Visible crime prevention actions have been continuously highlighted by the vast majority of respondents as being of the utmost importance for a successful community safety network. Furthermore, from all that has been indicated by the respondents it can be assumed that proper planning and communication are key aspects in the successful running of a community safety network. The critical success factors are clearly directed at simple values, principles and actions, all of which are within reach of any community.

3.4 Important qualities of a successful leader in a community safety network

The respondents have described the most important qualities of a successful leader or manager in a community safety network as follows:

- Integrity of the highest order;
- Dedication to the area and its people;
- Someone who leads by example;
- Ability to motivate others;
- An innovative thinker;
- A strategic thinker;
- Someone who has the ability to put the interests of the residents above all others;
- Possessing powers of persuasion;
- Ability to stand his/her ground and to avoid being overpowered by people or responsibility;
- Good people skills;
- Patience;
- Exercising strong leadership;

- Is able to enforce management principles such as insisting on accountability from fellow managers;
- Without prejudice;
- Emotionally maturity;
- Enthusiasm in the exercise of managerial duties;
- Ability to endure criticism.

These descriptions generally tie in with the description of a true community leader coming from the community for the community, one who is prepared to take the initiative to improve the community's circumstances. Such ability is not necessarily linked to qualifications or other selection criteria that have to be met. Clearly, it does not matter if all of these qualities are not embodied in one person, as long as the leader can surround him/her with others who collectively will embody all of these qualities. However, what is really required to start a community safety network is, first and foremost, the willingness to do something to improve the fate of the community. All the other qualities can either be acquired or added by other persons.

3.5 The relative importance of communication systems

With the exception of the *Mahube crime prevention* network, the two-way radio network is the most important communication system. Two-way radios are used as communication tool during patrols, as an emergency channel to be used by residents to summons help, to co-ordinate the response from reaction teams following an incident or during large-scale operations, or for people to monitor events in the area, and in a few instances it is used to make daily announcements about matters that affect the community.

The type of system used, ranges from those frequencies which do not require a licence to licensed channels for which members pay annual licensing fees. The main requirement though is to provide a radio network that enables all in the neighbourhood to communicate with one another. In most instances it required the erection of radio relay stations which make broader coverage possible. In the case of multiple community safety networks in an area, a communication network is normally established that provides for joint channels to be used during joint operations.

According to the respondents the second most important communication system is the sending of SMS messages via cell phone networks. SMS messages are used to convey information about suspects and suspicious vehicles to place residents on the alert. This is therefore aimed at mass mail and is also used for notification of massed meetings. This is the most important communication means for the *Mahube crime prevention* community safety network in Mamelodi East that does not have a two-way radio system. Most of the respondents have indicated that SMS messages are not as immediate as two-way radio communication, nor can it reach the community at large in the manner two-way radio communication does. In the experience of some of the respondents, cell phone users tend to ignore SMS messages or only read them at a later stage, which means that news about an emergency might be received too late. Telephone calls, including cell phone calls are used for one - on - one conversation about matters of a more confidential nature.

The third communication method in use is that of email messaging. This form is mainly used for a newsletter. Email communication has the advantage that most people have access to email facilities and relatively high volumes of information can be communicated at a relative low cost.

Other forms of communication include the erection of notice boards at the entrances to the neighbourhood, newsletters that are being distributed, announcements via the local media or on the website, monthly meetings to facilitate discussion and debate, as well as smaller meetings involving only the residents of a street or a smaller area. In two cases announcements are also placed in the local churches' newsletters.

Some of the community safety networks also make use a website as a method of disseminating information. The *Lonehill Residents Association*, in particular, uses its website in a very efficient way to convey information and to market the successes achieved. (Please see <http://www.lonehill.info/home.html>). The *Sandton Central Management District's* managerial company in charge with safety and other services in the Sandton business district has positioned itself such that it has become a vital link with the City of Johannesburg's management. Its communication efforts include regular liaison with business owners and a website with relevant information for users (<http://www.sandtoncentral.co.za/>). The community safety networks in Pierre van Ryneveld Park and the *Lonehill Residents Association* make use of their operational control centre to co-ordinate the collection and dissemination of crime information in particular.

The essence of the communication appears to be not to swamp residents with unnecessary information but to communicate brief and essential information in an efficient manner.

3.6 The importance of CCTV monitoring in combatting crime in a neighbourhood

Only a few community safety networks use closed circuit television cameras (CCTV) as part of their crime prevention measures. The majority of network representatives have, however, indicated that they would indeed like to use CCTV cameras, but the cost associated with the purchase and operation of the cameras is prohibitive. It emerged during the interviews that CCTV cameras are considered as a luxury and not as a necessity that is indispensable to crime prevention.

Those community safety networks that do use CCTV cameras use them to monitor access routes and at key points such as shopping centres. In the opinion of the researchers the key aspect that impacts on the efficiency of a CCTV camera system pertains to the ability of the person monitoring the cameras to spot suspicious behaviour and to interpret it in context. This is a substantial shortcoming as the images need to be monitored 24 hours a day in the hope of identifying suspicious persons or conduct.

At present, a security company in Johannesburg is busy testing new computer software which allows for the computerised monitoring of footage from CCTV

cameras. According to the designers of the software, the system is capable of identifying suspect behaviour and can alert the operator/person on duty with an alarm signal that such behaviour had been registered. An example of such computerised interpretation would be if the computer picks up that a vehicle is parked by one person, but two or more persons return to the vehicle at a later stage. The computer software interprets this as possible suspect behaviour. The success of this system will only be proven over a longer period of usage.

Some of the respondents have indicated many shortcomings of CCTV systems they had tried. These problems are among others associated with certain types of lighting in which the cameras become ineffective, problems with the focus, interruptions in the radio signal between the camera and the control room, and the durability of the products. The *Lonehill Residents Association* has already tested various products and has reached the conclusion that very few systems passed the test of time. One of the respondents who is a farmer has pointed out that CCTV cameras at joint entrances to farms will not help preventing theft committed on the farms by employees. It has also transpired that the implementation of CCTV requires thorough research and the community safety network should compile its own specifications before any product is procured. Part of such research should include a trial run during which the CCTV camera can be tested in a real situation. The majority of respondents concurred that despite all the research they had undertaken, the products were not as efficient as they had anticipated.

One of the respondents, however, pointed out that CCTV cameras do have a secondary value namely that of monitoring of streets or parts of a neighbourhood to spot potholes or traffic lights that are out of order. CCTV cameras also prove valuable when an incident occurs and the staff in the operations room are enabled to monitor the scene, even up to the coordination of follow up actions.

3.7 General use of technology

In general, respondents realise the value of technology in combating crime and they do make use of one or the other form of technology in their own efforts. It includes ordinary computers, crime intelligence software packages, the creation of a database with information on suspects and suspect vehicles, scanners at access routes to the neighbourhood to automatically scan all registration numbers of vehicles entering the area, which information is then compared with the database of suspicious persons and vehicles, night vision equipment for use during patrols or when suspects on the run are tracked, and an intercom system at an unmanned boom on a farm road.

Another technological device community safety networks would like to use, finances permitting, is GPS tracking to monitor patrol vehicles and the movements of guards on an on-going basis. Such a system is already successfully used by the Lonehill Residents Association. With such a system in place the community safety network will be able to place more trust in the services of security companies, knowing that they can be monitored.

One of the respondents who has been involved in the establishment of a number of community safety networks in the Northern Province makes the point that, ideally,

one should ultimately be able to replace all guards with technology, because the main problem with guards lies in the inevitable human element of unreliability and in that respect technology is ideal.

The majority of respondents agreed that an integrated database with information on suspects and suspicious vehicles that is accessible to all the community safety networks in an area would be the ideal. At the moment, there are a few closed databases, compiled and updated by the community safety network itself, but there is a need for an exchange of information by means of an integrated system. In this way, the information about suspects moving around from area to area will be known to all, also when the suspect is noticed in a new area. One respondent has also expressed the need to be able to access the SAPS's computerised system to determine the ownership of a suspicious vehicle. When a suspicious vehicle is noticed knowledge pertaining to the ownership of a vehicle is of great benefit in establishing if the registration number is not false, who the real owner is and if the vehicle belongs to someone from outside the area. Some of the community safety networks managed to obtain this capacity via residents who are SAPS reservists. Several legal aspects are however also applicable here, such as the right to privacy. This may limit the way in which many of these ideals can be executed in practise.

One respondent is in the process of investigating the implementation of a wireless network in the neighbourhood. Through such a network all the residents' security systems, CCTV cameras and number plate scanners can be linked to an integrated system which can be monitored from the local community safety network's control room.

3.8 Who should ideally be responsible for security services in the area?

The vast majority of respondents were adamant that patrols undertaken by the residents themselves are of the utmost importance for crime prevention in the community safety network's area. One respondent mentioned during the interview that even if a private security guard continuously patrols the neighbourhood there is no guarantee that the guard would be attentive or would at all notice or pay attention to the presence of suspicious persons in the neighbourhood, or react to it.

The real issue at stake pertains to the extent to which a reliable patrol service can be rendered on a continuous basis and that, in the absence of a proper system to control and manage a private security service, the majority of community safety networks regard the service rendered by residents as more reliable. This trust in the community is based on the assumption that residents will have an intrinsic motivation to render an efficient crime prevention service in their own neighbourhood.

Opinion from the various respondents was divided as far as the use of patrols by private security officials as an additional resource (i.e. in addition to the patrols by the residents themselves) for crime prevention in the community's safety network's area was concerned. It again transpired that only those community safety networks that had found a way in which to manage and control the movements of the private security guards, were less sceptical about the efficiency of such a service.

Garscom²⁶, one such community safety network, negotiated the designation of two fulltime patrol vehicles for the neighbourhood. The performance of these vehicles is then monitored by means of monitoring the conversations via the radio network and by the residents themselves who are undertaking patrols. The community security network's patrol co-ordinator will, during the course of a shift, make contact with both patrol vehicles in order to monitor their movements.

The Garscom community safety network has a further control mechanism built into their agreement with the security company stipulating that only certain designated guards who had been subject to prior approval may man the vehicles in the Garscom area. Other measures that could be used to ensure the quality and reliability of the service from private service providers include so-called selection and integrity measurements such as polygraph or voice stress testing, which to some extent would give an indication of the integrity of the security officials. Another way of determining integrity is to establish whether these officials are guilty of dishonesty at a crime scene (i.e. stealing from an existing crime scene). One of the respondents held the view that the only value a private security company can add relates to visible policing because private security officials have virtually no authority as far as reactive policing (search and arrest) is concerned. This remark, as well as other observations made during the interviews, was an indication to the researchers that the majority of respondents were not fully familiar with the public's legal powers and authority, including civil arrests and the legal powers the public has to undertake certain crime prevention actions.

As far as the actual importance of a guard service and foot patrols in neighbourhood street blocks as an additional resource was concerned, only the *Lonehill Residents Association* was of the opinion that such a service could be of value. The other community safety networks do not make use of such a service, or had had a bad experience in this regard. One of the community safety networks serving a farming community does use a guard service on an ad hoc basis to guard orchards.

The respondents were also divided in their opinion on the importance of patrols by the local police for crime prevention in the community safety network's area. It ranged from one community safety network which has a number of members who are SAPS reservists and which has experienced successful joint crime prevention operations with the SAPS, to two community safety networks whose members were of the opinion that the police was so inactive in their areas that the SAPS makes no impact on crime in those areas. As far as the SAPS's efficiency in preventing crime is concerned, the researchers have come to the conclusion that it is often the role played by network members who are reservists and who have 'assumed the role of the police' in certain community safety networks which leads to the perception that the SAPS is an important resource. From the researchers' perspective it certainly appears as if such confidence in the SAPS's ability is rather a confidence in the reservists' ability to access official police information systems about stolen vehicles, for example, or in their capacity to fulfil a more official role when it comes to matters such as searching and the more extensive powers of arrest they have which can be exercised during crime prevention operations. In their replies to a separate question

26. Garscom is a community safety network in Garsfontein extensions 10 & 11, in Pretoria East.

about the community network's actual reliance on the SAPS's contribution towards effective crime prevention in the neighbourhood most of the respondents considered it to be of little value. Furthermore, the majority of respondents were of the opinion that they would be as efficient in their crime prevention in the total absence of the SAPS as had been the case now.

Some of the respondents are also under the impression that the local police are negative about the principles of community policing and in some instances the police, in their opinion, did not want to co-operate with the community safety network out of spite. This may be a subjective view but it has become clear that the staff members of some police stations do not involve themselves with the initiatives of the local community safety network at all and even ignore appeals for co-operation or to attend meetings. It has also emerged that most of the respondents is highly frustrated by the lack of action taken by the police in the case of illegal squatters or trespassing on properties. The general perception is that it takes the SAPS very long to arrive at a crime scene and that police patrols in neighbourhoods are very erratic. One of the respondents from a town in the countryside indicated that members of the community safety network are afraid of the local police because it has already happened that more than one of the network's members had been unlawfully arrested by the police. It is also being alleged that the local police have released suspects arrested for serious crimes by members of the community safety network within hours after the arrest without opening a docket.

This situation gives rise to grave concern because on the one hand it is indicative of an ineffective police service, while on the other hand it is indicative of mutual distrust between the police and the broader community.

In a few cases the community safety networks' respondents indicated that they do indeed have a very good relationship with the local SAPS, and in most cases this can be ascribed to the local SAPS station commander who had a positive attitude and encouraged co-operation between the community and the police. The majority of community safety networks indicated that co-operation with the local metro police or municipal traffic officials was very poor indeed and that their attitude was also rather negative. According to these community safety networks the local metro police or traffic police do not enforce the municipal bylaws which leaves a gap as far as integrated crime prevention is concerned.

Despite their current negative view of the SAPS's ability to combat crime, the majority of respondents are of the opinion that the SAPS can play an important role in preventing crime and they acknowledge that their distrust is based on negative experiences they had had with local police officials as far as conduct and behaviour are concerned. Some of the key functions they SAPS can fulfil have been highlighted as serving as a link between various areas and the community safety networks, as reaction unit in the event of a crime incident having been reported and to investigate and bringing case that had occurred in the community to book.

3.9 The importance of having an enclosed neighbourhood

The majority of community safety networks included in this study do not operate in areas that have been enclosed or have access control and they don't make provision for such. It is only in the case of one community safety network operating in a farming community where a simple boom is used on a farm road giving access to a few farms to close the road after hours. This community safety network's respondents indicated that the closing off of access roads to farms would have been ideal but that because of practical considerations this option was generally not feasible.

Three community safety network chairpersons represented neighbourhoods consisting out of both open areas and enclosed areas with access control. In their experience the same number of serious crime incidents occurred in equal measure in the areas, whether open or gated, which they represent. One of the respondents said that he believed that it was only in the case of theft from vehicles that the incidence was relatively lower in enclosed areas. He couldn't offer an explanation for the lower incidence of theft from vehicles but pointed out that the only truly effective crime prevention happens when the residents participate in the community safety network's actions and that enclosed areas could be counteractive insofar as residents become careless as far as security at home is concerned.

One respondent pointed out that she regarded the physical enclosure of an area as counterproductive and that the community safety network she chaired advocated a 'friendly and open community'. The majority of respondents indicated that the cost of erecting maintaining and manning of an effective, area-wide fence, together with access points, was prohibitive as far as the community safety network was concerned. One respondent made the point that many residents would like to have a fence but that most of them are not prepared to make a substantial contribution towards its erection and maintenance. In general, most of the respondents are sceptical about fencing and access control as some of the respondents believe the guards at the access points do not have the necessary authority to exercise actual access control, while other respondents believed that residents would then wrongly believe that the fence guarantees safety. This false sense of security may, according to some of the respondents, lead to less involvement in a community safety network's truly successful actions, namely patrols.

Through own experience as well as through observation during the research project the researchers can confirm that not one crime prevention measure on its own, including the fencing of a neighbourhood, has had the desired effect on crime prevention. It normally requires a combination of measures to sufficiently secure an area for crime to drop in the area.

3.10 The importance of a reaction unit

With the exception of one respondent, the respondents were all of the opinion that a reaction unit is vital for the efficiency of a community safety network in order to be responsive should a crime incident be reported. The majority of respondents believe such a unit is important indeed particularly since the SAPS is generally slow to react to a crime incident. In the absence of the SAPS the respondents see the value of a

reaction unit as being a group of residents capable of quick response and who can give assistance to the victims, who can protect and preserve the crime scene and who are able to deploy a number of persons to try to cut-off escape routes for the perpetrators that fled from the scene.

Some of the community safety network's members are mobilised to make arrests themselves, while others are happy to only act as the police's eyes and ears' even when reacting to a crime incident. Prerequisites for those who would want to undertake arrests themselves are thorough training in self-defence, appropriate protective gear and profound knowledge of the law, as well as proper contingency planning. One respondent has indicated that knowledge about the existence of such a reaction unit contributes towards the 'fear factor' and criminals would then tend to avoid the area as target for their crimes. Another respondent pointed out that the existence of a reaction unit is comforting for the residents and that it contributes to a sense of safety in a neighbourhood.

The respondent who is of the opinion that the existence of a reaction unit is not important for a community safety network believes that such service should rather be provided by private security officials.

3.11 A community safety network's most important crime prevention task

The respondents all concurred that visible patrols are the biggest deterrent for criminals in a neighbourhood. They also all agree that patrol vehicles should be prominently identifiable as patrol vehicles otherwise there is no visible recognition serving as the deterrent. In this regard, most of the community safety networks use rotating or flashing green lights mounted on the roof of the vehicle to serve as indicator that it is indeed a patrol vehicle. However, this is a highly controversial method since the use of a flashing green light is technically against the law and several members of community safety networks have already been prosecuted for the use of this type of light.

Respondents agree that this legal restriction is out-dated given the current circumstances and needs of communities and that the relevant legislation should be amended. It would appear from the researchers' personal observations as if this has become an issue which should be addressed by the Ministry of Police in the interest of the efficiency of community safety networks and the vital contribution they make towards crime prevention.

Another very important approach in a community safety network's crime prevention undertaking is to always act in such a way not to cause conflict with the larger section of the community and that law and justice will be respected. One respondent has also emphasized the importance for the network of good communication and good human relationships with the community.

3.12 Actions to mobilise the community

Most of the community safety networks have to persuade and motivate residents on an on-going basis to join the community safety network or to become actively

involved. This appears to be a major burden and a further reason why management members eventually withdraw from the network. Canvassing usually takes on the form of personal contact with residents, motivating talks and is largely based on an appeal to residents' sense of social responsibility in wanting to address the crime problem in their neighbourhood.

In general, the biggest motivator that spurs people on to become involved in the activities of a community safety network is their fear of crime, particularly after the area had been hit by a spate of serious crimes in a relative short time span. For this reason most of the respondents regard the contact with victims following an incident as a 'good' opportunity to motivate the victims to also join the network. The majority of respondents also emphasised the importance of publicity, especially pertaining to the community safety network's successes, to motivate persons to join the network.

3.13 Actions to retain the involvement of members of the community

Apart from the ethos and culture management has to create by means of an open and friendly management style, it remains a difficult task for all the community safety networks to retain on-going support for and participation in the community safety network. As was discussed earlier, residents' interest and participation wane in the absence of an immediate threat of crime. Apart from on-going feedback and other forms of motivation already discussed, most of the community safety networks also use other services or techniques to try to retain involvement.

The technique that appears to work best is when the community safety network also provides services other than security services to the community, for example the cleaning and maintenance of the neighbourhood, the hosting of social events and establishment of clubs to keep the community involved at different levels within the network. Social events vary from fun days to *potjiekos* competitions, gardening competitions, art exhibitions in a park, Christmas decoration competitions, tea parties for the ladies and target shooting competitions. Clubs include a hiking club and a bridge club for card players.

The most successful additional services rendered by a community safety network in order to retain the community's involvement are those in which the network assumes the role of a mini municipality, thereby adding value to residents' quality of life. These services include the reporting of potholes or street lights that are out of order or power interruptions to the local authority and include following up on these matters on behalf of the residents until the matter has been resolved. The maintenance of local parks by the community safety network is a service that is highly prized.

Other techniques that also help to retain involvement and that have been highlighted by the respondents include the following:

- Entrust meaningful tasks to residents regardless of how big the task is because in this way they feel part of the community safety network's actions
- On-going feedback to residents about the successes the community safety network has achieved;

- Ensure that residents who belong to patrol teams perform their duties dutifully and in a reliable way and if not, follow-up with a personal visit;
- Motivate the residents to view the maintaining of safety in the bigger context of a safer South Africa;
- Be innovative and keep on creating new tasks that residents will enjoy undertaking;
- Ensure that management lives up to its promises and undertakings given;
- In the case of the *Lonehill Residents Association* the advice and guidance the professional security consultant offers as full-time employee to residence is a strong incentive for residents to attend the community safety network's information sessions.

In the researchers' view one of the most pertinent reasons explaining why the members of the *Lonehill Residents Association* still, after some years, attend the community safety network's meetings and actively support the community safety network lies in the fact that it is not expected of residents to do patrolling or guarding duties. As explained, the residents subsidise these services through the rebate on their monthly fees payable to the security company. This creates an 'open' atmosphere in which residents are not reluctant to attend meetings for fear of being burdened with more responsibilities or financial responsibilities once present.

3.14 The importance of training

Most of the respondents consider as important training in the basics of radio speak, the correct conduct to manage and protect a crime scene and the procedures and regulations to be followed by a patrol official. A few respondents also listed first aid training, the training of domestic workers to be on the look-out for criminals, knowledge about the law, self-defence and the handling of fire-arms as being important.

Those networks running an operational control room insist that those persons manning the control room should be well trained in the usage of all the equipment as well as in radio control in the case of controlling a large scale operation by the residents' reaction unit. One of the respondents also pointed out that thorough training of residents undertaking patrol service or belonging to the reaction unit reacting to emergency calls was of critical importance. In his view, untrained members lack confidence in the execution of their tasks which makes them less effective.

Most of the respondents are of the opinion that the training a resident requires to do patrol duty can easily be provided in the form of on-the-job-training. The researchers have noticed in some instances that respondents are not fully conversant with applicable legislation, a shortcoming which might lead to civil actions against individuals and the community safety network. This aspect of training should, in the researchers' estimate, receive more attention and should include how a patrolling official should act safely in an emergency as well as observation skills to identify suspicious behaviour.

3.15 The importance of having police reservists as members

The majority of respondents is of the opinion that residents who join the SAPS as reservists play an important role in protecting the area and in supporting crime prevention actions undertaken by the community safety network. As reservists such members for instance have access to the SAPS's computer systems to compare suspicious persons and vehicles with the official list of stolen vehicles or wanted persons. Furthermore, the delegated authority they have as reservists lend additional powers to the community safety network at road blocks, searches and the arrest of suspects. There is also a general perception that reservists would tend to react faster should there be an emergency in the neighbourhood in which the reservist himself resides. A number of the community safety networks whose members have joined the reservists have a very positive impression of the role reservists play in supporting the community safety network in its crime prevention actions.

However, most of the respondents are sceptical about the current reservist system and the way in which the local SAPS implements it. Comments from respondents included that residents who had applied to become reservists months before hadn't heard a thing about the application ever since, local police commanders who deploy reservists living in an area served by a community safety network in other neighbourhoods out of spite, and a general apathy on the local police's part towards any community initiatives taken by the community safety network. The representatives of a community safety network referred to the example of 70 residents in their area who had applied to join the reservists after the abolition of the commando system and who, after three years haven't heard about the outcome of their applications yet.

It is, however, clear from the research that residents who join the SAPS as reservists can play a strong role in rendering the crime prevention actions of the community safety network more effective and to act as a link between the SAPS and the community. However, it will require of the SAPS management to investigate and address the current problems with the reservist system and community leaders and the commanders of local police stations will have to take the lead to build a good relationship between local police officials and the community.

3.16 Approach when members of the community are not involved

In the experience of the majority of community safety networks a proportion of the population in the area does not get involved or does not want to get involved in the activities of the community safety network. The researchers noticed that in some cases these situations lead to a feeling among serving members of the community safety network that they would not help non-members should an emergency arise. Such an attitude will, however, be counterproductive and appears to be a way of expressing frustration with those residents who do not want to become involved, rather than being an actual refusal to help those residents.

It has also emerged from the interviews that although some residents do not become involved in the activities of the community safety network, it (the network) renders a

service to all residents. Most respondents agreed that in their experience persons who are not involved in the activities of the community safety network do indeed change their attitude towards the network as soon as they themselves fall victim to crime. The respondents find it rather ironic that in their experience it is often their support to such a victim that leads to the victim's decision to join the community safety network. Supporting such victims is therefore an opportunity to motivate them to join the community safety network.

3.17 Correlation between the appearance of the neighbourhood and crime in the area

The majority of respondents is of the opinion that a well-kept and clean neighbourhood is an important deterrent for crime in the area. This pertains in particular to the state of parks and other open areas in the neighbourhood as well as lighting in these areas. The respondents believe for example that vagrants and criminals hide in bushes before and after a crime is committed. Bushy areas make it unsafe for residents to use their open areas for recreation. One of the community safety networks serving a farming community has stressed the importance of fire breaks to prevent fires jumping from farm to farm.

Very few community safety networks have the necessary finances to undertake clean-ups of open spaces from time to time. The only community safety network capable of doing it on an on-going basis is the *Lonehill Residents Association* which has a dedicated fund for this function.

It can thus be seen that although most of the community safety networks are aware of the correlation between an unkempt neighbourhood and crime most of them do not have the capacity to render the service themselves or to pressurise the local authority to do so. Most of the community safety networks encourage their members to tidy and maintain the pavements in front of their homes. One of the community safety networks has also started a recycling service for glass bottles and paper and is trying to create awareness among residents for environmental matters, including energy saving.

3.18 Most important lesson respondents have learnt with regard to a community safety network

The respective respondents were asked to highlight the most important lesson they have learnt through their involvement in the community safety network that could assist others in following suit. What follows, is a summary of the responses received:

- Just start, it is worth it. Begin small, grow incrementally and make sure you mobilise people. Render a quality service to the broader community and not just to members only;
- Involve the local churches and church leaders. Move own interests aside. Teamwork and adaptability are of the utmost important. Be 'broad minded';
- Create a proper management structure and be organised;

- Wait until the time is ripe – when the ‘lion roars’ then all the residents are ready to join. It takes one person in the community to stand up and be counted and to take the lead. Draft a meaningful plan within the confines of the law that can be used for crime prevention. Get contingency plans in place for major events such as runaway fires and farm invasions. A community safety network’s actions must offer residents hope for the future. Try to re-establish the judicial process of law and order in the area by liaising with the police and prosecutors;
- Obtain a proper two-way radio network;
- Mobilise the community;
- Realise that your involvement is going to demand perseverance. Be prepared to endure criticism;
- Draft a format for the reporting of information about an incident. It is of little use if people phone with scant information or just hearsay information. Realise that criminals think smart and are sophisticated and will try to find loopholes in new crime prevention tactics. Never stop thinking;
- Your family must join you in this undertaking.

The responses to this question, and from the responses to the other questions generally, give a clear impression of the persons who have, as ordinary individuals, stood up in the community to do something about the crime situation. It also bears testimony to personal conviction, perseverance and sacrifice. These are ordinary persons who during the course of time have become exceptional leaders.

SECTION 4

FINDINGS AND RECOMMENDATIONS

4.1 Findings

The community safety networks that have been surveyed in this study all provide effective crime prevention actions in their respective neighbourhoods. All of them are fully functional and efficient on their own but integrated crime prevention actions in collaboration with the police are ideal.

4.1.1 Management of the community safety network

Initially, a small community safety network can function effectively without a formal management hierarchy but as the network’s membership grows and it expands its crime prevention actions a more structured management component becomes necessary. Before new management portfolios are instituted the need for it and its envisaged role need to be properly considered and defined to avoid conflict. It is noteworthy that the founding members did not hesitate to start the network, notwithstanding the fact that they personally might not have possessed all the ideal leadership qualities required for the undertaking. They acted purely out of conviction and plucked up the courage to establish the network. In the process the founding members grew into competent leaders or surrounded themselves with fellow managers who do have the ideal leadership qualities. The important thing though was that founding members had the courage of their conviction rather than being

inhibited by doubt about their own ability, and took actual steps to mobilise people, starting with a small group of acquaintances. After its establishment the community safety network can always grow in the future as it becomes necessary.

A community safety network's management style must be directed in such a way that it accommodates the fact that it is a volunteer organisation. It must be a people-orientated, open and friendly management style aimed at motivating and mobilizing people. Managers should be appointed for a fixed term through regular democratic elections. The network's rules must be outlined in a constitution.

4.1.2 Finances

Only one of the community safety networks needed financial investment at its inception. In fact, the vast majority was established and to this day function on the basis that members each carry their own costs. These are nominal costs and include for example fuel for patrolling shifts, the acquisition of a light for the vehicle to be recognisable as a patrol vehicle, the purchase of a torch and decals for the doors of the vehicle. In some instances these items are funded from a fund established by the community safety network.

Real capital outlay is only required when more advanced technological resources are procured such as two-way radios, radio relay stations, computers, scanners, CCTV cameras and an equipped control room. However, the majority of community safety networks function efficiently with the bare essential technological resources, of which two-way radios and radio relay stations are most common. The *Mahube Crime Prevention* network in Mamelodi East is coping without even two-way radios and residents use whistles as emergency signals and send out SMS messages via cell phone networks.

4.1.3 Infrastructure

Most of the community safety networks do not need infrastructure other than that provided in a member's home or office space made available by a local business. Infrastructure can at a later stage be upgraded as needs may dictate and finances allow.

4.1.4 Partnerships

A community safety network can function without any partnerships, but partnerships enable the network to prevent crime more efficiently and to react to crime incidents in a more efficient way. Better co-operation and partnerships with local institutions or organisations such as the community policing forum, business watches, farm watches, security companies and others prevent a transfer of crime from one area to the next. Furthermore, most of the community safety networks have expanded their actions and service delivery to offer trauma counselling, medical assistance, fire fighting and other emergency services to residents, either offering the service themselves or by facilitating the provision of such services. In addition, a community safety network should encourage its members to join the police reservists.

It is important for a community safety network to establish from the outset a training capability either by 'in-house' training or through partnership with knowledgeable persons or institutions to provide basic training to members concerning legislation, patrol duties, personal safety during patrols etc. This will inter alia help to overcome reluctance of residents to become involved in the actions of the community safety network due to their 'fear of the unknown'.

4.1.5 Sustainability of community safety networks

The majority of community safety networks are struggling to be sustainable and alternative models should be investigated to ensure sustainability. In this regard, the examples of the *Lonehill Residents Association's* community safety network (for a neighbourhood) and that of the *Sandton Central Management District* (for a business district) offer best practice models for sustainable community safety network models based on business principles. In the case of rural areas though, these models will have to be adapted to suit local realities. The principle of feasible business models for a community safety network is, however, confirmed by this study.

4.1.6 Different models for a community safety network

Different models for community safety networks are being proposed. The models range from making provision for the initial establishment of an elementary community safety network to a more advanced business model which is sustainable and to some extent financially self-sufficient. Frameworks for these models are outlined in the Annexures to this report.

4.2 Recommendation

The continued existence and further development of community safety networks must be strongly encouraged because at present the practice of these networks appears to be the most efficient way of mobilizing communities against crime and to prevent crime effectively. Community safety networks must be managed with circumspection and all their actions must be executed within the confines of the law.

A successful community safety network in an area contributes towards the area's development and progress in the area. For this reason, local business should support the community safety network in their area by means of financial contributions and by placing advertisements in, or using the community safety network's communication tools for marketing purposes. Security companies and other companies with an interest in the matter (such as insurance companies) would support community safety networks by among other things granting rebates or discounts to members of successful community safety networks because the network's successes contribute towards lower risk for companies or promote their business.

Moreover, the Ministry of Police should do everything possible to improve policing, to build and strengthen the relationship and co-operation between the police and the community, to address problems related to the reservist system and to resolve, by

means of amended legislation, the legal technicalities pertaining to the use of lights on patrol vehicles for the purposes of recognition.

It is vital for the prevention of crime that the State create ways in which community safety networks can be financed in similar ways CIDs are, or alternatively, are financially supported through tax rebates. The State should recognise the important contribution community safety networks make and should support them in a tangible way, because in all likelihood these networks offer the best potential to successfully combat crime in South Africa from within a multi partnership set-up.

A forum that will facilitate communication between the various community safety networks should be established. Such a forum should host seminars at a regional, provincial and national level. This will enable networks to learn from one another through discussion and debate. In this way, new and innovative methods and procedures for crime prevention can be developed. In addition, the forum can act as a nodal point for the collection and dissemination of relevant information on crime. The forum should also strive to develop an ethical code that would ensure that the actions and conduct of community safety networks comply with set norms.

ANNEXURE A

PROPOSED MODEL FOR A BASIC COMMUNITY SAFETY NETWORK

The Annexures present descriptions of a model for a basic community safety network, as well as for more advanced models. The purpose is to suggest different community safety network models for different circumstances. The basic model has as aim to present a framework which those persons or communities wishing to establish a community safety network can use. However, these models are guidelines and the development of a community safety network will be influenced by the specific needs and circumstances in a specific area.

These models have all been deduced from the research finding and for the sake of completeness and to understand the rationale behind each proposal, the report should first be studied before the models are assessed or implemented.

The various models for community safety networks are discussed under the following headings:

- Management structure;
- Crime prevention actions;
- Finances;
- Communication;
- Additional actions that may determine the sustainability of the community safety model.

The name of the model is kept neutral and is linked to a geographic area. This offers a name that is acceptable to residents and is suitable for marketing.

Management structure for a community safety network

In its most basic form, the individual who has taken the initiative to establish the network simply is in charge of the network. The key to the success and continued existence of a community safety network is directly related to the type and quality of leadership that is exercised. Management should adapt a management style that is acceptable to volunteers and is one that is open, inspiring, friendly and people-orientated.

- Chairperson / Coordinator

The next phase, which is still very basic, is to elect a person who will co-ordinate operations.

- Operational coordinator

When it becomes necessary to manage finances, then the next development phase becomes necessary.

- Treasurer

A complete structure would be more or less the following:

- Chairperson;
- Deputy chairperson;
- Secretary;
- Treasurer;
- Operational manager;
- Media official;
- Some of the more advanced community safety networks' managerial levels or portfolios also provide for marketing, sales, communication, environmental management, a control room manager, youth actions, information technology, managers in charge of day patrols, day or night shift co-ordinators, co-ordinators for contingency planning and the implementation of large scale operations, security (other than patrols) an 'estate manager', project managers, the leaders of the neighbourhood watches falling within one community safety network, sector leaders in those cases where farming communities are divided into different sectors, as well as community policing leaders and chairpersons.

Crime prevention actions undertaken by a community safety network

The main crime prevention action all the community safety networks undertake is to be responsible for visible policing in the neighbourhood. Mostly, such visible policing takes on the form of vehicle patrols, and in some cases it also includes foot and bicycle patrols.

In a basic structure crime prevention actions will comprise:

- Patrols on foot;
- Vehicles patrols by the community.

Foot and vehicle patrols can be expanded to include the following actions in collaboration with the SAPS and reservists:

- Patrols by security companies in addition to those by members of the community;
- Roadblocks;
- Stop and search actions in the neighbourhood;
- Mass patrols (saturation principle);
- So-called sweep actions.

The crime prevention actions and technological resources will develop further as the network's membership expands and if finances allow for it.

High tech resources that can be used include amongst others:

- CCTV cameras;
- Scanners;
- An integrated database (suspicious persons and vehicles).

The following examples serve as guidelines for operations and actions to prevent crime in neighbourhoods:

- Other policing actions include special actions in which a great many residents all patrol the neighbourhood at once (saturation principle), support for the local police's crime prevention operations, the prevention of copper theft on farms, the prevention of game poaching, and so-called 'sweep' actions in terms of which a bushy area for example will be combed for possible criminals taking sheltering there. An example of the saturation principle comes in the form of an action one of the researchers had experienced at first hand in Pierre van Ryneveld Park. In this example, 40 patrol cars were deployed in a joint crime prevention operation between the police, the community safety network and private security companies with air support from a private security company which made a helicopter available. The area was intensively patrolled with the police and metro police manning road blocks on all the access routes into the neighbourhood. These types of actions are good examples of how a well organised and efficient community safety network can operate in collaboration with various partners;
- Other actions undertaken by most of the community safety networks include acting as a reaction unit in the case of crime incidents having occurred, fire fighting duties on farms in the area and in some cases acting as a medical reaction unit and establishing means of communication with the community through its own information network;
- Most of the community safety networks collect crime information on an on-going basis, and this includes crime statistics for the area which are analysed in an attempt to determine emerging crime tendencies in the area. Crime prevention initiatives are thus developed in order to address crime tendencies. Intelligence patrols are normally undertaken in response to those tendencies that have been identified, including heightened patrolling at those times crimes seem to be prevalent at a given place.

Finances

Finances are not a key factor for the establishment of a community safety network. The way in which it is normally started is that community members (patrolling members) use their own funds or available resources to finance the actions of the community safety network. This basically means that patrolling members each use their own vehicle, cell phone, radio and identity decals.

Even when the community safety network expands its actions it remains predominantly a volunteer movement financed by the members themselves. In most cases, this is achieved by establishing a non-profit Section 21 Company.

The whole community can be mobilised to lessen the financial burden of those persons responsible for the community's safety. This may include local businesses, a company sponsoring two-way radios as well as a small financial contribution towards fuel costs of those residents who undertake patrol duties in their own vehicles.

In practice, a lack of capital funds does not prevent the establishment and effective functioning of a basic community safety network by local members. Actions and services can be adapted to suit the community safety network's financial capacity.

The ideal is a business model which will be discussed at a later stage.

Communication

Communication is of critical importance in a community safety network. It includes inter communication between members and between the members of the community safety network and residents in the area. The communication should be done in a manner that serves to improve relationships and to motivate. It can range from very elementary means to using advanced technology. The most elementary way of communicating in emergency situations to summons help is by making use of whistles. This method can be successfully used in any community that does not have funds for more advanced communication means. All members should preferably have the same type of whistle so that its sound will be easily identifiable and discernable as an alarm signal throughout the neighbourhood. Cell phones can also be used as an emergency service. Do visit www.afriforum911.co.za. SMS messages can also be used for communication. In those neighbourhoods where residents can afford it, a two-way radio network is used for communication.

As the community safety network expands, the following can also be used:

- Newsletters;
- Newsletters via email;
- Websites.

Communication can thus develop from basic to advanced:

- Meetings;
- Whistles;
- Cell phones;
- Two-way radio networks;
- Newsletters;
- Emails;
- Websites;
- Notice boards installed at access points.

Additional actions

It is important for a community safety network to consider additional actions in order to ensure its sustainability. Such actions can include the following:

- Walking excursions, for instance mother taking their babies in prams for a walk;
- Market days;
- Fun days;
- Individuals taking care of parks in the area;
- Transportation services (e.g. taking senior citizens to the shops);
- Establishment of a domestic worker watch. Workers are trained to become vigilant;
- Trauma councillors;
- Information technology;
- Youth matters;
- Medical reaction;
- Fire fighting teams;
- Transformation to business model;
- Some of the more advanced community safety networks operate joint operation centres (JOCs) in the neighbourhood. The joint control centre has emergency telephone lines which are manned by residents, while trained operators (also residents) co-ordinate crime prevention operations from the control room. In addition, staff continuously monitors two-way radio communication conversations, footage on CCTV monitors as well as the alarm system linked to scanners scanning the registration numbers of vehicles entering the neighbourhood. Some of the community safety networks also offer trauma counselling to victims of a crime incident.

ANNEXURE B

EXAMPLE OF BEST PRACTICE BUSINESS MODEL FOR A COMMUNITY SAFETY NETWORK

This model is used with acknowledgement to the *Lonehill Residents Association's* existing community safety network.

The *Lonehill Residents Association* probably serves as a best practice model for the transformation of an ordinary community safety network into a professional business model. In this case fear for crime motivated the community to organise a massed meeting at which members of a governing body were elected and it was decided that each household would make a contribution of R1 500.00 towards initial capital (start-up money). The funds were deposited in a trust fund. The existing ratepayers association at the time then proceeded to establish an independent Section 21 company, responsible for safety in the neighbourhood.

Management structure

- Professional persons were appointed to manage the network and are remunerated for their services. It is, however, a condition that the professionals should reside in the neighbourhood, or if not, to relocate to the neighbourhood should he/she accept the position;
- The appointed professional managers of the *Lonehill Residents Association* follow the same management style, namely a democratic, open, people-orientated style;
- Apart from running an advanced control room, the business model of the *Lonehill Residents Association* provides for the electronic monitoring from the control room of the movements of security guards per street block in the neighbourhood and of the general patrol vehicles 24 hours per day. This monitoring has improved control over the service from the security company to such an extent that patrols by residents became superfluous and their patrols could be stopped;

Finances

The *Lonehill Residents Association's* business model is based on the principle that the residents' association had initially decided to request and motivate all the residents to terminate their contracts for alarm systems with individual security companies. The residents were thus encouraged to transfer their alarm and other security service contracts to the Section 21 Company. These contracts gave the Section 21 Company a financial powerbase from which it could negotiate collectively and on behalf of the residents with the security companies, to determine terms and conditions and to call for tenders. One security company was then appointed by the Section 21 Company to provide all the security services in the area, including the provision of the existing alarm back-up service for alarms already installed in residences. In exchange for this established, guaranteed large collective of contracts the security company offers a monthly rebate to the community safety network's management for the number of households whose alarm service they are

responsible for. The cost of this alarm service is determined at current market rates and residents thus pay the same standard rate others in the same area pay for such a service.

The monthly rebate the *Lonehill Residents Association* community safety network's management receives from the security company is used to pay the salaries of the professional managers appointed for the community safety network by the residents' association, to finance the operational costs of an office, the establishment and operation of a well-equipped control room in the neighbourhood, CCTV cameras and other advanced resources such as GPS mapping of both foot and vehicle patrols through the neighbourhood by security guards. It also covers the wages paid to additional guards patrolling the neighbourhood on foot and in vehicles, the services of a fulltime security expert who monitors all scenes and incidents on behalf of the residents, visits crime scenes and provides expert advice to residents. The rebate also enabled the community safety network to donate vehicles to the local police station.

This business model is so efficiently managed that it allows for the provision of additional services to the community, such as the upgrading of roads and parks. So successful is it in this undertaking that the community safety network effectively acts as a local 'municipality'. The creation of a safe, well-maintained neighbourhood has, according to the respondents, directly led to a drastic decline in crime and property in the neighbourhood has become sought-after. This situation also enables the community safety network to prescribe standards to the sole security service provider and the contract with the service provider makes provision for penalties should the provider fail to fulfil in a month period certain previously agreed upon requirements.

Eventually, residents' trust in the community safety network increased and nowadays some of the residents pay an extra voluntary levy towards the upgrading and maintenance of open spaces in the neighbourhood. The community safety network also uses its available funds for research to determine which security equipment would be the most appropriate before any such equipment is procured. This appears to be a highly successful and sustainable model for a community safety network in a neighbourhood. Local estate agents market properties based on the successes of the community safety network as the 'Lonehill experience' of a safe and thriving village. Such marketing results in a huge demand for property in Lonehill despite the fact that the neighbourhood is in close proximity of an informal settlement.

General information

The *Lonehill Residents Association* regards the advice and guidance provided by a professional security consultant at a full-time employee as a strong incentive which explains why residents are keen to attend the community safety network's information sessions.

One of the most pertinent reasons explaining why the members of the *Lonehill Residents Association* still, after some years, attend the community safety network's meetings and actively support the community safety network lies in the fact that it is

not expected of residents to do patrolling or guarding duties. As explained, the residents subsidise these services through the rebate on their monthly fees payable to the security company. This creates an 'open' atmosphere' in which residents are not reluctant to attend meetings because they fear they will be burdened by more responsibilities or financial responsibilities at a meeting.

The case of the *Lonehill Residents Association* that has made the successful transition to a community orientated business model some years ago (2000) serves as an example of how such a professional community safety network can be even more successful and efficient than what an 'ordinary' community safety network can be. The basis for such success seems to be that residents in the neighbourhood determine clear criteria or draft a constitution for the community safety network prior to the establishment of a business model. Such criteria define the responsibilities, tasks and expectations a business orientated community safety network should fulfil. These guidelines should form the basis for the professional community safety network and must be the criteria against which the managers and service providers are measured.

Furthermore, the *Lonehill Residents Association* undertakes research and they themselves develop tailor-made new technological resources for their community safety network's various actions/services. In their experience it is cheaper and more efficient than expanding infrastructure by using technology that only partially meets their needs. They furthermore finance the development costs and procurement of new technology that is being required, and only then is it handed over to the designated security service provider mandated to manage the infrastructure on behalf of the management committee.

ANNEXURE C

BEST PRACTICE MODEL FOR A COMMUNITY SAFETY NETWORK IN A CITY IMPROVEMENT DISTRICT

A *City Improvement District* (CID) is regulated by provincial legislation. In Gauteng, the *Gauteng City Improvement District, Act 12 of 1997* applies.

City Improvement District

The Sandton business district is successfully managed as a *City Improvement District* (CID) in terms of the *Gauteng City Improvement District Act No 12 of 1997*. The Sandton Central Management District functions on the basis that business owners have initially established a forum to mobilise local business owners to advocate the endorsement of a CID. After the written endorsement of a majority of 51% of local business owners had been obtained, an official CID was established in terms of the Act.

The CID is financed on the basis that the Act obliges all local businesses in a particular area, irrespective of whether they had voted for the establishment of a CID to pay directly to the CID a monthly levy. After its establishment the CID appointed a professional management company to manage the CID's interests and functions on its behalf. The finances are thus used as a management fee but also for the protection, cleaning and marketing of the district.

The managing company's board is thus structured that the majority of members are local business owners together with at least one representative from the local authority. In this way, it is ensured that the business owners' interests get precedence but at the same time the local authority has the opportunity to make input and can be held accountable at meetings. The management company enters into service delivery agreements with the local authority, service providers and the board and is thus subject to firm criteria as far as measuring is concerned.

This is a highly successful model and it has made a meaningful impact on the district. It also serves as an efficient link between the local authority and residents. The managing company facilitates complaints about municipal services, by liaising directly with the authorities on behalf of the residents, following up on all complaints. In this way a good reciprocal relationship is forged which in most instances is to the benefit of all parties in the area. The model's success has led to it being replicated in other areas in Johannesburg as well as in towns in the countryside.

The CID structure is as follows:

- Non-profit Section 21 Company²⁷ is established;
- The members (property owners) elect a Board of Directors with an executive committee;
- Board of Directors appoint a CID management company;
- Management company provides a service regulated by contracts and service delivery agreements.

27. Section 21 of the Companies Act, Act 61 of 1973.