SECTOR POLICING TO IMPROVE COMMUNITY POLICING
IN SOUTH AFRICA

By

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DECLARATION

I declare that *Sector Policing to improve Community Policing in South Africa* **is my own work, that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.**

Donovan Marlon Smith

August 2008

Signed: ……………………………………….

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ABSTRACT

SECTOR POLICING TO IMPROVE COMMUNITY POLICING IN SOUTH AFRICA

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The transformation of the South African Police Force into the South African Police Service did not simply mean a change in name, it meant a new style of policing. A complete new concept of how a police service should function within a democratic society had to be developed and learnt.

The South African Police Service has subsequently adopted Community Policing as a corporate strategy. Community Policing in the South African context allows the community and the police to work together in partnerships to fight crime and adds a vital proactive element to the traditional reactive role of the police.

Despite the establishment of Community Policing Forums at all police stations, problems still exist in achieving the elements and principles of Community Policing. The thesis puts forward the concept of Sector Policing as part of the Community Policing approach. Sector Policing takes policing to grassroot level and redefines the role and functions of patrol officers.

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KEYWORDS

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Sector Policing

Enhancing Policing

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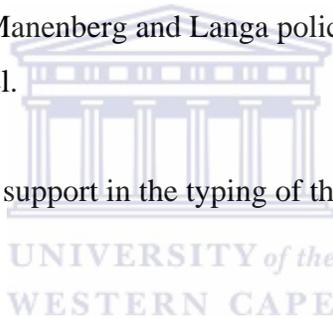
DEDICATION

This Masters degree is dedicated to my loving family, my wife Karen and my three sons Chad, Dylan and Aidan for their love, patience, support and encouragement throughout all the years of study.

ABBREVIATIONS

CPF	Community Policing Forum
DCS	Department of Community Safety
IDP	Integrated Development Plan
MECs	Member of the Executive Council
NCPS	National Crime Prevention Strategy
NPO	Neighbourhood Patrol Officer
RCMP	Royal Canadian Mounted Police
SAPS	South African Police Service
SCF	Sector Crime Forum
USA	United States of America

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CHAPTER ONE

INTRODUCTION

1.1   **GENERAL ORIENTATION**

The transformation of South Africa into a fully democratic country required many bold changes in all spheres of government. Public sector organisations had to improve their levels of services to their customers and the community in order to adapt to the changes facing the country. As a public sector organisation, the South African Police was not excluded from this transformation process. Transformation did not simply mean a change in name or a change in the colour of a vehicle; it meant a new style of policing. A whole new concept of how a police service should function within a democratic society had to be developed and learnt. The beginning of the paradigm shift in policing in the South African Police was first seen in 1993 when the concept of Community Policing was first introduced. The South African Police Service has subsequently adopted Community Policing as a corporate strategy through the Police Service Act 68 of 1995.

Chapter Two provides a theoretical foundation for policing and gives clarification of the concept "Community Policing". An overview will be given on how different styles of policing are implemented in democratic countries, including South Africa.

Community Policing as a philosophy and an organisational strategy in a South African context will be discussed in Chapter Three where the need for Community Policing, the legal framework and the elements of Community Policing will be explained.

The establishment of a partnership between the community and the police is a vital ingredient in the South African context of Community Policing. The Community Policing Forum is a legislated forum with specific aims. The

registration of such a forum and its activities to obtain public consent and approval are discussed in Chapter Four.

Even after the democratisation of our country, the implementation of Community Policing and the establishment of Community Policing Forums, policing has failed to put people first in the endeavour to prevent crime and ensure safer neighbourhoods. The problems that are being experienced with Community Policing Forums are discussed in Chapter Five. The thesis puts forward Sector Policing as a strategy within the context and framework of Community Policing to overcome contemporary policing problems. In Chapter Five the concept of Sector Policing and the implementation thereof is explained and discussed.

Developing a sector safety plan will facilitate planning with the community, and is also a method to deal with apathetic communities. The five steps in developing a community safety audit are succinctly explained in Chapter Six. The changes necessary for successful implementation of Sector Policing are discussed in terms of structure, culture, strategy and management style.

If effectively implemented, Sector Policing will redefine the relationship between the community and the police in their attempts to combat and prevent crime in neighbourhoods.

1.2   **PROBLEM STATEMENT**

During the apartheid era (pre-1994) the role of the South African Police was to protect the state against political subversion and was mainly reactively orientated. Concentration on policing for the purposes of political control had brought about a poor development of the understanding and practice of crime prevention. The majority of South Africans saw the police as a power tool under control (in the hands) of the apartheid regime. Community participation and involvement in policing was non-existent. The police was not

accountable to communities which resulted in mistrust and alienation between the police and communities.

With the introduction of a new democratic dispensation in 1994, the police adopted Community Policing as its guiding philosophy. The creation of Community Police Forums, a legal obligation for every police station, offered the communities the opportunity to engage with the local police on a regular basis. This resulted in improved accountability and police community relations. Following this transformation of the police, it increasingly became a legitimate service in the eyes of the South African public.

The move to Community Policing resulted in a greater sense of accessibility of the SAPS to the public. Communities looked to the police for help with a range of problems, of which some are not crime-related. Despite the establishment of Community Policing Forums (CPFs), problems still exist in the crime prevention strategies jointly pursued by the CPFs and the police, since the level of crime is increasing. Individuals feel that they are unable to make valuable contributions to the CPF, as the problems experienced in the station area are diverse (Department of Community Safety, 2003). Police stations are situated far from the communities they are supposed to serve. Certain communities feel left out of the processes and structures of the CPF. Sector Policing provides a decentralised police service to the community and has to be implemented in a highly centralised and bureaucratically administered system of policing. Sector Policing can be seen as a method or strategy to replace Community Policing; thus many will resist it.

The current structures of policing do not prevent crime effectively. Crime is on the increase and the high levels of crime are gripping communities. Certain communities are unable to contribute in deciding how crime is combated in their neighbourhoods. This creates a feeling of helplessness (nothing can be done about the crime wave). Crime manifests itself in diverse ways within

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communities. Different policing tactics and methods are necessary to prevent crime as predisposing factors are different in each neighbourhood. The South African Police Service has the task of policing a country with one of the highest crime rates, and Sector Policing can be viewed as just another tactic to address crime. As the concept of grassroot policing is new, it also brings about the challenge of sustainability for Sector Policing. Sector Policing is an entirely new way of thinking about the role of the police in the community. It requires a mindset change by police officials towards public education, which in turn will put strain on financial resources for the training of officials. The successful implementation of Sector Policing will therefore require political will in order to obtain additional logistical and financial resources.

1.3   LIMITATIONS OF THE STUDY

The research was conducted over a short period of time. It cannot therefore be as comprehensive and in-depth as it would have been if done over a longer period of time. Since only three police stations in the Western Cape were used as a sample, it is acknowledged that the sample could be unrepresentative. It is appreciated that there are unique issues in other provinces that could have been important for this study. It is generally accepted that the larger the sample, the greater the accuracy. Despite scheduled appointments, the unavailability of political representatives also limited the study. The fact that Sector Policing is a new concept the researcher's selection and presentation of particular evidence maybe perceived to be subjective. Exploring broader community perceptions and acceptance were also limited.

1.4   RESEARCH OBJECTIVES AND QUESTIONS

The central objectives of this study are to introduce Sector Policing and how it can enhance Community Policing in an attempt to prevent crime in South Africa, as well as demonstrating that it is a potentially useful model of policing to address and prevent crime effectively.

In examining Community Policing and its guiding principles and how Sector Policing can broaden the scope of crime prevention strategies, the research considered the following questions:-

> Are the current structures of Community Policing adequate in increasing public participation and cooperation in policing?
> What are the problems experienced by the community with the current Community Policing structures and systems/processes?
> How can Sector Policing contribute towards more effective crime prevention strategies and deepen community participation?
> How and through what types of mechanisms can Sector Policing sustain community involvement and cooperation in the policing arena?

1.5 SIGNIFICANCE OF THE STUDY

Crime continues to increase in South Africa, as current policing strategies fail to prevent and combat crime adequately. The philosophy of Community Policing adopted by the South African Police Service had to a greater degree failed to put grassroot people at the centre of crime prevention initiatives. Admittedly, there are quite a number of government-sponsored crime awareness programmes that have been implemented effectively with grassroots cooperation and participation. But, as the literature review on the subject points out, grassroot involvement programmes do not necessarily mean that communities have control and ownership over these programmes.

The study introduces and puts forward Sector Policing as a model to expand Community Policing and to broaden the scope of crime prevention. It also demonstrates how Sector Policing can be utilised to decentralise policing and deepen community participation. This study will show how communities can become transformers of their crime and social situation. It is the researcher's view that this study may in one way or another contribute in exposing the problems impeding the realisation of a safe and secure environment for all.

The study will serve as a resource for police policy-makers and managers with insight into the true challenges surrounding partnership and grassroot policing. As far as government policy-makers are concerned this study will provide insight how best to foster community participation and involvement, as the grassroot participatory processes in all spheres of government feature prominently in the government's development plans.

1.6   RESEARCH METHODOLOGY

The researcher used a qualitative method of research using two techniques namely:-

- ➢ **primary data collection and**
- ➢ **secondary data collection**

1.6.1   Primary data collection

The researcher presented the concept of Sector Policing and explained its guiding principles to the crime prevention unit personnel at Athlone, Langa and Manenberg police stations. The participants were then given the opportunity to raise their concerns and questions during discussion.

The researcher managed to conduct six structured interviews with the heads of crime prevention units and the chairpersons of Community Police Forums of the previously mentioned police stations. Questionnaires were not used because they limit participants in discussing and raising their concerns. Both the structured and unstructured interviews conducted with the members of Crime Prevention Units were necessary to create, as far as possible, an authentic experience of the subjective and objective viewpoints. Additionally, these were required to create a feel for the environment, in which Sector Policing would be implemented and operated, and to assess as closely as possible the attitudes and perceptions of the main stakeholders. The research is augmented by the more than 21 years of service of the writer in SAPS at

lower and middle management. The writer has extensive experience in crime prevention, establishing and maintaining CPF's and policing partnerships.

1.6.2 **Secondary data collection**

Documentary research was done by consulting books, journal articles, policy documents and official publications. This type of research was necessary to present facts and to substantiate arguments.

CHAPTER TWO
POLICING: A THEORETICAL FOUNDATION

2.1.   INTRODUCTION

The purpose of this Chapter is to provide a theoretical foundation for policing. The theoretical outlook depends heavily on policy and the management dimension of police organisations. The emphasis on the policy and management dimension raises two important issues in relation to Community Policing. Firstly, it challenges the criminological perspective where Community Policing is assumed. Secondly, it places communities at the centre of preventing and combating crime.

The literature discussed in this Chapter initially gives a clarification of the concept "Community Policing", followed by a brief overview of how the different styles are implemented internationally, including South Africa.

At the centre of Community Policing is the identification and understanding of the root causes of crime and finding solutions to these through citizen/ community participation. Community Policing presents the opportunity to revive communities through increased public involvement and participation. Through Community Policing, the police are more in-touch with social problems that communities experience and from this unique position, the police can engage the services of other government institutions at all levels.

It is generally accepted that members of the police cannot prevent crime on their own without the community they are supposed to serve. It can be argued from a policing point of view that the police have to a limited extent, included key role players in the community in crime awareness campaigns and projects. It may also be argued that the members of the police doing crime prevention and investigation have always been members of the community they serve.

The concept "Community Policing" has therefore brought about a new dimension of how the police and communities interact with each other.

2.2 COMMUNITY POLICING

The policing environment internationally has evolved immensely over the past few decades and these changes have been extensively researched and published. Rosenbaum (1994:71) argues that research conducted since the early 1970s identifies the limitations of the "professional law enforcement" model of policing. This has resulted in a move towards a style of policing that assumes the participation of members of communities in identifying and solving the root causes of crime and social problems; the concept of "Community Policing".

The topic of Community Policing is certainly one where a plethora of publications exist. Since the 1970s the jargon of policing has expanded to include phrases like "community-oriented policing" and 'problem-oriented policing' (Brodeur, 1998:38). These concepts paved the way for current styles and philosophies of policing which rely less on the enforcement of law and order and more on partnerships and joint ventures with communities to address problems of crime.

Friedman (1992:4) defines Community Policing as follows: "Community Policing is 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. It assumes a need for greater accountability of police, greater public share in decision-making and greater concerns for civil rights and liberties".

In explaining the need for Community Policing, Friedman asks the following question in defining the role and function of Community Policing: "… to what

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extent can officers control crime when they are not those who produce it. In other words, assuming the community produces crime, does police work have a better impact on the crime rate with or without the assistance of various elements of the community?" (Friedman, 1992:11).

According to Rosenbaum the concept of Community Policing exhibits a degree of theoretical impression, which has resulted in some criticism of the idea by many researchers (Rosenbaum, 1998:7). He does, however, point out that a common set of guiding principles and assumptions seem to support the concept. He identifies five commonly held key elements of Community Policing:-

➢ the broadening of the definition of police work;
➢ the reordening of police priorities to place emphasis on what he terms "soft" crime disorder problems;
➢ a shift of focus away from incident driven policing towards problem-solving and prevention;
➢ the recognition of the critical role communities can play in neighbourhood problem solving; and
➢ the understanding of the need for restructuring of police organisations in order to be responsive to these demands (Rosenbaum, 1998:7).

The above elements outline the pivotal areas that need to be satisfied in order for effective policing to take place and summarise the key aspects of the policing agenda in relation to the philosophy of Community Policing.

2.3. A COMPARATIVE PERSPECTIVE OF COMMUNITY POLICING

What is possibly so fascinating about Community Policing is that it is not easily amendable to a particular definition, because it is framed in terms of basic principles. As the recent and less-recent developments in Community Policing are examined, it becomes clear that the concept is highly appealing.

The countries that are discussed are not here by chance or blind choice but neither are they here purely because they are the only representatives of Community Policing. There are underlying reasons for dealing with Canada, England, Israel and United States of America(USA). First, England had played a major role in influencing ideological structural and practical aspects of policing in the other three countries. Not only the common law, but that of culture is evident. While differences and local adaptation are evident in the different police agencies, they all share very similar value systems as well as exchange professional and research information (Friedman, 1992:5).

2.3.1   <u>Community Policing in Canada</u>

Canadian Community Policing assumes - as do similar strategies in other countries - that the community needs to play a more central role in decision-making relevant to policing, that police should have a broader definition of its mandate, and that a proactive approach is needed to provide better and well-planned responses to crime. Community Policing in Canada presumes flexibility of police structure, command decentralisation, supportive leadership, and openness with the public and within the force, and productivity and performance measures which take into account not only clearance rate, crime statistics and enforcement quotas but also community-oriented expectations and defined objectives (Mitzak 1987, in Friedman, 1992:104).

Canadian Community Policing is divided into small town, rural policing and larger urban police departments.   The Royal Canadian Mounted Police (RCMP) plays a dual role, both as a national and local police, wherever necessary and render assistance to local authorities including the enforcement of local laws, which is unheard of in the United States of America (USA). In the small rural areas, Community Policing is seen more and more as a necessary alternative to standardised law-enforcement practices. Greater flexibility and adaptability are needed and called for to conform to the unique needs of particular communities. These needs emphasise personal police

contact, discretionary and informed order maintenance and political accountability (Friedman, 1992:104).

Since 1982, the large urban police forces have implemented several organisational changes associated with Community Policing. These new approaches often involve the formulation of new policing ideologies that were integrated into existing departmental culture and confronting emerging problems. In Halifax there was a transition to zone-based team policing, generalist constables, decentralised investigations, patrol at neighbourhood level and expanded crime prevention functions. The Halton Regional Police Force developed a unique participatory management process, extensive community-based crime prevention programmes, split-force patrols, directed patrols and storefront operations. Cities like Edmonton, Montreal and Victoria, focused on core urban areas, on specific community groups and employed strategies such as foot patrols, home visits, storefronts, community councils and directed patrols (Friedman, 1992:104).

Community policing was implemented in Toronto as "Zone policing". Zone policing offered the geographic service stability through 24 hour-policing, increased patrol autonomy and enhancement of foot patrols. Zone policing improved internal communication and offered greater crime prevention and community relations emphasis. Adopting the principles and values of Community Policing, Zone policing allowed officers enough flexibility to put those principles and values into operation which made Zone policing appealing despite typical organisational resistance to change (ABT 1986, in Friedman, 1992:105).

2.3.2   Community Policing in England

In England, through Community Policing-oriented government legislation, statutory groups should be set up in every local authority to include local councillors, local members of parliament, representatives of statutory agencies,

the police and members of the public. Such statutory groups known as Police Consultative Committees are not only expected to become forums for public decision of police issues, but arenas for discussion of future police plans. With such increased public presence, the police give up some of its organisational power in exchange for participatory public representation. Such legislation is aimed perhaps not only at great civic participation, but also greater police accountability (Roach, 1986:75).

The Home Office introduced "Unit beat policing" featuring a combination of area beat officers, mobile patrol officers and local detectives working together as a team. With the recognised failure of foot patrols, unit beat policing received increased emphasis and importance (Williamson, 1967:6). Complaints about the demise of the foot patrol resulted in increased calls for its reinstitution particularly when in survey after survey it became clear what people wanted. In some neighbourhoods small vehicles were provided to unit beat officers ensuring both presence and mobility that was observed not to diminish contacts with citizens.

2.3.3 Community Policing in Israel

The concept of Community Policing in its various forms known in the West is not new and, in fact, foot patrols were used in Israel during the first ten years or so following the establishment of the state. The 1980s found Israel operating its police force with the traditional reactive mobile car patrol. District commanders made it a standard to attempt to respond to a "100" emergency call in no more than two minutes, there was an emerging need to re-examine the police force's performance and its ties with the communities (Friedman, 1992:131).

According to Friedman (1992:133-136) three identifiable models of Community Policing efforts emerged in the process of these experimentations:

first, the 'police-in-the-community' model; second, the 'section police officer' model; and third the 'neighbourhood police officer'.

Among the several goals of this 'police-in-the-community' project, two had the greatest relevance to the police community cooperation: first, tightening the police-community relationships through provision of counselling, direct help and property protection measures, and second, increasing citizens sense of security in the community. Criteria for selecting the first community had to do with location, crime rate, socio-economic level, multi-ethnic structure and size. The featured activities were coordinated by one police officer who was assigned to the neighbourhood. Clearly this Community Policing approach is both time and resource consuming and even best is unlikely to be realised in all neighbourhood within a reasonable period of time.

The idea of the "section officer" was to bring back the beat or the foot patrol officer that had served on the force for some thirty years. The new foot patrol officer was assigned a section or a beat and was expected to establish direct personal contact with the public. These officers operated for 24 hrs a day. Their objectives included, in addition to routine enforcement, observing and reporting changes in the section, developing sources of information, developing reciprocal relations with citizens, explaining police duties to citizens and providing information to citizens on request. Despite the fact that the project was accepted by the police as successful, the police were again facing deployment dilemmas and patrol personnel were placed elsewhere in much needed positions.

Out of the two initial experiments, the Community Policing model which became known as the 'neighbourhood police officer' (NPO) emerged. The NPOs assigned to high crime neighbourhoods were closely monitored and compared to other car patrols officers. One of the most striking outcomes of these experiments is that NPOs started to view the neighbourhood as their own

and developed an "us" versus "them" perspective not against citizens and law-breakers, but against their former peers, the car patrol-men. The NPO's became a legitimised and respected addition to policing.

2.3.4 <u>**Community Policing in United States of America**</u>

Unlike England, Israel and Canada, the American police are as diverse and multi-faceted as is the American governmental system. In addition to the federal police forces, there are independent state, country and city forces, state patrol and sheriff departments. However, police-community relations are important at least in the sense that they preceded as a concept the evolution of what later became to be known as Community Policing (Bittner, 1970:114).

According to Friedman (1992:145-146) in the late 1960s, it came as no surprise that most police-community programmes assured a need to improve communication between the police and the community in order to understand each other better as well as to improve public safety. Some departments tried an assortment of programmes ranging from operating a night watch, theft prevention programmes, to "officer friendly" or emphasised the need to have a few positive contacts to counter the negative perceptions and images citizens may have of police. However, with the failure of some programmes and with the growing cosmetic nature of public relations that can be characteristic of community relation efforts, a retrospective analysis of such efforts proved to be highly negative.

Several methods of policing were developed in response to expectation for the delivery of better police services and a guarantee of better police performance. Under the emerging new umbrella of Community Policing, several models were developed and implemented across the country:- problem-oriented policing, community foot patrol officer , neighbourhood-oriented policing and mini stations.

Problem-oriented policing or citizen-oriented policing stressed a systematic process through which community problems are identified and addressed by officers through research, documentation of current police response and selecting a course of action amongst several potential alternatives. The experiment in problem-oriented policing demonstrated that officers could apply these techniques to their daily routines and through those enhance cooperation between them, the public and other agencies (Eck and Spelman, 1989:425).

Another important experiment performed in the U.S.A. became known as the directed area responsibility team. In this approach, officers familiarised themselves with the neighbourhood and met with community representatives and leaders in an attempt to maximise the usage of community resources to facilitate their policing activities (Brown, 1987:129).

2.3.5 Community Policing in South Africa

In South Africa, the South African Police Service adopted Community Policing as its guiding philosophy with the promulgation of the Police Service Act 68 of 1995 and the South African Constitution Act 108 of 1996.

During the apartheid era (Pre-1994) the role of the South African Police was to protect the state against political subversion, rather than to combat crimes against persons. With the introduction of Community Policing coupled with a history of policing that focused on political control rather than crime prevention, has resulted in the need for comprehensive training of all police officials in the principles and practices of Community Policing and crime prevention.

The role of the South African Police has changed dramatically in the post-1994 era (democracy). Accompanying the move to Community Policing, has come a greater sense of accessibility of the SAPS to the public, with community

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members looking to the police for help with a range of problems, some of which are not crime related. Reiner is however critical of the image of the police as a 'broad service provider' (Reiner, 1992:97), stating that this image exists, because of the police being available on a 24-hour basis. However, he does concede that the encouragement of the service role is an effective device in police legitimation (Reiner, 1992:97).

In South Africa the creation of Community Police Forums (CPF) is a legal obligation for every police station in the Country. The establishment of CPF's provided the communities the opportunity to engage with their local police station on a regular basis. This had improved accountability and police-community relations. It should be noted that the responsibility of the establishment and maintenance of CPF's rests squarely with the station commissioner of each police station. This places the responsibility of the successful implementation and management of Community Policing firmly with the police service.

2.4 SECTOR POLICING

The South African Police Service has the immense task of policing a country with one of the highest crime rates in the world. Significant restructuring of policing took place post-1994 to achieve a legitimate service in the eyes of the South African public that had been increasingly alienated from the police through the cause of apartheid and to align policing with international trends. In 1998 with the publication of the White Paper on Safety and Security, the then Minister for Safety and Security, M.S. Mufumadi, stated that, "A concentration on policing for purposes of political control has meant that prior to 1994 and in contrast with developments in other societies – the understanding and practice of crime prevention is poorly developed in South Africa. In relation to the police this means, in particular, that there has been little tradition of visible and community-oriented policing on which to build" (White Paper on Safety and Security, 1998).

The 1996 Constitution of South Africa provides and prescribes the establishment of Community Policing Forums at provincial, area and station levels. Despite the establishment of Community Policing Forums (CPF), problems still exist in the crime prevention strategies that the CPF's and the police jointly embark upon as the levels of crimes are increasing. The partnership that has been established with the CPF does not make significant inroads to prevent crime. The problems that are being experienced in this regard are discussed in Chapter Four.

As a consequence of the above the writer proposes a new model of policing and introduces the concept of Sector Policing as a method to enhance Community Policing and allows the police and community at grassroots level to plan together.

Sector Policing is defined as a method of policing in smaller manageable geographical areas within a police station area which involves all role players in identifying the particular policing needs in each sector and addressing the root causes of crime, as well as the enabling and contributing factors in order to ensure effective crime prevention to reduce the levels of crimes within communities and to improve community safety (White Paper on Safety and Security, 1998).

Sector Policing provides a decentralised and personalised police service to the community. It recognises that the police cannot impose order on a neighbourhood from the outside, but that people must be encouraged to make use of the police as a resource in helping to solve contemporary community concerns. It is not a tactic to be applied, then abandoned, but an entirely new way of thinking about the police role in the community it serves. It also offers a coherent and cohesive organisational plan that police stations can modify to suit their specific needs.

From its definition Sector Policing recognises that people live in geographically identifiable boundaries, or neighbourhoods, and work and befriend in a wide range of social and professional networks within or without their physical area of residence. Some of these networks overlap and some are mutually exclusive. Some communities are traditional and homogeneous, others are heterogeneous. In some instances open conflict is rare, while in others it is common. In some neighbourhoods it may be risky to leave doors unlocked even during the day while in other neighbourhoods people still leave their doors unlocked.

Sector Policing emphasises stronger police-community cooperation at grassroots level. There is clearly room for citizens to influence law enforcement and policy decisions. This is also a most desirable feature of citizen participation that has been sought after as a solution to citizen alienation. Working together with civic associations, other government departments and community representatives within a specific neighbourhood, can strengthen and empower local residential networks and encourage self-help initiatives. This makes sense considering that the police work-load consists of many non-criminal incidents which allow police to have their finger on the "pulse" of social problems in the community.

Sector Policing rests on the belief that law abiding people at grassroots level deserve inputs into the police process, in exchange for their participation and support. It also rests on the belief that solutions to contemporary community problems demand freeing both people and the police to explore creative, new ways to address neighbourhood concerns beyond a narrow focus on individual crime incidents. To implement Sector Policing, a new breed of sector police officers needs to be created and developed and must be freed from normal police activities, so that they can maintain daily direct, face-to-face contact with the people they serve in a clearly defined sector area.

2.5 SUMMARY AND CONCLUSION

Internationally police agencies in democratic countries have come to realise that due to the complex and diverse nature in which crime manifests together with their limited resources, they alone are not capable of implementing effective crime prevention strategies. Therefore, international trends in policing demonstrate the increasing involvement of communities and a partnership relationship. This has resulted in a move towards a style of policing that assumes the participation of members of communities in identifying and solving crime and social problems; the concept of "Community Policing".

The comparisons that have been presented in this Chapter were selected in an attempt to show that Community Policing can take on many forms and shapes. Community Policing is a flexible policing tool and in order to successfully implement it, police practitioners need to be innovative and creative in their interaction with communities and the crime they experience. The philosophy demands that the members of the police interact with the community and direct their activities and resources in such a way to make them accepted by the community.

In South Africa, despite the establishment of Community Policing Forums, problems are still being experienced with crime prevention strategies and tactics as the levels of crime are increasing. The problems that are being experienced are discussed in Chapter Four of this thesis. To overcome these problems Sector Policing is put forward as a method of policing.

Sector Policing is policing in smaller more manageable geographical areas within a police station area and gives all communities the opportunity to be involved in identifying the root causes of crime. Sector Policing mobilises a community with similar interest, environment and crime problems to get together and in cooperation with the police, address their own crime patterns.

It can thus be seen as an enabling strategy to broaden the scope of Community Policing. Sector Policing is part and parcel of Community Policing and must be seen as an enabling mechanism to organise and mobilise individuals within communities to establish the driving force on which the philosophy of Community Policing is based. It will redefine the role and functions of the constable on patrol. Sector officers will assume personal responsibility for a sector which will encourage personal pride in contributing to the well-being of the community.

The basic approach of Sector Policing is to take policing to grassroots level and for the sector officer to give a personal touch to solve the problems of the sector community. Sector Policing should be viewed as an enabling mechanism to drive and enhance the concept of Community Policing and to improve the effectiveness of policing in preventing crime.
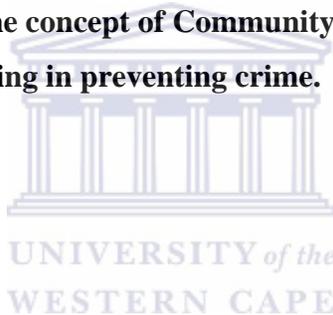
CHAPTER THREE
COMMUNITY POLICING

3.1. <u>INTRODUCTION</u>

The concept of Community Policing as a philosophy in a South African context will be the focus of this Chapter.

The characteristics and the elements of Community Policing will be discussed while the legal framework to implementing Community Policing are also identified and discussed through legislation and policy documents. In addition, the scope of policing and Community Policing in the context of crime prevention will be explained as well.

3.2 <u>DEFINITION OF COMMUNITY POLICING</u>

Community Policing is a philosophy that guides police management styles and operational strategies and emphasises the establishment of police-community partnerships and a problem-solving approach responsive to the needs of the community. It is based on the assumption that the objectives of the SAPS, namely the prevention, combating and investigation of crime, the maintenance of public order, the provision of protection and security to the inhabitants of the Republic and their property, upholding and enforcing the law, can only be achieved through the collaborative effort of the SAPS, other government institutions, organisations and structures of civil society and individual citizens (Technikon South Africa, 1998:1).

A major objective of Community Policing is to establish an active partnership between the police and the community through which crime, service delivery and police-community relations can jointly be analysed and appropriate solutions designed and implemented. However, this requires that the police should consciously strive to create an atmosphere in which potential community partners are willing and able to co-operate with the police.

3.3   THE CHARACTERISTICS OF COMMUNITY POLICING

Community Policing exhibits certain characteristics which distinguish it as a certain type of policing.

3.3.1   Service Orientation

Service orientation is primarily concerned in promoting the concept that the community is the client and the police the service provider. This means that the various needs of the clients must be taken into account to enable the rendering of a professional, client-centred service that is effective, efficient and accountable.

3.3.2   Partnership

The establishment of Community Police Forums and Boards, which should be broadly representative of the community, is of crucial importance. This should be seen as a cooperative effort to facilitate a process of problem-solving. The main objective of this partnership is to determine, through consultation, community needs and policing priorities in order to promote police accountability, transparency and effectiveness.

However, Community Police Forums, Sub-Forums and Boards are not necessarily the only means to address problems. Other structures may also be established and used to address certain problems. Such structures should attempt to include all relevant stakeholders. Community needs may also be determined by means of surveys, interviews, workshops, community profiles and other measures.

3.3.3   Problem-solving

This relates to the joint identification and analysis of the actual and potential causes of crime and conflict within communities. This analysis guides the development of measures to address such problems over the short, medium and long term. Problem-solving also involves conflict resolution and creative

problem-solving methods to address problems related to service delivery and police-community relations.

3.3.4 **Empowerment**

This refers to the creation of a sense of joint responsibility and a joint capacity for addressing crime, service delivery, safety and security amongst members of the community and South African Police Service personnel. This implies that members of the community and South African Police Service personnel are to be educated with regard to Community Policing to enable all to play a constructive role in the Community Police Forums, Boards and in their respective communities.

3.3.5 **Accountability**

Accountability will be realised by creating mechanisms through which the police can be made answerable for addressing the needs and concerns of the communities it serves. Institutions (Offices of the Members of the Executive Councils (MECs), the Provincial Secretariats for Safety and Security, community visitor schemes, the Independent Complaints Directorate) and efforts to make the police more transparent can be utilised to establish a culture of accountability. However the elements of Community Policing are also important. Following below is a discussion of these elements.

3.4 **ELEMENTS OF COMMUNITY POLICING**

The primary elements of Community Policing are structured consultation between the police and different communities about local problems, policies, priorities and the adaptation of policing strategies to fit the requirements of particular local circumstances as well as the development of a customer-orientation in the rendering of services. All resources available to the community and the police should be mobilised to resolve problems and promote safety and security. Police accountability to the community needs to be increased through mechanisms designed to encourage transparency.

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Community Policing should transform from a primarily reactive focus on crime control to a proactive focus on the underlying causes of crime and violence (Technikon South Africa, 1998:11). To facilitate this transformation a legal framework is necessary.

3.5 THE LEGAL FRAMEWORK

A number of legal and policy documents determine that the police and communities are to work together to prevent crime. These documents are the Constitution of the Republic of South Africa Act, 108 of 1996; the South African Police Service Act, 68 of 1995; the SAPS Interim Regulations for Community Police Forums and Boards (2001); the White Paper on Safety and Security (1998); the White Paper on the Transformation of the Public Service (Batho Pele) (1997) and the National Crime Prevention Strategy (NCPS) (1996). The above are discussed in more detail below.

3.5.1 *The Constitution of the Republic of South Africa Act 108 of 1996*

The Constitution of South Africa (1996) is the most important law of the country. It states that everyone has the right to freedom and security and the right to be free from all forms of violence. The Constitution determines that the task of the Police Service is "to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law" (Section 205). Each province is entitled to monitor the Police Service and promote good relations between the police and the community (Section 206).

3.5.2 *The South African Police Service Act. 68 of 1995*

The South African Police Service Act, 68 of 1995 determines how the Police Service must execute its functions, including cooperation with communities to combat crime. The Act also provides the rules for Community Police Forums (CPFs), Area Community Police Boards and Provincial Community Police Boards.

3.5.3 *The SAPS Interim Regulations for Community Police Forums and Boards*

The SAPS Interim Regulations for Community Police Forums and Boards (2001) give more detailed information than the SAPS Act. For example, all the actions a station commissioner must take to start a Community Police Forum at a police station are listed. Provision is also made for issues regarding Area Boards, Provincial Boards, financial matters and disputes.

When a police station area is very large, it can be subdivided into different parts, each with its own Sub-forum. A Sub-forum must be attached to a police station and it remains accountable to the main (or "Mother") forum. The Interim Regulations informs the police how and when to start Sub-forums.

3.5.4 *The White Paper on Safety and Security*

The White Paper of 1998 refers to Community Policing. It determines that the community, the local government and the police must meet in a forum, named a Community Police Forum (CPF). The CPF is where the community and the police work together to prevent crime and every police station should have a Community Police Forum.

3.5.5 *The White Paper on the Transformation of the Public Service (Batho Pele)*

Batho Pele means "People First". The White Paper on the Transformation of the Public Service of 1997 is also referred to as the "Batho Pele White Paper". The Batho Pele White Paper determines that all government departments must provide good service to all South Africans. Like the other departments, the Department of Safety and Security must implement the Batho Pele principles of consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

3.5.6 *The National Crime Prevention Strategy (NCPS)*

The government's National Crime Prevention Strategy (NCPS) of 1996 determines that the police and the courts cannot prevent all the crime on their

own. The community must participate in crime prevention plans. The community must also inform its members not to commit crime, since public education and values are an important part of the crime prevention framework. The legal framework establishes the need for Community Policing. The need for Community Policing arises from the mutual interest of communities and police to address problems of crime.

3.6 PHILOSOPHY AND ORGANISATIONAL STRATEGY

Van Vuuren (1998:100) points out that Community Policing is frequently regarded incorrectly as a certain style of policing that should be applied in order to try to move the police and the community closer in their partnership against crime and disorder. Community Policing is both a philosophy (a way of thinking of the SAPS) and an organisational strategy (a way to carry out the philosophy).

The Community Policing philosophy rests on the belief that people should have a say in the policing process in exchange for their participation and support. It also rests on the belief that solutions to contemporary community problems demand both people and the police to explore creative, new ways to address neighbourhood concerns beyond the narrow focus of individual crime incidents (Mesko, 2000:1). This approach should broaden Community Police and the policing mandate. Community involvement in operational policing strategies should be encouraged in order to change the methods of solving problems of crime.

3.7 COMMUNITY POLICING AND THE POLICE MANDATE

Community Policing expands the police mandate in that it broadens the police role. It adds a vital proactive element to the traditional reactive role of the police. Community Policing must use a fully integrated approach that involves all police officials in the SAPS. As a long-term strategy of the SAPS, it requires a decentralised Police Service to the community.

Community Policing compels the SAPS not to impose order on the community from outside and that people must be encouraged to think of the police as a resource that they can use to solve contemporary community concerns. It must not be seen as a tactic to be applied and then abandoned as seen fit. It requires the police to become and remain flexible in order to meet local needs and priorities as this change over time (Mesko, 2000:3).

The principles of Community Policing must serve as criteria for police officials to ensure that the policing styles and tactics they use are not in conflict with the philosophy and strategy. In practical terms, this means that Community Policing prescribes certain tactics and excludes others. Secondly although not an operational directive, it directs (or rather should direct) operational policing styles (Anon, 2000:3). The primary mandate of the police is to prevent crime and the more communities are involved in policing the more holistically crime can be prevented. Crime prevention and Community Policing is discussed below.
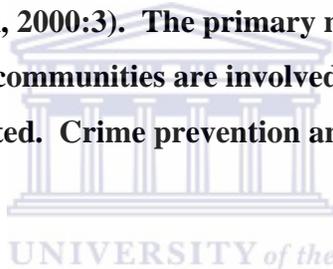
3.8   CRIME PREVENTION AND COMMUNITY POLICING

Crime prevention is a primary reason for the existence of the police. All policing activities include some elements of prevention; however, in the context of this thesis, crime prevention will mainly focus on prevention in the proactive sense.

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

There is a correlation in the overarching goal of both crime prevention and

Community Policing. Both are about enhancing the safety and health of the community. By making the most of both, communities increase their capacity to resist crime, reduce fear of crime and restore or sustain public order. Police officials must keep in mind that in addition to sharing a common purpose, linking crime prevention and Community Policing, provide amongst other the following benefits (Anon, 2000:1): Crime Prevention offers information and skills that are essential to Community Policing which have the potential for enriching each other. Nurturing a core of crime prevention expertise while making the skills and know-how available to all police officials, especially those working at street level, can assist the SAPS as an organisation to make the transition to Community Policing required by the SAPS Act 68 of 1995.

In executing their policing functions, all police officials must consider the following major points in common between both concepts (Anon, 2000:4):

➢ Each deals with the safety of the community.
➢ Each seeks to address the underlying causes and problems.
➢ Each deals with the combination of physical and social issues that are at the heart of many community problems.
➢ Each requires active involvement by community members.
➢ Each requires partnerships beyond law enforcement to be effective.
➢ Each should be viewed as an approach or a philosophy, rather than a programme.

Apart from the commonalities between the two concepts, police officials must also be aware of the differences. Community Policing is a philosophy of providing and managing public safety services, though it is one that can be readily attached to other public services as well. Crime prevention, on the other hand, is a concept that includes policing but goes far beyond it to empower the whole community. Community Policing requires the involvement of law enforcement whilst crime prevention is the central purpose of law

enforcement agencies, but other groups in the community also performs it
(Anon, 2000: 4-5). This framework provides the scope of policing.

3.9   THE SCOPE OF POLICING

Within the framework of social order, preventative and repressive policing as
the main areas will be discussed below.

3.9.1   Preventative policing

In general, preventative policing (crime prevention) consists of those measures
adopted by a community for the purpose of strengthening its control over the
behaviour of individuals. According to Kern *&* McCorkle (in Van Heerden,
1992:16-17) these include the following:

  ➢ fostering respect for the control structure, specifically by the way in
    which the police role is fulfilled, and thus promoting voluntary
    compliance with the law;

  ➢ short-term preventive techniques such as street patrols and the visible
    protection of life and property;

  ➢ long-term preventive techniques such as the education of young people
    and communities in general, about problems relating to crime and the
    police;

  ➢ the rendering of services which, though not directed at behaviour that
    endangers order, help to strengthen mutual respect and confidence in
    the power structure;

  ➢ the elimination or minimising of opportunities to commit crimes; and

  ➢ any other measure designed to prevent the repetition of a crime, or the
    development of criminal motivations, or the spread of crime to other
    susceptible personalities.

3.9.2   Repressive policing

Repressive policing concerns the restoration of order. The enforcement of the
law in accordance with the three-fold doctrine involves the assembling of

evidence concerning violations of order and the presentation of this evidence to the judicature so that the violation of the legal rules can be individualised in a positive manner (Van Heerden, 1992:17). This process involves the criminal investigation (detection) techniques by means of which proof or evidence may be assembled, and the methods (such as arrest) by means of which the disrupter of order (the criminal) may be brought before the judicial authority.

3.9.3 <u>**Police role fulfillment**</u>

As mentioned earlier, policing entails the maintenance of social order with prevention (proactive policing) as the primary object. When preventive (proactive) methods fail, the violated situation has to be restored by means of reactive methods (reactive policing). The latter entails the execution and enforcement of law (Van Vuuren, 1998:18).

To understand the way in which the role is fulfilled, requires looking at the occupational environment. The occupational environment of policing is created by various factors that fundamentally affect the atmosphere in which objectives are pursued. Police officials develop a unique policing personality, which, in association with the organisational atmosphere, gives rise to alienation from the society they are supposed to serve (Van Vuuren, 1998:19).

Alienation will cause the police to lose touch with its clientele. A chain reaction will follow that will eventually impact negatively on service delivery. It must be borne in mind that the effective pursuit of objectives is, amongst other, determined by the general organisational structure and the way in which the police functionary is motivated for service. The general nature of this police functionary service largely determines whether the emphasis is on police power (law enforcement) or police service (execution of law). These dynamic service functions give rise to styles of policing that are, in fact, methods of pursuing aims and rendering service (Van Vuuren, 1998:19). In pursuing these aims and services strategies for Community Policing needs to be developed. The

strategies that the police will embark upon depend on the degree of community participation and inter-agency cooperation.

3.10   SUMMARY AND CONCLUSION

Community Policing is both a philosophy and an organisational strategy to bring the police and the community closer together in their fight against crime and disorder. The Constitution of South Africa (1996) determines the objectives of the police while the South African Police Service Act and other policy documents allows for the establishment of Community Policing Forums. This legal framework provides for cooperation between the police and the community and guides their relationship. Community Policing expands the mandate of the police in that it broadens the police role and adds a vital proactive dimension. To exhibit the characteristics of Community Policing a partnership is needed between the community and police to facilitate cooperation.
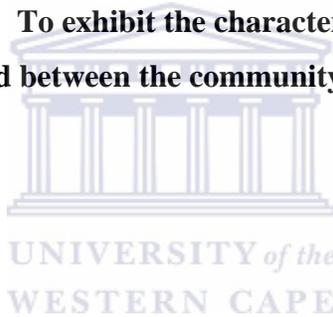
CHAPTER FOUR
COMMUNITY-POLICE PARTNERSHIP

4.1   INTRODUCTION

The concept of a Community Policing Forum including its aims and the criteria for registration in terms of the SAPS Act of 1995 will be outlined in this Chapter.

A background of police relations with the community as well as the primary aim of community relations and how the police can obtain public consent and approval, are discussed. A detailed overview on how the police can attain and retain public acceptance and respect through a police-community relationship is provided.

4.2   COMMUNITY POLICE FORUM

A Community Police Forum is a forum that consists of organisations and institutions. For example, schools, mosques, churches, youth groups, ratepayers' associations, civic organisations and businesses can become members of the Community Police Forum.

The purpose of a Community Police Forum is to establish and maintain a safe and secure environment for its citizens; hence only organisations that want to make the community safe should join the forum. A forum is a legislated structure at every police station that establishes a partnership between the community and the police. Each Community Police Forum has its own constitution. The constitution should inform people how the forum works and how to elect an Executive Committee. The committee is very important because it must make sure the forum works (Department of Community Safety, 2003).

4.3 **THE AIMS OF A COMMUNITY POLICE FORUM**

By law, a Community Police Forum must have specific aims. Section 18 of the SAPS Act 68 of 1995 provides these aims.

A forum can also add more aims if its members agree. All the aims must be contained in the constitution of the forum and direct the forum towards helping the police and the local community to work together and make them partners against crime. These aims include inter alia to identify and solve problems to do with crime, disorder, fears and poor service by the police, to improve communication and relations between the partners and find ways to make the Police Service transparent and accountable, to encourage the media to be fair when they inform people about police actions and helps different cultural groups to understand each other, to work together with other institutions in local community and promote respect for human rights and to monitor the Police Service, including complaints, criminal cases made against members, visit to cells etc. (Department of Community Safety, 2003).

4.4 **COMMUNITY RELATIONS**

Relations with the community must at all times be maintained in a manner reflecting the historical tradition of *"the police as the public and the public as the police".* This means the police being members of the public who are paid to perform services which are conducive to the general welfare and to the survival of the community, services which are in fact required by all members of society (Van Heerden, 1992:110). To enable the police to deliver the services needed by the public, good public and community relations are required.

4.4.1 Public relations

Public relations activities are designed to create a favourable environment for agency operations by keeping the public informed of agency goals and operations and by enhancing the police image. The target is a citizen who passively accepts (and approves) what the police department is doing (Mayhall,

Barker and Hunter, 1995:40).

4.4.2   Community relations

Community relations, on the other hand, seeks to involve the citizen actively in determining what (and how) police services will be provided to the community and in establishing ongoing mechanisms for resolving problems of mutual interest to the community and the police (Mayhall *et al*, 1995:40).

4.4.3   Background

Although the need for community relations is widely accepted today as a crucial part of police administration, its current prominence is of short duration. The police realised that it was confronting problems that traditional police tactics were not capable of solving. In an effort to bring the police and the public closer to one another, various activities have been devised with a view to promote mutual understanding (Mayhall *et al*, 1995:41).

Trojanowicz and Bucqueroux (in Mayhall *et al*, 1995:41), state that the concept of Community Policing has now added new meaning to the traditional understanding of police community relations in the 1990s and beyond. The Community Policing philosophy broadens the scope of police-community interactions from a narrow focus devoted exclusively to crime to an examination of community concerns such as the fear of crime, disorder of all types, neighbourhood decay and crime prevention.

4.4.4   The primary aim of community relations

Every crime prevention official should be acquainted with the aims of community relations, viz to increase public involvement, cooperation and establish partnerships between the police and community, other State Departments and non-governmental organisations. They all aim to address community problems to promote communication and understanding, in order to gain greater insight into the causes of complex community problems such as

relationships with other ethnic groups and to emphasise the principle of equal protection of all people with all available means (Mayhall *et al*, 1995:40).

4.4.5 The importance of community relations to the SAPS

The SAPS places a high premium on community relations to implement Community Policing successfully. This will promote the image of the SAPS and greater acceptance of the SAPS amongst all communities. It is vital to obtain the cooperation of the public in the prevention of crime and to ensure that the public provides information regarding crime and criminals more freely to the police. To encourage the community to co-operate with the police in solving community problems and to participate in Community-Police Forums, good community relations are important. This can also develop a greater sensitivity of the needs of the community for policing and protection and provide greater support to the victims of crime (Mayhall *et al*, 1995:41-42). To achieve better community relations the police need to obtain public consent and approval.

4.5 PUBLIC CONSENT AND APPROVAL

The consent and approval of the public for the services rendered by the police must be sought and preserved. To achieve this, the police must act as a service rather than a force. A police force is orientated towards the penal and deterrent elements of social control. In other words, a police force applies the law by arresting and prosecuting transgressors and by investigating crime. There is very little leeway for discretion. Efficiency is measured in terms of hard arrest statistics and not by the actual extent of the crime problem. The police officer is normally regarded as an enforcer, a suppressor, an enemy or a "law officer".

In contrast a police service is directed towards the execution of the preservation and protective aspects of social control. Its activities are aimed at eliminating or minimising latent threats to the social order, informal resolving

of conflicts in relationships and rendering a variety of services. The efficiency of a police service is primarily reflected in the absence of crime, a general positive public image of the police, the degree of support and assistance forthcoming from the public and the extent to which the realisation of the social ideal is regarded as a partnership concern. A police force and a police service are not irreconcilable entities. Police force and police service represent the two extreme poles of the aim-realisation of the Police. A sensible balance is obviously the most desirable position to aim at (Van Heerden, 1992:50). This position should obtain optimal public consent and approval.

4.5.1 Attaining optimal public consent and approval

By rendering its service promptly, individually and in a friendly manner to all the members of society, regardless of status, social position or national affiliation, the police should attain public consent and approval.

Additionally, its services will be enhanced by being courteous and friendly at all times and being ready to make personal sacrifices in order to save lives. The police should not give in to subjective public opinion. When it is required to enforce the law, it should be executed swiftly, consistently and with absolute impartiality (Van Heerden, 1992:50). The rendering of services in such a manner will earn the police public acceptance and respect.

4.6 PUBLIC ACCEPTANCE AND RESPECT

The authority, power and goals of policing are dependant on and subject to public approval and the ability to gain public respect. The police's external actions are the determinants of public approval and respect. The maintenance of sound relations is the responsibility of each police official. He/she must be aware of the consequences which his/her action could possibly have, and in so doing, he/she should avoid situations that could damage the relations between the public and the police. He/she must therefore act within the restrictions placed on policing.

The police image is the reaction of the public whereby confidence in and respect for the police, or the lack thereof, is reflected. The nature of the image is determined by the relationships that are created during the course of serving the public. The attainment and retention of public approval and respect include the voluntary cooperation of the public in observing the laws (Van Heerden, 1992:78). Effective policing will attain public approval and respect. As the leading party in the partnership, the police have a duty to interpret those conditions creating both police and community problems to the community with truth and objectivity.

4.7 THE DIFFERENCE BETWEEN TRADITIONAL POLICE-COMMUNITY RELATIONS PROGRAMMES AND COMMUNITY POLICING

The difference between traditional Community Relations Officers and Community Police Officers duties and how they are perceived by the community are discussed below.

4.7.1 Traditional Police-Community Relations

The goal of traditional police-community relations is to change the attitudes of hostile communities and to project a positive image of the police in order to improve relations with the community. A Police-Community Relations Unit is established as an isolated specialist unit, made up exclusively of staff personnel whose duties are bound by the narrow definition of the unit's goals. Police–community relations is a specialised activity which only requires isolated acceptance localised in the Police-Community Relations Unit. Because Community Relations Officers are specialists, there is only irregular contact between these officers and the community. The public perception is that these officers are strangers whose assistance, although well-meaning, is sporadic and limited, as they tend to communicate most often with community leaders (in other words with the elite). Input from average citizens is therefore limited.

Community Relations Officers are specialists whose tasks are limited to dealing with strained relationships and hostility between the police and the community. These officers have no responsibility towards a particular area and are viewed as "outsiders" with a limited stake in the community. Since Community Relations Officers are seldom seen on the streets, a cordial relationship develops with limited trust which hampers the flow of information to the police.

Police accountability is primarily ensured through formal supervision. Influence is from "the top down" with those who "know best" giving input and making decisions. The traditional police organisation largely remains intact with new programmes being added and no fundamental changes required. Other service providers such as Social Services, Correctional Services etc. stick to their traditional roles and citizens are encouraged to request and accept more government services. Successes are determined by quantitative measures such as the number of arrests made, average response times, clearance rates and the number of complaints against the police (Technikon South Africa, 1998: 21-22).

4.7.2   Community Policing

The goal of Community Policing is to solve problems of crime, disorder and fear in partnership with the affected community. The improved relations with members of the public, is a welcome by-product. Community Policing requires everyone in the department, civilian employees, line and staff functionaries to explore how to implement the principles of Community Policing through their actions on the job. All police officers and personnel in the department therefore become Community Police officers. Because these officers are involved in the day-to-day policing of their beats, there is regular contact between officers and citizens. The public perceives these officers as real, personalised officers who offer concrete help and who are visible in the community. Community Police officers are viewed as having "a stake in the

community" and they educate the public on a whole range of issues and are responsible for providing the full range of policing services to the community in a particular area. These officers are considered generalists, in other words they are full service officers involved in proactive and reactive policing. The increased trust between the Community Police officers and the citizens in their beat area, resulting from regular positive contact over an extended period of time, lead to an enhanced flow of information to the police. Citizens are encouraged to solve many of their own problems and to assist their neighbours while other service providers are encouraged to become involved in solving problems. Through their local Community Police Forum, average citizens can identify problems that deserve police attention. In this way they assist in setting the policing agenda for a specific area.

Community Policing is a department-wide philosophy which requires department-wide acceptance and implementation. In addition to administrative mechanisms, police accountability is ensured by the citizens receiving the service. Influence is thus from "the bottom up", as citizens help determine priorities and influence police policy. Community Policing calls for meaningful organisational change and restructuring. Successes are determined by qualitative measures such as citizen involvement, improvements in the quality of life and a reduction in fear, crime and disorder (Technikon South Africa, 1998: 21-22).

4.8 SUMMARY AND CONCLUSION

A Community Police Forum is a legislated structure that establishes a partnership between the community and the police and should be functional at every police station. For a Community Police Forum to register, it should have a public launch, adopt a constitution and be accessible to the community members.

The forum assists the police service and the local community to work together and find ways to make the police transparent and accountable. As the leading party in the partnership the police have a duty to do more than had been done in the past to engage the community in the overall task of policing. Through this partnership between the community and the police, crime prevention becomes more effective. This partnership can be strengthened through Sector Policing.

CHAPTER FIVE
IMPLEMENTATION AND MANAGING
SECTOR POLICING

5.1   INTRODUCTION

Since the establishment of Community Policing Forums (CPFs) during the early 1990s, problems still exist with the crime prevention strategies as the levels of crimes increase. This Chapter will provide an explanation how Sector Policing can enhance Community Policing. The background and definition of Sector Policing will be unpacked including a discussion on the aim and scope of implementation. The implementation of Sector Policing with specific goals will be explained.

5.2.   PROBLEMS EXPERIENCED WITH CPFs

The 1996 Constitution of South Africa provides and prescribes the establishment of Community Policing Forums at provincial, area and station levels. Despite the establishment of Community Policing Forums (CPFs), problems still exist in the crime prevention strategies as the levels of crimes continue to increase. The partnership that has been established with the CPF does not make significant inroads to prevent crime.

Several problems are identified; inter alia that communities are not all well represented on the current structures of the CPF. The lack of human and logistical resources makes it impossible to include all communities. Individuals feel that they cannot make valuable contributions toward the functioning of the CPF, as the problems experienced in the station area are diverse. For example, communities in more affluent areas are indifferent to the needs of communities in informal settlements, as the problems experienced are different. Police stations are situated far from the communities they are supposed to serve. Communities find it difficult to attend meetings of the CPF and because of distances, they feel left out from the process and structures of the CPF. Thus

the police service is only accountable to certain sections of the community it serves.

From the above, it is clear that all sections of the community are not involved in the CPF structures, thus making crime prevention strategies ineffective. Sector Policing can be seen as an enabling strategy to be adopted by the station with the intention of involving all sectors and individuals of the community to participate in Sector Policing.

5.3   DEFINITION: SECTOR POLICING

Sector Policing is a method of policing in smaller manageable geographical areas within a police station. It involves all role-players in identifying the particular policing needs in each sector and addressing the root causes of crime, including the enabling and contributing factors in order to ensure effective crime prevention to reduce the levels of crime within communities and to improve community safety (White Paper on Safety and Security, 1998).

Sector Policing involves the assignment of police officers to a specific sector, on a full-time basis. These police officers regularly patrol their own sector and have regular contact with a sector community and are able to identify problems and seek appropriate solutions in conjunction with the sector's community. Sector Policing encourages constant and continuous contact with members of the community.

5.4   BACKGROUND

All over the world, police agencies have come to realise that due to the complex and diverse nature in which crime manifests and their limited resources, they alone are not capable of implementing effective crime prevention strategies. International trends in policing therefore demonstrate the increasing involvement of communities and a partnership relationship. Within the South African context, a policy framework was introduced for Community Policing

which provides comprehensive guidelines on how such partnerships with communities can be established, how they should function and their implementation as a solution for community problems and addressing crime (South African Police Service Act, of 1995). Sector Policing is part and parcel of Community Policing and must be seen as an enabling mechanism to organise and mobilise individuals within communities to establish the driving force on which the philosophy of Community Policing is based. Sector Policing supports the "back to basics" approach of service delivery in order to provide an effective and personal service to the community.

There are different interpretations and applications for the concept of Sector Policing internationally and according to the British model, it forms and integral part of Community Policing. It is seen as a demonstration of the presence of the police within the community with the responsibility of forming close links with the public and to develop policing systems to meet the specific needs of the local community (Friedman, 1992:117-118). In the USA, Sector Policing delegates the responsibility of the police services within a given neighbourhood to a team of officers who are specifically assigned. The major objectives are to reduce crime and to improve police and community relations (Friedman, 1992:153). Police agencies elsewhere in the world that adopted Sector Policing generally concluded that a gap exists between the police and the public. This was due to a number of reasons, but can be ascribed mainly to the disappearance of the neighbourhood foot patrol officers and the increase in the use of mobile transport and regarded by many as "metal cocoons" isolating the police from the public. There is much to learn from international experience and development in this regard and although policing and the policing environment in South Africa have their own unique features, it is a well-known fact that in many places there still exists a gap between the police and the community. Community Policing as a philosophy of policing in an attempt to bridge that gap and Sector Policing should therefore be seen as a method to enhance this process.

5.5   **THE AIM OF SECTOR POLICING**

The aim of Sector Policing is to provide for the capacitating of sector managers for sectors within a police station to mobilise and organise community role-players within each sector to ensure that the policing needs of a sector are addressed. To achieve this, both the police and role-players within the community must collectively develop the capabilities to find effective solutions for local crime-related problems. This implies a more personal policing approach at suburb or neighbourhood level in which communities will fulfil an active role.

The focus should be to mobilise a community with similar interest, environment and crime problems to get together in addressing its own situation in cooperation with their police station. The current "neigbourhood watch" approach can be a basis from which to work.

5.6   **THE NEED FOR SECTOR POLICING**

Sector Policing brings the police and the community together to solve problems of crime. If they work in unison, the community could become a safe place in which to play, work and live. When serious crime, i.e. rape and murder occurs within a particular area and when incidents like these are discussed among residents in a particular community, people often begin to feel threatened within their neighbourhood.

Some residents will start talking about the need for a closer relationship with the police in their community. Other residents might believe that the police should care more about their perceived needs. Sometimes they want the police to listen to them in a more visible and open way and to take action in a way that the community understands. Some community members might also want to hear more directly from the police about police action against crime in their communities.

Some policemen and women might know very well that people in their communities express unhappiness about crime. Sometimes even members of the police themselves might feel that the problem is too big for them to solve on their own and that they cannot respond properly to each and every complaint. When these perceptions arise among community members and ordinary policemen and women, it is an ideal time for everyone to come together and help each other to make the community a safer place (Department of Community Safety, 2003).

Sector Policing is the best answer to safer communities, because it helps when the communities and the police join hands against crime. When police and communities communicate effectively, they learn more about crime and its causes. Jointly, they can enhance the philosophy and organisational strategy of Community Policing. Community input should be increased to identify alternative methods of addressing crime in neighbourhoods.

5.7   SCOPE OF IMPLEMENTATION

The concept of Sector Policing should be viewed as a flexible tool based on creativity and innovation. However, whatever initiatives are implemented should be focused on the outcome of Sector Policing as defined and must be practical and achievable. The scope of implementation should address specific objectives according to the defined needs of a sector by having updated information available on the prevailing crime trends and crime- related conditions within a sector and mobilising all available police and non-police resources in the fight against crime. Organise structures to promote co-ordination and liaison between the police and the role-players within a sector and establish a shared responsibility between police and role-players by developing a working relationship to address the crime-related concerns of the community. Optimise service delivery through a collective effort by all role-players to increase resources to prevent crime and by implementing more effective practices.

5.8   SCOPE OF IMPACT ON THE ORGANISATION

Sector Policing impacts on the crime prevention line function and process, which fall directly under the command of station commissioners. It will impact on the management approach towards crime prevention, detection and how station commissioners structure their formal interaction with the community. This will also include the management and utilisation of available personnel and logistical resources to support Sector Policing. It may occasionally impact on other specialised functions outside the police station's functional responsibilities within the SAPS to provide support on request. It will also impact on the functions of the Community Police Forums (CPFs) to render assistance in the facilitation and the implementation of some solutions to crime.

The introduction of Sector Policing, together with the responsibility for policing particular geographical areas, will impact on the role of the CPFs. Where crime-related problems are only related to a specific sector or neighbourhood, it will be discussed and addressed at sector level; however, if such problems are related to more sectors thereby becoming a station problem, the CPF will be the forum to address such problems.

5.9   IMPLEMENTATION OF SECTOR POLICING

To facilitate effective implementation of Sector Policing, goals will be set and guidelines given to achieve such goals.

5.9.1   Goal I

Station commissioners to divide the station precinct into sectors.
NOTES
Determining boundaries of sectors should be done according to logical criteria. The geographical size, natural boundaries, demographic homogeneity, crime administration system blocks, resources available, local wards, business and residential areas could be considered.
The demarcation of sectors must be done in consultation with the local CPF

after taking into account the result of a thorough analysis of the circumstances within the precinct. It must be considered that a sector should not be too big and should be identified in such a manner that it gathers people with homogenic interest and problems together. It must further be taken into account that the number of sectors that are identified within a station precinct will in future also have an impact of the human resource allocation to a specific station. The more sectors a station has, the more human resources can be allocated from area level. The manner in which sectors are identified and demarcated must be objective and realistic to ensure manageability.

5.9.2 Goal II

Station commissioners to appoint sector managers for each sector in a station precinct.

NOTES

A sector manager should be a police member but if this is not possible, a reservist can also fulfil the functions. The station commissioner should also provide support for the appointment of an assistant, which could be either another member (i.e. detective) or a reservist. The members or reservists, who are appointed as sector managers and assistant managers, must be stationed where they perform these functions.

The ideal would be to have a sector manager and his team performing duties within a specific sector on a permanent basis. Within the current human resource shortage at stations, it will not be possible to follow this approach. The sector managers and their teams will perform more of co-ordination and liaison functions with the relevant sector committees in order to establish a trust relationship and open communication channels.

It is imperative to select the right people as sector managers. For this reason, it will be useful to compile a profile of the type of person considered suitable or

perhaps even specific profiles for specific sectors. It will also be useful to consult with the CPF on the compilation of a profile for sector managers and assistants. Skills and personal attributes that could be considered useful to the sector manager include:- communications skills, problem-solving abilities, facilitation skills, planning skills, presentation skills, marketing skills, team management in a multicultural environment, leadership skills, creativity, personality, patience, discipline and correct attitude. Where a sector manager does not possess these skills, the necessary steps must be taken to ensure that the person is developed through training courses, possible mentorship and in-service training, if the possibility of development exists.

5.9.3   Goal III
The appointed sector manager is to compile a sector profile.

NOTES
A sector profile can be compiled by utilising the station profile and refining it in terms of the sector. For compiling a sector profile the following criteria can be used as a guideline:- particulars of sector manager and assistant, particulars of members on Sector Forum, particulars of prominent members residing in the sector, particulars of contact persons on neighbourhood watch, civic association, non-governmental organisation, etc. and particulars of members of the SAPS residing in the sector.

5.9.4.   Goal IV
The appointed sector managers are to establish a Sector Crime Forum (SCF).

NOTES
After the sector profile has been compiled, the sector manager must identify the main role-players in the sector and arrange a meeting to discuss the establishment of a Sector Crime Forum (SCF). Role-players such as prominent business people, elected councilors or other community leaders and

police members staying in the sector could be considered. The general community must not be left out and should also be invited to get involved actively.

The assistance of the local CPF and the police reservist's corps should be requested to assist in the initial identification of community/interest groups in the sector who could assist in facilitating the establishment of a SCF. In some communities there are already similar structures functioning at many precincts under different names; for example, residents associations and neighbourhood watches. Where similar structures exist, sector managers will be expected to encourage the adoption of the Sector Crime Forum approach to promote the uniform implementation of Sector Policing. Care should be taken not to have duplication and different forums with the same aims, but rather to incorporate and adapt existing structures into this approach.

At the first meeting, the sector manager should explain the concept of Sector Policing, the reason for establishing a SCF, how it is supposed to function and the possible benefits for the community and policing in the sector. The meeting should agree in a mutually acceptable way to co-operate. Based on the needs of the community in the specific sector, a SCF must be established and members elected to positions from the community and role-players of the specific sector. Preferably, the sector manager or assistant must not be elected into these positions.

5.9.5 Goal V

The sector manager is to co-ordinate, monitor activities and arrange meetings for the Sector Crime Forum.

NOTES

Once the SCF has been established and forum members have been elected, they will be expected to have regular meetings preferably monthly to ensure

continuity to co-ordinate the Sector Policing activities, identify problems, identify solutions, drive and monitor the implementation of activities and projects against crime in the sector. Minutes of these meetings must be kept and should be available from the sector manager for access and insight.

The crime issues, problems and contributing factors have to be identified in a co-ordinated effort by the SCF, the sector manager and his team. After the crime problems have been identified it can be prioritised. Only after this phase can the members of SCF determine possible solutions. The solutions can either be to address problems through short-term policing strategies e.g. special patrols by community members and the police, or long-term strategies such as social crime prevention approaches to reduce the occurrence of persistent crime.

Proactive policing needs must be directed via the sector manager to the station crime prevention officer, who will have the responsibility to implement the appropriate measures. Reactive policing needs will be communicated to the sector manager, who will be responsible to communicate them to the detective commander through pre-arranged channels. The involvement of elected officials (ward representatives), business people, and community leaders will be essential in this phase to assist in addressing the social needs and preventative measures.

As soon as responsibility has been determined, the SCF must activate the responsible person or authority to take the necessary steps to implement the recommendation. When it is somebody within the SCF, it will be done verbally by the chairperson and noted in the minutes of the meeting. Where other departments will be involved to address the need, the necessary correspondence must be forwarded by the SCF via the prescribed communication channels.

In instances where long-term proactive strategies have been identified that cannot be resolved by the SCF, it must be brought to the attention of the Community Policing Forum (CPF) which will then be responsible to support the SCF and to activate the relevant agencies or departments. The sector manager will be responsible to provide feedback on all matters that were directed to the SAPS. During its regular meetings, the SCF must evaluate the feedback on the implementation of its initiatives to determine what is being done and what is being achieved. If implementation does not go according to what was planned or does not have the desired effect, it must be reviewed and corrective actions should be identified and executed. If the initiative was successful in solving the problem, records must be kept of the lessons learnt and any best practices that were identified should be communicated to the CPF via the sector manager.

5.10 MANAGING SECTOR POLICING

To enable effective managing of Sector Policing, criteria for the registration of the Sector Forum should be determined. A clear command structure and chain of communication should be established. All roleplayers within the police structure should have clearly defined roles and responsibilities. Recommendations on these will be discussed below.

5.10.1 Criteria for registration of a Sector Crime Forum

The Sector Forum has to register with the "Mother" Community Police Forum and has representatives on the "Mother" forum. The Community Policing Forum will only register a Sector Forum if it is attached to the local police station and meets all the criteria for forums. The Sector Forum must provide a letter of support from the station commissioner and the chairperson of the "Mother" forum. The Sector Forum has local police representation on it and should clearly define its role and objectives in the community (Department of Community Safety, 2003).

5.10.2 The Station Commissioner

The station commissioner has the overall accountability to establish the Sector Policing concept in the precinct and is overall in command of the process. He/she will be responsible to consult with the CPF, station crime prevention head and other role players to determine the number of sectors and sector boundaries and oversee the recruitment and appointment of sector managers and assistants. In consultation with station management and sector managers, he/she will establish work procedures to address primary policing needs in the sectors.

5.10.3 The Station Crime Prevention Commander

The station crime prevention commander will have direct command and control over the Sector Policing process. He/she will assume the role of sector supervisor and will oversee and co-ordinate the implementation of the policing needs of all the sectors within the precinct.

As Sector Policing co-ordinator he/she will be responsible for the administrative functions within the framework of Community Policing and ensure that sector profiles are compiled and updated. He/she will oversee the functioning and performance of sector managers, assistants and other relevant personnel and will address the primary policing and crime prevention needs in the sector through the planning and execution of focus and intelligence driven operations. Additionally, he/she will liaise with external role-players on behalf of the sector managers to facilitate the implementation of long-term proactive strategies and consult with local Crime Information and Analysis Centre to establish crime trends, tendencies and patterns in the different sectors and the station as a whole. Finally, he/she will ensure that sector co-ordinating meetings (preferably weekly or forthnightly) are conducted where sector managers share information and are briefed on crime tendencies.

5.10.4 Station Management

The implementation of Sector Policing is not the sole responsibility of crime prevention units, but all the components have to get involved in the process to ensure its success. The detectives should get involved to ensure that a trust relationship between detectives and the community is also established and to promote the principle of informer recruitment. The same applies to the station crime intelligence component. The role of support personnel will be to render support services in accordance with the needs as specified in different sectors.

5.10.5 The Sector Manager

A sector manager and assistant must be appointed for each sector. They will be responsible to introduce and establish the concept of Sector Policing in their sector, identify and mobilise all the role-players that can make a difference and contribution to crime prevention initiatives in their sector. They should facilitate the implementation process of Sector Policing and compile and update the sector profile as well as gather the relevant information to facilitate the development and implementation of effective and practical crime prevention strategies for the sector.

The sector manager should manage in terms of crime prevention activities by identifying the need for crime prevention operations, and be involved in policing operations in his/her sector. He/she should build trust relationships with the community in the sector, act as liaison between sector, station management and other policing meetings, attend SCF meetings of other relevant sectors e.g. neigbouring sectors and act as the "adopted cop" in the "Adopt a cop project" at schools and youth projects in the sector. Finally feedback to the crime prevention commander, station commissioner, Sector Forum and other stake-holders should be provided.

5.11 **THE ADVANTAGES OF SECTOR POLICING**

Sector Policing will effect a reduced incidence of crime and a reduction in fear of victimisation through more effective policing. It will also increase community satisfaction with the services provided by the police and better co-ordination and allocation of responsibilities between the police and other criminal justice and social service agencies thereby resulting in more time for proactive action.

Sector Policing will create increased job satisfaction for police personnel especially patrol officers and support of the community for efforts aimed at supplementing or obtaining more police resources. Active participation of the community in crime prevention will lead to better appreciation of the constraints and problems facing the police. Sector Policing will bring about greater prioritisation of services and the allocation of available resources to meet priorities.
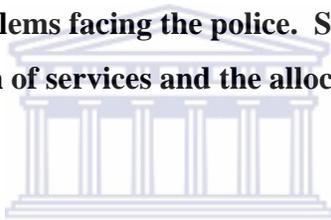
5.12 **STRATEGIES FOR SECTOR POLICING**

The promotion and enhancement of inter-agency cooperation with other bodies performing a policing function is to foster inter-departmental cooperation in respect of solving crime-related problems. In addition a commitment from police managers and supervisors to develop new skills through training which incorporates problem solving, networking, mediation, facilitation, conflict resolution and community involvement is also required.

The identification and mobilisation, through consultation, of community resources and organisations may assist in combating and preventing crime and the constant development of this capacity. The decentralisation of policing services is to ensure effective decision-making and accountability at the local level. Encouraging officers to assume responsibility for addressing safety and security problems within the areas of their responsibility to promote initiative, creativity and pride in achievement and to promote self-disciplined and

motivated personnel. Honest, open and effective communication between the police and the community in order to enhance the consultative role of the SAPS, CPFs and the community in general (Technikon South Africa, 1998:4).

5.13   COMMON PROBLEMS

Common problems that could be raised and foreseen by the writer and recommendations on how to bridge these are discussed below.

5.13.1 The community and community groups are apathetic and do not want to get involved.

People are often apathetic until or unless highly visible crimes such as rapes or robberies occur in their neighbourhood. More often than not this apathy is the result of a lack of knowledge about the frequency and seriousness of crimes committed in the neighbourhood. The police have a special duty to provide the public with information on what is occurring in the community. This can be done by publishing a newsletter which is distributed to every household, conducting security surveys at homes and businesses and liaising with influential groups and decision-makers in the community, etc.

Unfortunately once a serious problem is dealt with effectively, it is often difficult to keep the community motivated. Formulating short, medium and long-term plans may help, as this increases participation. Citizens also need to understand that simply dealing with the symptoms of a problem does not provide long-term "cures".

5.13.2 Antagonistic groups or individuals

This problem can be overcome if there is a willingness to find a solution. The only way to really break down negative stereotyping is through positive interaction.

5.13.3 <u>Antagonistic police officers</u>

Training and education play an important role in addressing the problem of antagonistic officers. Once again, well-managed personal interaction between the police officer and individuals from the sector target group can help to solve the problem. Police officers must accept that they provide a service to the community and that they cannot distance themselves from those they are meant to serve.

5.14 <u>COMMON QUESTIONS</u>

Generic questions and how to address them effectively are discussed in the sections that follow below.

5.14.1 <u>What role should political functionaries play in the Sector Crime Forum?</u>

Although representatives of political parties and elected political functionaries (such as municipal councillors) cannot be excluded from the SCF, it should be recognised that the SCF is not intended to be a political platform. It's main focus should be on crime, policing and related problems. Therefore, while political groups and elected political functionaries should be invited to attend, their representation should not be mandatory. Communities should feel free to elect whomever they please to the various structures of the SCF and everything possible should be done to prevent the SCF from becoming bogged down in political rivalry.

5.14.2 <u>How can criminal elements be prevented from infiltrating the Sector Crime Forum?</u>

The involvement of criminals in the SCF affects the credibility of Community Policing and of the criminal justice system in general. It can also seriously jeopardise policing, especially if information of police operations is leaked to criminals. Members of the executive committee of the SCF should therefore be screened before their appointment. This is already required for the appointment of police reservists and persons participating in Community Visitor Schemes. The SCF's constitution should contain a Code of Conduct,

which could stipulate that a CPF or a SCF member will be suspended from holding office if charged with a criminal offence.

5.14.3 **Who will be responsible for providing logistics and accommodation for the Sector Crime Forum?**

Police managers should accommodate all reasonable requests for logistical support required to ensure the effective functioning of the SCF. Community volunteers should be invited to assist in providing administrative support and other services to the SCF. Communities should be encouraged to support their SCF in obtaining (buying, hiring or borrowing) the necessary logistical support. "Equipment libraries" may be set up at area police headquarters to lend out equipment eg. overhead projectors, projector screens, sound systems, chairs, tables, flip charts, etc. and to provide specialised services eg. making of transparencies, printing of pamphlets, etc. to the SCFs in the area.

5.14.4 **What happens if community groups are not prepared to participate in a Sector Crime Forum?**

Community groups cannot be forced to participate in SCFs. The implementation of Sector Policing is an organic growth process which will take time. It is consequently necessary to identify and deal with the underlying reasons for non-participation.

5.14.5 **What channels of communication should exist between the community and the Sector Crime Forum?**

It is vitally important that there should be proper and frequent communication between the SCF and the broader community in the sector. The CPF should provide for a communication plan as part of its operational plan and the members of the SCF should be bound by the Code of Conduct of the CPF to report back to its constituencies. SCFs should explore all possible means of communication to keep its communities informed on safety and security issues.

5.14.6 <u>What will the role of police reservists be in the Sector Crime Forum?</u>

Police reservists may, as a "community of interest", be represented on the SCF and individual reservists may represent other "communities of interest". The dedication of police reservists should be recognised and they should not be excluded from participating in the SCF.

5.15 <u>SUMMARY AND CONCLUSION</u>

The Constitution of South Africa has institutionalised Community Policing Forums in the South African Police Service. The definition, the aim and the scope of implementation of Sector Policing were explained. The scope of impact of Sector Policing on the organisation and the implementation thereof with set goals were discussed.

Despite the establishment of Community Policing Forums, problems are still being experienced with crime prevention strategies, as the levels of crimes are increasing. To overcome these problems, Sector Policing is put forward as a method of policing. Sector Policing is policing in smaller, more manageable geographical areas within a police station area and involves all sections of the community in identifying the root causes of crime.

Sector Policing mobilises a community with similar interest, environment and crime patterns to get together and, in cooperation with the police, addresses its own crime problems. Sector Policing can thus been seen as an enabling strategy to broaden the scope of Community Policing. Planning and working with the Sector-community will enable the developing of a Sector Safety Plan.

CHAPTER SIX

DEVELOPING A SECTOR

SAFETY PLAN

6.1   **INTRODUCTION**

Developing a safety plan for each sector will counteract the apathy of certain communities when it concerns crime. Planning with communities within sectors and how to keep communities informed regarding crime, will be discussed in this Chapter. The different ways of policing and how to draft a community safety plan for a sector will be explained. In succinct form, it will be explained what changes are necessary for the successful implementation of Sector Policing.

6.2   **PLANNING WITH THE COMMUNITY IN ORDER TO ADDRESS POLICING PROBLEMS**

The roles of the station commissioner and the sector manager in the Community Police Forum (CPF) differs immensely from their traditional roles. Their role no longer involves planning for the community, but rather planning together with the community. The Community Policing approach is based on the proven assumption that the police alone cannot effectively control crime or address the causes thereof. What is needed is the development of joint capacity to prevent and combat crime. The police must therefore plan and manage policing problems in partnership with the community. A Sector Crime Forum is one of the most effective mechanisms for joint planning and problem-solving.

6.3   **WORKING WITH THE SECTOR COMMUNITY**

As police work entails providing a service to the community, the development of a cooperative police-community relationship is vital. As every police officer knows, policing goes well beyond the mere identification and apprehension of suspects. Members of the community expect a lot of their police, both as

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problem-solvers and as peace-keepers. In fact, the quality of life in a community to a large degree depends on the quality of service being rendered by the police. The most effective method of policing is one in which the community is actively involved. When policing takes place in isolation, it results in an "us-them" working style which inevitably leads to conflict. It is also important to note that, if the police take sole responsibility for crime fighting, they must also take sole responsibility if crime is not reduced.

The police must do more than what was done in the past to engage the community in the overall task of policing. This is what Sector Policing is all about. Sector Policing means that the community shares responsibility for dealing with crime and other safety and security problems. However, it is the responsibility of police officials to motivate and encourage the community to become involved in ensuring safety and security.

Structured consultation between the police and the different communities about local problems, policies, priorities and strategies is therefore essential. The overall goal of structured consultation between the police and the community should be to enhance the ability of the police to combat and prevent crime, disorder and fear and to address other community needs in partnership with the affected community. To achieve this goal, consultation should aim to improve the delivery of policing services, strengthen the partnership between the community and its police and promote joint problem identification and problem-solving. Consultation should also ensure police accountability and transparency and enhance communication between the police and its clients (Department of Community Safety, 2003).

6.4 DEVELOPING A COMMUNITY SAFETY PLAN

The Sector Crime Forum should develop a community safety plan before the end of each financial year. The plan must contain details of what the forum intends to do in the sector area during the following year. It must include a list

of the priorities and needs of the forum. These priorities and needs, as determined by the community, will form part of the annual operational plan of the police station and the Community Police Forum. The community safety plan must include what programmes, projects or action steps the forum intends to implement, where the forum will obtain funds for the projects and how the projects will promote the aims of the forum.

All the forums in a station area must give its community safety plans to the Community Policing Forum. The CPF must then develop its own plan to support and co-ordinate the plans of the different Sector Forums in the station area (SAPS Interim Regulations for Community Police Forums and boards, 2001).

6.4.1   **Different ways of tackling crime**

When a community safety plan is developed, it should be remembered that there are different ways to work against crime. The White Paper on Safety and Security of 1998 gives a definition of crime prevention, viz. "Crime prevention is the total of all activities that decrease, discourage or prevent crime by: providing an effective justice system to discourage crime, changing the environment where crime takes place and changing the circumstances that cause crime".

From the above definition, three ways of tackling crime are identified, viz. law enforcement, situational crime prevention and social crime prevention (Department of Community Safety, 2003).

Law Enforcement

The police help to enforce the law when they arrest crime suspects and take them to court armed with good evidence. To enforce the law successfully, the police must investigate crimes and collect evidence against suspects, implement crime prevention operations and patrol areas (visible policing) and provide

good service to victims. The police must interact with the community during patrols so that community support is obtained to enforce the law. The community will then help with information about crimes. When the police have enough evidence, they can take a suspect to court; however, the police also need the support of the prosecutor. To get a suspect convicted, the police and the prosecution must work together.

Situational Crime Prevention

Changing the physical environment renders it more difficult and risky for people to commit crime. For example, the use of locks, burglar bars and alarm systems make it more difficult for criminals to enter a building. Use gate passwords or a security guard to control access to a building, increase surveillance by telling employees to be more alert or use closed-circuit television, search people for firearms or other weapons before they enter an area, provide better lighting in dark areas, improve the layout of urban centres and put valuable items in a safe.

Social Crime Prevention

There are many circumstances that can induce people to commit crime. Common causes of crime are poverty, unemployment, disrupted families and drug abuse. Social crime prevention is about projects that improve people's lives. When people's lives improve, they become less likely to commit crime. Social Crime Prevention can include training programmes for youth at risk, job-creation programmes such as food gardens, constructive leisure activities such as sport, alcohol and drug education programmes, education about women's rights and provision of child-care centres.

6.4.2 The stages of a community safety plan

When the police and community work together successfully, the forum and the police can develop a community safety plan in the following consequential stages:-

> ➢ **Do a community safety audit;**
>
> ➢ **Decide on programmes and projects for the community safety plan;**
>
> ➢ **Implement the community safety plan; and**
>
> ➢ **Monitor and evaluate the community safety plan (Department of Community Safety, 2003).**

6.4.3 Developing a community safety audit

Before the forum and the police can develop or draft a community safety plan, research needs to be initiated. They have to find out as much as possible about the crime problems and characteristics of the sector. A community safety audit has to identify the crime problems in the community, find out which people or organisations already do crime prevention, consider the social and physical characteristics of the area, decide which crime problems are most important and look in more detail at the most important crime problems.

It is important to do a thorough community safety audit, because it will determine what the focus of the community safety plan should be. The forum can approach local government to inquire if they are willing to do the audit or appoint someone else to do the audit. In terms of the White Paper on Safety and Security of 1998 local government is also responsible for crime prevention. Some community members may have a lot to say about crime, but they are not always the ones who suffer most from crime. A comprehensive audit will identify the real needs in the community. A good community safety audit will help to focus on the most serious problems when there are limited resources. Provide people with facts when they disagree about the most serious problems, co-ordinate the work of different organisations to prevent duplication and evaluate the success of the safety plan at a later stage (Department of Community Safety, 2003).

6.4.4 Five steps of a community safety audit.

Step 1: What are the crime problems?

The first step in a community safety audit is to obtain information about the crime problems in the community. For every type of crime, obtain the following information:

What is the type of crime?	**For example, domestic violence.**
Who are the victims?	**Women between 28 and 45 years, some unemployed.**
Who are the offenders?	**Men between 25 and 50 years, some unemployed; partners or acquaintances of victims.**
Where does the crime take place?	**In the victim's home or yard.**
How is the crime committed?	**With fists, household objects or knives.**
Are alcohol and drugs involved?	**Many of the offenders are under the influence of alcohol and some of the victims too.**

To find out how much of each crime occurs and its seriousness, the following questions should be answered:-

➢ **What is the frequency of this crime? In other words, how often does it occur? In which months and seasons? On what days? What time of the day?**

➢ **What is the crime rate? (To get the crime rate, divide the population of the area by the number of crimes in the area).**

➢ **What is the risk of this crime? (To get the crime risk, look at the number of crimes per potential number of targets in a specific period).**

➢ **What is the impact of this crime? For example, murder happens less than theft, but it has a more serious impact on the community (Department of Community Safety, 2003).**

Step 2: <u>Who is already doing something?</u>

The second step in a community safety audit is to establish which organisations or individuals are already doing crime prevention. Some organisations may already have crime prevention projects. For example, perhaps there are already projects for street children or victims of domestic violence. The forum can work with these organisations to make such projects more successful. The organisations concerned may also want to become members of the forum. By working together, skills and resources are shared and also duplication is prevented (Department of Community Safety, 2003).

Step 3: **What are the physical and social characteristics of the sector?**

To understand the causes of crime in your community, information regarding the physical and social characteristics of the sector must be obtained. This information will help to decide what kind of projects the sector and community need.

The physical characteristics of the sector area will be important for situational crime prevention. Physical characteristics are:-

Population density:	**Overcrowded conditions can cause crime.**
Layout and type of housing:	**Some houses are easy to break into.**
Image and infrastructure:	**Poor street lighting and lack of services make people vulnerable to crime.**
Transport routes:	**Highways and railway lines can provide easy escape routes for criminals.**
Vacant land:	**Large open spaces are often dangerous for pedestrians.**
Commercial and industrial facilities:	**Some types of business can attract offenders.**

The social characteristics of the community will be important for social crime prevention. Social characteristics are:-

Age:	**Young people are often more likely to commit crime.**
Gender:	**Women are more at risk of domestic violence and sexual assault. Young men are more at risk of other violent crime.**
Socio-economic status:	**Poverty and unemployment can cause crime.**
High levels of inequality:	**Crime is high when some people are rich and others very poor.**
Community participation:	**Crime prevention is easier if people communicate with each other and take part in local organisations.**
Security of tenure:	**Crime is higher in areas where there is a large turnover in housing occupancy.**

Information about the characteristics of the sector can be obtained from city planners in the local council. For example, the municipality's Integrated Development Plan (IDP) (Department of Community Safety, 2003).

Step 4: <u>Which problems are most important?</u>

The community safety plan cannot focus on all the crime problems in the community. The forum has to start with a few problems that people feel they can manage. To decide which problems the forum should tackle, the information collected in the first three steps can be used. The forum should look at the following:

The most serious crimes:	**Which crime problems occur most?**

	Which crimes are increasing the fastest?
	Which crimes have the biggest impact on people?
Affected places:	Which areas have the most crime?
	Which crimes occur in which areas?
Victims at high risk:	Who are the victims of each type of crime?
	Which people are victims of a crime more than once? (repeat victimisation)
	Which crimes do victims fear most?
The most likely offenders:	Who are most likely to commit crime?
Reduction potential:	Which crimes are easiest to prevent?

For example, suppose the community has the following crime problems:

Domestic violence:	Occurs at moderate levels.
	Causes injuries and deaths.
	Poor response from the justice system.
	Low reduction potential (difficult to prevent).
Mugging:	Occurs at moderate levels.
	Causes a lot of fear.
	Causes few injuries.
	Causes disinvestments in inner city.
	Moderate reduction potential.
Car theft:	Occurs at high levels across the area.
	Causes no injuries.
	Some cars are recovered.
	Moderate reduction potential (Department of Community Safety, 2003).

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Step 5: <u>**What are the details of the most important problems?**</u>

When the forum has decided which problems are most important, each problem should be examined in more detail. The better the description of a problem, the easier to devise a solution. Suppose the forum chose gang violence as one of its problems. The information the forum collected could help to give the following description:

Type of Crime:	**Gang violence (assault).**
Targets/Victims:	**Young men (17-30 years) of poor socio-economic, background, unemployed, some under the influence of drugs and alcohol, members of gangs.**
Offenders:	**Young men (17-30 years) of poor socio-economic background, unemployed, some under the influence of drugs and alcohol, members of gangs.**
When:	**Between 18:00 and midnight, Fridays, Saturdays and some weekdays.**
Where:	**In bars, shebeens or on the streets in the victim's and offender's neighbourhood.**
How:	**With knives and guns.**
Available opportunities:	**Poor street lighting, police station far from crime scene; high levels of intimidation, so victims and witnesses do not report crimes or co-operate with police.**

Attempt to provide a description (as above) for every crime problem the forum intends to tackle (Department of Community Safety, 2003).

6.4.5 **Deciding on a community safety plan**

Suppose the forum had identified the main crime problems it intends to solve and also has a good description of each problem. It is therefore the ideal time to decide on a community safety plan. This means the forum has to think of solutions for the problems and decide on programmes and projects to implement the solutions.

(a) **Finding solutions**

The forum must use the information from the community safety audit to generate ideas for solutions. The audit will assist in ascertaining which actions can work and which not. For example, perhaps the community safety audit shows that the victims of domestic violence often know or live with the offender. This already tells you that making the house more secure against intruders will not solve the problem. The audit may also show that victims and offenders keep domestic violence a secret; hence it will not help to have more police officers patrol the streets.

To solve the problem, you have to encourage women to speak out. Victims should be given access to legal support, counselling, support groups and a safe haven for women when they need it. Another part of the solution is an awareness campaign to educate offenders and the community about women's rights.

During brainstorming sessions to find solutions, involve organisations and individuals who can help implement the solutions. A good solution is of no use if there are no resources, partners or skills to implement it (Department of Community Safety, 2003).

(b) Choosing programmes and projects

The forum must choose programmes that will implement the solutions.

The programmes that are chosen will make up the forum's community safety plan. Each programme must have a clear focus. For example, one programme can focus on a specific problem such as domestic violence, while another can focus on all the crime in a specific neighbourhood.

Usually a programme is made up of different projects. These projects tackle the same problem from different angles. For example, assume the forum has a programme for domestic violence. The programme can have two projects: One project can be to start a support centre for victims. Another project can be a campaign to educate men about women's rights. The forum should choose programmes and projects that enjoy the support of the community, use limited resources creatively, are achievable and realistic, are sustainable (can continue successfully over a long period), can make a big impact, have measurable outcomes, tackle the problem at the right level (such as an area or target group) and do not duplicate other work (Department of Community Safety, 2003).
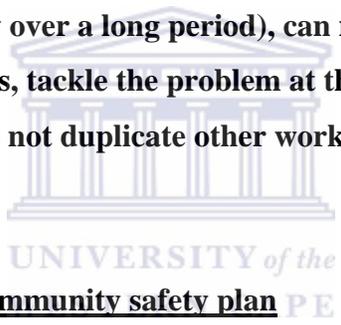
6.4.6   <u>Implementing the community safety plan</u>

A community safety plan consists of different programmes. Programmes usually have a long-term view; however, each programme consists of one or more projects. Projects have practical short-term goals. Each project must have a budget, time frame and action steps. When the forum consequently implements the community safety plan, it actually means different projects are implemented.

To implement projects, the forum needs resources – money, equipment and people. When the committee of the forum draws up a budget, it has to take into account all the needs of the different projects (Department of Community Safety, 2003).

6.4.7 <u>Monitoring and evaluating the community safety plan</u>

The forum must measure the success of the community safety plan. This means the forum has to monitor the implementation of the plan and evaluate its results. The goals of monitoring and evaluation are: to measure whether the plan is achieving its aims, determine the cost of the plan, determine if the perceptions of the community are changing and learn from mistakes and successes.

(a) <u>Monitoring the community safety plan</u>

While implementing the community safety plan, check that everything happens according to plan. This is termed "monitoring" the plan. The plan is monitored by monitoring all its component programmes and projects. Monitoring must occur from the initiation of the plan. For every programme and project, the following questions are posed:-

> ➢ Are we following the correct steps?
> ➢ Are the tasks carried out on time?
> ➢ Are we within our budget?
> ➢ Are there any problems?
> ➢ Is the programme/project working? If not, why not?
> ➢ Do we have to adapt the programme/project?
> (Department of Community Safety, 2003).

(b) <u>Evaluating the community safety plan</u>

Programmes/projects/plans are evaluated to establish whether they worked or not. The forum has to evaluate the success (impact) of each project, programme and the plan as a whole. Evaluation usually occurs when the programme or plan has been completed. The success of all the projects in a programme should be evaluated before attempts are made to evaluate the success of the overall programme. In the same way, evaluate the success of all the programmes in a community safety plan before attempting to evaluate the success of the overall plan.

To measure the impact of a project, programme or plan, compare data (information) about the situation before the plan's implementation with data after implementation. For example, perhaps the forum started a car guard project in an area where car theft is high. Thirty cars are stolen in the area every month; however, since the car guard project commenced, it is only fifteen per month. The project has therefore decreased car theft in the area by fifty percent. Evaluations must also demonstrate whether there were any negative consequences. For example, perhaps car theft in one neighbourhood decreased, but now there are more thefts in the adjacent neighbourhood (Department of Community Safety, 2003).

6.5 CHANGES NECESSARY FOR THE SUCCESSFUL IMPLEMENTATION OF SECTOR POLICING

To successfully implement Sector Policing changes are needed in the policing organisation. Changes in the structure, culture, strategy and management are necessary to facilitate Sector Poling.

6.5.1 Structure

Changes in structure generally focus on the way the police organisation is designed and managed in order to reach its goals. Changes in structure involve changes in recruitment, training, rewards, promotion and the establishment of specialised units.

In contrast with the traditional style of policing, Sector Policing requires a change from a centralised structure, excessive specialisation, standardisation and uniformity, an autocratic "command and control" style of management, a focus on short-term strategies, a narrow definition of the duties of a patrol officer, a training emphasis on fitness, self-defence and knowledge of the law. Head-Office becomes a source of orders, rules and regulations and

measurement of performance based on "quantitative" criteria such as number of arrests.

The structure detailed above needs to change to a decentralised structure (the aim is to bring the police closer to the community), a balance between versatility and specialisation, flexibility and diversity, a participative and consultative style of management and a strategic leadership of change focusing on the long-term impact of strategies. The duties of the patrol officer are intended to become a generalist responsible for solving problems, activating the community and undertaking preliminary crime investigation. Training is broadened to include knowledge of crime, conflict resolution, problem-solving and community participation. Head-Office becomes a source of support, direction, norms and values and measurement of performance based on "qualitative" criteria such as the achievement of community goals or the solution of problems (Technikon South Africa, 1998:13).

6.5.2   Culture

Cultural changes involve changes in attitudes, values and norms. The goal of cultural change is to ensure that the principles of Community Policing are internalised by all members of the SAPS (Van Rooyen, undated:154).

Sector Policing will require cultural change from the emphasis of hierarchy, rank, authority and existing practices and procedures to an emphasis on participation, creativity, adaptability and a balance between old and new. This implies the willingness to question existing rules, procedures and strategies in order to achieve optimal effectiveness and ensure the best possible rendering of services. Further cultural change should include a change from slavish compliance with rules and procedures to an emphasis on development of initiative and informed discretion, prescriptiveness to adaptability, from closed system and lack of accountability towards the community to openness,

communication and recognition of results and from internal solidarity to external professionalism (Technikon South Africa, 1998:14).

6.5.3 Strategy

Change in strategy involves redefining the relationship between the police and the community it serves. It focuses on the type of service that is delivered to the community and the way in which the service is delivered.

The current strategy of the police has a narrow focus on crime control as the primary responsibility with an almost exclusive emphasis on serious crime with an essentially reactive approach to the problems of crime and violence. This strategy includes a rapid response to all calls for service, dealing with incidents in a fragmented way, impersonal policing which is technology driven, arrests and prosecution as the primary answers to a problem and an emphasis on efficiency "doing things right".

Sector Policing will require a change from the current strategy to a strategy that has a broader focus on crime control including service to the community, crime prevention that finds solutions to community problems (this does not exclude law enforcement) with an emphasis on community problem-solving priorities determined in consultation with the community and a balance between reactive and proactive activities to problems of crime. Further strategy change should include variable response depending on needs and priorities, policing which is based on the needs of the community determined through consultation and personal liaison with the community through Community Policing Forums, Sector Policing and other related structures. Arrests and prosecution as two possible measures taken from a selection of problem-solving means and an emphasis on effectiveness of "doing the right thing". The strategy should focus on cooperation between the police, other governmental institutions, private service agencies, non-governmental

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organisations and community-based organisationss (Technikon South Africa, 1998:14-15).

6.5.4 <u>Management</u>

The crucial role of police managers in implementing and sustaining Sector Policing is self-evident. If the police were to change and if Sector Policing were to work, the police will require leaders who have the ability to adapt and to foster change in their subordinates. Without leaders who are able to provide direction and guidance, Sector Policing will remain an unrealisable ideal.

Police management therefore requires change from bureaucratic management to strategic management, from administrative management to people management and from maintenance management to management of change (Van Rooyen, undated:165).

6.6 <u>SUMMARY AND CONCLUSION</u>

Planning with the community as presented in this Chapter provides a vital base from which a cooperative police-community working relationship can be establish.   The different ways of tackling crime is discussed and how a Sector-community with the police can develop a Sector Safety Plan. The lack of knowledge about the frequency and seriousness of crimes committed in the neighbourhood leads to an apathetic community. Policing in conjunction with the community and providing information on crime tendencies will bridge the apathy of people regarding crime.

A Sector Crime Forum is one of the most effective mechanisms for joint planning and problem-solving and for developing a community safety plan. The community safety plan must include the programmes and projects or steps the Sector Forum intends to implement and how it will promote the aims of the Sector Forum.   The community safety plan will form part of the annual

operational plan of the police station and the Community Police Forum plan. Changing the current structure, culture, strategy and management style of the police by implementing the recommended changes will significantly contribute to the development of a Sector Safety Plan.

CHAPTER SEVEN
SUMMARY AND CONCLUSION

With the dawning of a "new South Africa" all spheres of government were required to implement bold changes to conform to democratic principles. The South African Police Service adopted Community Policing as a new style of policing. Chapter Two provides a theoretical foundation for policing and discuss the concept of Community Policing. A comparative perspective of Community Policing and how it is implemented in Canada, England, Israel, United States of America and South Africa is given. In Chapter Three the definition of Community Policing, its characteristics and elements are discussed. The legal framework through legislation and policy documents to implement Community Policing are identified.

The structure and aims of a Community Policing Forum and how to obtain public consent and approval are outlined in Chapter Four. The difference between traditional police community relations programmes and Community Policing is provided. In Chapter Five the definition and aim of Sector Policing is provided. How to achieve successful implementation of Sector Policing with the setting of goals and how to bridge common problems is outlined. In Chapter Six the development of a community safety plan with the community is discussed and the organisational changes needed for the successful implementation of Sector Policing.

From the definition of Community Policing, it has become clear to those who endlessly aspire to approach it, in the attempts to implement and practice it, that it can have varying degrees and shapes that can be constantly improved. However, in many instances Community Policing could simply be used as a façade to cover traditional policing or public relations aspects by joining the bandwagon of Community Policing, but not fully or even partially implementing or pursuing its characteristics and elements.

Community Policing is both a philosophy and an organisational strategy that allows the police and the community to work together to reduce crime and adds a vital proactive element to the traditional reactive role of the police. Despite the establishment of Community Policing Forums at all police stations, problems still exist in achieving the elements and principles of Community Policing. From the perspective of the community, there is a growing recognition that it deserves and should receive greater police accountability, increased power-sharing in police decisions and improved police services.

An attempt to solve problems of the community not only requires new police tactics, but also a new organisational approach. Sector Policing cannot be driven as a separate concept but forms part of the Community Policing approach and the management of the police station as a whole. Planning with the sector community allows for increased cooperation between police and community and will lead to an increased sharing of power, which will minimise the pitfalls that are prevalent in interaction with the community.
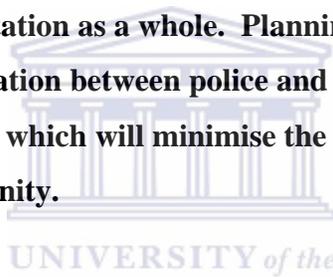
Sector Policing redefines the role and functions of the patrol officer. It gives sector officers personal responsibility for a sector, which enables them to feel part of the community and encourages personal pride in contributing to the well-being of the members of the community who live and work in their sector. This approach should always be to take policing to grassroots level and for the sector officer to give a personal touch to solve the problems of the sector community. Sector Policing should be viewed as an enabling mechanism to drive and enhance the concept of Community Policing and to improve the effectiveness of policing in preventing crime.

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