IMPLEMENTATION OF SECTOR POLICING IN THE PROVINCE OF KWAZULU-NATAL: THE CASE OF NONGOMA AND NEWCASTLE POLICE STATIONS

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DECLARATION

I declare that the **IMPLEMENTATION OF SECTOR POLICING IN THE PROVINCE OF KWAZULU-NATAL THE CASE OF NONGOMA AND NEWCASTLE POLICE STATIONS** dissertation is my work and that all sources used or quoted have been indicated and acknowledged by means of complete referencing.

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SIGNATURE   **DATE**

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KEY TERMS

- **SECTOR**

- **SECTOR POLICING**

- **COMMUNITY POLICING**

- **NEIGHBOURHOOD**

- **POLICING**

- **HOTSPOT**

SUMMARY

The central issue of this research revolves around the implementation of sector policing in the province of KwaZulu-Natal. The research is based in two police stations, that is, Nongoma and Newcastle. Sector policing is a policing strategy introduced by South African Police Service in 1994. The aim of this policing strategy is the creation of structured consultation with regards to local crime problems between the police and respective communities. The objective of sector policing is to develop an organizational structure and environment that reflects community values and facilitates community involvement in addressing risk factors and solve crime-related problems. The research problem for this study is that there is little or no research conducted on the implementation of sector policing in South Africa in general and Nongoma and Newcastle in particular. Following this problem statement, the following five research questions were formulated: What is sector policing and how does its implementation differ between the USA, the UK and South Africa? What is the status of the implementation of the sector policing in South Africa, in particular the Province of KwaZulu-Natal? What are the challenges experienced in implementing sector policing in Nongoma and Newcastle police stations? What are best practices that can be observed in the implementation of sector policing in these two police stations? What is the best possible way of implementing sector policing in South Africa? The aim of the research is to assess and describe the manner in which sector policing was implemented in the two police stations in KZN. The research findings obtained through interviews are analysed and interpreted. In view of the findings, best practices, and recommendations were formulated on how to overcome challenges that may face the implementation of sector policing in the province of KwaZulu-Natal.

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CHAPTER 1
RESEARCH INTRODUCTION

1.1   INTRODUCTION

After the general elections that took place in 1994, South Africa changed from an apartheid government to a democratic government and transformation took place in all the government institutions. The South African Police Service (SAPS) is one of the government institutions that intensively embarked on transformation. The South African Police Service introduced a policing style called community policing. This policing style emphasises the need for active participation by the communities in the fight against crime. Sector policing is the manifestation of community policing. The introduction of sector policing is aimed at supporting the notion of working partnerships between the police and the citizens.

It is also aimed at the creation of structured consultation with regards to local crime problem between the police and respective communities (Steinberg, 2004:9). The objective of sector policing is to develop an organisational structure and environment that reflects community values and facilitates community involvement in addressing risk factors and solve crime-related problems (Friedman & Fourie, 1996:35). These authors (1996:37) further state that the idea behind sector policing is for the community to share the responsibility of dealing with crime and law and order problems. The police's responsibility is to mobilise and sensitize the community about crime so that they can become involved in all aspects of policing.

According to Dixon and Rauch (2004:45) the concept of sector policing was imported from the United Kingdom (UK) and the United States of America (USA) to South Africa in the 1990s. This was justified as part of the ongoing modernisation, to introduce policing in South Africa that is compatible with the democratic government that exists in the country. Sector policing is a composite of innovations in policing. These innovations are divided into four categories, namely: hotspot (targeted) patrolling; controlling risk factors, problem-oriented policing; and community policing. Sector policing is not a rigid model or a fine set of rules, but rather an

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eclectic composite of open-ended ideas. The practices associated with it are diffuse and myriad. Sector policing is not a monolithic model which stands or falls (Steinberg, 2004: 12-13).

Jupp (1992:55) states that sector policing is a British-based model that can be traced back to the 20th century. The British-based model adopts a more decentralised approach compared to traditional policing which adopts a more centralised approach. It is a service enhancement strategy intended to address the root causes of crime at specific geographical locations, in partnership with particular communities, and is seen as an approach that seeks to tailor-make policing responses to suit specific local needs. Sector policing in South Africa can be traced back to 1994 in the White Paper on Safety and Security. In the White Paper on Safety and Security a reference is made to community police officers with an intimate knowledge of a particular area and its problems as a main operational unit of a lean and efficient police organisation (Jupp, 1992:55).

In 1996, sector policing was briefly mentioned in the National Crime Prevention Strategy (NCPS) as an operational strategy to address violence associated with inter-group conflict in KwaZulu-Natal. In that case, the term sector policing was not specifically defined, but rather used to describe the deployment of police officers to specifically affected areas (Dixon, 2000:20). The term sector policing was again used to clarify the division of a policing area into smaller managerial sectors and the assigning of police officers to these areas on a full time basis (Department of Safety and Security 1999-2004:17).

These police officers regularly patrol their own sectors and are able to identify problems and seek appropriate solutions. The SAPS encourages sector commanders to take ownership of their sectors. Sector policing encourages constant contact with the members of the local communities. This is in line with Sir Robert Peel's "bobby on the beat" principle where police are not strangers enforcing the law on strangers (Dixon, 2000:20).

Sector policing according to the South African Police Service (2004:14) is founded on the following pillars:

- The geographical division of a police station's area of responsibility into manageable sectors;

- Diversity of communities and community interests and needs;

- The appointment of a sector commander who will act as crime prevention official;

- The activation of participation by the community in respect of its local safety and security; and

- The police station to take responsibility for its diverse community interest groups and their needs; and the launch of informed, intelligence-driven crime prevention projects at sector level by both the SAPS and the community (South African Police Service, 2004:14).

This (South African Police Service, 2004:14) document further provides the following objectives for sector policing:

- Sector policing is first and foremost a crime prevention technique. It entails that through understanding the causes of crime and the factors that enable it to take place, the police and community will be able to join their capabilities and in partnership, launch projects to address such cases, enabling factors, identified hotspots, and vulnerable communities.

- To bring the police services closer to the community through the appointment of sector commanders. The needs, expectations, and experiences of the sector community can be closely heard through the continued and close interaction with sector commander. This will enable the station commissioner to render a tailor-made policing service according to the needs expressed by sector communities.

- Fostering cooperation between sector commander and sector community through consultation and joint projects will enhance healthy police-community relations. Mutual understanding and joint problem-solving can be achieved through the continuous engagement of the relevant role-players. Sector policing is therefore the platform that facilitates such an environment.

1.2   RESEARCH PROBLEM

The introductory discussion above clarifies sector policing as a form of policing that takes diverse forms in different areas where it is implemented. The diversity makes it difficult to assume how it will be implemented in a certain area because of its eclectic composite of open-ended ideas. In South Africa, there is a general lack of research that has been conducted on sector policing. Despite it having been introduced as a post 1994 crime reduction strategy, its successes and failures have not been satisfactorily recorded. Taking into consideration the period since sector policing was introduced to South Africa's policing arena, it becomes important to take stock of what has happened and what has been achieved. If not, the knowledge and insights gained will become increasingly fragmented and inaccessible (Madue, 2008:199).

The recording of the findings of successes and failures is helpful in constructing best-practices that may be used by provinces and police stations countrywide. These best practices should also assist managers at police stations on how to manage the day-to-day sector policing activities. The findings also provoke further research that might probe the relationship between variables that can result in such failures or successes.

From the results of the literature survey conducted for the purpose of this study, despite observing the lack of research conducted on sector policing as a crime reduction strategy, there is little or no research conducted in the study areas of Nongoma and Newcastle police stations. Limited research has been conducted in sector policing as a whole in the country. Generally, research on the implementation of community policing were conducted in big cities and towns. To counter this practice, this study is therefore based on small towns of Nongoma as well as Newcastle. Nongoma is a rural location while Newcastle on the other hand is in a semi-urban location.

The lack of research conducted on the topic resulted in the shortage of sources that could be used for comparative analysis of the literature and theory building. This limited the in-depth discussion on the topic. The study therefore contributes to new knowledge by describing progress made since the inception of sector policing in South Africa which ultimately increases literature on the topic.

The research problem for this study is that there is little or no research that was conducted on the implementation of sector policing in South Africa in general and in Nongoma and Newcastle in particular. The lack of the research thereof makes it difficult to establish the status of the implementation of this policing policy. Lack of research on sector policing also makes it difficult to assess challenges, failures and successes of implementing this policy.

This research therefore described the progress that has been made in implementing sector policing since it came into policing arena in the 1990s. The implementation of any policy took place in phases. Sector policing also has phases of implementation. The research undertook to describe what took place within these phases up to a point of the final policy outcome/product in the study area.

The research questions that arise from the above problem statement are:
- What is sector policing and how does its implementation differ between the USA, the UK and South Africa?
- What is the status of the implementation of sector policing in South Africa, in particular in the Province of KwaZulu-Natal?
- What are the challenges experienced in implementing sector policing in Nongoma and Newcastle police stations?
- What are best practises that can be observed in the implementation of sector policing in Nongoma and Newcastle?
- What is the best possible way of implementing sector policing in South Africa?

1.3   THE AIM OF THE STUDY

The purpose of this study is to assess and describe the manner in which sector policing was implemented at Nongoma and Newcastle police stations in KZN. In order to do that, the following objectives were considered:
- to describe what sector policing is and how it varies in different countries;
- to assess the status of implementation of sector policing at the Nongoma and Newcastle police stations;

- to discuss the challenges experienced in implementing sector policing at these two police stations;
- to consolidate best practices from both these police stations in implementing this policing strategy; and
- to formulate recommendations that can work effectively at all police stations in the province of KZN and even nationally.

1.4 RESEARCH METHODOLOGY

1.4.1   Literature Review

There is very little literature in South Africa regarding sector policing. The available literature is based on USA and UK versions. This literature was used to build theory that guides the research and give the origin of the sector policing in these countries. The literature is mainly text books, journals and articles. There are a few journals and articles that deal with sector policing in South Africa. These, coupled with enabling legislation and policy documents that deal with sector policing and policing in general form part of secondary sources. The study was conducted in 2009.

Primary sources are all transcripts that were used during interviews as well as documents that were used during the implementation of the sector policing in the study area. The researcher was a police officer for fourteen years and his experience formed part of the sources of information.

1.4.2   Research Design

The research design represents descriptive strategy. Descriptive in a sense that the study describes how SAPS implemented sector policing in the study area was implemented. The argument is aimed at developing new insight, understanding, and to develop additional literature and theory to existing literature about the topic. The study further provides an in-depth description of the challenges experienced in the implementation of the sector policing in KZN with a specific reference to Nongoma and Newcastle police stations.

A qualitative approach was followed and focused group interviews were conducted to collect data from Nongoma and Newcastle police stations. Interviews form part of a

survey data gathering method. In a survey, the researcher gathers information from responses of part of the population that interest the researcher. Survey is applicable when the population is small and readily accessible (De Vaus, 2001:13). The data in this research was collected from station management of both Nongoma and Newcastle police station.

1.4.3 Population

The population of this research was all police stations in KZN. According to Brynard and Hanekom (1997:43) for the purpose of sampling, population does not refer to the population of a country but to objects, subjects, phenomena that the researcher wishes to study in order to establish new knowledge. The sample of the study was police stations in the province of KZN that have implemented sector policing. Purposive sampling was used. This was because the police stations that were used as part of the sample were those that were willing to participate in the research.

Unit of analysis are the two police stations in the province of KwaZulu-Natal from which information and research were obtained. The management of these stations provided necessary the information to be analysed to provide answers to research questions. Information from these two police stations was collected and studied. These two police stations were selected randomly according to the Station Commissioner's willingness to be part of the research.

Another factor that played a pivotal role in the selection of the police stations was the category of each police station according to their crime rate. Newcastle is categorised as a high priority crime station (police station that contributes to the high crime rate figures in the province) and Nongoma is categorised as a high contact crime station (police station that contributes to high violent crime rate figures in the province). The crime rate per se did not form part of the scope of the research but was used for categorising the two police stations for the sake of generalising the findings in these categories. Crime rates were also used to give an overview of crime in the study area.

1.4.4   Research demarcation

The research focused on the department of South African Police Service in the province of KwaZulu-Natal. The geographical demarcation indicates the focus of the research. This means that the implementation of sector policing was not reviewed at all of the SAPS police stations, but in a particular geographic area of KZN. Another demarcation was that the research was based on how Nongoma and Newcastle police stations implemented sector policing.

1.5   THE RELEVANCE OF THE STUDY

The relevance of this study is linked to Section 215 of the Constitution of South Africa of 1996 (Sub-section 19, 20, & 21) which states that the SAPS shall establish and maintain a partnership with the community; and promote communication between the SAPS and the community regarding to the needs of the community for policing. This was also reiterated by the South African Police Act 68 of 1995 when stating that the community and the police should share a common understanding and vision of how they are going to tackle the crime problem in the country.

Sector policing is a local phenomenon (implementation takes place at a local neighbourhood). It is therefore important to investigate how it is carried out at different police stations. Generally, research on the implementation of community policing were conducted in big cities and towns. To counter this practice, this research on the implementation of sector policing is therefore based on the small towns of Nongoma and Newcastle. The study on sector policing was conducted by Mudau in 1998 and it was a quantitative study. This is a qualitative study that is used to investigate the experience, expertise, and opinions of the police officers who were involved in the implementation of sector policing at their various police stations.

Based on the findings of this research, a better way of implementing sector policing can be provided. Research of this nature is vital to the SAPS as it provides a model that can be used when implementing sector policing in the country. This policing strategy emerged globally to keep up with developments in democratic societies. Since 1991, the concept of sector policing has become one of the common strategies for crime prevention and community involvement in South Africa.

Sector policing was officially adopted as a policing strategy in 2001 (Mudau, 2008:7). The concept generally refers to increased accountability and co-operation between the police and community. The South African Police Act 68 of 1995 states that the police must become service-oriented. Sector policing is trying to meet such a requirement for the SAPS. Since sector policing is a new policing strategy, some police officials and community members may be unsure of what it entails. This research is aimed at minimizing such a lack of knowledge and equipping police managers with the necessary information to implement it. It is also important to the South African public in general because it clearly demonstrates the role they should play to ensure that their local police provide the necessary service to meet their demands.

In the field of public management, it increases the knowledge base regarding the relationship that should occur between the community and their local police. One of the overarching goals of sector policing is to tailor policing to a particular sector. Therefore sector policing research adds to the understanding of the way it is being implemented at different police stations. The lessons learned from research can help police managers with theoretical background as well as practicalities on the implementation of this strategy.

Even though policing is a discipline on its own it also falls within a public management environment. This research deals with strategy implementation and this strategy is the extension of a public policy. The implementation of sector policing is an extension of the community policing policy. Public policy implementation forms part of the discipline of Public Management. The research further challenges other academics in this field to further research on the subject of sector policing. Such research will enhance sector policing to benefit not only South Africans but could be exported to other countries that are policed in a similar way.

1.6   THE ESSENCE OF THE STUDY

Sector policing is a policing strategy that was introduced by the SAPS in and around 1998. This policing strategy is aimed at both reducing crime as well as bringing policing closer to the local communities. Research of this kind is important in that it probes the achievement that sector policing has made in a particular area. The findings of the research may assist the SAPS managers in a research area to see where

they are lacking in terms of the implementation of this strategy, so as to improve. This can also assist them in terms of resources allocation, that is, channel the resources needed in a particular area to ensure the success of sector policing.

This research will also bring to light the challenges that each sector is facing in the researched area. This may influence community intervention. Community members can learn from what other communities are doing to assist the police and may be motivated to do the same in their respective areas. This research can also indicate to the community what their police are doing with regards to the implementation of sector policing in their area. The community can therefore decide if it is sufficient and if not, what they can do to assist.

The research will also lay the foundation of the future research of the implementation of sector policing not only in the province of KwaZulu-Natal but in other provinces in South Africa. This will ensure an intellectual and academic contribution in the field of policing.

1.7 LIMITATIONS OF THE STUDY

The major limitation of this research is the shortage of literature for proper assessment, compare and theory building. There is very limited literature on the topic both internationally and nationally. This therefore resulted in the researcher learning towards the argument of one or few authors. This took place in the chapter that deals with sector policing in the USA, the UK and South Africa. This inhibited in-depth discussion on parts deals with background/introduction of the study. Thorough literature review and researching on the topic was done but the researcher ended up with the same authors.

The research is of limited scope (mini-dissertation) so it covered the implementation of sector policing on only two police stations. The findings therefore cannot be generalised but the study is aimed at describing the situation as currently is regarding the implementation of sector policing in the study area. The study also described the challenges that the two polices stations in question experienced when implementing

this policing strategy. The study is not aimed at explaining the relationship between variables that may have an impact on success or failure of the implementation of the sector policing policy. The study lays a foundation on which an explanatory study that probes relationship between variables might be based.

1.8   CONCEPTUAL ANALYSIS

The most important and commonly used concepts are analysed or conceptualised in this division. The definition will indicate the way in which they will be used in the content of the research.

1.8.1   Sector Policing

The Department of Safety and Security (1998-2004:2) and the Final Draft on Sector Policing describe sector policing as the practical manifestation of community policing where responsibility is assigned to a team of police officers (Toch, 1997:6).The sector teams have the responsibility and authority to tailor programmes and procedures that complement the policing needs of their sectors.

Sector policing philosophy emphasises that members of the community should know the names of police officers working in their communities in the South African context. Sector policing is a crime reduction strategy employed by the South African Police Service (SAPS) to enhance the community policing philosophy. According to this strategy, the smaller the policing area size, the more manageable it becomes and the more police and community are able to co-operate in fighting crime.

1.8.2   Sector

A sector, in the context of this research, refers to a clearly demarcated policing area. It is made up of the local community of that sector. This community is either called, a local community, sector community or local neighborhood. Each sector is unique, has sector boundaries and is assigned to a sector manager. Though the sectors are unique, they often possess similar features (Toch, 1997:41) such as crime trends, geographic features, and socio-economic factors.

1.8.3   Community Policing

Community policing devolves on the democratic principle that police serve the public, that they are accountable to the public, and that the public has a voice in determining how the police serves them (Forst and Manning, 1999:30). It is a philosophy that guides police management styles and operational strategies about the establishment of police-community partnerships in fighting crime, a problem solving approach responsive to the safety needs of communities and is based on the assumption that the objectives of the police are crime prevention, combating and investigating crime; maintaining public order, providing protection and security to the inhabitants. Community policing promotes collaborative efforts between the police with other government institutions, organizations and structures of civil society, and individual citizens (Kirsch, 2006:6). Community policing broadens the support base and resources required in policing by encouraging the development of a local capacity for action that would support the kind of democracy associated with responsiveness.

1.8.4   Policing

The term 'police' comes from the Latin word *politia* - which means civil administration. Policing is a government function to which policing institutions are held responsible for maintaining law and order and for protecting the society from harm. Policing, according to Heyman (1995:6) means either police institutions only, criminal justice institutions or the security function of the society and a social service created and rendered by human beings to human beings in an environment that has been shaped by human beings.

Policing roles refer to those social roles about which there is widespread uncertainty. Policing roles consist of a service from and to the society and cannot be performed in isolation for it involves constant interaction with society, which assigns the role in the first place. The role-assigner is the public whilst the role-fulfiller is the police (Baker, 2002:33).

1.8.5   Crime Prevention

The Department of Safety and Security (1999-2004:40) defines crime prevention as activities which reduce, deter or prevent the occurrence of specific crimes through environmental design, changing the conditions thought to cause crimes and to provide the deterrence in the form of the Criminal Justice System. Crime prevention, as argued by Eck and Spelman (1997:529) is everyone's business and requires a control position in law enforcement, active co-operation among all elements of the community, continual testing and improvement and education. For the purpose of this research, sector policing is seen as a sector specific crime prevention strategy.

1.9   CHAPTER OVERVIEW

Chapter 1

The first chapter of this research provides an introduction to the implementation of sector policing in South Africa. In particular, the problem statement, aims and objectives of the research, research methodology and the essence of the study are explained. This chapter also provides a conceptual analysis and an overview of the layout of the chapters.

Chapter 2

In chapter two, the focus is placed on the foundation of sector policing in South Africa. The chapter starts with discussing policy implementation. Sector policing is a public policy that is aimed at distributing police resources to sector level. Policy implementation in the study is aimed at developing theories on which assessment and description of sector policing implementation will be based. The chapter then go on to gives a theoretical discussion of sector policing with reference to two main models, the United States of America (USA) and the United Kingdom (UK). The South African sector policing model is seen as a descendent of both the USA and UK models. The chapter provides a literature review which is foundation on which the whole study is premised.

Chapter 3

Chapter three focuses on the implementation of sector policing in the Province of KwaZulu-Natal (KZN) and makes specific reference to the study area of Nongoma and Newcastle police stations. This chapter provides a comprehensive discussion of

the demographic overview of the study area, as well as an overview of crime in the area. This discussion is intended to introduce and familiarise the reader to the study area as well as to other related socio-economic indicators that necessitate the need for sector policing as a crime reduction strategy in the identified study area.

Chapter 4

Chapter four presents both the research methodology and the findings of the research. Furthermore, the chapter highlights as part of the findings, common challenges and a comparative analysis of the differences in the manner through which sector policing is implemented in Nongoma and Newcastle.

Chapter 5

Chapter five presents conclusions and recommendations. In terms of structure, the conclusions are based on the results that were discussed in chapter four; whilst the recommendations follow the sequence of and are based on the conclusions arrived at in this research. The recommendations presented in this chapter could be useful to the Management of both the Nongoma and Newcastle Police Stations in successfully implementing sector policing in their areas of operation. Furthermore, this chapter highlights areas for further research.

CHAPTER 2

LITERATURE REVIEW: THE FOUNDATION OF SECTOR POLICING IN SOUTH AFRICA

2.1   INTRODUCTION

The previous chapter presented a general overview and introduction of the study. The most important aspects, i.e.-problem statement, research objectives, aims and objectives, methodology, relevance of the study, the essence of the study as well as limitations were discussed. This chapter provides a literature review of both policy implementation and sector policing and focuses specifically on the foundation of sector policing in South Africa. As part of providing such a foundation, this chapter acknowledges the international environment within which the South African Government operates, and in particular those departments which account for the reduction of crime.

The United States of America (USA) and the United Kingdom (UK) sector policing models are placed under review to which sector policing in South Africa is based. South Africa's sector policing model is seen as relative to those of the USA and the UK models.   The discussions in this chapter focus on four basic factors. The first focuses on policy implementation, the second one is on sector policing in the USA, whilst the third and fourth, consecutively focus on sector policing models of the UK and South Africa.

It is important to note that literature on sector policing is very limited as it was explained in paragraph 1.7 the limitation of the study. This therefore limited literature survey that would have ensured in-depth analysis of implementation of sector policing. The researcher therefore ended up leaning on the opinion of few authors when discussing implementation of sector policing.

2.2   POLICY IMPLEMENTATION

Sector policing policy was introduced in South Africa in the 1990s. Since its inception little is recorded regarding its implementation. Policy implementation plays a vital role in the success or failure of any policy. It is therefore important that the progress made in policy implementation should be investigated and findings thereof be brought

into the public domain. It is on this ground that the next discussion deals with policy implementation in general and sector policing policy in particular. O'Toole (2000:206) defines policy implementation as what develops between the establishment of an apparent intention on the part of government to do something, or stop doing something, and the ultimate impact in the world action. Policy implementation is a multifaceted concept, attempted concept which is attempted at various levels of government and pursued in conjunction with private sector, civil society and NGOs (Brynard and de Coning, 2006:15).

Policy implementation according to these two definitions deals with the steps taken to ensure that the services that the government wants to deliver to the citizenry are realised. This is done through various actions taken at different operational levels of the government. When it comes to sector policing policy, the implementation relates to actions taken by police policy makers (national), policy administrators (provinces) and policy implementers (police station level or local level).

According to Brynard (2005:5) policy implementation is regarded as the accomplishment of policy objectives through the planning and programming of operations and projects so that agreed upon outcomes and desired impacts are achieved. Implementation is aimed at carrying out, accomplishing, fulfilling, producing, and completing. Dye (1995:312) further asserts that public policy does not end in the passing of legislation but culminates in policy implementation. This involves all the activities designed to carry out policies enacted by the legislature.

These two definitions dealt with implementation as a process and not an outcome. For the policy to be implemented, some activities within the policy should be undertaken. Sector policing policy document states that when implementing this policy, the station should be divided in sectors, appoint sector managers, profile the sector, and finally establish a sector crime forum. The final outcome should be an active sector where both police official together with community of the sector sit and determine strategies that work for that particular community to fight and reduce crime. According to Madue (2008:202) policy implementation should be seen as a strategic process that requires an integration of processes and networks in the effort toward realising policy goals.

Difficulty in defining policy implementation was identified by Brynard (2005:14) when he posits that implementation is not an easy concept to define. As a noun, implementation is the state of having achieved the goals of the policy. As a verb it is a process (everything that happens in trying to achieve that policy objective). He further argues that because the noun is not achieved does not mean that the verb is not happening.

This study is premised on implementation as a verb, that is, what has happened after the SAPS started to implement sector policing. The study was undertaken to describing the implementation process that took place in the study area. The study is therefore not aimed at evaluating the effectiveness of sector policing in crime reduction or to investigate what causes the failure of success of the policy. The study only described successes and/or failures in the implementation of this policy.

There is an important dissection that Brynard (2005:14) makes regarding the relationship between implementation as a verb and implementation as a noun. He argues that even though implementation can either be a verb or a noun these two are linked to a certain extent. To achieve implementation (noun), or to evaluate its effectiveness, one must first understand the process of implementation (verb) so that one might influence it. Such analysis forms the bases for conducting this study, to bring in to light implementation of sector policing as a verb in the study area.

Policies according to Wittrock and deLeon (1986:55) are moving targets. Policy objective is in most cases influenced and altered according to the availability of resources or the mobilisation of the resources thereof to achieve old objective (Brynard, 2005:15). It is therefore an excuse to say that a policy will only be implemented on the availability of resources. The implementation of sector policing cannot be postponed because there are no resources or sufficient resources. Implementers must implement the policy according to available resources.

A summary of policy implementation is the one that is provided by Warwick (1982:182) when he asserts that implementation means transaction. To carry out a program, implementers must continually deal with tasks, environments, clients, and each other. The organisational administration and bureaucracies are important as background but the key to success is continual coping with contexts, personalities,

and events. The most important point regarding this adaptation is the willingness to acknowledge and correct mistakes, shift directions and to learn from doing. Nothing is more pivotal to implementation than self-correction.

Implementation of sector policing in the study area is described on the bases of policy implementation as discussed in the previous paragraphs. The role of policy implementers plays a pivotal role in ensuring that policy objectives are realised. The study described the role played by various role-players in Nongoma and Newcastle police stations during the implementation process. Based on the summary of policy implementation that is provided by Warwick (1982:82) if all role-players play their role, the implementation of sector policing will be a success, if not, it will be a failure.

The next discussion provides background information on sector policing policy and its implementation in the USA, the UK and South Africa.

2.3   SECTOR POLICING IN THE UNITED STATES OF AMERICA

Policing in the USA has always been democratic. Since the 1980s, sector policing has been implemented by the USA in many police departments. Police services incorporated, during this period, foot patrols, mini-stations and community impact teams. An emphasis was on re-integrating policing with the community and neighbourhood. The police depended more on public co-operation. During 1990, the Bureau of Justice Assistance awarded grants to eight cities to implement Innovative Neighborhood Oriented Policing (NOP) programs. These programs were designed to bring the police as well as the community into close problem-solving relationships.

The results from these programs showed that a wide gap existed between the promised sector policing and the realities of sector policing at the operational level. In each of the cities at which NOP was implemented, the researchers found little transition towards sector policing beyond the conceptual stage (Chappell, 2009:8).
In some areas in the USA there has been a significant progress in improving police and community relationships. A major problem however, which creates friction between the police and the community appears to be the use of force by the police (Mudau, 2008:70). According to Rosenbaum, Yeh & Wilkinson (1994:333), sector

policing in America recognises that the police personnel are afforded freedom and support from their supervisors and police managers.

Police departments in the USA are adopting a management style that is accommodative of opinions of operational level police officials. They are also introducing new training programs that will be conducive to a change towards the concept of sector policing. Without strong ties with the community, the police may never have access to information from the residents that could help to solve or deter crime. It is only when the residents from the demarcated sector believe that the police are genuinely interested in community perspectives and problems that they begin to view the police as part of the community (Rosenbaum, Yeh & Wilkinson, 1994:333-334).

In the USA, sector policing entails delegating responsibility for all police services in a given sector to a team of officials that are seldom re-assigned. The major objectives of sector policing are to reduce crime and to improve police-community relations in that sector. This is because the members of the community in the USA expect the police to be responsive to less serious offences and inaction by the police creates concern amongst members of the community. They feel that maintaining and protecting the community's right to quality of life, by tackling crime, fear of crime, and anti-social behaviour are proper police functions (Dennis, 1998:3).

2.3.1   The Principles of Sector Policing in the USA

According to Skogan (1995:87-95) sector policing in the USA follows the following general principles:

1. **Sector policing relies upon organizational decentralization and reorientation of patrol in order to facilitate communication between the police and the public**

The sector policing strategy is in accord with the way in which departments actually function. It involves formally granting officers at the sector level the decision making authority that they need to function effectively. Police supervisors are expected to work more autonomously to investigate situations, resolve problems, and educate the public. They are being asked to discover and set their own goals, and manage their own shift time. Decentralization facilitates the development of local solutions to local

problems, and discourages the automatic application of central-office policies. Patrol is also being reorganized to provide opportunities for citizens to come into contact with police under less stressful circumstances that encourage them to exchange information and build mutual trust. An improvement in relationships between police and the community is a central goal of this principle (Skogan, 1995:87-95)

2. **Sector policing assumes a commitment to broadly focused, problem-orientated policing**

This principle counteract the 'crime fighting' orientation that USA police departments have professed since the 1920s and recognizing that adopting such a stance was useful at the time. Police departments in the USA experienced the disadvantages of having disconnected themselves from the community they serve. Problem-oriented policing encourages police officers to respond creatively to problems or to refer them to public and private agencies that can help. More importantly, it stresses the importance of discovering the situations that produce calls for service, identifying the causes which lie behind them, and designing tactics to deal with these causes. This involves training police officers in methods of identifying and analyzing problems; police work traditionally consists of responding sequentially to individual events, while problem-solving calls for recognizing patterns of incidents that identify their causes and suggest how to deal with them. Police departments can facilitate this with computer analyzes of 'hot spots'[1] that concentrate large volumes of complaints and calls for service (Skogan, 1995:87).

3. **Sector policing requires that police are responsible to citizen's priorities when they decide what local problems are and develop their tactics**

Effective sector policing requires responsiveness to citizen input concerning both the needs of the community and the best ways by which the police can help in meeting those needs. It takes the public's definition of their own problems seriously. This is one reason why sector policing is an organizational strategy but not a set of specific programs – how it operates will vary considerably from place to place, in response to

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[1] 'Hot spot' is an area that has a greater than average number of criminal or disorder events, or an area where people have a higher than average risk of victimisation (Eck, 2005:1)

unique local situations and circumstances. Better 'listening' to the community can produce different policing priorities. The public often focuses on threatening and fear-provoking situations rather than legally defined incidents and are often concerned about social disorder and physical decay of their community rather than serious crimes. Community residents are unsure if they can rely on the police to help them deal with these problems. These concerns therefore do not generate complaints or calls for service, and as a result, the police know surprisingly little about them (Skogan, 1995:90).

The routines of traditional police work ensure that police officers will mostly interact with citizens who are in distress because they have just been victimized, or with suspects and troublemakers. Accordingly, sector policing requires that departments develop new channels for learning about sector problems. These need to be non-threatening and supportive in nature, even though they are initiated by the police (Skogan, 1995:90).

4. **Sector policing implies a commitment to help sectors solve crime problems on their own, through community organizations and crime prevention programs**

The idea that the police and the community are 'co-producers' of safety predates the current rhetoric of sector policing. The Community Crime Prevention movement of the 1970s was an important precursor to sector policing. It widely promulgated the idea that crime was not solely the responsibility of the police. The police were quick to endorse the claim that they could not solve crime problems without community support and assistance (it helped share the blame for rising crime rates) (Skogan, 1995:87).

In the 1960s, the concept of team policing received considerable attention from criminal justice educators, planners, and practitioners. It was seen as a possible solution to the major problems faced by police departments with poor police-community relations, duplication of effort, the rise of crime and the increasing costs of police budgets. Team policing involves decentralising the existing police

organisational structure and reorganising services into specific sub-units (Skogan, 1995:87).

The sub-units are based on geographic, ethnic, and other socio-economic boundaries found in particular communities. In each sub-unit, the team is charged with the allocation of patrol, investigation and other police services and programs according to the needs of the community. In 1966, due to personnel shortages, police departments in the USA began a form of team policing called unit-beat policing whereby police officers were formed into teams and the team was assigned to a specific area. Information from the team was fed into a central collator that exchanged the information with other teams (Skogan, 1995:87).

Mudau (2008:71-73) notes some positive aspects of sector policing. According to him they are as follows:

> The police service rendered by the team becomes more personal to the community, and in turn, the relationship between the police and the community improves.

> Team policing provides a flexible structure in that innovation is made possible and professionalism is increased by the development of shared knowledge and peer review.

> Patrols and investigatory functions merge into one task, thus eliminating the social barriers, communication and status conflict between uniformed (police officers who wear uniform) and plainclothes (police officers who wear civilian clothes) personnel.

> A reduction is attained in the chain of command in that decision-making is done by supervisors and operational personnel.

> Each member of the team is given a chance to utilize discretion and enhance personnel skills. As a result, greater work satisfaction is expected.

> ➢ For the police to operate in an ever-changing society, they must be competent, open, fair, honest, transparent, and responsive to the needs of citizens.

The questions that rise out of the implementation of sector policing in the USA is, are there any cases that depict the challenges and successes of this policing strategy in the USA and can anyone learn anything from the implementation and manifestation of sector policing in the USA? The next discussion deals with both successes and challenges of sector policing in the USA.

2.3.2 Successes of Sector Policing in the USA

Skogan (1995:94-96) provides a number of successful cases of sector policing in the USA. Only one success case will be dealt with in this research. It is the case of Baltimore in Maryland. When dealing with the Baltimore case, Skogan (1995:94-95) states that two versions of sector policing were tested in Baltimore. Each was implemented in two areas of the city, in white and African-American sectors of comparable income level and housing quality. Foot patrols were assigned to patrol the areas approximately twenty-five hours each week. They chose their own routes, concentrating on busy commercial areas and recognised hot spots.

Patrol officers talked frequently with residents, business owners, and people on the street. In one area the officers emphasised on law enforcement and order maintenance; they spent time dispersing groups of youths on the street corners and looking for drug transactions and other legal infractions. The officer who conducted most of the foot patrols in the other area focused on talking with residents and merchants. Surveys conducted after a year, indicated that 15 percent of the residents of each area recalled seeing a police officer walking on foot within the past week; the comparable figure among residents of a control area was only 2 percent (Stevens and Yach, 1995:38)

In two other areas, ombudsman police officers were assigned to work with sector residents to solve local problems. They did foot patrols, attended community meetings, and spent a great deal of time talking to merchants and residents about local problems. They developed a questionnaire which measured what residents thought

were the most serious problems in the area, what caused them, and what could be done to solve them. Officers were to record how they had reacted to each problem, and how their handing was received by their supervisors (Mudau, 2008:72).

An officer serving one of the areas was aggressive in his approach to possible drug dealers, broke up groups loitering on the street, and gave traffic tickets. He spent most of his time in the busy commercial areas of the sector. The officer in the other targeted area spent more time meeting with area residents, working to solve juvenile problems, conducting a sector clean-up campaign, and organising a block watch program. He also involved other municipal agencies in these efforts. Surveys at the end of the evaluation period found that 64 and 75 percent of residents of the two areas recalled officers coming to their home, and as many as 33 percent recalled seeing the officer who emphasised local service walking on foot within the past week (Memory, 2001:46).

2.3.3 Challenges of Sector Policing in the USA

In Oakland, California, the emphasis was on the relationship that sector policing built and consolidated between residents of a particular area and the police officials assigned to that area. Crime factors were considered but to a lesser extent. Only that which were initiated by police officials are highlighted so as to indicate that if the police listens and involves its community in crime initiatives, a relationship and trust develops between these partners (Mudau, 2008:60).

In Oakland, California, two policing programs were evaluated, both aimed at reducing levels of drug trafficking and related to crime and fear. Each program was implemented in its own target area, and both were implemented together in a third area. A special drug enforcement unit conducted traditional police operations in its targeted sector. They went undercover to make 'buy-bust' arrests, and they used informants to buy drugs and identify distributors. They also introduced an aggressive, high-visibility program of stopping and searching motor vehicles, and conducting field interrogations of groups of men whenever they gathered in public places. The team was extremely active, made a large number of arrests, and apprehended a number of major drug traffickers in the targeted area (Chappell, 2009:8).

This traditional policing program was contrasted to a program of home visits. Officers in the experimental sector policing area and in the combined target areas went from door to door, introducing themselves to residents. Their job was to inform people in the target sector of the department's new emphasis on drug enforcement, to give them pamphlets on crime and drug programs, and conduct brief interviews asking about sector problems. Their goal was to make contacts which might lead to useful information, alert the community to the drug problem, and perhaps deter potential offenders by their presence and visibility in the community. These door-step interviews were conducted in about 60 percent of the households in the target areas, a high percentage. About 50 percent of those interviewed indicated that drugs were a major problem in their community (Memory, 2001:50).

In many places this kind of activity is now known as 'directed patrol', because officers conducting this form of foot patrol have specific tasks to carry out as they walk through an area. Unlike the enforcement program, however, it proved difficult to sustain the interest of Oakland officers in these home visits. It had little support from the district commander, who did not believe it could work. An energetic officer saw to it that many interviews were conducted, but there was no follow-up for problem solving. None of the intended problem solving policing was ever accomplished, and nothing was done with the information gathered in the door-step interviews (Skogan, 1995:95-96).

The Oakland's case study deals mainly with the implementation of sector policing in order to fight a specific crime namely drugs and drugs trafficking. This is the example of a failed initiative of sector policing. The reason for such failure emanates from the lack of desire or lack of training of the assigned officers to implement the policy. This is evident in the fact that they did not follow-up with problem solving strategies after they diagnosed the problems. Another most important cause of the failure is the lack of support from the police management because they were not sure that the strategy would work (Skogan, 1995:96).

The two case studies give a summary of the implementation of sector policing in the USA, its successes and its challenges.

The next discussion gives an overview of sector policing strategy in the UK.

2.4   SECTOR POLICING IN THE UNITED KINGDOM

In terms of the UK model, community consultation efforts were undertaken before its initial implementation. Community consultations were conducted to get community buy-in and inputs as to how sector policing would be implemented.

According to Stevens and Yach (1995:52-53), since 1985 consultation between the police and local people has been regulated by statute, although in some areas, particularly inner-city areas, police-community consultative forums were set up on a non-statutory basis soon after the riots of 1981. Other areas established consultative arrangements only when required to do so by law. Section 106 of the Police and Criminal Evidence in UK, Act 1984 makes provision that 'arrangements be made in each sector for community consultation in that sector about matters concerning the policing of the sector and for obtaining community co-operation with the police in preventing crime in the sector' (Stevens and Yach, 1995:52-53). The rationale for this consultation was that the prevention of crime and the maintenance of an orderly society depend on the police carrying out their functions with the consent of the community.

Effective policing depends on such consent being given and on the police service making decisions which are in tune with the needs of the local community. To make a reality of community involvement, it was felt that consultation must reach into the local community, draw in the people who live there to reflect the views of their sector, and foster links with local police officers. Through this community involvement it was believed that it would be possible for general policing policies to be adapted to meet identified needs in the light of the expressed wishes of the community (Skogan, 1995:86).

Stevens and Yach (1995:52-53) provide the following aims and objectives of police-community consultation:

> ➢ Improved articulation of the citizen's viewpoint.

> ➢ Problem solving – shared identification of and responses to crime problems.

- ➢ Improved education of citizens about policing.

- ➢ The resolution of conflicts between the people and particular community groups.

- ➢ Encouragement of practical self-help community crime-prevention initiatives.

- ➢ Education of the police regarding community concerns and priorities.

Reiner (1995:161) furthers the discussion on community consultation and sector policing by stating that in Britain, the movement for sector policing is imbued with a back-to-the-future favour, and has elements of the Heritage industry in it. It is often called 'traditional policing' instead, as stated in the Operational Policing Review conducted in 1990 by the three police staff associations. It is couched in rhetoric of decline and fall, in an attempt to recapture supposed past glories. In England and Wales it is commonly supposed that traditional policing was sector policing. The Police were organised on a much more localised basis with relatively small forces during the nineteenth and early twentieth century. It is supposed to have been governed by an ethic of 'police by consent' (Reiner, 1995:161).

Police in England were supposed to be a part of their communities, in tune with their sentiments and priorities, although not necessarily politically controlled by their elected representatives. This was always a myth as much as a reality. The generally benign relations between the respectable communities and the police concealed routinised abuse of the lower orders, the 'dangerous' communities. The police were regarded for the most part, however, as effective, yet fair guardians of general public security. The 'community policing' movement is grounded in the perception that a variety of changes since the 1960s have eroded this traditional pattern with undesirable consequences. Sector policing is to resuscitate the virtues of tradition in a modern context (Jupp, 1992:36).

Reiner (1995:162) further argued that although community relation branches as a specialist activity dates back a lot further, the first attempt to articulate a coherent sector policing and to put it into practice as the operating policy of an entire force was

John Alderson's pioneering work in Devon and Cornwall. Alderson's approach was to re-articulate certain orthodoxies of traditional police philosophy in Britain in a modern premise. The key premise was the centrality of public consent not only for police legitimacy but for police effectiveness. In the modern context (sector policing) this required the police to adopt a broader role by working with the community to prevent crime, rather than merely reacting after the event. Alderson advocates a multi-agency local approach in which the police work alongside other public services and community organisations in designing strategies to prevent and reduce crime (Reiner, 1995:163).

According to Dixon (2000:18) sector policing is one innovation in community policing that the British can partially claim as their own. Although its earliest obvious antecedents lie in the experiments of the 'team policing' conducted in several American cities in the early 1970s the idea that a small group of police officials should take responsibility for meeting as many policing needs of a particular area as possible can be traced back to the 'unit beat' system of motorised patrol in the United Kingdom. Scott (1997:2) states that the community policing strategy initiated and implemented by the British Metropolitan Police District by 1993, was sector policing.

The principal aim of sector policing in London according to Dixon and Stanko (1993:14) was to decentralise the delivery of police services by redeploying all uniform personnel on to small teams responsible for policing demarcated sectors. The main principles are:

➢ Make the most effective use of resources;

➢ Work in close co-operation with the community;

➢ Own and get ahead of local problems by identifying and helping to tackle underlying causes;

➢ Encourage visible and accessible patrolling by known local officers; and

➢ Deliver a better quality service provided by officers enjoying the support and approval of local people that is, policing by consent (Dixon and Stanko, 1993:14).

Other terms that are associated with sector policing are neighborhood policing, koban in Japan, geographic policing, zonal policing, and team policing. The key characteristics of these programs are that a small team of officers including supervisors and managers is allocated to a local area in order to provide a comprehensive policing service for that area (Stephens & Becker, 1994:113).

2.4.1 Priorities of Sector Policing in the UK

Sector policing in the UK was also emphasised in The National Police Plan (2005:19) which outlines five key priorities that the police should focus on. The five priorities are as follows:

- ➤ Reducing overall crime (including violent and drug-related offenses).

- ➤ Being focused and responsive to local communities, in order to inspire confidence especially amongst minority ethnic communities.

- ➤ Taking action along with partner agencies to target prolific or repeat offenders.

- ➤ Reducing community concerns and fear about crime and antisocial behaviour (this is the basis of sector policing).

- ➤ Combating more serious and organized crime.

2.4.2 Elements of Sector Policing in the UK

According to Dixon and Rauch (2004:14-20) sector policing in the United Kingdom is premised on the following four elements:

1. Geographical responsibility

The often-idealized image of a police officer patrolling a sector which he/she knows well and where he/she is known to the local residents encapsulated in the mystical figure of the 'bobby on the beat' (this means that the police officer is doing a foot patrol) dates back far into the history of policing in Britain. But it was not until the 1960s, and the introduction of 'unit beat policing' (UBP), that it was first acknowledged as desirable that small teams of officers should take responsibility for

meeting as many of the needs of a particular area as possible. Research found that, in practice, the multi-functional teams of detectives and patrol officers seldom worked effectively as teams, and UBPs reliance on motorised patrolling was later blamed for distancing the police from the public and encouraging elitist attitudes and behaviour (Dixon and Rauch, 2004:14).

Another policing initiative, team policing, is also based on geographical responsibility which took place in the USA after riots affected several cities in the 1960s. Team policing was intended to achieve "geographic stability" by assigning teams of officers to small sectors on a permanent basis. It was designed to promote communication between team members and the communities in order to promote cooperative peacekeeping and the identification of local problems. As with UBP, the team policing experiment was not entirely successful, because middle managers resent losing control of team members to more junior officers, patrol styles proved difficult to change, and positive relationships with the public hard to build and maintain across areas that remained too large for officers to develop the necessary local knowledge. In several cities, team policing was not implemented at all (Bennett and Kemp, 1994:25).

Further patrol experiments in Britain in the early 1980s also yielded mixed results. The most influential and thoroughly evaluated of these was the programme of sector policing (NP) implemented in parts of London and the near county of Surrey. The programme elements of sector policing are remarkably similar to those of community policing and included the assignment of geographical responsibility to teams of officers, the alignment of duty rosters with the demand for police services, community consultation and improved operational information systems (Murray, 2007:104).

Dixon and Rauch (2004:14) continue this argument by stating that, internal and external evaluations of NP made disappointing reading. Geographical responsibility was implemented only in certain places and did not lead to improved levels of interaction with the public beyond the membership of a small minority of well organised community groups already favourably disposed towards the police. The feeling at operational level was that more officers were needed than were currently available if sector-based teams were to be sufficiently robust to deal with all the needs

of their areas without compromising their own safety. Changing duty lists to ensure that more officers were on duty at peak times such as weekend evenings was unpopular and fiercely resisted.

Discouraging though these findings were, both the police forces involved in the sector policing experiment – London's Metropolitan Police and the Surrey Constabulary – remained confident that some form of geographically responsible policing was the way forward. Having successfully established sector-based police teams in two areas of the county, Surrey Constabulary extended what became known as total geographic policing (TGP) across the force in September 1989 (Skogan, 1995:129).

In London, between 1987 when sector policing was wound down, and 1991 when sector policing was introduced, the use of small teams to take responsibility for specific areas was limited to large public housing schemes where crime rates tended to be high and relations between police and public poor. In 1988, only 200 officers were deployed on the 'estate policing' (EP) teams. However, three years later, the London Commissioner reported that they had achieved both significant reductions in crime and notable improvements in residents' quality of life. The principles of estates policing would therefore form a vital ingredient in a new style of sector policing (Murray, 2007:106).

While these more ambitious experiments in geographically responsible policing were taking place, a rather different breed of sector police officer, much closer to the ideal of 'bobby on the beat', was also hard at work in forces across the country (Reiner, 1995:205). Known generically as 'community constables', and charged with getting to know their beats and building close relationships with local residents, their areas of responsibility tended to be smaller than those allocated to teams of officers. But even with this degree of geographical responsibility, research results found that many community constables lacked a sense of purpose in their work, limited their contacts to 'respectable', police-friendly people and had little sense of local values, problems or priorities.

To sum up, the research available prior to the introduction of sector policing in London in the early 1990s suggested that although the assignment of some form of geographical responsibility might be a necessary condition for increased interaction

between the police and the public, geographical responsibility was not necessarily sufficient to ensure that more contacts actually took place. Even when one or two police officers were permanently deployed in quite small geographical areas, they tended neither to spend enough time on those areas, nor devote sufficient attention to interacting with all sections of the local population, to absorb complex communal values and become attuned to local priorities (Jupp, 1992:42).

2. Problem-solving

Geographical responsibility as an element of sector policing is closely linked to the identification and solution of local problems. Problem-oriented policing (POP) is closely identified with the work of the American police scholar, Herman Goldstein. As seen by Goldstein crime-fighting or order maintenance is the goal of sector policing. Law enforcement is the means of achieving this. The main units of police work consist of a wider range of substantive community problems that manifest themselves in clusters of similar, related or recurring incidents. According to Dixon and Rauch (2004:16) the job of the police is to identify and analyse these problems with a view to developing and evaluating "tailor-made" solutions. According to Dixon and Rauch (2004:17) as Goldstein conceived it, problem-oriented policing represents a radical departure from conventional thinking about what policing is all about, how police departments are organised, and how they work.

Problem-oriented policing is not simply a goal or technique of community policing. It sets out to address a general problem of poor police-community relations; and although the community and the police must tackle substantive problems, problem-solving itself is no more than a means of bringing the police and the public closer together. Problem-oriented policing is about resolving local problems and working together (Stephen & Becker, 1994:110).

3. Community consultation

According to Dixon and Rauch (2004:17-19) formal arrangements for police consultation with communities were in place across England and Wales during the 1990s. However, by the early 1990s a substantial amount of research in the UK had been undertaken on the new bodies (mainly, it has to be said, outside London) suggesting that their influence on police policy and practice had been at most,

minimal, and at worst, non-existent. Government guidance indicated that the police ought to be as representative as possible of the community. An internal review later found that most consultative groups were dominated by people well used to committees: professional and middle-class white people, most of whom are in the 40-plus age range.

A study undertaken in London for the police staff found that any correspondence between the views of consultative group members and the people they were supposed to represent was coincidental. The research findings indicated that the police operated in administrative stratosphere far removed from the localised problems that concern most ordinary residents. Restricted by members' limited knowledge and experience of crime, most consultative groups were absorbed with routine complaints about quality-of-life issues such as litter, and parking, that the better-informed police officers involved in consultation found difficult to take seriously (Dixon and Rauch, 2004: 19).

In short, the model of community consultation adopted in the guidance for sector policing in London had, by 1992, already proved less than successful as a means of identifying local problems and mobilising public support for police efforts to resolve them. What remained to be seen was whether similar mechanisms operating closer to the ground at sector level would be any more effective (Dixon and Rauch, 2004:19).

4. Managerialism and consumerism

Managerialism means the reforms by the police in the UK which ensure that they operate according to the needs of the community they are serving Consumerism on the other hand means that policing is consumed by the community.

According to Dixon and Rauch (2004:19-20) the fourth element of sector policing is both a theme informing its implementation, and a distinctive way of managing the police. There are two elements of managerialism and consumerism:

➢ The first element is a series of managerial reforms or adaptations of the organization of policing. These include the devolution of authority for operational decision making down to sector level wherever possible, and

making the most efficient use of resources by matching the availability of police personnel to periods of peak demand for police services such as weekend evenings.

➢ The second aspect is the promotion of the idea that residents in a sector ought to be seen as consumers of policing to whom a suitably high quality service should be provided.

The roots of the managerialism in sector policing can be found in the UK in recurring public expenditure crises, the free market ideology of successive Conservative governments in the 1980s and – in the case of the police – in growing evidence that increased spending did not necessary lead to lower levels of recorded crime.

According to Wisler & Onwudiwe (2008:427) the inspiration for a new style of policing that could be at once "consistent" across London yet "flexible enough to take account of local needs" seems to have sprung directly from a distinctly managerial source – a report prepared for the Metropolitan Police by a firm of corporate identity consultants, Wolff Olins. In response to this report, the then Commissioner, Sir Peter Imbert, established a change programme known as PLUS and committed his organisation to "an accepted…style of policing which can be adjusted to local conditions, making the best use of the people and time available".

The task of translating this commitment into a new style of policing became component four of the PLUS programme and a team entrusted with re-examining the deployment of front line police officers eventually reported towards the end of 1990. The principles of the new policing style that was to become sector policing were approved by senior managers in November of that year. Although work continued on the details for some time thereafter, the Commissioner, Sir Peter Imbert clearly signalled that the traditional pattern of deployment was about to end. Instead of similar numbers of operational officers policing a whole command unit over three eight hour shifts irrespective of predictable fluctuations in workload, dedicated teams of officers would be given round-the-clock responsibility for smaller areas (or sectors). Managers would be free to match the availability of staff more closely with the demand for their services (Fleming, Nd:np).

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Sector policing in UK in spite of its popularity with senior managers, it has proven difficult to implement. Doubts also remain about the extent to which those elements of sector policing commitments to effectiveness, problem solving, visibility, accessibility, service delivery, and consensual policing (Bennett and Kemp, 1994:20).

2.5   SECTOR POLICING IN SOUTH AFRICA

The introduction of sector policing in South Africa is seen and justified in the context of part of an ongoing effort to modernise and internationalise the South African Police Service (SAPS) and its re-entry into global police networks (Dixon and Rauch, 2004:57). It is further seen in the context of a result of a workshop (in 1990) attended by delegates, comprising of senior police officials and African National Congress (ANC) members in London to observe the operationalisation of sector policing(Bennett and Kemp, 1994: 9).

2.5.1   Historical and Legislative framework of sector policing in South Africa

As explained previously, the South African version of sector policing is seen as a combination of both the USA and UK models. Evidence from SAPS (2003:18) shows that sector policing in South Africa is different to sector policing in London. The South African version of sector policing aims to give effect to a similar philosophy of community policing and to bring police and communities together.

It sets out to do this by dividing policing areas into smaller, more manageable, units and mobilising institutions and individuals to join the police in identifying and resolving local crime problems. Although similar to the UK model, the South African Police Service (SAPS) framework is both more modest, and ambitious in its aims than the UK version (Dixon and Rauch, 2004:20).

It is modest in that it does not contemplate a whole restructuring of the police organisation: no more than one or two police personnel are redeployed into sectors. This redeployment affects the line management of crime prevention activity in the SAPS, but should have only an "occasional" impact on the work of the other specialised functions of the organisation. The South African sector policing model is also ambitious. Instead of improving the quality and accountability of services delivered to the public by using police resources effectively, it does so by engaging and mobilising untapped resources outside the organisation – primarily through the

mobilisation of police reservists (volunteers) and participants in the Sector Crime Forums (Dixon, 2000:66).

The origin of the sector policing concept in South Africa is that it was adopted by a senior SAPS officer who attended a conference of US police agencies in 1993 or 1994. Another version has it that a senior SAP officer was attending a training course in Britain in 1994 where he had the opportunity to examine sector policing. In either version, there is explicit acknowledgement that the idea of sector policing was imported from abroad, probably at the time the democratic transition took place; and undoubtedly as a result of a donor-funded trip abroad. This would explain how there came to be a passing reference to sector policing in the Government's 1996 National Crime Prevention Strategy (NCPS). In this document, sector policing was cited as a possible tactic for reducing the then-prevalent problem of inter-group conflict – mainly the political violence in KwaZulu-Natal (Maroga, 2004:1).

The policy transfer of the idea of sector policing appears to have been voluntary. In other words it was not imposed by a government agency or multilateral donor, and was not the result of advocacy from outside the police. Rather, it seems to have been the result of an individual police officer's effort to import and popularise the idea. There has clearly been some internal lobbying and debate within the SAPS about the sector policing policy. This is evidenced both by the lengthy delays in the finalization of the policy, and in the many ways that sector policing has been cited and interpreted by politicians and police leaders (Dixon & Rauch, 2004:57).

Dixon (2007:173) furthers this argument by stating that the ideological underpinnings of sector policing lie in the democratic foundational values of post-apartheid South Africa and the operational philosophy of the SAPS. Thus, as the introduction to the Draft National Instruction has it "Sector policing is not only a practical manifestation of community policing, but also a step towards the development of a modern, democratic policing style for the present century and thus to address the safety needs of every inhabitant of South Africa".

The principal exporters of the ideology of constitutional democracy and the principles of community policing underlying the introduction of sector policing are the mature liberal democracies of the industrial world. The term sector policing itself was also

imported to South Africa from the UK (the USA via the UK). The debt owed to British and American models of geographically responsible policing based on the 'permanent or semi-permanent' assignment of police officers to manageable sub-areas is duly acknowledged in the Draft National Instruction (Buthelezi, 2010:84).

As time went on, sector policing became a revolutionary re-conceptualisation of police organisation in South Africa. It vested power in autonomous groups of officers who were accorded responsibility for providing police service to local communities. It is a policing technique which is determined by strategies, tactics, and outcome based on police-community consent. It is a key component of an export drive from the West in the development of a new policing structure in transitional societies (Brogden & Nijhar, 2005:2). Sector policing employs methods that ensure the working relationship between the police and communities (Trojanowicz, Kappeler & Gaines, 2002: 6).

The crux of sector policing is that policing is tailored to sector needs. The police operate out of offices, in schools, public housing and even in decentralised areas to ensure that the police are approachable to the members of the communities. When the police are accessible, members of the community are likely to co-operate with them to provide crime related information (Pule, 2006:11).

Dixon and Rauch (2004:21) state that the 1998 White Paper on Safety and Security makes reference to sector policing. As stated in the White Paper, sector policing should be:

- ➢ Pro-actively, vigorous and fairly conducted;

- ➢ Based on clear instructions from police commanders to patrol officers;

- ➢ Planned on the basis of crime analysis;

- ➢ Focused on specific problems within any area;

- ➢ Implemented on the basis of specific timeframes; and

- ➢ Developed in collaboration with municipal police services and other role players in a local sector.

Dixon and Rauch (2004:21) state that the first official guidelines on implementing sector policing appear to have been issued in 1998 as part of the effort to develop sector policing in certain parts of Johannesburg under the auspices of the SAPS' 'Project Johannesburg'. This SAPS version of sector policing policy emphasised the crime preventive and community partnership aspects of the approach. In its gestation phase in South Africa, between 1998 and 2003, the notion of sector policing was interpreted and used to suit a variety of different policy purposes, much as the term 'community policing' had been during the preceding decade.

In Johannesburg, the first phase required drafting a working document on the concept of sector policing – the first version of the guidelines. These original guidelines emphasised the following features:

➢ Sector policing aims at the rendering of police services as close as possible to the community.

➢ Emphasis is on closer and regular contact between police personnel and the community in the sector.

➢ Featuring pro-active or pre-emptive problem-solving and crime prevention.

➢ Ensuring effective crime prevention (Dixon and Rauch, 2004:22-23).

Maroga (2004:10) argues that by mid-2000, the sector policing project in Johannesburg was implemented at only 21 police stations. From this implementation there were indications that sector policing had been readily adopted in (traditionally white) middle-class suburban areas in the north of the city. However, despite the problems in Johannesburg, the idea of sector policing began to be implemented elsewhere in the country. In June 2001, the new Minister of Safety and Security, Charles Nqakula, announced his vision for the future of sector policing.

A few months later, the SAPS announced a plan to implement sector policing in over 100 police station areas. The National Commissioner, in his report for the 2001-2 period claimed that "one of the aims of sector policing is to improve police response time when crimes are in progress". He also described "the establishment of partnerships between appointed sector managers and sector communities to strengthen

community police forum (CPF) structures" as a "key objective" of the sector policing methodology (Burger, 2006:109).

By late 2002, according to Maroga (2004:10) plans for implementing sector policing had been amended, and implementation was being targeted at 50 priority stations (police stations with a high crime rate) and 14 presidential stations (areas identified in the government's rural development and urban renewal strategies, which are the poorest and least developed areas of the country). This re-selection of sites was in line with the SAPS' 2002-2005 Strategic Plan, which saw a new emphasis on prioritisation of the high-crime area and of certain crime problems such as violent crime and firearm crime. The Final Draft of the SAPS National Instruction was implemented in 2003. This is a step-by-step approach to implement sector policing and provides the following guidelines (Maroga, 2004:10):

➢ Demarcation of the geographic sectors within the local police station area in consultation with the local SAPS management, the CPF chairperson, and the Head of Reservists. The overriding criterion for deciding on sector size and boundaries should be manageability of the sectors for the envisaged sector managers (Maroga, 2004:10).

➢ Appointment of a sector manager and at least one assistant manager for each sector, and recruit reservists to engage in sector policing tasks for which the local SAPS does not have capacity. The managers are envisaged to be SAPS members with excellent community work skills, and the assistant managers should be reservists or member of the local CPF (Maroga, 2004:10).

➢ Compilation of a 'sector profile' to include details of prominent people, and local organisations in the sector, population and demographic profiles, and crime trends in the sector. The sector profile will assist the manager and assistant/s to familiarise themselves with the sector, and with planning and prioritisation (Maroga, 2004:10).

> ➢ Establish and sustain a 'Sector Crime Forum' (SCF), which can link to the CPF. This forum is responsible for discussing sector crime problems and providing solutions to identified crimes (Maroga, 2004:10).

> ➢ The management of the sector which requires the sector manager to participate in daily meetings of the station concerned with crime combating, and regular liaison with other components of the SAPS, to share information and build partnerships (Maroga, 2004:10).

> ➢ Sector policing policy alignment (Maroga, 2004:10).

According to Dixon and Rauch (2004:26) internally the SAPS sector policing policy (as contained in the Final Draft National Instruction) is aligned with:

> ➢ Crime prevention: "sector policing is a method of policing used…to bring about effective crime prevention".

> ➢ Community involvement: "sector policing provides an ideal opportunity for community involvement in their local safety and security" and "provides a mechanism for more and better community participation".

> ➢ Community policing: sector policing is a "practical manifestation of community policing".

> ➢ Improved service delivery: sector policing "allows for [police] service delivery to take place even closer to communities".

> ➢ Modernisation and acceptance internationally: "sector policing is a step towards the development of a modern, democratic policing style that is internationally acceptable (Dixon and Rauch, 2004:26).

In the context of sector policing, crime prevention is to be achieved through the launching of informed, intelligence-driven projects in collaboration with the local community (Burger, 2006:112). This conceptualization of sector policing links it to the overworked and relatively useless (as far as policing is concerned) concept of community policing. The linking of sector policing and crime prevention to community policing is supported by the Strategic Plan of the SAPS 2004-2007. This

document states that "South African crime prevention is based on principles of community policing, which refer to communities in partnership with the police. The partnership involves police officials who are appointed as sector managers and community representatives in the sector" (Burger, 2006:112).

What is clear about sector policing is that it creates room for sector stakeholders to have a contribution and a say in the manner in which they would like to be policed. This increases the pool of resources that can be used in crime prevention and all other policing initiatives (Minnaar, 2007:102).

2.5.2   Implementation of Sector Policing in South Africa

Sector policing according to the South African Police Service (2004:14) is based on the following pillars:

- The geographical division of a police station's area of responsibility into manageable sectors, also based on diversity of communities and community interests and needs;

- The appointment of a sector commander who will act as crime prevention official;

- Activates participation by the community in respect of its local safety and security;

- The police station taking responsibility for its diverse community interest groups and their needs; and the launch of informed, intelligence-driven crime prevention projects at sector level by both the SAPS and the community (South African Police Service, 2004:14).

According to Maroga (2004:03-04), sector policing comprises of a four phases approach. The idea behind breaking down the implementation process into clearly defined phases is to enable the stations to monitor their progress and to locate any challenges that may arise.

The first phase entails demarcating the precinct into sectors. The number of sectors within a precinct is determined by the capacity of the police station, crime 'hot spots',

and the size and diversity of the precinct. According to the National Instruction which came into effect in 2003, when identifying sector boundaries, the police stations can either choose to align their sectors with existing CAS blocks (these are geographic blocks used for dividing a station area for crime registration in the system) or municipal wards, or use infrastructure such as main roads, railway lines or taxi/bus terminals (SAPS, 2004:18).

Police stations can also use demographical features such as the population size, cultural diversity, periodic inflow and outflow of non-residents, or demarcate according to the nature of the area, that is, residential, business or industrial. The National Instruction that came into effect in 2003, maintains that the manner in which the sectors are identified and demarcated must be realistic, not too big or too many to ensure manageability (Burger, 2006:120).

The second phase entails appointing a sector commander and a sector team. The sector manager is responsible for:

➢ Managing the sector;

➢ Establishing sector crime forums;

➢ Organizing meetings and other events in the sector;

➢ Liaising with all the relevant community stakeholders;

➢ Initiating crime prevention strategies based on the profile and the dynamic of the sector; and

➢ Reporting to the station commissioner (Steinberg, 2004:24).

The sector team consists of a sector deputy, and reservists. Their role is to assist the sector manager in coordinating the sector and the sector crime forums. After the appointment of a sector manager, follows a process of compiling a sector profile (third phase), by the sector manager and the sector team. A sector profile is a detailed description of the area and its demographic features. The sector profile has to give an account of crime trends, root causes of crime, factors giving rise to the occurrence of

crime, and factors inhibiting effective crime prevention (Holtman and Badenhorst, 2010: 16).

According to Maroga (2004:04) the fourth phase entails establishing a sector-crime forum (SCF), envisaged to be representative of all relevant stakeholders. Two members of the community need to be appointed to serve as a secretary and a chairperson for the SCF. The meetings of SCFs are convened once a month to discuss crime in the area by identifying causes of crime, identifying solutions and appropriate role players to bring on board. These meetings will encompass all role players within the community, various organizations and local councillors. If successfully implemented, sector policing can be seen to produce a number of benefits including:

➢ Improving the identification of hot crime spots and the root causes of crime at a local level;

➢ Better use of policing resources according to the needs of a particular sector;

➢ Improving visible policing;

➢ Allowing for greater manageability given that the precincts will be divided into smaller areas;

➢ More effective and efficient police response to community complaints and emergencies; and

➢ Better co-operation between the police and communities at local level to address specific crime problems (Maroga, 2004:04).

2.5.3 Sector policing challenges in South Africa

According to Maroga (2004:4-5) the following are the challenges to the effective implementation of sector policing in South Africa:

1. Sector Crime Forums and Community Policing Forums

Currently, there is a lack of common understanding as to what sector policing is, and how SCFs differ from CPFs. The SAPS National Instruction states that SCFs and CPFs have to collaborate, with CPF acting, as a statutory body and SCF as an operational body. The biggest concern is, if sector policing will ever be seen and

incorporated into the mainstream policing function, whilst community policing and community policing forums are still perceived as an added function to police work (Maroga, 2004:4).

2. **Demarcation of sectors and SCF**

The SAPS National Instruction is ambiguous about the demarcation of sectors and overlooks certain aspects that hinder the effectiveness of sector policing in South Africa. This challenge is evident in instances where the demarcation of sectors is not aligned with the existing municipal wards demarcations, the police stations are likely to find themselves faced with the following challenges: The first challenge is that SCF meetings require the attendance of all stakeholders within the community including the local councillors, and metro police representatives, which means that if there are six sectors within a police station area these stakeholders attend six different sector meetings in a period of a month as well as CPF meeting. The primary challenge arising from this instance is whether, these stakeholders will sustain active participation in sector policing, considering their current workload and the demands sector policing place upon them (Maroga, 2004:4).

3. **Sector-to-Sector Collaboration**

The second challenge concerns the collaboration between sectors. If the efficiency of the sectors is determined by the crime rate, then that is likely to give rise to competition rather than collaboration between the sectors. Competition between sectors is two fold it can be good or bad. Good in a sense that it creates a threshold or a baseline of performance for sector managers. However, it can lead to a situation whereby sector managers are reverting back to reactive policing such as arrest, stop and searches and raids or informal policing styles in an attempt to reduce their crime rate and to achieve their set performance targets (Maroga, 2004:5).

4. **Selection of Sector Managers**

The SAPS National Instruction provides for the appointment of a full-time police official as sector manager. It also makes provision for the appointment of a reservist as sector manager in case a police official is not available for appointment. However, the SAPS National Instruction does not outline a criterion for selecting and appointing

a sector manager. It does not specify the requirements of a sector manager, the rank of that individual or years of experience required. Another challenge relating to the selection and appointment of a sector manager manifests itself in terms of a sector manager being available on a 24-hour call. The SAPS National Instruction does not take into consideration situations whereby a sector manager resides in one town and works in another town. The question arises how it would be possible for that officer to be available on a 24-hour call, taking into consideration the distance between where the officer lives and the place where the officer works (Maroga, 2004:4-5).

5. Community Participation

Another challenge facing sector policing in South Africa is mobilising community members and ensuring that SCFs respond to the diversity of needs within sectors. If SCFs fail to mobilise the community, they are likely to find themselves in a similar trap as the CPF that is, serving the needs of certain interest groups rather than that of the entire community. Even though the SAPS National Instruction provides a strategic direction for sector policing and the establishment of sector crime forums, it is not inclusive (Maroga, 2004:5).

Furthermore the SAPS National Instruction makes provision for training and capacity building for already appointed sector managers. It does not make provision for training prospective sector managers. It is also not clear what the authority of a sector manager is over the sector team and how the sector manager reports. Moreover, the SAPS National Instruction does not give a framework of key performance indicators (KPIs) for sector managers and how sector managers are evaluated (Maroga, 2004:4).

Steinberg (2004:16) also agrees that implementation of sector policing in South Africa had a variety of problems. The following points summarises his assertion:

Sector policing failed somewhere

According to Steinberg (2004:17) sector policing failed to yield desired results and was abandoned in the UK (Bennett and Kemp, 1994:20). Steinberg then questioned the logic to adopt the strategy that had failed somewhere else. There are two reasons that might have motivated SAPS managers to adopt this policing strategy. This

strategy succeeded in the USA where it was proper implemented (Skogan, 1995: 94-95). The second reason is that by its definition sector policing is not monolithic which stands or falls. The fact that it had challenges else does not necessary means that it will experience the same challenges in South Africa.

Political Problems

The London Metropolitan Police adapted the idea of sector policing with great enthusiasm in the early 1990s and abandon it in the mid-1990s. This policing strategy failed to achieve the intended results because of the political initiatives that took place in the national government. All models of policing are prone to the vagaries of politics. This is more so than any other sphere of public policy. There are two reasons that validate this statement. First, the debate about which forms of policing that can reduce crime is undecidable (Steinberg, 2004:16).

Secondly, when the issue of policing legitimacy rather than crime levels is prevalent in the public discourse, innovations such as public order policing win political space. When the public are in fear of crime, the pressure to produce short-term results such as arrests, quick response time, and high visibility saturation campaigns tends to public order policing. Hard law and order policing dominates the scene (Steinberg, 2004:16).

South African Police Service finds itself at this cross-road. On one hand they must implement sector policing on the other they must employ law enforcement strategies to reduce high crime rates. Another most confusing factor is that police performance is measured by the decrease in crime rate than successfully implementing social crime prevention strategies such as sector policing (Steinberg, 2004:16).

Community involvement

The failures of community forums and limitations can be attributed to the fact that ethnically diverse neighbourhoods are seldom evenly represented in community crime forums; residents tend to bring quality of life matters rather than crime matters to forums, matters that are beyond police officer's jurisdiction; and in diverse and socially divided jurisdictions, police are at times in danger of being co-opted by one

social faction in its internecine conflict against another. In this context community involvement can do damage to police legitimacy (Holtman and Badenhorst, 2010, 18).

Another most important but mostly ignored problem that sector policing might bring to policing in South Africa is corruption. If one police officer is work in a specific community alone without the supervision of his/her superiors, that police officers may be tempted by criminals in that sector. This person or even a team is responsible for crime issues of that sector. When criminals want to commit crime, they might adopt him and make it easier for them to commit crime with the involvement of that police official (Steinberg, 2004:16).

Another issue regarding one police officer working in a particular sector is that such a police officer might develop a bond with the community of that sector. This community might not allow for instance a situation where a police officer is transferred to the next sector or station. They might refused to give information to the person which might cause a disruption in the manner that sector was functioning (Steinberg, 2004:16).

Undefined goals, police resistance and organisational failure

A host of potential goals are implicit in the concept of sector policing. Choosing them can become a muddled affair. Police officials are told to abandon the way they have always done their work to operate according to the new performance criteria. Sector policing initiatives can trigger passive resistance in the organisation. Even when goals are clearly spelled out, there is a danger that the organisation does not have capacity to help the police officers to implement them. Sector policing is a complex strategy and requires police officers to have managerial skills. In South Africa skills based in the SAPS is poor (Steinberg, 2004:16).

2.6   CONCLUSION

This chapter discussed the origin of sector policing. Firstly, it dealt with sector policing in the UK's, which emphasises the geographic responsibility, problem-solving, community consultation, and managerialism and consumerism as its pillars. Sector policing in the UK has five key priorities, i.e. reducing overall crime; being focused and responsive to local communities safety needs; partnering with local

agencies to target prolific or repeat offenders; reducing community concerns and fear about crime and antisocial behaviour and combating serious and organised crime.

Secondly the USA sector policing model was discussed. It relies on organisational decentralisation and reorientation of patrols to facilitate communication between the police and the public; it assumes a commitment to a broadly focused, problem-oriented policing; it requires that police are responsive to local priorities when deciding on what local problems are. Sector policing implies a commitment to help sector communities solve crime problems on their own, through community organisations and crime prevention programs.

The South African context is based on both the UK's and the USA's sector policing models. The emphasis of the South African model is on the following pillars: the geographical division of a police station's area of responsibility into manageable sectors, which is also based on diversity of communities and their interests and needs; the appointment of a sector manager who acts as crime prevention official and activates participation of local communities; and the police station taking responsibility for its diverse community interest groups and their needs. The pillars of the South African model of sector policing are the combination of both the UK's and the USA's models.

The next chapter deals with the implementation of sector policing in KwaZulu-Natal with specific reference to Nongoma Police Station and Newcastle Police Station.

CHAPTER 3

SECTOR POLICING IN THE PROVINCE OF KWAZULU-NATAL

3.1   INTRODUCTION

The previous chapter dealt with sector policing models in the USA, the UK as well as that of South Africa. The discussions were based on the notion that sector policing was introduced as a strategy to modernise and internationalise the SAPS in keeping with the global demands for crime fighting. These models were used as a basis of the discussion of the status of the implementation of sector policing in the province of KwaZulu-Natal (KZN). The South African model provides pillars on which the implementation of sector policing in the study area is premised. These pillars are considered useful in the status of implementation in the study area of Nongoma and Newcastle police stations.

The major focus of this chapter is based on the implementation of sector policing in the KZN province. Special emphasis of the discussions reflects on Nongoma and Newcastle from which conclusions are derived. However, before the discussion of sector policing in the study area unfolds; the chapter pays special attention to the demographic features of the study area, overview of crime in the study area and research guide themes that were used to gather data on the implementation of sector policing in the study area.

3.2   A DEMOGRAPHIC OVERVIEW OF THE STUDY AREA

3.2.1   The geographical location, size of the municipal area and population size

The major reason underlying the need for the discussion of the geographic location, size and population is that it provides a comprehensive and meaningful introduction of the areas where the research activities took place.

Nongoma local municipality is located in the northern part of KwaZulu-Natal and is the second largest municipality in the Zululand District Municipality in terms of geographic size. The municipal area size is 2184 km² (Nongoma IDP, 2008-2009:1). This municipality is located at the same place as the palaces of the King of the Zulu

nation, King Goodwill Zwelithini. According to Nongoma IDP (2008-2009:2), the population size is 664 046.

Newcastle local municipality is part of Amajuba District Municipality (ADM) and is also located in the interior of the northwest corner of KwaZulu-Natal, south of the Free State, Mpumalanga and Gauteng provincial borders, along the foothills of the Drakensberg mountains. The size of municipal area is 1855 km². It has a population of 423 600 (Newcastle Municipality IDP Review, 2008/9:7).

3.2.2   Basic socio-economic indicators

The major reason underlying the need for the discussion of basic socio-economic indicators is that it helps to provide information on the basic social and economic activities in the study area. It is extremely important for South African conditions where crime statistics and sources of crime cannot be properly disassociated from both the social and economic conditions within which communities find themselves.

According to Nongoma IDP (2008-2009:3) the economic base of Nongoma Municipality is mainly vested in the agricultural sector. This area has an unemployment rate of seventy percent (70%). Sixty percent (60%) of the population is illiterate. These are people with no formal education. The area was affected by faction fight during 1994 up until early 2000. Taxi violence also took place in the area in that period. This resulted in the forced displacement of communities and destruction of many households and infrastructure in the area. Community displacement had a negative effect on social cohesion. There is growth in the number of AIDS mortality in the area, and many households are poverty stricken. According to the findings of the research commissioned by the Department of Corporative Governance and Traditional Affairs (Cogta) during the 2008/9 financial year, Nongoma Local Municipality was identified amongst the Top 20 Most Vulnerable Local Municipalities and those that are poorly performing in South Africa (Nongoma IDP, 2008-2009:3)

Newcastle municipality forty-four percent (44%) of the population is illiterate of which seven percent (7%) had no formal education at all. Fifty-six percent (56%) of the households in Newcastle earn less than R800 per month. It has an unemployment rate of fifty-four percent (54%). In February 2006, a total number of 18 550

households were registered for indigent support. Newcastle area has the second highest HIV prevalence rate in the province of KZN (Newcastle Municipality IDP Review, 2008/9:7).

3.2.3 Organisational structures of both Nongoma and Newcastle police station

The success of the implementation of sector policing is embedded in structures, systems and resource allocation. In the absence of functional organisational structures, systems and resources, implementation therefore may become ineffective/ unsuccessful.

The station commissioner of Nongoma Police Station is at Director level, Head of Crime Prevention and Visible Policing is at Senior Superintendent level. The police station area size is 2184 km², with a population of 664 046. The police station has a staff complement of one hundred and forty-eight (148) operational police officials, with forty-five (45) of them attached to visible policing operations. The visible police component has ten (10) police vehicles of the total twenty-four (24) vehicles at the police station. There is a total of nine (9) active reservists. Nongoma, according to the SAPS Annual Report (2003-2004:28) is a high contact crime police station. The assumption from the commitment of the province is that implementation of sector policing would receive a high priority in this police station (SAPS Annual Report, 2003-2004:29).

The station commissioner of Newcastle police station is at Director level, Head of Crime Prevention and Visible Policing at Senior Superintendent level. The police area size is 812 km², with population of 550 000. The police station has a staff compliment of one hundred and forty (140) operational police officials, with eighty (80) of them attached to visible policing operations. There are thirty-nine (39) police vehicles allocated to this component. The police stations have a total of fifty-eight (58) active reservists. According to SAPS Annual Report (2003-2004:29) Newcastle is a high priority crime police station.

3.2.4 Functional structures

According to Anon (Nd:1-4) the following are the functional structures of every police station in South Africa.

3.2.4.1 Functional category: Station Commissioner

The role of a Station Commissioner is to ensure a safe and secure environment in the station area by means of efficient policing as required by relevant legislation as well as government and departmental (SAPS) policies and directives. The role of the Station Commissioner extends to include both primary and secondary functions that are discussed in subsequent sections.

The primary function is the effective and efficient managing of crime combating and crime detection functions within the station area. Managing crime combating and crime detection includes the management of visible policing, community service centre, detective service, and crime intelligence.

The secondary function of the Station Commissioner is the effective and efficient management of the following functions in the support of the primary responsibilities: logistics, financial services, administration services, communication services, human resource management and crime information analysis centre (CIAC), and management information office.

3.2.4.2 Functional category: Crime Prevention (Visible Policing and CSC)

The role of Crime Prevention is to render a visible policing service within the community in order to create a safe and secure environment. In order to do that, the crime prevention commander should perform three functions. The first function is the rendering of crime prevention services. Rendering of such services includes the execution of patrols (vehicle, foot patrols, air, mounted, and water); identifying policing (crime) priorities and objectives; planning and designing community crime prevention and combating projects; the execution of cordon and search operations; the execution of surveillance; implementing community crime prevention and combating projects; the execution of roadblocks; the visiting and protection of the elderly, vacant premises, essential / key points; and managing the Victim Support Centre (Anon, Nd:1-4).

The second function is the rendering of Sector Policing. Rendering of Sector Policing has the same services as that of crime prevention but limited to respective sectors. The third and the last function of a crime prevention commander is the provisioning of Designated Police Officer services by the implementation of the firearm and liquor

act; and the inspection of firearm dealers, on-consumption liquor premises, and applicants premises pertaining to firearm safes.

3.2.4.3 Functional category: Community Service Centre (CSC)

The role of the Community Service Centre is to render a general policing function to the community in order to create a safe and secure environment. Rendering of a general policing function to the community is done by the rendering of classic community service centre functions. These functions include the rendering of an effective client service via the CSC; the handling of general / crime related complaints; attending to complaints; the computerization of crime information; the obtaining of statements; the recovering of bodies (where applicable); the attending of crime scenes; the safeguarding of detainees, premises, and crime scenes; the attendance at serious accidents; the acceptance of acknowledgement of guilt fines; and the processing of arrested persons who are handed over to the CSC.

3.2.4.4 Functional category: Detective Services

The role of Detective Services is to ensure that all crime is investigated effectively. To execute this role, the detective services should render effective investigation. Rendering of effective investigation includes the recruitment and effective utilisation of informers; the execution of arrests of suspects; the taking of fingerprints from suspects and/or accused persons; the debriefing of arrested suspects; the receipt and administration of case dockets; the analysing of case dockets; the investigation of crime in general; the inspection of case dockets; the attendance of court cases to assist the public prosecutor and/or give evidence; and the immediate attendance at serious crime scenes.

3.3   OVERVIEW OF CRIME IN THE STUDY AREA

In chapter 1 it was mentioned that Nongoma is categorised as a high contact crime station (police station that contributes to the high violent crime rate in the province) Newcastle is categorised as high priority crime station (police station that contributes to the high crime rate in the province). The crime rate per se does not form part of the scope of this research but is only used for categorising the two police stations for the sake of generalising the findings of these police station categories in KZN. Another

reason for the inclusion of this paragraph is that the implementation of sector policing can also be used as a crime reduction strategy. The following discussion presents the crime rate in these two police stations.

3.3.1 Crime situation at Nongoma police station

When dealing with the crime situation at Nongoma police station, attention is paid to the serious crimes. The South African Police Service (2008-2009:6-7) grouped serious crimes as follows, contact crimes (murder, rape, attempted murder, assault with intent to inflict grievous bodily harm, common assault, indecent assault, robbery with aggravating circumstances, and common robbery); property-related crimes (burglary at residential premises, burglary at non-residential premises, theft of motor vehicles and motorcycles, theft out of or from motor vehicles, and stock theft; and other serious crimes (all theft not mentioned elsewhere, commercial crime, and shoplifting).

NONGOMA POLICE STATION CRIME SITUATION	
1. Murder and Assault	760
2. Robbery	136
3. Rape and Sexual Assaults	132
4. Property related crimes	531
5. All other serious crimes	394
TOTAL	**1953**

Table 1: Crime statistics provided above are taken from the Nongoma police station plan (2008-2009:7).

3.3.2   Crime situation at Newcastle police station

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According to Newcastle police station plan (2008-2009:11) the following is the crime situation:

NEWCASTLE POLICE STATION CRIME SITUATION	
1. Murder and Assault	550
2. Robbery	123
3. Rape and Sexual Assaults	98
4. Property related crimes	1101
5. All other serious crimes	560
TOTAL	**2432**

Table 2: Crime statistics provided above are taken from the Newcastle police station plan (2008-2009:21).

3.3.3 Crime comparisons between Nongoma and Newcastle Police Stations

According to the above statistics, Nongoma police station has 210 murder and assault cases; 13 robberies, and 34 rape and assault cases more than the cases reported at Newcastle. The difference in cases reported validates the reason why Nongoma is a high contact crime police station. The overall number of cases reported at Newcastle police station is higher than that of Nongoma. There was a total number of 2432 cases reported at Newcastle police station in the period of 2008-2009. Only 1953 cases were reported at Nongoma.

Comparing the two police stations, Newcastle is contributing more in terms of reported crimes in the province than Nongoma. It is for this reason that Newcastle is regarded as a high priority crime station. The difference between the crime rates of these police stations might arise from socio-economic factors. This might not be the

only reason but it is outside the scope of this research to probe the reasons for such difference.

Implementation of sector policing in the province of KwaZulu-Natal started in 2005. In the 2006/2007 Operational Plan: KwaZulu-Natal, the Management of the police in the province highlighted sector policing. The implementation of sector policing as identified by the management of police in KZN is one of the leading strategies of the SAPS's approach to normalising policing at station level. And they further argued that each sector will have a Sector Policing Team responsible for: Visibility; Crime deterrence; Quick response; Partnerships with communities; and Problem solving projects. Lastly the implementation of sector policing will continue to enjoy priority (Operational Plan: KwaZulu-Natal 2006/2007:15).

In the following year, 2007/2008, the Management of the police in KZN stated that sector policing would still remain a priority but its implementation would depend on the availability of resources (Operational Plan: KwaZulu-Natal 2007/2008:23).

3.4 Themes used during interviews conducted at Nongoma and Newcastle police stations regarding the implementation of sector policing

The following discussion outlines the themes and questions that were used to gain an understanding of the status of the implementation of sector policing at Nongoma and Newcastle police stations. There were four themes that were used to gather data for the purpose of analysis. Only three are covered in this chapter and the fourth on is dealt with in chapter 4. When formulating these themes and set of questions, the pillars on which the implementation of sector policing is premised and step-by-step approach to implement sector policing as discussed in chapter 2 were taken into consideration. These themes formed a proper assessment tool as they cover all aspects on which the implementation of sector policing can be measured.

The management of the two police stations was at liberty to give their views on various aspects of implementing sector policing according to their experience. To ensure that the interview is not derailed from what it was aimed to achieve, that is, to describe the challenges experienced in implementing sector policing in these two police stations; to consolidate best practices from both these police stations in

implementing this policing policy; and to formulate recommendations that can work effectively in all police stations in the province of KZN and even nationally, the researcher developed themes and the set of eighteen questions.

3.4.1 Training and understanding of sector policing before the implementation process in the study area

When probing this theme, the following questions were asked from the respondents:

➢ What did you understand about sector policing before implementing it?
➢ Did you have training on sector policing before attempting to implement it?
➢ If you were trained, how long was your training?
➢ Did that training give you the necessary information that enabled you to implement sector policing?

3.4.2 The implementation of sector policing

These questions were asked from the respondents regarding to the implementation of sector policing:

➢ When did you start implementing sector policing?
➢ How many sectors do you have?
➢ At what phase of implementation is each of the sectors?
➢ What criteria did you use to demarcate your sectors?
➢ How did you introduce sector policing to the community and other role-players?
➢ How were sector managers selected?
➢ Is there a sector-to-sector collaboration?
➢ What was the role of the CPF in the implementation of sector policing?
➢ What is the relationship between the CPF and SCF?
➢ Are there regular SCF meetings?
➢ What is discussed there?

3.4.3 Police-community relations

The last set of questions asked from respondents was regarding the police-community relations as a result of the implementation of sector policing. The following questions were asked:

➤ What is the relationship between the police and the community after sector policing was implemented?

➤ What is the response from other role players with regards to sector policing?

➤ Are there any specific crime prevention initiatives that arose from the interaction between the local community and the police?

3.5 CONCLUSION

This chapter dealt with the overview of the study area with specific reference to the geographical location, size of the municipal area, and population size; basic socio-economic indicators; and organisational and functional structures. The reason for such a discussion is that crime in South Africa is perpetuated by socio-economic factors. Any crime prevention policy or strategy should take socio-economic factors into consideration. Population, area size and geographic location of an area also have an impact on how crime can be prevented. The discussions then further on to deal with the crime situation in the study area. Crime was only discussed because sector policing policy can play a vital role in crime reduction.

The last part of the discussion was based on the themes that were used in the research guide. There were four themes that were covered in the data gathering process. Only three themes were covered in this chapter, the fourth theme will be dealt with in the next chapter. The following themes were discussed: training and understanding of sector policing before the implementation process in the study area; the implementation of sector policing; and police-community relations.

The next chapter will deal with the research methodology that was used for data collection and the presentation of the findings. The last part will deal with challenges experienced during the implementation process and also the best practices learnt from these police stations.

CHAPTER 4

RESEARCH METHODOLOGY AND FINDINGS

4.1   INTRODUCTION

The previous chapter gave an overview of the study area which includes geographical location, size of the municipal area, and population; basic socio-economic indicators; and functional structure of Nongoma and Newcastle police stations. This chapter outlines the research methodology and presents the findings of the research, common challenges encountered by these two police stations when implementing sector policing, differences in the manner in which each police station implemented sector policing, and lastly best practices that can be learnt from these police stations.

4.2   RESEARCH METHODOLOGY

4.2.1   Research design

Research design is the overall design plan for connecting the conceptual research problem to the pertinent empirical research. It articulates what data is required, what methods are going to be used to collect and analyse this data and how this is going to answer a research question (Van Wyk: Nd:np). This argument was furthered by De Vos (1998:123) assertion that a research design is a blueprint or a detailed plan for how a research is conducted.

Polit and Beck (2004:209) added to this argument by stating that selecting a research design should be guided by an overarching consideration whether the design does the best possible job of providing trustworthy answers to the research question. Burns and Grove (2001:223) argue that designing a study helps the researcher to plan and implement the study in a way that help them obtain the intended results. This they argue increases the chances of obtaining information that could be associated with the real situation.

This study is premised on descriptive research design. Descriptive design according to Jackson (2009:88) describes the situation. It neither makes accurate predictions nor determines cause and effect. Descriptive research design is used to systematically

describe the facts and characteristics of a given population or area of interest factually and accurately. It does not seek to explain relationships or make implications. Public opinion surveys, fact-finding surveys, observation studies, job descriptions, survey of literature, and reports can be cited as examples of a descriptive research (De Vause, 2001:8).

This study is aimed at describing implementation of sector policing in the two police stations in the province of KZN. Intention is to survey literature that already exists regarding sector policing, and conducts fact finding survey through focused group interviews with station management of these police stations. This study is not aimed at explaining the relationship between variables which led to success or failure of the implementation of this policing policy.

According to Kumar (2005:68) the main aim of descriptive research is to provide an accurate and valid representation of the factors that pertain/ are relevant to the research questions. This research design is aimed at answering the question "what is" or "what was". In this study, the researcher described what is/was the status of the implementation of sector policing in the study area. It further described challenges that each police station were/are facing in the implementing sector policing. Description of a phenomenon provokes the "why" question that leads to the conduction of an explanatory research. This study is not aimed at answering why sector policing failed or succeeded in a specific police station but to describe factors that might have resulted to the failure of the success of the implementation of sector policing in a particular police station.

The shortfall of descriptive design according to Jackson (2009:90) is that it only describes data collected and cannot draw conclusions about which way the relationship goes.

The study followed a qualitative research method. Qualitative research methods are utilised to allow for qualitative interaction between the researcher and the participants, which is necessary in descriptive approaches. Qualitative research is based on the

premise that knowledge about humans is not possible without describing human experiences as it is lived and designed by the actors themselves (Lebese, 2009:59).

According to Ulin, Robinson & Tolley (2005:18) the theoretical framework for qualitative research emerges from a descriptive perspective. A paradigm that sees the world as constructed, interpreted, and experienced by people in their interactions with each other and with wider social systems. Three components of a qualitative study are subjective perceptions and understandings, which arise from experience; objective actions or behaviours; and context. It is on this point of departure that the researcher chose to conduct a qualitative rather than a quantitative research to deal with challenges experienced by the two police stations during the implementation of sector policing in the province of KZN.

A qualitative method was also considered appropriate in this study because it provides analysis of concepts and themes that derived from the implementation of sector policing. When conducting the research, the researcher did not have an in-depth understanding of the implementation of sector policing. The researcher therefore desired to have in-depth understanding of the implementation of this policing policy.

4.2.2 Data collection

Focused group interviews were conducted to collect data for this research. The intention of using focused group interviews was to gather as much information as possible about the status of the implementation of sector policing in the study area. De Vos et al. (2002:306) define focused group interviews as a carefully planned discussion designed to obtain perceptions on a defined area of interest in a permissive, non-threatening environment. These authors further state that the difference between focused groups and other forms of interviews is the use of group discussion to generate data.

A focused group is a small group of people (4-12) brought together to discuss a particular issue under the direction of a facilitator (Green and Thorogood, 2009:127). According to Burke and Larry (2004:185) focused group interviews are used to collect data that are in the words of the group participants. It is called a focused group

because the facilitator keeps the individuals in the group focused on the topic being discussed. The facilitator generates group discussions through the use of open-ended questions. A focused group interview is a qualitative method aimed at obtaining in-depth information on expertise, perceptions and ideas (Anon, Nd: np).

Focus group interview is rapid assessment, semi-structured data gathering method. Purposively selected participants gather to discuss issues and concerns based on the list of key themes drawn up by the researcher/facilitator (Escalada and Hoeng, Nd:1). The group in this research consists of the members of each police station management. The answer from each member of the police station management in the study area (Nongoma and Newcastle police station) was representing the whole police station management. The assessment of the implementation of sector policing was based on the whole police station's implementation of sector policing other than assessment based on each member of the police station management's contribution in the implementation of the sector policing.

The members of the police station management were not expected to present their opinions on how sector policing should have been implemented. The group collectively discussed challenges/successes the station encountered during the implementation of this policing strategy. There was therefore no need for them to discuss among themselves so as to come up with a specific answer to a question. Members were allowed to add something if they felt that some important details were omitted by the other member's answer.

The reason for using this research method is because according to Burke and Larry (2004:185), it provides the researcher with amongst other things the following:

➢ Obtaining general background information about a topic of interest;

➢ Stimulating new ideas and creative concepts;

➢ Diagnosing the potential for problems with new a program or service; and

➢ Generating impressions of products, programs, services or institutions.

The facilitator developed and used a topic guide. This is a list of themes and questions that needed to be answered during focused group interviews and themes and questions were done in a particular order. The list of themes and questions that were followed during interviews was discussed in chapter 3. The facilitator followed the guide, but was able to follow topical trajectories in the discussions that might stray from the guide when that was appropriate or necessary.

The decision for using focused group interviews was governed by research objectives as listed in chapter 1. The focused group interviews with management of Nongoma and Newcastle police stations were recorded using the sound recording equipment.

According to Ulin et.al. (2005:93) the responsive facilitator shows interest, curiosity, empathy, and encouragement but must also be flexible, and able to tailor questions and comments to each person's unique response. A topic guide is an important tool for keeping interviews centred while encouraging participants to speak naturally and spontaneously. Many researchers prefer a semi-structured topic guide with questions that reflect the initial themes and sub-themes contained in the research problem. This kind of a tool may be a set of standardised open-ended questions. The topic guide may also suggest follow-up questions for various possible responses and examples of probes to elicit information at greater depth (Ulin et.al, 2005:102).

4.2.3   Target sample

The population of this research was all the police stations in KZN. According to Brynard and Hanekom (1997:43) for the purpose of sampling, population does not refer to the population of a country but to objects, subjects, phenomena that the researcher wishes to study in order to establish new knowledge. The sample of the study was police stations in the province of KZN that had implemented sector policing. Purposive sampling was used. This was because of the fact that police stations that were used as part of the sample were those that were willing to participate in the research. Units of analysis were then drawn from the sample.

The intention of the sampling process in qualitative research is to identify participants who fit the requirements of a specific study. Such participants should be able to give

rich and comprehensive descriptions of the problem under study (Lebese, 2009:62). The sample size of each of the study area was the police station management.

The total number of respondents varies depending on how many sectors existed in each police station. At Nongoma police station there was a group of six members while at Newcastle the group consisted of nine members that represented that police station. Each group was made up of the Acting Station Commissioner, the Head of Crime Prevention and Visible Policing, Commander of Crime Prevention, Commander of Visible Policing, CSC Supervisor, and Sector Managers. According to Krueger (1988:60) a focused group can be made up of about four to twelve members.

4.2.4   Data analysis

According to Green and Thorogood (2009:196) information analysis is a process of bringing order, structure, and meaning to the mass of collected information. In the research, the researcher tries to reduce the statements in the discussion to the common core or essence of the experiences as described by research participants (Lebese, 2009:64). In this research a thematic analysis method was used to analyse and bring order to collect information. Thematic analysis involves identifying the common themes from information and using excerpts from the information to substantiate those themes.

In a thematic analysis one looks for patterns that emerge within transcripts (Lebese, 2009:64). In this research, the themes were formulated before discussions were conducted. New themes that emerged from the interviews were also added to the pre-determined themes. In order to ensure that sufficient information was gathered, a set of questions were also formulated but respondents were at liberty to give information beyond the scope of the formulated questions. According to Green and Thorogood (2009:198) using data such as discussion notes or transcripts, the researcher looks through them to categorize respondents' accounts in ways that can be summarised.

Data analysis started during the interview stage. Focused group interviews were facilitated by the researcher himself thus gaining understanding of the meaning of the data. The information on the data recording instrument was transcribed by the

researcher. The transcription process assisted in getting more insight and understanding of the recorded data. The researcher then read the transcript several times to familiarize himself with the data. This also assisted in identifying commonalities and differences in the manner in which sector policing was implemented at the two police stations.

4.2.5 Ethical considerations

The researcher requested consent to undertake the research study from the SAPS and from all respondents. Participation in the study was on a voluntary basis. All the respondents were also informed about the reason for the study and what it aimed to achieve. In the process, no respondents were harmed either physically or emotionally as the researcher strived to ask questions in a clear manner, with no judgements being made. All the information that was gathered was handled confidentially and the anonymity of all respondents, including their names was guaranteed. Once all the data was collected and analysed, the researcher wrote up the findings as accurately and objectively as possible. The UNISA Code of Ethics was, as well, adhered to at all times in order to ensure ethical standards of quality, confidentiality and anonymity.

4.2.6 Theme and questions about challenges facing the implementation of sector policing in the study area

The following themes and questions were asked to establish the challenges facing implementation of sector policing in the study area. The reason for separating this theme from other themes that were discussed in paragraph 3.4.1 and 3.4.2 is because this theme is directly dealing with the implementation in the study area.

4.2.6.1 Challenges relating to implementation of sector policing

When dealing with this theme the following set of questions were asked:

➢ What can you say are/were the real challenges facing the implementation of sector policing in your police station area?

➢ How did you overcome these challenges?

➢ In your opinion is sector policing the correct strategy to fight crime and improve the relationship between the police and the community?

➤ Did you receive the necessary support from the Provincial and or National Office?

4.3   RESEARCH FINDINGS

4.3.1   Sector policing in Nongoma police station

During focused group interview with the Acting Station Commissioner and his management team[2] it was established that they started to implement sector policing in 2005. When they started with their implementation, it was only the station commissioner who had attended a one day workshop on sector policing. The rest of the management members did not have any training at all. The management therefore requested the guidelines from neighbouring police stations in other Area offices and they interpreted them to suit their policing area.

Training on sector policing followed after the station management had already started implementing sector policing. When preparing for implementing sector policing, they arranged a number of meetings with community representatives such as the King, Amakhosi, Headmen, CPF and municipal representatives where they discussed sector policing. They then demarcated their station into five sectors of which four are not active until this day. The only one sector that is active[3] is in phase four. This sector is called Ematheni sector.

More attention was paid to the survival of this sector (Ematheni) because it was identified as the 'hotspot' for armed robbery. The demarcation of sectors was based on the 'hotspots', tribal courts, of which there are three in the station precinct, and municipal boundaries. The other four sectors are not active because of the lack of human resources and are not highly contributing to the crime rate. According to the sector coordinator in the police station, since the introduction of sector policing in Matheni area, the crime decreased by fifty percent. This claim was not supported by any statistics.   Crime statistics is not allowed to be provided before they are publicized by provincial reports.

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[2] Station Commander together with management team forms a station management.

[3] Active sector according to sector policing policy is the sector that has reached a stage where there is an active participation by the community in respect of its safety and security. Inactive sector is an opposite of an active sector (Westville Community Policing Forum: 2009:1)

The sector coordinator also claimed that police-community relations have improved in the area of Matheni, an example that was provided to substantiate that claim was that earlier that day (day of an interview), the sector manager of that sector received information from a member of the community that led to the arrest of a sought-after suspect.

When the station management was asked about the role of the CPF in the entire process of implementing sector policing, they responded that it plays an advisory and supervisory role to the sector representatives who also form part of the CPF. When asked about the other role players,[4] contribution, it was not clear how they contributed to the whole implementation. The role of other role-players can be assessed properly once the sector is in phase five. It also came to light that meetings in that sector are not held regularly.

Another important question that was asked from the station management was the manner in which sector manager of that sector was selected. The station management responded by stating that they asked for volunteers and get one whom they all agreed should be a sector manager. After all volunteers were assessed one person was selected. That person attended training on sector policing. No other training that was aimed at broadening his skills on things like communication, decision-making, creativity, management, conflict resolution and marketing, to mention but few was provided to that person.

Another part of the interview was to establish if the management of the police station believed that they got the necessary support from the Provincial or National Office in implementing their sector policing. They argued that they did not ask for any help from any of these offices. They stated that they had just submitted their needs and thought they would be assisted. From this the researcher understood that they were not assisted or monitored if they were succeeding or failing in their attempt to implement sector policing. If monitoring was conducted, prompt assistance was going to be given to ensure that all sectors were active and in the same phase. The last and vital part of the interview was to identify challenges that the station was faced with in

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[4] Other role-players in sector policing refers to community role-players such as local councilors, Amakhosi, local businesses, resident associations or other community leaders (SAPS, 2004:18).

the quest for implementing sector policing. The management of Nongoma Police Station highlighted the following challenges:

➢ There was a shortage of human resources to implement sector policing;

➢ There was a shortage of vehicles and could not be permanently allocated to each sector;

➢ There was a lack of communication facilities such as cellular phones;

➢ Provisioning of additional skills development training to equip the Sector Managers;

➢ There was a lack of necessary support from the Provincial office;

➢ There was a lack of monitoring from and regular feedback to the Provincial office;

➢ Sector policing sometimes does not get the necessary attention because of other police functions that are viewed to be more urgent and necessary;

➢ Sector policing did not form part of the job description's Key Performance Area's (KPA) of the sector manager (researcher's observation);

➢ The implementation of the sector policing process was neither recorded/ filed (electronically or manually) for future referencing (researcher's observation);

➢ There was a lack of innovation and competency on the part of management in exploring other alternatives initiatives if the initial ones fail. One initiative that could have been used to activate other sectors was to use the same sector team for more than one sector. This team can patrol more than one sector based on the identified crime patterns in a particular sector (be engaged on targeted patrols); and

➢ There were few police reservists and neither of them were used as Sector Commander.

These challenges still exist and the only means of overcoming them was that the Police Station had submitted the list of their needs to the Provincial Office. The most important thing on their list was resources (human and vehicles). The following discussion is based on the implementation of sector policing in Newcastle police station.

4.3.2 Sector policing in Newcastle police station

During the focused group interview with the Acting Station Commissioner and her management team it was established that they started to implement sector policing in 2005. Before they started to implement, the Head of Crime Prevention and Visible Policing attended a five days course in Cape Town. In that course she was informed about sector policing and how it was supposed to be implemented. She also received supporting documents that detailed the implementation of this new policing policy. She then cascaded that information to people that were responsible for implementing sector policing. All other members were later sent for similar training.

They demarcated the police station area into six sectors and only four were active. These four sectors were in phase four. They followed both municipal boundaries as well as 'hotspot' identification criterion when demarcating their police station area. They therefore started to market sector policing to the community, starting with the CPF, where they highlighted the difference between CPF and SCF. The CPF accepted the concept and they formed part of the whole marketing and implementation thereof. An example was when the CPF arranged the business community to support the sector policing policy by donating cellular phones for each sector manager. These teams (CPF, business community, and the police) then called various community meetings where the policy was discussed. Over and above the normal discussions, they designed a pamphlet that they distributed to the community as part of marketing this strategy. This working relationship is sustained and there is a good understanding between the said structures.

The community was also involved in the policing of their respective neighbourhood. An example was when the community realized that sector one was not patrolable using police vehicles. The community then donated golf carts to be used by the police on patrolling that area which reduced crime in that area. Another interesting initiative was when a business person suggested that they put a suggestion and reporting box in one of the shops so that the community would be able to interact with the police without even going directly to the police station.

This is one example of how useful it can be if the community is part of decision-making in policing their areas. What also came up during the interview was that on

each of the active sectors, they have regular sector crime forum meetings where crime and strategies to deal and prevent it were always discussed. Since the introduction of sector policing, the relationship between the community and the police in Newcastle has improved.

The Chairpersons of the SCF (all of them are members of the public) attend the CPF meetings that are held once every month. This enables the sharing of information on crime and strategies and sector collaborations. The sectors even compete with each other in as far as the crime rate in each sector is concerned. Each sector wants to decrease as much crime rate in the sector as possible. The projects that worked in other sectors are suggested if a certain sector is faced with similar crime problems. The sector manager of the sector which had employed a particular strategy/project to deal with a particular crime assists the sector manager of the sector which is experiencing a similar crime. All other role players such as councillors and municipal police form part of the CPF meeting and they always attend various SCF meetings in their respective sectors.

When selecting sector managers, the management of the police station asked for volunteers and from those volunteers, skills such as communication, decision-making, management, and leadership skills were considered before a person could be selected as a sector manager. Police experience was also considered and as a result most of the sector managers are in the rank of an Inspector. They wanted their sector managers to be people who are conversant with crime and crime related problems. These managers were tasked to familiarise themselves with the sectors allocated to them. They attended to complaints reported from their sectors, and speak with complainants, and get acquainted with the community members.

When they started to implement sector policing, they only started with one sector, sector two. The crime rate on that sector decreased by 50 percent after sector policing was implemented. What was also remarkable was the commitment of the Station Commissioner who was fully supportive to the implementation of this policing policy. As the result of the effort that everyone put into the implementation of this policy, the police station became the best crime prevention police station in the province of KZN in 2005. This shows that sector policing plays a major role in preventing and reducing

crime. Police-community relations also improved as policing was conducted at a neighbourhood level.

Another most important practice that the station management followed to ensure success of sector policing was to a new or generic job description for sector managers. The sector policing formed part of the key performance area for all sector managers, which ensured that sector policing was a priority and not an additional task that they were expected to perform. As part of managing sector managers, they have to be incorporated in the station crime meetings that take place every week. They give regular feedback about the crime situation in their sectors and also what strategies are in place to deal with that crime and what support the management could offer to ensure the success of those strategies.

This was to ensure that managers do not lose control over their subordinates and these members are still part of the whole team of crime prevention. The last part of the interview was to check if the provincial office supported the police station in the implementation of sector policing. With regards to the support from the provincial office, the station management stated that necessary support was received. The management was not able to state what is meant by necessary support.

When it came to the question regarding the challenges that they were faced with when implementing sector policing, Newcastle police station management listed the following factors:

➢ Old police members were negative towards implementing this newly introduced policing policy. This was because they compared sector policing with neighbourhood watch which did not succeed in Newcastle.

➢ Shortage of human resources. The police station management believed that to fully implement sector policing one needed at least 16 members per sector. That would ensure 24 hours patrol of the sector. Four members for 12 hours day and night shift, five times a week. They then go on rest days and another set of four members enrol for both day and night shifts.

➢ Shortage of motor vehicles to be allocated to each sector.

➢ Skills development training is also not sufficient.

It was therefore asked how the police station management overcame the stated challenges seeing that they managed to implement sector policing in sector four that had a high crime rate. They stated the following:

➢ They sat down with old police members and explained to them the difference between sector policing and neighbourhood policing.
➢ Sector policing and sector managers were assisted by a task team that was formed to give the necessary support when needed by sector managers in dealing with projects such as stop and search, and suspect raiding, to name but a few.

This shows how determined the management of Newcastle police station is in ensuring the success of sector policing policy. This police station is not just waiting for the intervention of the provincial and head office to provide them with resources but they use their initiative in dealing with challenges arising as the result of implementing sector policing.

4.3.3   Common challenges relating to sector policing in the study area
4.3.3.1 Shortage of resources

The challenges that are discussed in this section are those identified as common in both Nongoma and Newcastle police stations. These shortages were identified from the data collected in the study area. Shortage of resources, both physical (e.g vehicles) and human were identified as the major challenge faced by the police stations in their implementation of sector policing.

Both police stations rely on the provincial office (KZN) to provide them with resources to effectively implement sector policing. Nongoma police station had made a request for the provisioning of additional police officials and the outcomes of such a request was still pending during the information gathering stage. When the assessment of the situation at Nongoma is made, it was clear that Nongoma had adopted the provincial office stance of implementing sector policing based on the availability of the resources.

Nongoma police station is larger than Newcastle police station when looking at the station area as well as the population size. But the number of police officials in both police stations is almost the same and that indicates that there is a shortage of police officials in Nongoma police station. That being stated, the number of police reservists who can also assist in implementing sector policing are few in Nongoma. It therefore raises the doubt whether the station management is doing sufficient in recruiting reservist or the area dynamics inhibits the recruitment thereof.

Another challenge is the number of vehicles. Only ten (10) police vehicles were allocated to the whole section of visible policing when compared to thirty-nine (39) that were allocated to the same component in Newcastle. If this comparison is anything to go by, this means that there was a shortage of police vehicles at Nongoma police station.

It was not clear if the management of Newcastle police station had submitted their request for additional police officials because they pointed out that shortage thereof is a hindrance in sector policing implementation. It seems like they were content with the progress that they had made regarding implementation of sector policing and utilisation of the resources at their disposal. Newcastle police station had succeeded to effectively utilise resources that they have to support the implementation of this policing policy.

4.3.3.2 Skills development training for sector managers

The second challenge was the skills development training of sector managers in both Nongoma and Newcastle police stations. With regards to this there was nothing that either of the police stations had done to ensure the acquiring of such necessary skills by their sector managers. This may be because both stations were concentrating more on ensuring that sector policing was fully implemented before sector managers are equipped with necessary skills. Lack of training may result in the failure of sector policing as was the case in Oakland, California, in USA (Skogan, 1995:95-95).

4.3.3.3 Lack of support from the Provincial office

Even though neither of the police station managements wanted to be on record as saying there was no guidance, monitoring and support from the Provincial office, neither of them was able to articulate the type of guidance, support and monitoring

strategy that was rendered by the provincial office up to the implementation phase that they were in.

Apparently the Provincial office waited until the police station encounters a problem and asked for help before they could intervene. This is not the kind of support that should be given to a police station that is implementing a new policy. Lack of guidance and support from police management was stated as one of the reasons for the failure of sector policing in Oakland in California's case study (Skogan, 1995: 95-96).

4.3.4 Differences in the manner in which each police station implemented sector policing

Both police stations started implementing sector policing at the same period (2005). The four sectors that are active in Newcastle and the one in Nongoma are all in phase four. Even though there were similarities that were identified in the manner in which these police stations implemented sector policing, differences were also identified.

The following differences were identified in the manner in which each police station implemented sector policing.

4.3.4.1 Training

There was a difference in training (sector policing related training) that was provided before implementation process to both Nongoma and Newcastle police stations. The only training that Nongoma police station had undergone before implementing sector policing was a one day training workshop that was attended by the station commissioner. The officials from Nongoma requested guidelines on how to implement sector policing from other police stations in the area.

The Head of Crime Prevention and Visible Policing at Newcastle police station attended a five days course in Cape Town. In that course she was taught what sector policing policy was all about and how it was supposed to be implemented. She also received all the supporting documents that detailed the implementation of this new policing policy.

4.3.4.2 Implementation process

When implementing sector policing, Nongoma police station did not follow the phases of implementation as provided by the guiding document. The station implemented sector policing randomly and in no sequence of phases, that is, demarcating the precinct into sectors; appointing a sector managers and sector teams; compiling a sector profile; and establishing a sector-crime forum. Nongoma police station started the process by marketing sector policing to other role-players which according to the guiding document, should take place after the area has been demarcated into sectors. Newcastle police station on the other hand followed the guidelines on the phases.

4.3.4.3 Resources

Nongoma police station had a shortage of resources in terms of vehicle and human resources. The number of police reservists in that police station was less than that of Newcastle police station. The shortage of police reservists may be attributed to the fact that the police station is located in a deep rural area.

There was no shortage of resources in Newcastle police station when compared to Nongoma police station. This conclusion was drawn after comparing the stations area size and the number of resources at each police station's disposal. The police station also had police reservists who support police officials in implementing sector policing.

4.3.4.4 Community involvement

Community involvement in the implementation of sector policing at Nongoma police station was minimal. The involvement of the community in the implementation of the sector policing policy was not clear. After it was implemented, police-community relations improved at Ematheni sector.

At Newcastle police station, community involvement was at maximum. This was evidenced when the community provided cellular phones to each sector manager and also when the community donated golf carts to patrol the area that is not accessible by

police vehicles. This validated the maximum involvement of community in the implementation of sector policing.

4.3.4.5 Sector-to-sector collaboration

Sector-to-sector collaboration was non-existent at Nongoma police station due to the fact that there was only one sector that was operational. There was Sector-to-sector collaboration in Newcastle police station. Sectors were competing about which sector was contributing to the reduction of the crime rate and what measures were in place to prevent crime in each sector.

4.3.4.6 Crime prevention

There was no evidence of crime reduction in the existing sector at Nongoma police station. The police station management alleged that since the implementation of sector policing the crime in Ematheni sector decreased by 50%. This claim was not supported by any documentation or any kind of evidence. In 2005 when Newcastle police station started with implementation of sector policing, the police station won an award for the best crime prevention police station in the province of KZN.

These differences described are based on the location of each of these police stations. The location (urban or rural) of the police station plays a role in the success or failure of implementing sector policing. The study clearly described lack of training prior to the implementation of sector policing in the study area as hindrance to successful implementation of this policing policy. It also described how creativity and competency of the police station's management in utilising resources at their disposal ensures success of this policing policy.

Involvement of the community also plays a pivotal role in the implementation of sector policing. The study described differences in how community was involved in both rural and urban set-up. Newcastle police station's (urban) community was more organised when compared to Nongoma police station's (rural) community. The sector of the community that was active in the implementation of sector policing in Newcastle was business community. This sector is located in town and is organised on its own outside police structures. This means that sector policing policy can be

successfully implemented in an organised communities. Organised communities are predominant in urban than in rural set-ups. Police reservists were also voluntarily assisting the police with the implementation of this policing policy without getting any kind of incentives.

Nongoma police station has a high unemployment rate (as discussed in chapter 3) which made it difficult for reservists to volunteer their service. The reservists are expected to use public transport to go to work because most of the community in Nongoma stay away from the police station and town itself. The geographic location of Nongoma as an area made it difficult for the station to recruit reservists. This means that sector policing is difficult to implement in a rural area because of unemployment rate and area dynamics such as the location of the police station which is mostly in town and away from the majority of the community.

4.3.5   Best practices that can be learnt from both police stations

Both Nongoma police station and Newcastle police station started implementing sector policing in an identified 'hotspot' sector of each police station. This gave them a chance to assess if sector policing could be implemented in the entire police station policing area. That identified 'hotspot' sector was used as a pilot project, if successes were achieved, they would continue, if no successes, they would learn from their mistakes and develop alternative implementation approach.

It was discussed in both chapter 1 and 2 that sector policing as a policy cannot stands or falls, it gives implementers an opportunity to implement it according to the needs of their sectors. This was confirmed by Wittrock and deLeon (1986:55) when state that policies are moving targets, it depends on the implementers to make the best out of each policy. Newcastle police station demonstrated that by ensuring that the whole police station management form part of the implementation process and gave the necessary support rather than excuses to sector managers. This resulted in a successful implementation of the policy in their active sectors.

Another lesson that could be learnt from the manner in which sector policing was implemented at both police stations was the involvement of the CPF. At both these

police stations, SCF members formed part of the CPF membership. In Newcastle CPF motivated the business community to donate cellular phones to sector managers so they can be easily contacted. Involvement of the CPF in the implementation of sector policing clears up the confusion that might have arisen between CPF and SCF due to the overlapping of functions.

Nongoma police station should learn from Newcastle police station how to design a job description for sector managers. This will ensure that sector policing forms part of the KPA of sector managers, because in the interview with the Nongoma, it was established that sector policing would continue to be regarded as less important function when compared to other perceived important tasks and operations. This conduct is not acceptable as it displays non-commitment to sector policing on the side of management. Sector policing should be seen as an integral part of the policing function.

4.4   CONCLUSION

Considering the minimum success that has already been achieved by implementing sector policing at both Nongoma and Newcastle police stations, it can without a doubt be assumed that if sector policing is fully implemented, even bigger and better results will be achieved. In the Ematheni sector in Nongoma the crime decreased by 50 percent after the implementation of sector policing in 2005, this is regardless of the fact that the sector policing in that sector was not even fully implemented. Another important improvement brought about by the implementation of sector policing in Nongoma police station was the improvement of relationship between the police and the community of the functional sector.

Implementing sector policing has its own challenges and difficulties. The most evident challenges facing the implementation of the sector policing policy were the shortages of police personnel to be permanently deployed at different sectors as well as vehicles shortages. Skills developing training was also identified as a hindrance. This type of training is a necessity to ensure that skills are developed to equip the sector managers to be able to render effective service to the sectors.

When it comes to best practises that can be learnt from the manner in which these police stations implemented sector policing, identification of 'hotspot' influenced the demarcation of the station into sectors. The success in the identified sector gives the implementers a chance to apply same approach when implementing sector policing in other sectors. Failure means that they will device new approaches and strategies to ensure that they succeed. Skills development training and training in general is a requirement to ensure the proper implementation of any policy. It also ensure that those that are tasks with implementation of the policy have necessary skills that enable them to be effective in executing their tasks.

Chapter 5 provides the summary, recommendations, and identifies areas for further research.

CHAPTER 5

SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1   INTRODUCTION

The previous chapter dealt with the research methodology and research findings. The aim of that chapter was to present the data collection methods and the findings from data collected. The chapter also dealt with the challenges related to the implementation of sector policing as well as best practices in implementing sector policing in the study area. This chapter provides the summary of the whole research project, the recommendations as well as opportunities for future research.

5.2   SUMMARY

Sector policing is a policing policy that is aimed at bringing policing closer to the local community. This policy came to South Africa from both the USA and the UK though it is not clear how exactly it was brought to South Africa. What is important about the South African version is that it is aimed at giving effect to community policing philosophy and to bring the community closer to their local police. It sets out to do this by dividing policing areas into smaller, more manageable, units and mobilising other institutions and individuals to join with the police in identifying and resolving local crime problems.

Although similar to the UK model, the South African Police Service (SAPS) framework is both more modest, and more ambitious in its aims than the UK version. It is more modest in that it does not contemplate a wholesale restructuring of the police organisation: no more than one or two police personnel are redeployed onto the sectors (Dixon and Rauch, 2004:20).

This redeployment affects the line management of crime prevention activity in the SAPS, but should have only an "occasional" impact on the work of the other specialised functions of the organisation. The South African sector policing policy is also ambitious. Instead of trying to improve the quality and accountability of service

delivered to the public by making more effective use of existing police resources, it seeks to engage with and mobilising hitherto untapped resources outside the organisation – primarily through the mobilisation of police reservists (volunteers) and participants in the Sector Crime Forums (Dixon and Rauch, 2004:20).

When well implemented, sector policing will have these benefits: improving the identification of hot crime spots and the root causes of crime at a local level; better use of policing resources according to the needs of a particular sector; improving visible policing; allow for greater manageability given that the precincts will be divided into smaller areas; more effective and efficient police response to community complaints and emergencies; and better co-operation between the police and communities at local level to address specific crime problems.

What is also important about sector policing is that it is not a rigid model or a fine set of rules. It is an eclectic composite of open-ended ideas; the practices associated with it are diffuse and myriad. This argument means that sector policing is not a monolithic model which stands or falls. It is on this premise that the implementation of sector policing in different areas is investigated and the implementation process described to establish how each area has/is implementing this policing policy.

Implementing of sector policing in KwaZulu-Natal started in and around 2005. The findings are an indication and description of the progress made at the two police stations, that is, Nongoma and Newcastle. The research findings succeeded to point out the managerial incompetency regarding the implementation of sector policing especially in Nongoma. Such incompetency as was discussed in chapter 4 can be attributed to the lack of training before the policy implementation.

Such managerial inefficient is also apparent to KZN provincial office of the SAPS. The monitoring and support from the side of this office in ensuring that this policing policy was successfully implemented was lacking. Both police stations were willing to implement the policy but they lack necessary resources.

Nongoma police station as discussed in chapter 4 have successfully implement sector policing in one sector. That sector was in phase four. The crime rate in that sector decreased by 50 percent after sector policing was implemented. Police-community

relations also improved. General training on sector policing has since improved but skills development training for sector managers was still lacking. Skills development training would have capacitated sector managers with the necessary skills that would have enabled them to render effective services to the community of their sectors.

The challenge that is common to both stations as was discussed in chapter 4 is the shortage of both human and other resources. These as was discussed in chapter 2 are two vital resources in the implementation of any policy. Newcastle has managed to activate four out of six sectors that they initially demarcated. By their standard, sector policing is at an acceptable level but lack of resources is hindering the implementation of this policing at the other two sectors. The management of that province is not giving necessary attention to this policing policy and this is clear in the manner in which the progress in the implementation had been reported in their Operational Plans over the past three year period. All in all the implementation of sector policing in the province of KwaZulu-Natal is not getting necessary attention that can ensure its success.

The only thing they state in those documents is that sector policing will continue to be a priority but can only be implemented based on the availability of the resources. They do not state what resources they are short of and how will they get those resources. There is no budget allocated to the implementation of this policing strategy. This is not a positive start to any policy implementation. The reason why sector policing failed in other areas in the USA and the UK as was discussed in chapter 2 was the lack of management support. Looking at how the KZN province is handling the implementation of this policing policy, one can safely state that the implementation of this policy will not succeed.

5.3   RECOMMENDATIONS

For sector policing to be successfully implemented in the province of KwaZulu-Natal the following actions based on the findings in chapter 4 are recommended:

> ➢ The role of the Provincial office in the implementation of sector policing as discussed in chapter 4 is non-existent. The provincial management must come up with a strategy to monitor and evaluate the implementation of sector policing in all the police stations in the province. This will be part of

establishing the kind of support/ intervention that can be offered to police stations that are struggling to implement this policy.

➢ Both police stations failed to produce any evidence (documents) on how they have implemented sector policing. Record keeping of the successes and challenges and all other activities that took place during an implementation phase is important. It is therefore recommended that records of the implementation of the sector policing be kept either electronically or manually.

➢ The manner in which the implementation of sector policing is reported needs to improve. The phase where police stations are at and the challenges and best practices should be reported so that police stations can learn from each other. If the public of a certain police station knows what challenges their station is faced with, they might come up with solutions that could help the police station.

➢ South African dynamics are not similar to the UK's and the USA's. The police in South Africa (mostly in areas that are dominated by black communities) may still be perceived as an enemy. Such perception emanated from police brutality and hostility towards black community in the apartheid regime. So the 24 hour patrol issue is not that important at this stage in bringing police closer to the community but the visibility of the police in the area (as to how many times is irrelevant) is pivotal. Therefore one sector team can patrol more than the other sector.

➢ Patrols are to be guided by crime analysis[5]. If for instance, in sector one, crime is more dominant between eight and twelve on Friday night, patrols and visibility should target mostly that time period. That will allow the sector team to focus on other sectors when sector one is quiet.

➢ Sector policing should be implemented incrementally starting with 'hotspots'. The success of that sector should be monitor to ensure the successes or

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[5]Crime Analysis is a set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations to assist the operational and administrative personnel in planning the deployment of resources for the prevention and suppression of criminal activities, aiding the investigative process, and increasing apprehensions and the clearance of cases. Within this context, Crime Analysis supports a number of department functions including patrol deployment, special operations, and tactical units, investigations, planning and research, crime prevention, and administrative services. (Gottlieb et.al 1994: 13)

challenges so that alternative approaches could be used when implementing on other sectors.

➢ In Nongoma police station sector policing was not linked to the KPAs of the sector manager. It is therefore recommended that there should be a generic job description for all sector commanders where sector policing will form the most important part of the KPAs. This will allow sector policing to be perceived as the most important part of policing rather than as an addition to other "perceived" most important policing functions. Sector policing should also be incorporated in the Station Commissioner's KPAs so that he/she will also be evaluated on the status of the implementation of the sector policing in his/her police station area.

➢ Skills development training must be provided to all sector managers. Sector managers should be trained on problem-solving, decision-making, communication, facilitation, planning, presentation, team management and marketing (SAPS, 2004:14). Such training will ensure that sector managers are equipped with necessary skills that will ensure effective service rendering to their sectors

➢ When there was a shortage of detectives in South Africa, new recruits were employed by SAPS and deployed to detective services. This should also be done for sector policing. New recruits should be employed and deployed to Social Crime Prevention Unit and given the necessary training regarding sector policing.

➢ According to the KZN Operational Plans there is no budget allocated for the implementation of this policy. It is therefore recommended that the provision should be made in the police budget to ensure provisioning of the necessary resources such as police officers, police vehicles and cellular phones that be used to ensure proper implementation of the sector policing in the Province.

5.4   CONCLUSION

The findings that were discussed in chapter 4 indicate that sector policing, when implemented correctly, can be a useful tool that can be used to bring the police and community together. Not only that, but it also promotes crime prevention which will ultimately reduce the crime rate in respective sectors, police stations, provinces, and

consequently nationally. What is also important to note is the fact that sector policing or any other policy can only succeeds when it has the full support of the management. If the support is lacking, it is destined to fail.

The South African Police Service adopted this policing policy in and around 2003. Provinces like KZN started to implement sector policing in 2005 but at this stage, little success has been achieved. The support from the police management in that province is not clearly articulated to ensure that this policing policy is a success. In the two police stations where this study was based, in one sector 50% crime reduction was achieved after implementation of the sector policing. Police-community relations also improved. This is proof that sector policing, if fully implemented, can reduce crime and bring the police closer to the community which then improves perception. This is an indication/illustration that sector policing is a useful tool in both crime reduction and to improve police-community relations.

In Newcastle police station, through the implementation of sector policing, the community was able to donate golf carts for the sector that was not easily patrolable by police vehicles and the business community donated cellular phones to all sector managers for them to be contactable whenever needed. This is a sign of improved police-community relations. This was achieved through the implementation of sector policing. Judging from the findings of this research, one can safely say that sector policing is a necessary policing policy in KwaZulu-Natal. The recommendations made in this study can be useful to other stations in other provinces as well when implementing sector policing policy.

For future research, it will be important that a study of this nature can be conducted and focuses on more than one province. This study further uncovered the following other areas of future research: It will be important to study the role that should be played by both National and Provincial offices in the implementation of this policy. It was uncovered during the research that the Province of KwaZulu-Natal was not playing any part in ensuring the success of this policy.

This study was based on describing the implementation of sector policing. It did not answer the question that asks why some factors contributed to the success or failure of the implementation of the sector policing. It only answered the question that asks

what "is/was" the process of implementation of sector policing in the study area. This was done by describing challenges, successes, differences in the manner of implementing and best practises. It will therefore be important to conduct an explanatory research that answers the why question. Such research will explain the relationship between different variables that can resulted into the failure or success of the implementation of sector policing policy.

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ANNEXURES

ANNEXURE B:

RESEARCH GUIDE THEMES AND QUESTIONS

Training and understanding of sector policing before implementation process in the study area

➢ What did you understand about sector policing before implementing it?

➢ Did you have training on sector policing before attempting to implement it?

➢ If you were trained, how long did your training take place?

➢ Did that training give you necessary information that enabled you to implement sector policing?

Implementation of sector policing

➢ When did you start implementing sector policing?

➢ How many sectors do you have?

➢ At what phase of implementation is each of the sectors?

➢ What criteria did you use to demarcate your sectors?

➢ How did you introduce sector policing to the community and other role-players?

➢ How were sector managers selected?

➢ Is there a sector-to-sector collaboration?

➢ What was the role of the CPF in the implementation of sector policing?

➢ What is the relationship between the CPF and SCF?

➢ Are there regular SCF meetings?

➢ What is discussed there?

Police-community relations

➢ What is the relationship between the police and the community after sector policing was implemented?

➢ What is the response from other role players with regards to sector policing?

➢ Are there any specific crime prevention initiatives that arose from the interaction between the local community and the police?

Challenges relating to implementation of sector policing

- What can you say are/were the real challenges facing the implementation of sector policing in your police station area?
- How did you overcome these challenges?
- In your opinion is the sector policing the correct strategy to fight crime and improve the relationship between the police and the community?
- Did you receive necessary support from the Provincial and or National Office?