AN ANALYSIS OF THE IMPLEMENTATION OF SECTOR POLICING IN SOWETO

By

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SUMMARY

As an approach to solve the crime problems affecting all the citizens of this country, South Africa adopted the sector policing concept. This approach is also seen as a means of bringing the community and the police closer by appointing sector commanders who do community liaison and problem-solving work in the geographically demarcated sectors. Sector policing is not a strategy on its own, as stated in the Final Draft National Instruction of Sector policing of 2003, the connection between sector policing and community-policing philosophy is very clear. Sector policing it described as a practical manifestation of community policing. The key elements of sector policing are its geographic focus, problem-solving methodologies and community consultation.

On 13 July 2009, it (sector policing) became an official policing instrument in the country. The sanctioning of sector policing proposed that in the nine (9) South African provinces, 45 police stations (5 stations per province) implemented sector policing and the remainder had to be implemented before the end of 2012. As of now (2014), the assumption could be made that all police stations in South Africa implemented this strategy. Therefore, it should now be imperative to analyse the implementation in a specific area, for instance Soweto, where it had been in existence for a while, as well as to determine its effectiveness in this area.

The results of the study summarily indicated that the efficiency and effectiveness of sector policing in Soweto is predominately reliant on sectors demarcation into manageable sizes and the provision of adequate and sufficient resources.

KEY TERMS

Sector policing; Community Policing; Crime prevention; and Crime combating

DECLARATION FORM

Student number: 36251909

I, Dumisani Sydwell Buthelezi, declare that this dissertation: “AN ANALYSIS OF THE IMPLEMENTATION OF SECTOR POLICING IN SOWETO”, is my own work and that all the sources I used or quoted from was indicated and acknowledged by means of a complete references list. This study was not previously submitted for any degree or examination at any other university.

Date: 15 September 2014

DS BUTHELEZI

LIST OF ACRONYMS

AGM	:	Annual General Meeting
ANC	:	African National Congress
BJA	:	Bureau of Justice Assistance
CAMP	:	Consultation, Adaptation, Mobilization, and Problem-solving
CAPS	:	Chicago Alternative Police Strategy
CAS	:	Crime Administration System
CCCF	:	Cluster Crime Combating Forum
COPE	:	Citizen Oriented Police Enforcement
CPF	:	Community Police Forum
CPOP	:	Community Patrol Officers Program
CSC	:	Community Service Centre
DARE	:	Drug Abuse Resistance Education
FBI	:	Federal Bureau of Investigations
HSCP	:	Highbury Sector Crime Panel
INOP	:	Innovative Neighbourhood Oriented Policing
JCPS	:	Justice, Crime Prevention and Security
KZP	:	Kwa-Zulu Police
NCPS	:	National Crime Prevention Strategy
NF	:	Neighbourhood Forum
NFPP	:	Neighbourhood Foot Patrol Programme
NOP	:	Neighbourhood Oriented Policing
NPT	:	Neighbourhood Police Team
OCDS	:	Operation Cul-De-Sac
OSCE	:	Organisation for Security and Co-operation in Europe
PACE	:	Police Assisted Community Enhancement
POP	:	Problem Oriented Policing
PSIRA	:	Private Security Regulatory Authority
QPS	:	Queensland Police Service
RCMP	:	Royal Canadian Mounted Police
SAP	:	South African Police
SAPS	:	South African Police Service
SARA	:	Scanning, Analysis, response and assessment

SCCF	:	Station Crime Combating Forum
SCF	:	Sector Crime Forum
TEAM	:	Team Experiment in Area Mobilisation
TP	:	Team Policing
UBP	:	Unit Beat Policing
UNISA	:	University of South Africa
US	:	United States
USA	:	United States of America

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CHAPTER 1: GENERAL ORIENTATION

1.1 INTRODUCTION

South Africa has had a comprehensive crime prevention policy agenda for some time in the form of the National Crime Prevention Strategy (NCPS) of 1996 and the White Paper on Safety and Security of 1998. The National Crime Prevention Strategy argues for the holisticapproach to the governance of safety and security that entailsaligning resources which are aimed at mobilizing the knowledge and capacities of a host of role players for the resolution of safety problems (Berg & Shearing, 2011:23).

To increase the effectiveness and accountability of police functions, some departments have transitioned to the sector, or zone, style of operations that is sometimes referred to as geographic, or geo-policing. Sector policing is an innovative and proactive approach of restructuring how law enforcement agencies conduct their overall crime-fighting strategies, personnel deployment, and allocation of resources to improve their effectiveness and efficiency (Phibbs, 2010). Sector policing strategy is different from traditional policing strategy because it uses a divisional structure emphasizing decentralized command mechanisms that break down decision-making authority into smaller parts based on predetermined criteria and allows the individuals who have hands-on knowledge of the problems to make decisions.

The concept of sector policing in South Africa has been adopted as an approach to solve theproblemsof crime that have been affecting the citizens of this country. It has also been seen as an approach that brings the community and the police closer through an appointment of sector commanders who to do community liaison and problem-solving work in the geographically demarcated sectors (Final Draft National Instruction, 2003:5).

Sector policing is not a strategy on its own, in the Final Draft National Instruction of Sector policing of 2003,the connection between sector policing and the philosophy of community policingis very clear. Sector policing it described as a practical manifestation of community policing. Key elements of sector policing are its geographic focus, problem-solving methodologies and community consultation (Dixon & Rauch, 2004:4). Community Policing Forums (CPFs) came into being in 1995. They were officially introduced through the Interim

Constitution (Act 200 of 1993) and legislated through the South African Police Services Act 68 of 1995.

This study will look deeper into the concept of sector policing which is now being used in South Africa, which was drawn from those used in the United Kingdom and elsewhere in the developed world in the early 1990s (Dixon & Rauch, 2004:9).After many deliberations between Senior Management in the South African Police Service, sector policing was officially acceptedand a National Instruction 3/2009 promulgated after it has been a draft policy for a long time (Bezuidenhout, 2011:15).

Thus on 13 July 2009 it became an official instrument of policing in the country. The sanctioning of sector policing proposed that 45 police stations in the 9 provinces in South Africa (5 stations per province) implement sector policing and the rest had to have it implemented before the end of 2012 (Bezuidenhout, 2011:15). Now that it is 2013 an assumption can be made that all police stations in South Africa have implemented this strategy. Therefore it would now be imperative to analyze its implementation in a specific area like Soweto where it had been in existence for a while.

1.2 BACKGROUND OF THE STUDY

Soweto, where the empirical research will be conducted is the biggest township in South Africa which is located in the South of Johannesburg. According to Statistics South Africa (2010), Soweto has got a population of over 2 million. It is divided into 30 different townships and it also has 5 hostels that were predominantly built for male migrant labourers during the apartheid era. These hostels have now been renovated to be family units, which according to the Premier of Gauteng – Ms Nomvula Mokonyane – this seeks to convert hostels from single gender dormitory type of accommodation to quality human settlements (Gauteng Provincial Government, 2008). Although there are many informal settlements in Soweto, there are also businesses that moved to Soweto that have already resulted in the building of 5 big shopping malls.

Soweto was immensely affected by the apartheid related violence in the past and it has high unemployment rate despite its potential economic opportunities. Crimes such as car hijackings, housebreaking, theft, armed robbery, murder, rape, dealing and possession of drugs is rampant in some areas of Soweto. This is also compounded by the high number of illegal immigrants like

Pakistanians who open their businesses without following proper channels and then become targets of criminals.

In terms of policing Soweto, the strategy of sector policing was mentioned as early as 1994 in the Minister of Safety and Security Draft Policy Document, when the then Minister Sydney Mufumadi, referred to community police officers with the intimate knowledge of a particular area and its problems. These officers were meant to be the main operational units of lean and efficient police organization (Maroga, 2004:1).

Soweto area is divided into two policing clusters, namely, Moroka cluster that consists of 7 police stations and Orlando cluster with 5 police stations. Each cluster is led by the Major-General and these 2 Major-Generals report directly to the Provincial Commissioner of Gauteng Province. Sector policing has been operational in Soweto from 1998.

To be able to understand how sector policing has been implemented in Soweto, it will be important to understand the historical background of sector policing as this could serve as a basis for understanding such implementation. This section will provide the perspectives of sector policing in Britain and the United Stated of America as both countries provides the basis for sector policing. Its origin and policies on its implementation in South Africa will then be dealt with.

1.2.1 Britain and the United States of America's perspective

The often-idealized image of the police officer patrolling a patch of ground which he or she knows well and where he or she is well known to local people encapsulated in the mystical figure of the 'bobby on the beat' dates back far into the history of policing in Britain (Dixon & Rauch, 2004:14).During the 1960's unit beat policing - where a group of police officers are assigned to a small area permanently and become familiar with that community and assist them with all their requests became the desired form of policing. This form of policing enabled the small teams of officers to take responsibility for meeting as many needs of a particular area as possible. Their aim was to provide a rapid response to calls for police help, promote good relationship with the public, and enable information about crime and criminals to be collated systematically and retrieved swiftly.

Just as beat officers should develop a working relationship with the citizens on their beats, patrol sergeants and lieutenants should develop a relationship with organizations that reflect

citizen's concerns over a larger territory (Watson, Stone, Deluca & Watson, 1998:151). The unit beat policing started shaping the success of inclusivity in policing, where all the relevant stake holders are involved in solving the existing community problems, which is an essential characteristic of sector policing.

The unit beat policing, which one can regard as the precursor of sector policing did not go without challenges. According to Dixon and Rauch (2004: 14) the problems encountered with unit beat policing were the failures of the different components of the police to work effectively as teams. They were merely focused on the narrow interests of their respective components, which at times compromised the bigger organizational goal. For example, the detectives in the team felt that they would not add value to crime prevention and that this function could better be dealt with by the uniform officers.

The second problem of unit beat was that it depended on vehicles for patrols and this was seen as distancing the police from the public, this negatively affected the core mission of unit beat policing. The purpose of unit beat policing was that the officers would spend much time with the community getting to know their problems and challenges.

Another policing initiative according to Dixon and Rauch (2004:15) that is based on geographical responsibility took place in United States after riots affected several cities in 1960s which were known as Team Policing (TP).Team policing was also intended to achieve "geographic stability" in patrol coverage by assigning teams of officers to small neighbourhoods on permanent basis. It was also designed to promote communication between team members and the people they served in order to promote co-operative peacekeeping and the identification of local problems. Team policing also faced challenges where middle managers resented 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 all cities, team policing was scarcely implemented (Dixon & Rauch, 2004:15).

Steinberg (2004: 09) is of the view that the division of policing area into smaller sectors and the deployment of police officers in these sectors on a permanent basis was first conceived in United States around 1970's. The conception of this mode of policing was after the realization that routine patrols and paramilitary operations were not as effective as they were initially

thought that they would be in the prevention of crime and the apprehension of the criminals. The deployment of police officials to enhance the sense of omnipresence and be an integrated part of the community was deemed to be necessary in the analysis of the root cause of crime and the development of creative ways of dealing with it due to the inclusive nature of this mode of policing.

1.2.2 The South African Perspective

In South Africa the concept of sector policing came with the South African Police Board delegation which visited London in 1993 as guests of British Government to study, *inter alia*, the British model for police-community consultation. The London model was subsequently used as a template for establishing community police forums in South Africa.As a result of this input, Community Police Forums (CPFs) were included in South Africa's Interim Constitution which came into effect in 1994 (Dixon & Rauch, 2004:18).

The Department of Safety and Security in 1997 published guidelines entitled, "The Community Policing Policy Framework" that define the five core elements of community policing as:

- Service orientation: the provision of a professional police service, responsive to community needs and accountable for addressing these needs;
- Partnership: the facilitation of a co-operative, process of problem solving;
- Problem Solving: the joint identification and analysis of the causes of crime and conflict and development of innovative measure to address these;
- Empowerment: the creation of joint responsibility and capacity for addressing crime; and
- Accountability: the creation of a culture of accountability for addressing the needs and concerns of community.

This was to place an obligation on the police and the communities to start working on their relationship. The objectives of CPFs are clearly stated in section 18(1) of the South African Police service Act 68 of 1995, which states that the CPFs together with the police should establish and maintain a partnership with the community, promote communication between the police and the community, promote cooperation and ensure that the police fulfil the needs of the community in respect of policing, improve the service of the police to community,improve transparency and accountability of the SAPS and promote joint problem identification and problem solving (Mistry, 1996:2).

1.2.2.1 Legislative Framework of Sector Policing in South Africa

There are various legislative frameworks that relates to sector policing in South Africa which are basically developed to explain what sector policing is and how it is to be implemented among others. This serves to provide common understanding and to ensure some degree of standardised implementation of sector policing in South Africa.

Section 205 (3) of the Constitution of the Republic of South Africa Act 108 of 1996 contains the broad functions of the South African Police Service that includes crime prevention and crime combating. Based on this constitutional mandate, the South African Police Service embarks in various methods to enable it to fulfil this constitutional mandate and sector policing is one such measures.

The constitution is brought down to the policing level by the South Africa Police Service Act No 68 of 1995 that provides for an accountable, impartial, transparent, community-orientated and cost-effective police service, which maintains high standards of professionalism. At an operational level the establishment and the functioning of the Community Policing Forums and Sector Crime Forums serves as an enabling ground for the achievement of these outcomes that are stated in the police act.This manifests section 18 of the South African Police Service Act 68 of 1995, which refers to the joint identification and solution of the problems by the police and the community.

High crime levels pressured the government to come up with the National Crime Prevention Strategy (NCPS) of 1996. This is the broad based document that advocates for the compressive crime prevention measures that span across different departments. According to Leggett (2005:594), the main four pillars of the National Crime Prevention Strategy are: To re-engineer the entire criminal justice system – to make it effective and efficient so that it could deter criminals and reduce re-offending; Reduce crime through environmental design by designing systems that will reduce crime opportunities and enhance the detection and identification of criminals;Public values and education dealing with initiatives that are aimed at changing communities reaction to crime and violence thus facilitating meaningful participation of the community in crime prevention initiatives; and dealing with trans-national crime programs that are aimed at reducing cross border crimes. In the National Crime Prevention Strategy, 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 (Dixon & Rauch, 2004:21).

The White Paper on Safety and Security (1998 – 2003) supports the position of the National Crime Prevention Strategy and define sector policing as the division of the policing area into smaller manageable areas that are allocated full time police officers who regularly patrols them, identify problems, and seek appropriate solution of such problems in partnership with the affected communities. Maroga (2004:2) states that sector policing encourages constant contact with members of local communities.

The National Crime Combating Strategy (2000 – 2003) is another document that was introduced to stabilize the then high crime levels in the country in order to create a situation that will be conducive for the use of normal policing methods such as sector policing. The main difference between the National Crime Prevention Strategy and the National Crime Combating Strategy being that the former was created by civilians and has a broad approach to crime prevention, which spans over more than one department. The National Crime Combating Strategy on the other hand was drawn up by the police themselves (Leggett, 2005:597), so it can be regarded as an operational document that speaks pertinently to issues that the police have to do.

According to Burger (2005: 253), the National Crime Combating Strategy was designed to address the operational and organisational priorities. Operational priorities entail dealing with organised crime; serious and violent crimes; combating crimes against women and children; and improving basic service delivery to all communities. While organisational priorities entail budgeting and resource management; and human resource management.

The implementation of the National Crime Combating Strategy was divided into stabilization phase that was supposed to run from 2000 to 2003 and the normalization phase that was supposed to run from 2004 to 2006 (Leggett, 2005:597). The first phase was launched on 1 April 2000 and was designed to target hotspot areas that had high crime rates. This was done through what was called “Operation Crack down” that involved the 145police stations out of the then 1200 police stations nationally. These stations were selected based on the fact that they were contributing 50% or more of serious, violent and organized crime in the country. The identified police stations were then clustered into 32 crime combating zones(Burger, 2005:255). According to Leggett (2005:597) this phase included members of the South African Police Service and military. Detectives were providing information to enable the other units to embark on intelligence-driven operations against organized crime. The goal of this phase was to

stabilize recorded crime statistics in the 145 station areas by 2004(Leggett, 2005:598).

According to Leggett (2005:600), police operations in these identified areas led to the reduction in crime levels that was confirmed by the then Minister of the police -Mr. Steve Tshwete - in 2002. Mr Tshwete's sentiment were further repeated by his successor - Mr. Charles Nqakula – at a conference on strategic challenges for South Africa, held at the University of Pretoria on 12 August 2003. He reiterated that the National Crime Combating Strategy had been successful in stabilising crime in the identified 145 police stations that were accounting for 50% of all crime in South Africa (Burger, 2005:266).However, no further pronouncements on the progress of the said areas were made and it is not possible to monitor this outside the South African Police Service because the national crime statistics is presented nationally and is not possible to drill it to specific areas without the help of the South African Police Service.

At the beginning of 2000, South Africa theoretically entered into phase two of the National Crime Combating Strategy that was termed "normalization". This phase was designed to go beyond crime stabilization to crime reduction where an acknowledgement was made that the said process was to require social crime prevention, and it plans to deliver it through the technique of sector policing.

Sector Policing is slightlydifferent from Community Policing in that it is based on geographical focus and is implemented through Sector Policing Forums, whileCommunity Policing is implemented through Community Policing Forums (Leggett, 2005:600). As part of cooperative police-community relations, reservists are also being used to support the SAPS in combating crime. The reservist system provides for the active involvement of the community in policing and support a solution-oriented approach. Burger (2007:135) added that the category D for Rural and Urban Sector Police Reservists was created by National Instruction 1/2002 on the South African Police Service so as to boost the implementation of sector policing.

The linking of sector policing and crime prevention to community policing is emphasized by the Strategic Plan of the South African Police Service 2004 -2007, which states that crime prevention in South African is based on principles of community policing, that is communities in partnership with the police (Burger, 2007:133).The partnership referred to here is between the police officials appointed as sector managers and sector community representatives. This linking is also evident from the Strategic Plan for the South African Police Service 2005 -2010,

which focuses more on practical guidelines for the implementation and management of sector policing (Burger, 2007:133). According to the Strategy Plan, the implementation of sector policing is based on four pillars that will be discussed below.

1.2.2.1.1 National Instructions on Sector Policing

To conceptualise sector policing and guide its implementation by the South African Police Service two critical national instructions were issued. These instructions clarify certain concepts and provide step by step guidance on this implementation. These national instructions are dealt with below:

1.2.2.1.1.1 Final Draft National Instruction on sector policing of 2003: Dixon and Rauch (2004:25) state that the Final Draft of the National Instruction on sector policing is a 20 pages documentthat makes a clear connection between and community policing and sector policing. Sector policing becomes the practical manifestation of community policing. The Strategic Plan of the South African Police Service that is discussed above links sector policing and crime prevention to community policing and assert its objective as being to normalise crime (Burger, 2005:286).

This Final Draft National Instruction laid out the four steps of the implementation process of sector policing in South Africa. The idea behind breaking down the implementation process into clearly defined phases was to enable the stations to monitor the implementation progress and locate any challenges that may arise during this process (Maroga, 2004:3). These four phases are:

Phase 1: Determining the boundaries of the sectors - This is the responsibility of the Station Commander to take initiative to divide the local policing areas into sectors where the sector size and boundaries must be manageable. The number of sectors within a precinct is determined by the capacity of the station (Maroga, 2004:3).

Phase 2: Appointment of sector commander and sector team - The Station Commander must appoint the sector commander and sector teams for each sector. Consideration should be paid to the number of members in a sector and the composition of such members in terms of both permanent members and reservists. The criteria on the appointment of sector commanders entails good communication skills, problem solving abilities, facilitating skills, planning and marketing skills. Reservists should help in performing functions relating to sector policing.

Phase 3: Compiling the sector profile - The sector commander must compile a sector profile by using the station profile and refining it in terms of the sector. Sector profile must include the details of all prominent community members and Non-Governmental organizations. The sector commander must also know the population and crime trends in the sector.

Phase 4: Establishing a Sector Crime Forum - Sector Crime Forum (SCF) which forms part of the community policing philosophy where it involves community role-players in a sector must be established. The station Commander must explain the concept of sector policing to all the role-players, the reasons for establishment, how it is supposed to function and its benefit. The whole project must then be marketed so that people must be able to know of the implementation of sector policing in the area.

The ongoing management of the sector would require the sector commander to participate in daily meetings of the station concerned with crime combating and to liaise regularly with other components of the South African Police Services (SAPS), as well as to share information and build partnerships with a wide variety of stakeholders and to initiate crime prevention projects (Buthelezi, 2010:86). According to Maroga (2004: 4) the successful implementation of the sector policing strategy could be seen by the following outcomes:

- Improved identification of hot spots and the root causes of crime at a local level;
- the better usage of policing resources according to the needs of a particular sector;
- Improved police visibility;
- Allowance 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 cooperation between the police and the community at local level to address specific crime problems.

1.2.2.1.1.2 National Instruction 3 of 2009: This is the last document so far issued by the SAPS on the implementation of sector policing. It is a 5-page document that gives a clear directive to all station commanders on how to implement sector policing.This document has been issued to regulate the implementation of sector policing and was approved in July 2009. A guideline on implementation based on the National Instruction was circulated in October 2009 which clearly

states the responsibilities of police role players on sector policing as follows:

Responsibility of Station Commissioner: Subject to the guidelines issued by theDivisional Commissioner of Visible Policing, a station commissioner must:

(a) Establish sector policing in his or her station area and have overall command of the process at his or her station;
(b) After consultation with the operational role-players, designate a permanent member as sector commander for every sector and designate members to form a sector team for every sector; and
(c) Designate an employee as a sector coordinator who must consolidate all the reports of various sectors. Worth noting is that the sector coordinator was not mentioned in the Final Draft National Instructionof 2003. The responsibilities of this person are to interact with sector commanders, relief commanders, operational commanders and other role-players.

Responsibilities of Sector Commander: A sector commander must co-ordinate all sector policing activities within his/her sector.

Responsibilities of a Relief Commander: The relief commander must:

(a) subject to the directions of the station commissioner, the relief commander briefs role-players on parade for any information received from Crime Intelligence and sector reports;
(b) post sector role-players as needed per sector and debrief members on operational needs;
(c) designate an operational commander for every sector;
(d) ensure that every operational commander compiles a sector report at the of each shift; and
(e) assist sector commander to brief sector role-players on operational needs.

*Responsibilities of Sector Operational Commander:*The sector operational commander must perform all operational policing activities within a sector during a shift and report directly to the relevant relief commander and compile a sector report after the shift.

Responsibilities of Shift Sector Team: The sector team must:

(a) focus on visible policing to prevent crime;

(b) render a response service including attending to complaints;
(c) perform crime prevention or combating operation, which includes stop and search, cordon and search; and
(d) perform additional functions such as visiting empty premises, doing crime awareness, collecting information, disaster management, and investigation of crimes.

The South African Service Annual Performance Planof 2009/2010 states that sector policing has been implemented in all 169 high-contact crime stations. It goes further by stating that for the police station to be regarded as having fully implemented sector policing it should be complying with the following:

- It should have been divided into sectors to ensure community participation;
- Should have appointed sector commander for those areas to take full control of all policing activities, including specific projects, crime prevention actions, police patrols meetings, community involvement, etc.
- Have established Community Police Sub-Forum within each sector to assess the successes and initiatives implemented, to provide crime-related needs, and trends, to facilitate partnerships, and to identify the measures that all the relevant role-players must take to address crime jointly; and
- A dedicated team comprising SAPS members, the Traffic Police, street committees and other relevant law enforcement officials are designated to a sector in accordance with the operational policing needs of that specific sector.

1.2.2.2 Programme Johannesburg

The official guidelines on implementing sector policing were first issued in 1998 in certain parts of Johannesburg as part of a pilot project. According to Burger (2007:109) this pilot project soon became known as “Program Johannesburg” and focused on the following priorities:

- Implementing a service delivery improvement program.
- Crime investigation.
- Crime prevention strategies and operations (including sector policing).
- Gathering, analysis and utilization of crime information (Intelligence).
- The operationalisation of police resources with the main focus of redirecting resources from administration to operational needs.

- The enhancement of both internal and external communication in the education of both the police officers and the community on sector policing and its promotion thereof.
- The improvement of professionalism in policing by the enforcement of both the positive and the negative discipline.

In the official guidelines on implementing sector policing the emphasis was placed on crime prevention and community policing. In its gestation phase between 1998 and 2003, the concept "sector policing" was interpreted and used to suit various policy purposes, the same way that the concept "community policing" had been used during the preceding decade (Dixon & Rauch, 2004:22).

According to Dixon and Rauch (2004:23), there were a number of workshops with police managers in Johannesburg in 1998 and each police station was required to divide its jurisdiction into sectors, and to activate one sector as a pilot project for the station. The intention was that once sector policing in the activated sector had reached a certain standard, other sectors would be activated. However, Programme Johannesburg was terminated and the implementation of sector policing project did not proceed according to the plan.

According to Burger (2007:110) Programme Johannesburg was evaluated at the end of April 1999 where the Secretariat for Safety and Security was much more critical about its success, here are some of the shortfalls which were identified in their evaluation:

- Workshops held in Johannesburg failed to generate a sense of ownership of the notion of sector policing among the police leadership in the city.
- In some areas, sector policing was seen as synonymous with crime prevention, and particularly with special crime prevention operations. This was due to the lack of resources for sector policing, and the reliance on sector policing staff on the local crime prevention divisions for resources and the support (especially transport).
- The link between sector policing and community policing (and the CPFs in particular) were unclear in the minds of staff at many of the implementing police stations.
- There was contestation over roles and responsibilities of the South African Police Service officials involved in sector policing, especially sector managers. Sector

managers were envisaged as full time staff who is dedicated to the organization and mobilization envisaged in sector policing.

- Failure to allocate (promised) dedicated resources was a major stumbling block to the effective implementation of sector policing.

However, a year later, this programme was rolled out in some of the police stations in Johannesburg, and was more adopted in (traditionally white) middle-class suburbs areas of the city, for example Bedfordview police station, implemented it and was given donation of new vehicles, so despite the problems in Johannesburg, the idea moved on and was also tried elsewhere in the country (Dixon & Rauch, 2004:24). This therefore implies that challenges on sector policing were certainly experienced in the initial stages of implementation and, noting the reasons provided for the lack of full implementation, expectations may be raised that there may be developments made regarding the implementations.

1.3 PROBLEM STATEMENT

Taking note of the above mentioned challenges in the initial implementation of sector policing in South Africa it is significant to establish how it has been implemented and how the implementation has overcome the initially identified challenges of the Secretariat Report. The analysis will be done on the implementation of sector policing in Soweto that is composed of both informal settlements and high class residence to be able to cover the broad spectrum of the diverse variables that could influence the implementation and the operation of sector policing.

According to Dixon and Rauch (2004:55) the South African Police Service's framework on sector policing, though similar to that of London, where it originated, is said to be more modest and ambitious. He further states that the team policing and unit beat system were long dead, and even sector policing in London was in its last stages in the late 1990's, just when the South African Police Services was beginning to develop the concept for use in South Africa. The question is why the South African Police Services and South African Policy makers would choose to import an idea which had failed in its country of origin (Dixon & Rauch, 2004:57).

South Africa is the diverse country with the majority of population living in urban and rural areas. It is therefore imperative that 13 years after its implementation a study could be conducted to determine how it has been implemented especially in the place like Soweto with a big

population and to check its successes so as to ensure that the police stations that have not been successful or struggling even now to implement it can learn some best practices from those that are successful.

1.4 RESEARCH QUESTION

Denscombe (2002:31) states that research questions are things that are directly investigated by the research – specific things that are to be observed, measured, and interrogated in order to shed light on the broader topic. In a nutshell, it is a statement that identifies the phenomenon to be studied.The main research question that this study is designed to answer are how has sector policing been implemented in Soweto and how effective is it?

1.5 RESEARCH OBJECTIVES

This study is set out to analyze the implementation of sector policing and to determine its effectiveness. According to Kumar (2005:50), objectives are goals that are set out to be attained in the study. Since these objectives inform readers of what has to be achieved through the study, it is extremely important to word them clearly and specifically. The objectives of the study should be clearly stated and specific in nature (Kumar, 2005: 193). In addition, this study aims to provide a broad understanding of sector policing in pursuance of the following objectives:

- to examine the implementation of sector policing in Soweto;
- to identify the challenges that were encountered in the implementation of sector policing; and
- to identify factors that contribute to effective sector policing.

1.6 SIGNIFICANCE OF THE STUDY

Conducting research is about examining and analyzing the situational factors surrounding a given problem in order to seek out a solution or alternative solution to it (Polonsky& Waller, 2011:3). This research will analyze the implementation of sector policing in Soweto after it has been accepted as a strategy that can reduce crime and also seek alternative answers to the challenges that the police face in the implementation and operation of sector policing. The sought alternatives will contribute towards Criminal Justice System's body of knowledge in sector policing and policing in general. It will also benefit South African Police Service senior management, sector commanders, community members and structures, other relevant stakeholders and policy developers.

1.7 DEFINITION OF CONCEPTS

In a research, concepts are defined so that readers could attach the same meaning as that which was used when the research was conducted. It helps to avoid the misinterpretation of concepts thus minimizing ambiguities in the context in which the research is written. In this research sector policing which is the term that this research is premised on and that is used throughout this research will be defined. The other two concepts that will be defined are crime prevention and crime combating due to their symbiotic relationship in assessing the implementation of sector policing.

Sector Policing: According to Holtzhausen (2004:22), sector policing is a strategic priority of the South African Police Service, in which the service areas of a police station is divided into smaller, manageable areas known as sectors. Holtzhausen's definition is supported by that of the National Instruction 1 of 2003 on sector policing, which defines sector policing cumulatively as a method of policing that is used in a smaller manageable geographical sector of a police station area; the appointment of a police official as a sector commander who, by acting as a crime prevention official will involve all role players in identifying the particular needs in each sector and addressing the root causes of crime, as well as the enabling and contributing factors, in order to bring about effective crime prevention (Steinberg, 2004: 48).

Crime Prevention: According to Burger (2007:12) crime prevention is any action designed to reduce the level of crime and / or the perceived level of fear of crime. Burger's definition is also supported by the White Paper on Safety and Security (1998:14) which defines crime prevention as all activities which reduces, deter or prevent the occurrence of specific crimes first, by altering the environment in which they occur, secondly by changing the conditions which are thought to cause them, and thirdly by providing a strong deterrent in the form of an effective Justice System.

Crime Combating: According to Burger (2007:10) crime combating entails any lawful activity aimed at reducing crime, whether it refers to measures aimed at the prevention of crime, or whether it is an activity associated with proactive or reactive policing. The

term of crime combating according to Burger should be construed as inclusive of both proactive and reactive police measures. Steven and Cloete in Burger (2007:2) argue that crime prevention is always part of broader concept of crime combating, while crime combating, on the other hand, can never be part of crime prevention.

Community Policing: Department of Safety and Security (1997:1) defines community policing as a philosophy that guides police management styles and operational strategies and emphasizes the establishment of police-community partnerships and a problem solving approach responsive to the needs of the community. It is based on the assumption that the objectives of the South African Police Service, namely the prevention, combating and investigation of crime, the maintenance of public order, the provision protection and security to the inhabitants of the Republic and their property, and upholding and enforcing the law, can only be achieved through the collaborative effort of the South African Police Service, other government institutions, the organizations and structures of civil society, and individual citizens.

Burger (2007:52) also supports the Department of Safety and Security's definition, where he defines it as a philosophy of policing that emphasizes a cooperative approach between the police and other citizens focusing on solving community problems and improving the quality of life in the community. Community policing is different from traditional policingin the sense that, unlike the traditional approach, which addresses the symptoms of crime and disorder by responding to calls or incidents, it attempts to identify and address the underlying problems (Burger, 2007:52).

1.8 ORGANISATION OF DISSERTATION

The research structure is organized as follows:

Chapter 1: **GENERAL ORIENTATION -** This chapter will deal with background of the study, problem statement and the purpose of the research.

Chapter 2 to chapter 5: Literature review – Chapter 2 will deal with the international perspective on the origin and conceptualization of sector policing. Chapter 3 will deal with the international perspective on the implementation and challenges of sector policing. Chapter 4 will deal with the origin and conceptualization of sector policing in South Africa and chapter 5 will deal with the implementation and challenges of sector policing in South Africa

Chapter 6: Research design and methodology – Will Discuss the research design, the research methods, the sampling, the population, the data collection methods, as well as the data analysis. It will conclude by addressing the ethical considerations of the study, as well as validity and reliability.

Chapter 7: Research Findings – Will interpret, analyse and discuss the empirical and literature findings of the study.

Chapter 8: Recommendations and Conclusion – Will be the last chapter of the study. It will make the recommendations based on the findings of the study. Included in this chapter will be the conclusion that gives the conclusive view of the entire study.

1.9 CONCLUSION

Since its inception more than a decade ago, sector policing is considered a feasible strategy for crime prevention and reduction as it tackles criminal activities in a clearly demarcated manageable area. Research that was done by Sherman (1998a:239) in Burger(2007:49) concluded that directed patrols, proactive arrests and problem-solving in crime areas ("hot spots") has shown substantial evidence of crime prevention and minimize the capacity of the would-be offenders.

South Africa is not that unique from other countries and if sector policing is well implemented and monitored, it could work despiteits identified challenges in Programme Johannesburg. Analyzing the implementation of sector policing in a place such as Soweto which is different from other areas due to its bigger demarcation will be beneficial to the South African Police Services.In the next chapter the international perspective of the origin of sector policing will be discussed.

CHAPTER 2: THE ORIGIN OF SECTOR POLICING: AN INTERNATIONAL PERSPECTIVE

2.1 INTRODUCTION

In the late 1960s, police leaders, government officials, the academic community and society began to question whether the police were performing their job in the most effective way possible. Police clashes with Vietnam War protesters and civil rights demonstrators prompted closer scrutiny of police practices (Trojanouwicz & Bucqueroux, 1990:165), that resulted in many researches conducted on the nature of policing internationally because the kind of policing done in many communities was clearly not the kind of policing that was needed to police communities.

Community oriented policing is a concept that moves from one country to another and is now used in many countries throughout the world, from United Kingdom, United States, Singapore and Japan. Many countries started to adopt this concept of community policing after people questioned the role of the police in crime controlling, for example the 'race riot' in United Kingdom in the 1980s accelerated the development of community policing concept, and in United States around 1970s after anti-war protestors, civil rights activists, and other groups who were demonstrating, which led the police to be hostile (Spotlight Community Policing Final Draft, 2012:5).Community policing was then introduced as a substitute to a traditional policing methods which were thought to be centered upon crime control and punishment and maintaining law and order and it was also put forward as a better way of dealing with crime and social disorder issues within local communities (Spotlight Community Policing Final Draft, 2012:3).

The term community policing has most commonly been used as an overarching term in describing the community-oriented methods of policing, but this term has got a number of different versions that each country developed. Wright (2002:143) is also of the opinion that this concept is best understood as a range of specific techniques that the police and the public used to work in partnership at a local level. There are many different versions of community policing applied internationally and also here in Africa, which depend on the needs of the community they are serving, for example, in Chicago, they experimented the Chicago Alternative Policing

Strategy (CAPS) in April 1993; New York City experimented a Community Patrol Officer Program (CPOP) in 1984; in Baltimore County, Maryland, experimented a Citizen Oriented Police Enforcement (COPE) around 1982; Neighbourhood Foot Patrol Program got under way in Canada, where it was experimented in Edmonton Police Department around 1988; Problem-Oriented Policing (POP) was introduced around 1984 in Newport News and in United Kingdom a concept of sector policing was also introduced in London in 1991 (Oliver, 2004:116).

All of the above-mentioned community strategies and concepts were experimented under the umbrella of community which stresses problem solving and prevention-oriented approaches that also emphasize the role of public in helping setting police priorities (Skogan, 2006:3).

There are three core strategic components of sector policing in the form of community policing which are as follows:

a. administrative decentralization, where the police are responsive to the demands of community, identifying and solving local community problems (Skogan, 2006:6);
b. community engagement, whereby police develop partnerships with the community groups to facilitate the environment of working together and exchanging information; and
c. problem-solving, which requires that the police act in a systematic way on the information they receive through community engagement, to have a longer term of view of problem-solving approach which will require police to solve those problems (Skogan, 2006:8) thus leading to the concept of partnership?

In Brazil, Fruhling (2012:79) is of the opinion that the concept of community policing began in 1990s in the state of Espiritu Santo and later implemented in Rio de Janeiro, whereas in other countries it was tried as a pilot programs that were not replicated in broader areas because of lack of human resources in the police, or because decreasing levels of public safety gave rise to more repressive policies (Fruhling, 2012:79).

One researcher in South Africa, Millicent Maroga, in Maroga (2004:1) conducted her research on sector policing and discovered that sector policing is a United Kingdom's based policing model which can be traced back to the decade and was initially known as Neighbourhood Policing, which came from the term of community policing as a strategy that believes that officers on the beat will bring the police and the community closer together. Sherman, Milton and Kelly (1973:xiii) agreed with other researchers that the concept of sector policing originated in Aberdeen, Scotland after the urban unrest of 1960s and was implemented in the form of Team Policing to counteract the low morale and boredom of officers patrolling the quiet streets.

Kratcoski and Dukes (1995:8) on their work in tracing the origin of community policing have documented that the concept of community policing, gained momentum in the late 1970s and received more attention during the late 1980s after dissatisfaction with police performance, urban unrest and the growth of youth gangs.

Tilley (2004:166) and Bayley (1994:105) associated sector policing with crime prevention strategy which is called CAMP which refers to:

- consultation, with community about their security needs and police assistance required in meeting them;
- adaptation, of organizational structures to allow local operational commanders great decision-making powers;
- mobilization, of public and private non-police agencies and also individuals; and
- problem-solving, to ameliorate the conditions of generating crime and insecurity.

Steinberg (2004:12) indicated that sector policing is a composite of two innovations in policing which are Community policing and Problem-oriented policing which is a strategy that is commonly used by most police agencies globally. Steven (2003:180) and Robin (2000:15) also stated that Problem-oriented policing is closely related to community policing and that in order for it to be successful, the two must be considered affectively inseparable.

Problem-oriented policing approach on the other hand, according to Wright (2002:112), is a model in which police should be identifying and solving underlying problems within the community and not just by responding to individual incidents.

The purpose of this chapter is to trace the origin of sector policing looking closely at Britain, the United States of America and Canada where the literature indicates that it might have originated. Secondly, because the changes that effected the United Kingdom's policing also affected the model policing in the United States of America and Canada. Morgan and Newburn (1997:59) traced the roots of the concept of sector policing back from the work of John Anderson, who was a Chief Constable in Devon and Cornwall where he called for a 'democratic communal policing.'

This chapter will also look at the concept of team policing as it emerged in 1970s in United States but concentrating more on sector policing era as one of the strategic eras of policing by looking at the strategic elements of sector policing that were applied in United States.

At the end of this chapter, the researcher will look at some of the African countries like Kenya, Nigeria and Uganda where the concept of sector policing was transported to them by the United Kingdom.

2.2 SECTOR POLICING IN BRITAIN

Burger (2007:32) states that England and Wales consist of 43 police services and the Metropolitan Police is the largest force. According to Green and Mastrofski (1988:159), it was increasingly difficult for the police to provide services because they were below the required strength by about 15 percent. This was compounded by the difficulty to recruit suitable and experienced officers, which ultimately resulted in the leadership opting for the introduction of the unit beat policing.

Dixon and Rauch (2004:14) state that the unit beat policing (UBP) - where a group of police officers were assigned to take responsibility for meeting as many of the needs of a particular area as possible – was introduced in Britain in the 1960s. The approach was derived from the "bobby on the beat". The unit beat policing was described by Home Office as a biggest change in fundamental operational police methods. Under unit beat policing a multifunctional team including detectives as well as area beat and mobile patrol officers, were expected to live in, take responsibility for, and get to know the residents of a designated area (Dixon, 1999:245).

Dixon (1999:221) elaborates that John Alderson - a Chief Constable of Devon and Cornwall - firstly associated community policing to a career and later established the Unit Beat Policing which he also attributed to the principles of sector policing by establishing regular patrol areas which were known as beats. He further states that the unit beat policing started shaping the success because it was allowing the police to respond to incidents faster and carry a heavier workload which is an essential characteristic of sector policing.

According to Palmiotto (2011:89) the concept of team policing which is the manifestation of sector policing began in Aberdeen, Scotland after the World War II as a project that provided about 5 to 10 member teams of officers patrolling their beat on foot and car in specific areas of the city. The assignment of officers in a particular area was dependant on the volume of service calls and crime rate.

Another development of team policing was that of Unit Beat Policing (UBP) which was introduced in Kirkby and Lancashire, to cover the population of England and Wales in 1966 as a means of improving police-community understanding and minimizing the response time (Palmiotto, 2011:89). Its primary method of patrol was foot patrol, each foot beat constable was provided with two-way radio to communicate with dispatchers, and they later added car patrol in order to respond to the emergency calls but were also told to leave their vehicles and walk on foot to make close contact with their community, however, they spent most of the time in their cars and this resulted in them being isolated from the community and that was the primary reason for the failure of the team policing (Palmiotto, 2011:89).

According to Mudau (2008:73), team policing was expected to increase community involvement in crime prevention and investigation through:

- rendering a personalized policing service to the community;
- a flexible structure of policing that promotes innovation and professionalism through shared knowledge and peer review of police work;
- merging patrol and investigatory functions into one task, thus eliminating the social barriers, communication and status conflict between uniformed and plainclothes personnel;

- giving each member of the team a chance to utilize discretion and enhance personnel skills. As a result, greater work satisfaction was expected;
- the police operating in an ever-changing society, they must be competent, open, fair, honest, transparent and responsive to the needs of citizens

2.2.1 Sector policing in London

The whole history of the modern policing started in 1829 when a British Home Secretary, Sir Robert Peel established the London Metropolitan Police and came up with an idea that made countries in the world to change their policing strategies, whereby he constituted a paid police force of 3,000 officers who were randomly assigned shifts to provide twenty-four hour foot patrol for London (Rodriquez III & Polk, 2008:51). His idea was that of community or sector policing as he believed that police should at all times maintain a relationship with the public because they are getting paid by the public. He also encouraged officers to wear uniforms when they are on duty (Peak & Glensor, 1996:18).

According to Rodriquez III and Polk (2008:51) those 3,000 officers were randomly assigned shifts work in order to provide a 24-hour foot patrol for London. Sir Robert Peel further wrote nine principles for the Metropolitan Police Services, which were stressing the essential nature of public cooperation and trust in the pursuit of crime prevention. The nine principles are as follows (Peak & Glensor, 1996: 4):

- The basic mission for the police existence is to prevent crime and disorder.
- The ability of the police to perform their duties is dependent upon public approval of police action.
- Police must secure the willing co-operation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.
- The degree of co-operation of the public diminishes the necessity of the use of physical force.
- Police seek and preserve public favour not by catering to the public opinion but by constantly demonstrating absolute impartial service to the law.
- Police use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.

- Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police: the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare and existence.
- Police should always direct their action strictly towards their functions and never appear to usurp the powers of the judiciary.
- The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

In 1980s Britain introduced a neighbourhood policing which was an attempt to meet challenges of rising crime and disorder by promoting community helping activities by ordinary uniformed officers (Dixon, 1999:247). Eleven years later - in 1991 - sector policing was introduced in London when the concept of neighbourhood policing was gradually losing momentum. The use of small team to take responsibility for specific areas was limited to large public housing schemes where crime rate tended to be high and reactions between police and public became poor (Dixon & Rauch, 2004:15). Principles of estates policing formed a vital ingredient in the then new style of sector policing.

Dixon and Rauch (2004:16) state that whilst there was an emphasis on geographically demarcated areas of responsibility, a rather different breed of neighbourhood officers, much closer to the idea of the bobby on the beat was also hard at work in forces across the country. They were called ‘community constables’ and were charged with getting to know their beats and building closer relationships with local people, their areas of responsibility tended to be smaller than those allocated to teams of police officers.

After the approval of a new geographical style of policing by the Metropolitan Police’s senior managers in 1991, the guidelines on sector policing, that are contained in a 40 page booklet were issued (Dixon & Rauch, 2004:29). Dixon and Rauch (2004:45) state that sector policing was intended to provide a flexible framework for delivering non-specialist territorial policing to the people of London. The guidelines also made it possible for the police to implement sector policing at their own pace. The next implementation was supposed to roll throughout the Metropolitan Police area by the end of March 1993; however challenges were encountered that affected this envisaged rollout. Despite these challenges, Holloway which is in the North of

London implemented the concept of sector policing and adapted its guidelines to suit their local conditions (Dixon & Rauch, 2004:30).

According to Dixon and Stanko (1995:172), a summarized version of the fundamental principles of sector policing was designed by the Assistant Commissioner responsible for its implementation. This was to ensure its consistency throughout the Metropolitan Police Service, but it was still flexible enough to be responsive to local circumstances. This transformation of policing was aimed at:

- Making use of the current resources effectively;
- Working in close co-operation with the local community;
- Encouraging officers to "own and get ahead" of local problems by identifying and helping to tackle their underlying causes;
- Encouraging visible and accessible patrol by known local officers;
- Delivering a "better quality service" provided by "local officers committed to their task, enjoying the support and approval of the local people – policing by consent"

This was the starting point of the implementation of the concept of sector policing because each Metropolitan Police Department was expected to demarcate a suitable number of geographical sectors and assign officers led by a sergeant under the overall commander named as a sector commander (Dixon & Stanko, 1995:172).

2.3. SECTOR POLICING IN THE UNITED STATES OF AMERICA

According to Coquilhat (2008:17) sector policing was conceptually introduced in the form of community policing in the United States in 1960s to increase police-community contact and reduce the fear of crime. It was dominant around the 1990s. There are many several methods of policing developed in American countries in response to expectations for the delivery of better police services, some, according to Friedmann (1992:151), are neighbourhood-based style policing known as team policing which, according to Dixon (1999:245) were introduced in a number of American cities following the urban riots of 1960's. This policing consisted of three elements, which according to Sherman, Milton and Kelly (1973:4) are as follows:

- geographic stability by assigning teams of officers to small neighbourhoods on a permanent basis
- maximum interaction among team members, including close internal communication among all officers assigned to an area during 24-hour period, seven days a week.
- maximizing communication between team members and the community. This was focused to promote cooperative peacekeeping and the identification of local problems, which are also central to sector policing.

Dixon (1999: 246) further stated that for the police to deliver on the said commitments, team policing depended on a number of organizational supports such as unity of supervision for team members by a single local commander; greater flexibility in policy making at lower levels in the police hierarchy, matched by increased accountability for outcomes; delivery of a full range of policing services by local teams supported, but not pre-empted or dominated, by specialists; and the combination of patrol and investigative functions in single police units. Once more, these support mechanisms are instantly recognizable in the design of sector policing (Sherman, Milton & Kelly, 1973:73).

Around the 1990s the Bureau of Justice Assistance (BJA) awarded funds to eight urban and suburban jurisdictions in order to implement the program called Innovative Neigbourhood Oriented Policing (INOP) with the objective to foster both community policing initiatives and drug demand reduction efforts at neighbourhood level (Sadd & Grinc, 1994:7). Interestingly, some of the United State countries referred to below are different in terms of populations, ranging from 200,000 to 7,000 000 population and the size of police departments ranged from 200 to 25,000 of sworn officers (Sadd & Grinc, 1994:7).

2.3.1 Sector policing in New York City

New York City is the highest populated city in the United States with the largest Metropolitan area (Anonymous, 2013) and is globally recognized as the financial capital of the world. The New York City Police Department was founded in 1844, the oldest and largest police department in North America (Sherman, Milton & Kelly, 1973:28).In January 1971, according to Sherman, Milton and Kelly (1973:28), New York developed a project based on Detroit's Beat Commander Project which resulted in the formation of the Neighbourhood Police Team (NPT).

The goal of the project was to control crime through improved community relations and its objective was to increase productivity through improved leadership and motivation.

In June 1984, the New York City Police Department, assisted by the Vera Institute of Justice, introduced a community-oriented patrol deployment strategy called the Community Patrol Officer Program (CPOP) in Brooklyn which was the program that was widely accepted and supported by the community and also police officers warmly welcomed it (Green & Mastrofski, 1988.74). This program was introduced when the city was still feeling the aftershocks of the crisis of the late 1970s, amongst others, the manpower cutoffs. Trojanouwicz and Bucqueroux (1990:391) further added that the number of calls for service to the emergency call centre (911) in 1984 increased in such a way that they had to move from foot patrols to emergency response cars. During the same year the program was rolled out in the 72nd Precincts and a special unit called Community Patrol Officers (CPO) was formed and given training on the issue of sector policing (Palmiotto, 2011:236).

The said program, according to Green and Mastrofski (1988:81), was intended to be a one year program which would be monitored by both the department and Vera Institute of Justice but within a year it became successful, especially in Brooklyn, after which the decision was made to expand it to other sectors in January 1985. This resulted in the program being implemented in 32 additional zones between January 3 and November 2 1985 (Farrell, 1986:1). The implementation process and its challenges will be discussed in the next chapter.

2.3.2 Sector policing in Los Angeles

The Los Angeles police department has been known as a highly centralized, effective and impersonal organization. In 1969 the Los Angeles, commanded by Chief Edward Davis, had to move towards community mobilization by introducing a project called ‘Basic Car Plan’: a limited form of team policing, where after several months of the implementation of the project, there was a need for its expansion into other areas of the city (Sherman, Milton & Kelly, 1973:45). Under this project a patrol car was permanently assigned to the neighbourhood and the officers would try to build community support by appearing at public gatherings and then they would gain support from the people they police.

After the team policing has stopped to exist, then researchers like Trojanouwicz and Bucqueroux (1990:387), discovered that the concept of sector policing in Los Angeles was re-established in March 1982 by James Wilson and George Kelling of Harvard University after recognizing the need for a partnership between the public and the police which can be a link to their dream in a mission to prevent crime with the community involvement. The then Police Department added a program called Police Assisted Community Enhancement (PACE) program. The role of the program was for the officers to enforce laws for minor violations, and the officers were to serve as catalysts to identify and use other resources to improve community conditions (Trojanouwicz & Bucqueroux, 1990:387).

2.3.3 Sector policing in Chicago

In the 1990s crime in Chicago was too high in such a way that the population of the city dropped drastically and those that were left behind experienced race segregation (Skogan, 2006:33). According to Skogan (2006:33) the number of assaults and robberies were extremely high. Chicago's community-policing initiative was formally launched in April 1993 as CAPS, abbreviation of Chicago Alternative Policing Strategy, which encompassed all twenty-five police districts and the entire city agencies were involved in the project (Skogan, 2006:53). Its plan was to define the department's mission, reorganize its operations and forge a new relationship between the police and residents of the city and the whole initiative was the mayor's responsibility. The mayor made it clear to the heads of his agencies that cooperation with the police was to be their priority (Skogan, 2006:55). Then the project was aggressively marketed to the community of Chicago with the slogan that said "Get with the beat" and "Safe neighbourhoods are everybody's business" which was perceived to be political, according to Skogan (2006.103).

The CAPS's strategy was based on five steps of problem solving according to Steven (2003:188) and it also shows how effective problem solving can be, if police and residents tackle the process together. The identified steps are as follows:

- Step 1: identify and prioritize the problem
- Step 2: analyze the problem
- Step 3: design strategies to solve the problem

- Step 4: implement strategies
- Step 5: evaluate and acknowledge success, so as to check if it works.

2.3.4 Sector policing in Norfolk and Temple

Norfolk is a smallest county with the small population, according to Sadd and Grinc (1994:29) during the year 1990 the population was standing at 250,000 with a police force of 684 sworn officers, funds were received from the Bureau of Justice Assistance to implement Innovative Neighbourhood Oriented Policing, a concept that was similar to the concept of community orientated policing. The project was introduced in the whole city with two main goals: to reduce criminal activity and to reduce calls for service in targeted areas through a three phases process which are as follows (Sadd & Grinc, 1994:13):

- Phase 1: 'sweeps' - intelligence gathering, undercover operations, saturation patrol;
- Phase 2: 'increased patrol' – police, along with other city agencies, address quality-of-life problems, educate citizens regarding available programs; and
- Phase 3: 'community partnerships' – community polices itself, assisted by the police department.

PACE was then implemented in the late 1991 as according to the above phases focusing on specific targeted areas, most of which were the public housing complexes (Sadd & Grinc, 1994:29). This program according to Sadd and Grinc, (1993:25), was perceived by residents, police officers and administrators, and other city employees, to be very effective with regard to drug-related crime and also fear of crime which was reduced as a result of police presence in the area and because the drug traffickers just became less visible (Sadd & Grinc,1993:31).

According to Sadd and Grinc (1994:28), Temple is yet another smallest county which was among the counties that received funds from Bureau of Justice Assistance to implement the Innovative Neighbourhood Oriented Policing program. Temple had a population of 145,000 residents and a police force of 234 sworn officers. This county introduced an Innovative Neighbourhood Oriented Policing program called the Beat 16, a project with principles similar to those of sector policing. Beat 16 was then introduced in one city's beat and was staffed by a squad of 10 patrol officers and a sergeant under the supervision of the Lieutenant for that beat (Sadd & Grinc, 1994:28).

2.3.5 Sector policing in Detroit and Flint

Detroit in Michigan is a city with a population of under one million people, and has an oldest program of sector policing in the United States (Bayley, 1990:7). The sector policing began in 1970 when the then Mayor appointed Patrick Murphy as a Police Commissioner who initiated the Beat Commander Project. According to Sherman, Milton and Kelly (1973:24), the Beat Commander Project was aimed at reducing crime level, increasing public willingness to report crimes, involving patrol officers in particular neighbourhoods and giving greater responsibility to sergeants as well as increasing accountability for police performance.

In this project, a Beat Commander took the responsibility of the Detroit's busy 10th Precinct and commanded a team of 20 scout car and foot patrol officers. The program was so successful that an assistant beat commander was appointed during that year followed by another sergeant who was also appointed to take charge as a third beat commander (Sherman, Milton & Kelly, 1973:24).

Bayley (1990:7) also conducted his research and discovered that another project in the county was introduced at a later stage, involving the creation of ninety-three mini-stations that were dedicated to community crime prevention programs, known as the Neighbourhood Watch. This program was relying heavily on volunteers from the community to help in implementing or promoting community crime prevention.

Flint was the first city to return to foot patrol on the citywide basis and it became so popular that the citizens voted twice to increase their taxes in order to fund foot patrol (Kelling & Moore, 1998:18). Trojanouwicz and Bucqueroux (1990: 200) state that the city also received sponsorship from the Charles Steward Mott Foundation to implement the concept of sector policing in the form of Flint Neighbourhood Foot Patrol Program in January 1979. This three year project was funded to the tune of $2.6 million.

The research that was done by Trojanouwicz and Bucqueroux (1990: 200) identified the following challenges in the Flint Neighbourhood Foot Patrol Programme:

- lack of comprehensive neighbourhood organizations and services;
- lack of citizens involvement in crime prevention; and
- depersonalization of interactions between police officers and residents.

Trojanouwicz and Bucqueroux (1990: 200) further state that after identifying the existing challenges the community helped by giving their own input that were targeting the seven basic goals which are listed below:

- To decrease the amount of actual or perceived criminal activities.
- To increase the citizens' perceptions of personal safety.
- To deliver to Flint residents a type of law enforcement consistent with community needs and the ideals of modern police practice.
- To create a community awareness of crime problems and methods of increasing law enforcement's ability to deal with the actual or potential criminal activity effectively.
- To develop citizen volunteer action in support of and under the direction of the police department aimed at various targets crimes.
- To eliminate citizen protection for women, children, and the aged.

2.3.6 Sector policing in Baltimore and Columbia

Goldstein (1990:52) states that Baltimore was experiencing the crisis of many murder cases in the summer of 1981. These murders resulted in the creation of the special unit called Citizen Oriented Police Enforcement (COPE), which was mainly tasked to reduce the fear of crime in the county by introducing intensive patrol and developing close contact with the citizens. COPE officers drove motorcycles and subcompact cars because they would presumably be more likely to exit the vehicles to 'walk and talk' to the residents in the targeted neighbourhoods (Robin, 2000:77).

According to Goldstein (1990:53), this programme was focusing on local problems of the county which was a racial conflict at schools, noise from the teenager's bands, fear of residential burglaries and finding dead bodies. This then implies that the county was adopting elements of sector policing by focusing on local problems, deploying officers in the community and promoting partnership between residents and the police.

In 1980s and early 1990s crime became a huge problem in Columbia, South Carolina, where aggravated assaults were up to 60 percent and motor vehicle theft was also high at 59 percent (Ferguson, 2002:49). Colombian Police Department was left with no option but to start an initiative that would involve the community in solving the issue of crime. The Bureau of Justice Assistance (BJA) funded a research that was designed to come up with a strategy which combats crime that lead to the establishment of Colombia's Comprehensive Communities Programme. According to Ferguson (2002:55), the focus of the Colombia's Comprehensive Communities Programme was to implement sector policing, alternatives to incarceration, drug court, conflict resolution, diversion, and boys and girls clubs.

Colombia's Comprehensive Communities Programme was first designed to take officers to the streets and place them in the neighbourhoods where they would reside. This was going to be done with an assistance of an innovative low interest Police Homeowners Loan Programme where police would be granted affordable housing opportunities through this Police Homeowners Loan Programme (Ferguson, 2002:71).

2.3.7 Sector policing in Kansas City

The Kansas City Preventive Patrol Experiment was the first study to be undertaken to check the impact on police practices. Kansas City Police Department in 1971 received funding from the Police Foundation to initiate an experimental project in order to determine the effectiveness of routine preventive patrol as a crime deterrent strategy (Bayley, 1998:32). This experiment came after the Kansas City Police Department had already experienced more than a decade of innovation and improvement in its operations (Bayley, 1998:35).

During the experiment in 1972 this city was having a population of just over 500 000 and policed by approximately 1300 police officers (Bayley, 1998:35). Police officers assigned to the experimental area were those who had been patrolling the area prior to the experiment and were posted to a three shifts, assigned to patrol on foot but vehicles were permitted to enter only in response to calls for services, covering the 15 beats which were randomly selected for the study in terms of number of calls for service, crime data, ethnic composition, medium income and their population groups (Bayley, 1998:36).

According to Dempsey (1999:149), five of the beats were assigned to a control group with no changes in normal patrol staffing or tactics; the other five beats were chosen as reactive beats, and all preventive patrolling tactics were eliminated. To ensure accuracy of the results, the study data was collected before the study commenced and also collected after the study had been terminated.

The study was then implemented as arranged whereby police officers in the control group drove around the designated area conducting random routine patrols. When the officer received a call for service, he/she will attend to it and if the call involves crime he/she would conduct a preliminary investigation and effect arrest if necessary. After attending to the call, the officer would then resume patrol and be ready for another call (Dempsey, 1999:148).

Later on marked patrol vehicles were introduced in the five control beats and one car per beat was assigned in order to strengthen the more visibility of the police by three times from its usual level and they concentrated more on responding to calls for service and patrolling only the perimeter of the beat or in an adjacent proactive beat, assisted by the specialized units like K-9, tactical and helicopter (Bayley, 1998:37).

Dempsey (1999:154) shares the seven major purpose of police patrol as:

1. To deter crime by maintaining a visible police presence.
2. To maintain public order.
3. To enable the police department to respond quickly to law violations or other emergencies.
4. To identify and apprehend law violators.
5. To aid individuals and care for those who cannot help themselves.
6. To facilitate the movement of traffic and people
7. To create a sense of security in the community.

The study was designed to test whether a randomly patrolling police cars prevent crime, and the findings of the study according to Carter (2000:10) was that the preventive patrol was not uncommitted time but was also non-productive time, and the findings suggested that the police

agencies are wasting time and money by continuing or expanding traditional patrol procedures instead they (the police) needed to explore how police resources could better be used.

Kelling et al. (1974:34) in their findings discovered that the Kansas City Preventive Foot Patrol Experiment had no effect on crime, citizen fear of crime, community attitudes toward the police on the delivery of police services, police response time or traffic accidents.

2.4 SECTOR POLICING IN NEW ZEALAND

Sector policing in New Zealand was introduced in a form of community oriented policing which began in the late 1980s. This happened after the establishment of the New Zealand Police New Model of Policing which was based on the idea that local police have local responsibility to solve local problems and this also promoted partnerships with the community (Coquilhat, 2008:13), in which, during that same year (1980) community constables where introduced throughout the New Zealand country which were followed by the opening of decentralized community policing centers.

Coquilhat (2008:13) mentioned a list of documents that helped to develop this strategy as the following: the New Model of Policing Strategy, which offered strategic guidelines and outlined the development of sector policing model, detailing five elements of sector policing; the New Zealand police Resource Management Review of 1989 that aimed at assessing the resource management practices of the New Zealand Police; the Corporate Plan 90/91 Review of Community Oriented Policing that identified three areas that needed to be addressed to support sector policing, which are, organizational structure, consultation and problem solving; Strategic Initiative Community Orientated Policing (COP) which discusses interim findings on the implementation of sector policing. The initiative focused on three community offences, namely, burglary, theft from cars, and willful damage; options for the development of Community Orientated Policing / problem solving policing in New Zealand. This document assessed the merits of community “patch” officers; community policing and the New Zealand Police correlates of attitudes toward the work in a community-oriented national police organization. This journal article assessed a range of issues concerning police work, job satisfaction and skill requirements associated with sector policing.

2.5 SECTOR POLICING IN HONG KONG AND ISRAEL

Lau (2004:65) states that in the early 1974 the Government of Hong Kong appointed consultants to conduct an investigation on corruption in the Hong Kong Police which subsequently revealed that the public had a negative perception on police, and based on this, the Hong Kong Police Department was compelled to change their strategy on policing to establish Neighbourhood Police Units to bridge the police public gap and to promote mutual relations. Using this strategy, a small team of officers was attached to the Neighbourhood Police Units for a minimum of 12 months to undertake both community relations and constabulary duties (Lau, 2004:66).

Schlodtfeldt (1998: No Page Number) states that in 1994, the former Commissioner of the Israeli National Police – Assaf Hefetz - changed the whole Police Department to community or sector policing after seeing it as a means to make police work more effective and efficient, with his main goal of increasing public security and safety. Community Police Unit was then established and headed by Brigadier General - Dr. Danny Gimshi - and its plan was to run until 2003.

According to Schlodtfeldt (1998: No Page Number), the first phase of the implementation of the project was to establish a Planning Workshop where teams of police and representatives of the community had to look at issues and work toward solving them. The next phase was to set up a Steering Committee which would tackle community problems, such as traffic, drug-abuse by youth, vandalism and car-theft.

The main objectives of the project was to decentralize police services and to provide neighbourhoods with a police officer who is attuned to the citizen’s needs and can work with them towards a solution (Schlodfeldt, 1998).

This model of Community Policing Unit was implemented in January 1995 following the methods outlined or used around the world.

According to Kratcoski, Das and Verma (2003:229) the full time community police officers were deployed in the small communities to maintain close contact with local citizens and they used

local media to educate public on crime prevention strategies. The police were trained on handling the neighbourhood's problems so as to be mediators in case of dispute.

2.6 SECTOR POLICING IN AFRICAN COUNTRIES

It is also important to trace the origin of sector policing in some of the African countries, particularly noting that their policing strategies and practices have been, to a certain extent, influenced by western forms of policing, especially the British Empire. These are mostly low income countries that emerged from a colonial status to independence.

2.6.1 Sector policing in Kenya, Nigeria and Uganda

Mwangangi (2003: 131) states that the policing approach in Kenya was traditionally reactive and known as the "fire brigade" model of policing, which was dependant on the commission of a crime and its subsequent investigation. Kenya has now evolved from this model to the proactive model that does not wait for crime to be reported before action is taken.

The police-community partnership concept, which is sector policing, was borrowed from the developed world but even now Kenya is still struggling to implement it accordingly and they then developed their own methods in order to suit their local situation because Kenya is a developing country with a low budget and fragile economy, so in that way their sector policing method is different from that of developed countries (Mwangangi, 2003:135).

Mwangangi (2003:136) states the fear of the Asian community as a result of the rising crime levels in Parklands, led to the establishment of the Parklands Neighbourhood Watch in 1992. This was the initiatives where community themselves provided their personal cars to assist the police in their duties and the Kenyan Police Force provided armed personnel.

Sector policing in Nigeria was introduced around 2003 when the Nigerian Police sent delegates to England to learn about how they practice the concept of sector policing. After coming back from England, training of police officers then started in Nigeria (Ikuteyijo, 2009:8). The project of sector policing as a community base strategy was launched by the Nigeria Police Force in April 27, 2004 after it had been put as priority pilot project by Inspector-General of Police

(Chukwuma, 2004:46). According to Chukwuma (2004:46), the following objectives were stipulated in the project plan:

- to facilitate the development of community / sector policing throughout Nigeria;
- to examine the policies, strategies, structure and organization of the Nigeria Police, to ensure that applicable principles and core values of sector policing are enshrined in the professional performance, ethics and code of conduct of the Nigerian Police.

This project according to Chukwuma (2004:46) was initiated in Enugu State, which is in the Eastern part of Nigeria and was described as a 'pilot of pilots' and it was standing a good chance of succeeding because it was an initiative by the police. Ikuteyijo (2009:9) further states that despite the copying of United Kingdom's way of practicing sector policing, Nigeria is different from United Kingdom because of its ethic militias.

Brogden and Nijhar (2005:166) found that sector policing in Uganda was introduced in 1989 after officers went for training at the Police Staff College in Britain. The project was intended to be a pilot project to solve conflict between different community groups and was also seen as the project to combat theft of electrical items.

British Police Training Team came to Uganda and conducted training of new recruits that formed a team to initiate the concept of sector policing and this team was issued with bicycles in order to patrol the area and mobilize the community, informing them about the project, which did not go further after the divisional head was transferred (Brogden & Nijhar, 2005:167).

Another load of key Ugandan officers went to United Kingdom to train for a new project of sector policing and after observing United Kingdom, they also believed that the concept could still work in Uganda. Their training was based on different local conditions and was similar to the British standard (Brogden & Nijhar, 2005:169).

2.7 CONCLUSION

This chapter was tracing the origin of sector policing from international countries that have experimented the concept of sector policing. As have been seen that the United States of

America inherited policing from England after the establishment of the Metropolitan Police by the ‘booby’ (a name that was given to Sir Robert Peel). Community policing played a very important role as a vehicle to the new approach to the prevention of crime in the whole world, even developing countries followed the same approach and even now are still following United Kingdom and United States’ strategies. Patrolling strategy internationally was seen as a mean to promote visibility of the police and reducing fear of crime.

The term community policing had been used in various forms internationally and meaning different things to different countries, but the elements, as pointed out by Tilley (2004:166), are almost the same, which is the consultation, adaptation, mobilization and problem solving.

The wide range of practices had also been used in the name of sector policing, such as foot patrol, vehicle patrol, neighbourhood watch with the aim of preventing crime, solving of citizen’s problems and fear of crime.

CHAPTER 3: INTERNATIONAL PERSPECTIVE ON THE IMPLEMENTATION AND CHALLENGES OF SECTOR POLICING

3.1. INTRODUCTION

Sector policing emerged internationally over many decades and had been understood by other commentators as a response to specific crisis events, some commentators cite the race riots that flared up around several cities in England in the early 1980s and subsequent enquiry into the causes of those riots by Lord Scarman (Mackenzie & Henry, 2009:10) as the inspiration behind what came to be known as sector policing in the United Kingdom.

The aim of sector policing is to decentralize police service delivery by redeploying personnel to small teams responsible for policing clearly demarcated sectors within each of the Metropolitan Police Department's existing police divisions (Dixon, 1999:8). According to Dixon (1999:8), the main principles of sector policing can be summarized as follows:

- making the most effective use of resources,
- identification of local problems and helping to tackle their underlying causes,
- encouraging police patrols by known local officers,
- deliver a better quality service provided by officer enjoying the support and approval of local people – policing by consent

Dixon (1999:218) further states that sector policing promised communities a number of things such as: greater say in the policing of their area; to allocate every uniformed police officer responsibility for a defined geographical area; make sector officers responsible for identifying and solving problems; and match the hours that police officers work to the needs of the neighbourhoods they serve.

According to Dixon and Rauch (2004:14), there are four theoretical elements of sector policing that were identified in an attempt to explain what sector policing is. These elements are:

- **Geographical responsibility:** Splitting divisions up into smaller areas under the control of an identifiable commander. These areas are called sectors which are being policed for 24 hours a day by group of well known officers (Dixon, 1999:244). Sectors should be self-sufficient in dealing with their own problems and specialists should be called upon only as the last resort.

- **Problem solving**: This is where the geographical responsibility is closely linked to another element of sector policing – the early identification and prompt solution of local problems (Dixon & Rauch, 2004:16). Herman Goldstein in Dixon and Rauch (2004:16) elaborated on the notion that the responsibility of the police is to identify and analyze the problems with a view of developing and evaluating customized solutions. In Britain the implementation of the problem-oriented policing (POP) attempted to emphasize the role of community constables in problem solving. The existing structure of the police organization dictated the response to the problem (Dixon & Rauch, 2004:17).

- **Community consultation**: In London an emphasis was placed on the fact that sector inspectors should consult with local communities before setting their unit's priorities and objectives (Dixon, 1999:266). Sector inspectors were advised that meetings should be treated as an opportunity for the police to dispel some of the more unrealistic expectations and misconceptions that people may have about the police service's role, abilities resources and what is achievable (Dixon, 1999:266).

- **Managerialism and consumerism**: This last element of sector policing was both a theme informing its implementation, and a distinctive way of managing the police. It has two aspects: the managerial reforms which are associated with sector policing, the devolution of authority for operational decision-making down to the lowest appropriate level, making the most efficient use of resources by re-examining workloads, matching the availability of staff to periods of peak demand, and holding sector inspectors as local operational commanders accountable within the police organization for delivering a quality service to the public (Dixon, 1999:280), whilst consumerism entails the reconceptualisation of the people to whom the service is directed.

Kelling and Moore (1988:23) added that team policing did not work as a police tactic after it was discovered that it was a strategy that innovators mistakenly approached as a tactic. Kelling and Moore (1988:23) provide the following strategic elements which were aligned according to the ones for Federal Bureau of Investigations (FBI), which were not complied with:

- Authorization: where police turned to neighbourhood for support instead of basing their support on law and professionalism that will be followed by community support;
- Organizational design: tactical decisions were made at low levels of organization;
- Definition of function: police broadened their service role instead of decentralization;
- Relationship to environment: permanent team members responded to the needs of small geographical areas instead of being intimate to the whole geographical area; and
- Demand: all the wants and needs came to the team members directly from citizens instead of being relayed to beat officers.

3.2 THE IMPLEMENTATION OF SECTOR POLICING IN UNITED KINGDOM

According to Burger (2007:35) there were a lot of interferences in the affairs of police in United Kingdom since the 1980s because of the political environment the country was faced with. The ruling government during that time was from a Labour Party which won the general elections of 1992 which necessitated the need to fix policing. Immediately after the general elections the new government which was formed by the Labour Party instituted two major reviews, the first one was the 1993 White Paper on Police Reform: A Police Service for the Twenty First Century and the second one was the introduction of the Sheehy Inquiry in 1993 entitled Report of the Inquiry into Police Responsibilities and Rewards (Burger, 2007:36). These were some of the changes that led to the implementation of sector policing in some parts of United Kingdom which are outlined in the following sections.

3.2.1 London and Scotland

The Metropolitan Police of London has to be considered the most model agency in England for the implementation of community-oriented policing which is sector policing (Oliver, 2004:417). A research by William John Dixon in his Doctoral thesis (Dixon, 1999:217) indicates that sector policing was implemented in London in 1990 subsequent to its approval by senior management in Policy Committee. This style of policing warranted the division of man power into three 8-hour

shifts irrespective of fluctuations in workload. This arrangement ensured that dedicated teams of police officers are available around the clock to take the responsibility for geographical areas within their divisions and allow managers to match the availability of staff more closely with demand for police services (Dixon, 1999:217).

According to Dixon and Rauch (2004:30), in Holloway - North of London - it was around 1992s when the implementation of sector policing was put into practice following the Assistant Commissioner's guidelines that were adapted to suit their local conditions. The Holloway Division created three sectors, Highbury, Tollington and Archway that had their own local bases. Each sector was allocated six uniformed officers and one or two sergeants who were given responsibility to undertake supervision and two sector inspectors to undertake command (Dixon & Rauch, 2004:31). A new shift system was devised that worked as follows: 06h00 to 14h00; 14h00 to 20h00; 20h00 to 06h00 and the other added shifts operated as follows 08h00 to 16h00 or 10h00 to 18h00 and also 18h00 to 02h00. The main idea about these shifts system, as stated in Dixon and Rauch above, was to align the availability of personnel more closely with the demand for police services and to give more time for them to solve local problems.

Their assignment was to patrol a patch of ground where they are known well by the local people and to take the responsibility of covering as many areas of that particular community as possible (Dixon & Rauch, 2004:14). The boundaries of the three sectors were drawn so as to align with the Islington Council's neighbourhoods (Dixon, 1999:310).

Managers were given responsibility to be free to match the availability of staff more closely with their demand for services (Dixon & Rauch, 2004:20). In Holloway there were existing Neighbourhood Forums (NF) from the local community organizations which gave them allowance to postpone the establishment of sector working groups based on the Assistant Commissioner's model but only the Highbury Sector made an effort in 1993 to create a separate community consultation body which was drawn from the local Neighbourhood Forum (NF) and named Highbury Sector Crime Panel (HSCP) (Dixon, 1999:297). Five HSCP meetings were held according to Dixon (1999:299) between July 1992 and March 1993 where 35 community problems were identified, as per one of the elements of sector policing discussed above.

Implementing the concept of sector policing in Scotland was little bit challenging in the sense that the Parliament Justice Committee noted that a 'one size fits all' definition of sector policing would not work in that country because of the diverse nature of communities served by their police. The Scottish Government then developed the Scottish Community Policing Engagement Principles after discovering that they do not have a national strategy in terms of sector policing, although each of their eight police forces adopted its own approach to prevent crime. This idea was so instrumental in identifying the principles which would be seen to recognize the Scottish Police Forces as using their own discretion to implement the concept of sector policing in a way that reflect a particular local contexts, those principles were laid down are as follows (Mackenzie & Henry, 2009:27):

- visible police presence;
- communication and consultation with the community;
- responsiveness to individual needs and to those who may be particularly vulnerable;
- accountability to the community;
- partnership working with public and private agencies; and
- a commitment to local problem-solving.

3.3 THE IMPLEMENTATION OF SECTOR POLICING IN UNITED STATES

The problems of riots in the early 1970s in United States were severe in such a way that the police strategies of placing more emphasis on random patrols or rapid response were not working (Steinberg, 2004:9). They then opted to follow the example of the model developed in England although most of the counties stated underneath in this country concentrated more on the implementation of foot patrol as a means to decrease the fear of crime and increase the citizen's satisfaction with the police's work (Corder, 1994:182). Some counties in the USA implemented the concept of sector policing after receiving sponsorship from Charles Steward Mott Foundation to test whether foot patrol can have an impact on the fear of crime and crime levels.

3.1 New York (USA)

New York in the United States of America is largely policed by the New York City Police Department which is the oldest and largest police department in North America (Sherman,

Milton & Kelly, 1973:28). Sector policing in this Department was firstly introduced around 1971 in the form of Neighbourhood Police Team (NPT). According to Sherman, Milton and Kelly (1973:29) the first team was established in one part of the 77th precinct of Bedford-Stuyvesant, which was a black poverty stricken area of Brooklyn, others subsequently followed growing the total number of teams to 30 during the same year.

The first Neighbourhood Police Team of 18 officers was assigned one car that was having a radio in a precinct with the population of 10 000 people, and were patrolling on both foot and with this marked car written Neighbourhood Police Team. During the same year (1971) the whole precinct was divided into five teams of about 30 to 35 men covering two patrol sectors, one sergeant was assigned as a Neighbourhood Police Chief and appointed to be the commander of the area and if absent other sergeants would assist in supervising the team. Detectives were not initially assigned to the Neighbourhood directly but members of the Neighbourhood were conducting the investigation (Sherman, Milton & Kelly, 1973:30).

According to Sherman, Milton and Kelly (1973:31), the Neighbourhood Police Team were given training where they would spend their first of the two four-day sessions at the police academy where they would be trained on team management, crisis control and community dynamics. Lieutenants in the training were assigned important tasks as field coordinators of specific teams (Sherman, Milton & Kelly, 1973: 31).

Other researchers in New York like Sadd and Grinc, (1994:27) also found that in the late 1990s the Bureau of Justice Assistance (BJA) awarded funds to eight jurisdictions to implement Innovative Neighbourhood Oriented Policing (INOP) and New York City. The National Institute of Justice sponsored the implementation and evaluation of the Innovative Neighbourhood Oriented Policing which was established with the Bureau of Justice Assistance to support in the sectors in dealing with illegal drugs that was identified as the major challenge by then. This was based on the same principles of community/sector policing, which are: partnership between the police and the community; and problem-solving, as it believed that they can also be effective in the reduction of the demand for illegal drugs (Sadd & Grinc, 1996:1).

The INOP project in New York targeted only three precincts (Sadd & Grinc, 1996:5): East Harlem, Bronx and Brooklyn because each had a substantial drug problem, a large proportion of low-income residents and a large proportion of minority residents, each was supplied with a van and a police coordinator, which was converted as a motor home parked outside an elementary or a junior high school in the area where drugs were active

Another research on the implementation of sector policing in New York, was done by Friedmann (1992:155) in which he discovered that a problem-oriented policing effort called Community Patrol Officer Programme (CPOP) was implemented as a pilot project by the Operations Order 71 in 1984 which reached almost one-and-a-half thousand officers by the end of 1990. According to McElroy, Cosgrove and Sadd (1993:7), pilot projects were then established in 72 precincts in Brooklyn in July 1984, which was later expanded to 75 patrol precincts with 750 police officers consisting of 75 sergeants. These officers were assigned permanently to foot patrol in large neighbourhood beat areas and were named Community Patrol Officers (CPO) with the following responsibilities (Trojanowicz & Bucqueroux, 1990:392):

- the identification of crime and order-maintenance problems confronting people within the beat;
- being problem-solvers by utilizing the following resources - their own law enforcement capabilities; other police resources from higher levels of the department that can be brought to bear through the Community Patrol Officers Sergeant and Sector Commanders; other public and private service agencies operating in the beat area; and individual citizens residing and working in that community;
- being community organizers; and
- being information exchange link between their community and also from their department.

The Community Patrol Officers were then instructed to encourage communities to contact them directly, rather than phoning the universal emergencynumber (911).Each police officer was given his/her own phone and answering machine that could take message if officers are unable to answer the call (McElroy, Cosgrove & Sadd, 1993:15). According to Operations Order 91 (1985:1), the objectives of this programme were to:

- increase awareness of crime problems and foster the development of community based crime prevention efforts;
- develop strategies for tactical operations which respond to specific community problems and needs;
- increase community involvement in policing activities through special programmes, meetings, and the permanent assignment of police officers to neighbourhood beats;
- reduce the fear of crime in the community and increase the individual citizens sense of personal safety;
- decrease the amount of actual or perceived criminal activity in the target neighbourhoods.

The Community Patrol Officers Programme was different from the traditional patrol deployment strategies because all police officers in this programme were volunteers recruited from the community to focus also on community problems (Ward, 1990:391).

The pilot programme was received so well by the citizens it was directed toward, and by the police officers implementing it and the police officials responsible for it in such a way that there was a need to expand it to other areas (Oliver, 2004:153). In January 1985 the programme was implemented in 6 additional precincts and new recruits were added that made the number of the officers to increase to 800 officers, 75 sergeants and 75 administrative aides (Vera Institute of Justice, 1988:2).

3.3.2 Cincinnati

According to Lurigio and Rosenbaum (1994:150), Cincinnati implemented a programme called Community Sector Team Policing in March 1971, which was the most thoroughly evaluated sector policing project. It was implemented in police District 1 which was the problematic area that is made up of diverse neighbourhoods. District 1 was divided into six sectors, two of them includes predominantly African American, high-crime, low-income residential areas; other sector was predominantly white middle-class residential area, and the other sector was a central business district.

Lurigio and Rosenbaum (1994:150) further state that the division of District 1 was made according to few basic principles of neighbourhood team policing. Which was assigning the team of police officers to permanently perform the full range of police services within a relatively small, demographically and geographically defined neighbourhood? This included the investigative and patrol duties to reduce crime and to improve police-community relations.

Kratcoski and Dukes (1995:172) also made a research in Cincinnati and discovered that another sector policing project was implemented in 1991 as a Cincinnati Community-Oriented Policing in which 31 officers, who volunteered, were assigned to five districts. They divided themselves into 11 neighbourhoods within the districts with a Sergeant as a supervisor and a Lieutenant as a coordinator. Each police district had one or two neighbourhoods in which the Community-Oriented Policing operated. The Community-Oriented Policing officers were reporting directly under the supervisor of the district commander who would post them for each shift (Kratcoski & Dukes, 1995:173), which meant that there were not permanently assigned into the area as required by the elements of sector policing.

Their duty were to patrol on foot (only during the day and in the early evenings) and making efforts to interact with residents, responding to emergency calls (911), arresting criminals and also doing investigation. According to Kratcoski and Dukes (1995:181), some of their functions included to:

- assisting with investigations of all types, particularly drugs, homicide, robberies;
- passing along to other police units information obtained from residents;
- providing follow-up on calls;
- assisting with domestic cases involving children;
- engaging in crime prevention activities;
- occasionally relieving district patrol officers; and
- engaging in school related programmes.

This programme was successful in Cincinnati after it was evaluated and discovered that both the citizens and the police were happy about the programme especially in reducing or solving community problems (Kratcoski & Dukes, 1995:182).

3.3.3 Los Angeles

According to Skogan (1995:90) Los Angeles Police Department was the first to implement the concept of community-oriented policing strategy called Drug Abuse Resistance Education (DARE) in 1983. This was the programme designed to prevent drug abuse among children and youth whereby the law enforcement officer would be assigned to school for several days a week to teach children about drugs, which became so successful that it expanded to other counties in America.

Sherman, Milton and Kelly (1973:45) state that the Los Angeles Police Department has been known to be a highly centralized, efficient and impersonal organization. In November 1969 the department moved to community mobilization with the concept of the Basic Car Plan, a limited form of team or sector policing, which began as an experiment in Los Angeles' Hollywood precinct.

Under this Basic Car Plan concept a patrol car was permanently assigned to a neighbourhood and the officers on that car would try to build community support by appearing at public gatherings. This concept was difficult to implement and they then added another initiative called Team Experiment in Area Mobilization (TEAM), its focus was to reduce crime especially burglaries (Sherman, Milton & Kelly, 1973:47).

Sherman *et al* (1973:47) emphases the point that Team Experiment in Area Mobilization used a sworn police officer, a Lieutenant level 2 who was assigned to take control and given 38 men, one lieutenant II, one sergeant II, three sergeants I, twenty-two patrol policemen, three traffic enforcement policemen, two accident investigation policemen, one administrative assistant, two clerk-typists, two investigators I, two investigators II, one policeman III investigator. Two of the above were women who were assigned to perform clerical duties and all members assigned were taken to the organizational workshop seminar. After the seminar, they were informed to recruit Block Captains and managed to recruit fifty block captains within one month of their assignment (Sherman, Milton & Kelly, 1973:50). This was followed by another recruitment of

150 block captains and all the block captains were residents of that particular area and they all showed interest in supporting the police.

According to Kratcoski and Dukes (1995:56), another programme of sector policing was experimented as an Operation Cul-De-Sac (OCDS) on February 1990 in the most dangerous place called RD1345 which is in the South Central of Los Angeles city. The implementation process went as follows (Kratcoski & Dukes, 1995:56):

- the assignment of 15 regular and other cash overtime OCDS officers working foot beat, bicycle and mounted patrols with a mission of getting to know residents and the neighbourhood instead of making arrests;
- the development of task forces from the community to assist in cleaning up garbage, removing graffiti and other signs of physical decay, also sponsoring educational activities on life skills for teenagers; and
- the creation of 'block clubs' for communication between the police and citizens about OCDS.

3.3.4 Flint

According to United State Census (2010), Flint has got a population of 101 558 which makes it a medium county in the United States. It was the first city to try and implement the concept of sector policing by introducing foot patrol on citywide basis and it became so popular that the citizens voted on two occasions increase their taxes in order to fund foot patrol (Kelling & Moore, 1998:18).

Trojanowicz and Bucqueroux (1990:200) state that the plan of the implementation of sector policing that was drawn by Joe Wilson who was a sheriff of Genesee County resulted in the establishment of 14 neighbourhoods because of their strong base of citizen willing to support the police. This plan then received sponsorship from the Charles Steward Mott Foundation to implement the concept in the form of the Neighbourhood Foot Patrol Programme (NFPP) in January 1979, a three year project funded for an amount of $2.6 million and Michigan State University awarded further $251,932 for the evaluation of the programme after its implementation. This programme, according to Trojanowicz and Banas (1985: No Page Number), was unique in the variety of ways, it included the citizens in its planning and

implementation process through city-wide neighbourhood meetings in 1977 and 1978. The citizen saw the implementation of the programme as follows: Firstly, as stimulating the development of comprehensive anticrime neighbourhood organizations in each of the target areas with neighbourhood foot patrol providing catalytic assistance and expect advice to the community. Secondly, as providing them with close contact daily with their neighbourhood through patrol activities. Thirdly, making them to be familiar with the residents and their problems and lastly, linking them to appropriate government services and resources.

From the 14th neighbourhoods selected by Wilson in collaboration with the citizens, 22 foot patrol officers were assigned into base stations with an objective of achieving the following seven goals (Trojanowicz & Burcqueroux, 1990:200):

- To decrease the amount of actual or perceived criminal activity.
- To increase the citizen's perceptions of personal safety.
- To deliver to Flint residents a type of law enforcement consistent with community needs and the idea of modern police practice.
- To create a community awareness of crime problems and methods of increasing law enforcement's ability to deal with actual or potential activity effectively.
- To develop citizen volunteer action in support of the police department.
- To eliminate citizen apathy about reporting crimes to the police.
- To increase protection for women and children.

This programme was implemented in response to the three problems that were deemed to be hindrances to the effective crime prevention, namely - the absence of comprehensive neighbourhood organizations and services; the lack of citizen involvement in crime prevention; and the depersonalization of interactions between officers and residents (Trojanowicz & Banas, 1985: No Page Number).

3.3.5 Baltimore, Maryland

Pate and Annan (1989:2) discovered that in 1987 the concept of sector policing was implemented in two comparable areas of the city i.e. in white and African-American neighbourhoods. Foot patrol was conducted in the other areas where an officer would be assigned to walk through the designated beat at his or her discretion, talk to the citizens and

identifying the local problems. This officer was also expected to patrol 25 hours per week (Pate & Annan, 1989:4). Skogan (1995:95) states that in the other area an ombudsman police officers were assigned to walk on foot, attending community meetings, talking to residents and solving local problems. They were different from patrol officers because they were only required to work from 9 in the morning to 5 in the afternoon and allowed to use a questionnaire during their tour of patrol in order to measure their efficiency and also getting more information about crime in the area (Pate & Annan, 1989:5). The evaluation of this programme after a year revealed that both the foot patrol and ombudsman policing produced a good results in police effectiveness and behaviour, reduced perceptions of disorder, increased feelings of safety, and reduced victimization in these areas (Pate & Annan, 1989:16).

3.4 THE IMPLEMENTATION OF SECTOR POLICING IN CANADA

Canada is a confederation with a parliamentary democracy divided into ten provinces and has the largest decentralized form of police organization which consists of two levels: Federal Police – which is a Royal Canadian Mounted Police (RCMP); Municipality Police - which covers the various cities, towns, villages and townships in Canada (Oliver, 2004:410). According to Greene and Mastrofski (1988:178), Canadian police department is a popular, well-financed, politically autonomous, organizationally stable, and ideologically powerful. They are inclined to innovation and the use of technologies. Greene and Mastrofski (1988:179) further state that some of the researchers believe that sector policing originated in United States because of its emphasis on community-specific policing and some goes further in their research that it originated in Canada.

In Canada, the researchers even made a distinctive separation of the implementation of sector policing in urban and rural areas because of their differences in organizational requirements and policing traditions. Traditional 'village' policing had been ignored in such a way that the Canadians concentrated more on urban areas because of clustering neighbourhoods (Greene &Mastrofski, 1988:180). Rural police officer according to Bayley (1990:11) can tell more about sector policing because they have been practicing it for a long time without them knowing and that there have not been any improvement for it, for example, in Toronto, Metro Toronto Police Department which is the largest police force in Canada divided its districts into two zones or neighbourhood districts and placed community planning officers to generate community-based policing strategies which resulted in the creation of foot patrols in the neighbourhoods (Greene

& Mastrofski, 1988:182). According to Friedmann (1992:106) the implementation of sector policing was facilitated by the use of compliance audit teams to ensure that foot patrol officers are performing their job as expected.

Another sector policing initiative in Canada, according to Friedmann (1992:106), was experimented in Edmonton where foot patrol programme was initiated as a response to three needs, which were: increased crime rates; increased fear of crime and victimization on the part of the citizens; and the assumption that communities are dissatisfied with the police services. Under this programme constables were given a beat to patrol and an office, and were also expected to enlist volunteers to assist the constables in the following:

- in compiling information about the neighbourhood;
- help with clerical work; and
- provide advice in definition of organizational and long-term relationship with citizens.

Kratcoski and Dukes (1995:15) added further that the programme in Edmonton was called Neighbourhood Foot Patrol Programme (NFPP) and its goal was to prevent crime and help to improve the quality of life in the neighbourhood. It was implemented in 21 neighbourhood areas of the city. The whole programme was according to Kratcoski and Dukes (1995:15), structured in the following manner:

- a constable patrolled a small geographic area on foot;
- each patrol area had a store-front office that was used to promote community involvement in the police work and provide a place for volunteers to work;
- establishment of community liaison committee which included leaders in the neighbourhoods and focus on community problem solving;
- volunteers were recruited to assist the constable; and
- Long-term and short-term problem-solving strategies were employed by the constables.

Eight-hour shift was designed but flexible in terms of the specific hours worked during any given shift. Four divisional commanders were given responsibility to play supervision role. The evaluation of this programme indicated that it was successful in achieving the above-mentioned goals (Kratcoski& Dukes, 1995:15).

The research done by Bayley (1990:6) in Montreal in Canada's second largest city and located in the French-speaking part of Canada and discovered that the disorder and crime problems in this city forced them to assign police officers known as '*Ilotier*' to those areas with crime problems to work with local communities for 35 days on rotational basis. During the 8 hours they would walk the streets, talk to citizens and try to empower the community on crime and criminality in the area. Friedmann (1992:105) states that the study that was done in Halifax where there was a transition to zone-based team policing, detectives and general duty police officials were assigned to patrol at the neighbourhood level and expanded crime prevention functions.

3.5 THE IMPLEMENTATION OF SECTOR POLICING IN SMALL COUNTIES

Sector policing was also implemented in the smaller counties that ranging from the population of 100 000 to 250 000 after receiving funds from the Bureau of Justice Assistance (BJA) as a demonstration programme to further the national drug Control Strategy by focusing on and broadening the scope of community based approaches to drug demand reduction. The size of the county was determined by the size of the police agency that serves the community with the limited resources (Sadd & Grinc, 1996:2)

3.5.1 TOOWOOMBA

Toowoomba is a city in Queensland in Australia, which was nicknamed 'The Garden City', in May 1993. According to Bond and Gow (1997:155), the Queensland Criminal Justice Commission and the Queensland Police Service (QPS) established a beat-style project in Toowoomba with the purpose of demonstrating on how non-conventional policing strategies could become part of the duties of operational police officers. This was a two-year project that was designed around two adjacent beats located in suburban Toowoomba. Each beat area covered approximately 5000 residents who lived in a predominantly residential setting. Two senior constables, each with the service of about eight years were assigned to these beats respectively and were provided with residents for them and their families with an office attached to the house functioning as a mini police station. Bond and Gow (1997:156) state that the residential component was designed to:

- enhance the beat officer's sense of ownership of the beat area and the problems that arose therein;
- increase the visibility, availability, and accessibility of the beat officers; and
- encourage the integration of the officers into their respective neighbourhoods.

Bond and Gow (1997:156) further elaborate that the beat officers were to perform the following duties:

- answer calls for service in their beats whenever possible,
- focus on solving problems in their beats,
- provide feedback to residents by following up citizen's calls for service,
- patrol their beats predominantly on foot, for approximately a 1 mile by 1 mile (1.5 by 1.5 kilometres) and when practical, investigate minor criminal incidents.

Four relief beat officers were chosen from the general staff at the station and they were assigned to ensure that the beats would continue to operate in the same way whenever the beat officers were away. The officers then set their own work roasters indicating the days and hours in which they opted to work which was mainly during the day. If officers were not on duty, calls for service from within the beat area were attended to by duty officers from the Toowoomba police station or unless the caller indicated that he or she wants to wait until the next day to see the beat officer (Bond & Gow, 1997:156)

3.5.2 Billings

Billings is a small town in Montana, research that was done in the year 2000 discovered that the population in that year was 100,000 people and was policed by 121 sworn officers (Wells & Robinson, 2009:99). This county started the implementing of sector policing by assigning officers using a district-based deployment system of day, afternoon, and night shifts. The Department divided the city into three districts, each led by a lieutenant and nine beats officers that were supervised by a sergeant. Patrol officer's assignments remained stable for at least one year. Wells and Robinson (2009:102) further state that volunteers were deployed to create time for police officers to do sector policing and were placed at Community Policing Shops where they would take citizens calls for service and serving as points of contact with the department. All officers were trained on sector policing and the aim of this deployment was to

develop better relationship between police and their customers. The expectation was that all officers should engage in problem-solving with the community (Wells & Robinson, 2009:99).

3.6 CHALLENGES OF SECTOR POLICING INTERNATIONALLY

Despite many different strategies applied to solve the issue of crime in many countries, there were challenges. These challenges that are almost similar in many countries were hindering the smooth implementation of sector policing and its impact on crime levels. The below sections will deal with such challenges in different countries.

3.6.1 London

The official guidance on sector policing in London was intended to provide a flexible framework for the delivery of non-specialist territorial policing to the people of London (Dixon & Rauch, 2004:45). This flexibility was intended to allow the 70 and more divisional commanders and management teams responsible for implementing the new style to adapt the framework to suit local conditions and also allow them to implement sector policing at different speeds and with varying degrees of enthusiasm.

According to Dixon and Rauch (2004:29) challenges of sector policing started when it was supposed to be implemented throughout the London Metropolitan Police area by the end of March 1993. When activities across the organization were being implemented, the headquarters branch responsible for monitoring its introduction had a skeleton staff of not more than four and mostly junior officers.

A case study that was done in Holloway, North of London, between October 1991 and February 1993 to see how the principles of sector policing were put into practice, discovered that Holloway created three sectors – Highbury, Tollington and Archway, each with its own local base. Responsibility for policing each of these areas was entrusted to six teams of about half dozen uniformed officers, supervised by one or two team sergeants, which was contrary to the official guidelines that state that responsibility should be invested under the command of two sector inspectors (Dixon & Rauch, 2004:31).

Another problem was the scale of policing where the population on one sector was more than 30 000 people (or 13 000 households) which means that the police were not that close enough to the ground to forge the kind of relationships that was intended with the locals (Dixon & Rauch, 2004:32). The combined effect of the size of the area for which they were responsible to police, the difficulty of maintaining sector integrity at levels where officers are encouraged to solve underlying problems rather than responding to incidents, and the persistence of peer group solidarity based on shared responsibility for block of time rather than a piece of ground, left the ideal of sector ownership largely unrealized at Holloway (Dixon & Rauch, 2004:33).

According to Dixon and Rauch (2004:35), it was difficult in all three sectors to set up Sector Working Groups, according to the provided guidelines. At Highbury they managed to set up a consultative body drawn from the area neighbourhood forums and known as the Highbury Sector Crime Panel where it was mainly white middle-aged people who were not representing the whole community. Another challenge that was faced by managers was the resistance to the introduction of sector policing among the longest servicing officers most committed to traditional way of working under the traditional time-based relief systems (Dixon & Rauch, 2004:40).

Dixon (1999:299) Highbury Sector Crime Panel (HSCP) identified 35 community problems that were raised by the neighbourhood forum representatives to be solved as one of the elements of sector policing is problem solving. Where both local community and the police identify problems and come up with possible solution to address those problems. According to Dixon (1999:299), these problems were not solved until they disappeared from the agenda of the Highbury Sector Crime Panel.

Human resource was also a stumbling block to the idea of sector policing in Holloway. The internal evaluation indicated that, during the first six months of sector policing, Holloway operated with less than the agreed minimum number of officers required to police the Division for just over 10% of time (Dixon & Rauch, 2004:40). The last challenge was a decision that was taken to restructure the Division by reducing the number of sectors from three to two. Their aim was to maintain a commitment to geographic policing at the time of mounting pressure on human resources that warranted changes in the policing strategy of the Metropolitan Police (Dixon & Rauch, 2004:48).

Sector policing in London was not seen as a priority as it was set in the Metropolitan Police's five year corporate strategy for the mid 1990s, where the focus was on introduction of sector policing; instead they prioritized the detectives over sector policing (Dixon & Rauch, 2004:42). Still in Holloway, where sector policing was thoroughly evaluated, Dixon and Rauch (2004:32) further discovered that a study was made to assess calls for service with response time, a sample of 370 calls were undertaken for internal police evaluation and discovered that 60% of calls were likely to receive a sector response because sector officers were being called to two separate incidents at the same time which would then delay their response time.

3.6.2 New York

Problems in New York City Police Department started during the implementation process by creating a small, independent community policing force, and took advantage of the political crisis being created by crime in that city to secure additional funding from the State of New York to pay for the programme (Skogan, 1995:105). In other words the programme run out of money and therefore became difficult to supply adequate resources which includes human and informational sources. According to Kratcoski and Duke (1995:43); and, McElroy, Mosgrove and Sadd (1993:34) those officers who were assigned to sector policing were frequently criticized by other police for not doing real police work which was an indication that there was a misunderstanding of the Community Police Officer's role.

The research that was done by McElroy, Mosgrove and Sadd (1993:35) found that Community Officers Programme (COPs) were successful in the areas where community groups were existing than in those places that did not have. It also found that it was extremely difficult to involve the community in those areas where there were no existing community groups. Sadd and Grinc (1994:88) also state that Community Officers Programme (COPs) did not assign police officers in an area on a permanent basis and police officers were made to patrol large beats covering several communities to the extent that it was not possible for the local community to know their sector police officers.

3.6.3 Cincinnati and Los Angeles

The research that was done in 1977 found that the Cincinnati project had experienced the Managerial problems that affected the programme and the officers' attitudes toward it when management transferred about 40 percent of the sergeants out of the project area. This was due to the lack of funding from the Police Foundation (Greene & Mastrofski, 1988:113).

According to Kratcoski and Dukes (1995:62-66) the evaluation of operation Cul-De-Sac in Los Angeles revealed the following challenges: The programme was difficult to perform especially to the male young officers who were eager to do the 'real police work' by making arrests and not making friends. Women officers were coping better in this regard; Officers were not assigned permanently to the area so as to know their people, places and activities, and also to building trust in the community they serve; Different kinds of uniform in Los Angeles was creating a problem in the community in such a way that citizens would see Operation Cul-De-Sac (OCDS) officers to be trust worthy than any other police officer in the department wearing the traditional Los Angeles Police Department patrol uniform; The community was expecting too much from police officers who work sector policing assignments; Some officers were not having the expertise and knowledge of caring their assignments; Some of the community members needed rewards and recognition for their efforts in working with the police; Lack of appropriate resources for OCDS officers to effectively carry out their mission was a concern, for example the programme started with 12 patrol officers and two supervising sergeants and after some time they were reduced to 9 officers and one supervision sergeant; Lastly, fear of injury was a concern among officers who were assigned to the inner city policing because it was regarded as a high risk area.

3.6.4 Flint

Trojanowicz and Pollard (1996: No Page Number) state that interviews conducted by National Centre for Community Policing when evaluating the Flint Neighbourhood Foot Patrol Programme indicated the following challenges that were encountered: Foot patrol officers spend little or no time in the patrol division; There was no training provided for the patrol officers; Putting rookies on foot patrol; Lazy officers were assigned on foot patrol; Officers were not responsive enough to some calls; Beats that they were patrolling were too large; Violators of crime were not receiving sufficient sanctions because of legal constraints; Chain of command

was not working; There was a pressure to organize block clubs in the areas even where people do not want or need them because crime rate was low; Expectations were too high relative to all responsibilities; Officers had fewer options concerning the kind of activities they can offer, for example in the past they could conduct field trip out of the city; Patrol motor officers would tend to 'dump their garbage calls' on foot patrol officers; There was a large volume of calls within the beat area; There were some inconsistencies on policies and decision-making; Middle and top management were mostly not aware of the demands placed on foot patrol officers; Lastly, there was a lack of dedication to the programme by some police officers.

Myhill (2006:87) highlighted the overall summary of all the challenges to the successful implementation of sector policing in most counties that have tried the concept of sector policing and other countries internationally as follows: lack of organizational commitment and cultural change that is required for the success of sector policing; community engagement seen as a once-off series of events and not something that has to be maintained throughout; lack of community ownership of the process; lack of control, flexibility and tailoring at neighbourhood level; lack of status or incentives for beat officers and the lack of understanding of their roles as well as performance measurement frameworks that do not reward community engagement; individual officer appraisals that do not reward community engagement roles; lack of training for officers on community engagement philosophy and methods; police beats that do not correspond to community perceptions of neighbourhoods; not recognizing historical lack of trust between police and certain communities, lack of capacity and collective efficacy in some community; lack of clear definition and training for the community role in sector policing; lack of good quality information about crime provided to the communities; not valuing the contribution of communities and volunteers, lack of co-ordinated, multi-agency approach to community engagement; and lastly, lack of initial extra investment or re-profiling of resources to community work.

3.7 CONCLUSION

Sector policing, which is implemented internationally using different forms of strategies is designed to decentralise police service delivery by deploying small teams of police personnel to patrol a patch of demarcated area in order to identify local problems and try to solve them and also be known by the citizens that they are policing. Its objective is the same in various counties

and countries because it is underpinned by the need to reduce the fear of crime in the community, increasing the citizen's sense of personal safety and decrease the amount of criminal activities in the targeted sectors.

In the implementation process some countries included both foot and motor patrol strategy, whereas others concentrated on foot patrol only where they use cars if they are attending to calls for service and or apprehending suspects. In Edmonton, Canada, a store-front was erected as an office that was used to promote community involvement in the police work and they included the services of the volunteers to assist the constable.

Some counties in the USA implemented the concept of sector policing after receiving sponsorship from Charles Steward Mott Foundation to test whether foot patrol can have an impact in decreasing crime. Then there has been subsequent evaluation of the implementation to determine the impact of the programme.

Finally, the implementation of sector policing encountered challenges in almost all countries mainly due to the size of the area for which the foot patrol officers were supposed to patrol, lack of human resources, and the criticism that sector policing was not regarded as a real police work by some police officers. The following chapter will look at the conceptualization and implementation of sector policing in South Africa which is the country that imported the concept from the United Kingdom.

CHAPTER 4: THE ORIGIN AND CONCEPTUALISATION OF SECTOR POLICING IN SOUTH AFRICA

4.1 INTRODUCTION

Looking back at the previous chapters, it is evident that the beginning of the 1990's saw a rise in police reform around the world with police changing their policing strategies in eradicating crime in their countries. They were all moving from traditional policing methods to more proactive techniques of policing which emphasized citizen's participation in their policing by introducing the concept of community policing. South Africa did not want to be left behind after accepting democracy in 1994 when President Nelson Mandela was elected as the first president of the new South Africa, which marked an end to the apartheid era. South Africa had to develop a new style of policing in order to address some of the country's historical policing problems. This style of policing divides services of the police stations into smaller, more manageable areas which are known as sectors and increases more visible policing as a result of smaller sectors.

The concept of sector policing in South Africa started when Mr. Sydney Mufamadi was appointed as the first Minister of Safety and Security in the new South Africa, assisted by Deputy Minister Joe Matthews and the then police commissioner, George Fivaz (South Africa Police Service, 1994: No Page Number). On 25 May 1994, soon after the April elections Mr. Mufamadi introduced his first draft policy document on policing and change at the press conference in Cape Town, which he referred to as a Green Paper when introducing the policing vision of the new South African Police Service (SAPS) and stressed the need for the National Crime Prevention Strategy as model to be used in order to reduce levels of crime and violence and also to improve community safety (Burger, 2005:152). Both the Minister of Safety and Security and the commissioner of police were given an assignment to create a new democratic police agency by amalgamating the 11 police agencies that were in existence in South Africa, most of them operating in the former homelands by forming a single South African Police Service. Those eleven police agencies were (Burger, 2007:95-96):

- South African Police (SAP), which was operating nationally under the apartheid regime.
- Bophuthatswana Police, under the command of Mr. Lucas Mangope and was based in North West of South Africa, now known as North West Province.

- Transkei Police, under the leadership of General Bantu Holomisa, based in Transkei, which is now referred to as Eastern Cape Province.
- Gazankulu Police, based in Northern part of South Africa and now referred to as Northern Province.
- Qwaqwa Police, based at former Orange Free State which is now called Free State Province.
- KwaZulu Police (ZP), which was supported with funds from SAP and had many branches similar to that of the SAP, with its own training college. It was under the leadership of Chief Mangosuthu Buthelezi, based in Natal area, now referred to as KwaZulu-Natal Province. The KwaZulu Police Commissioner was appointed by the SAP Minister. The said police agency was an essential wing of the SAP (Cawthra, 1992:20).
- Ciskei Police, under the military leader Brigadier Oupa Gqozo, was an enemy to the African National Congress (ANC), based in Ciskei which is now referred to as Eastern Cape Province.
- Lebowa Police and Venda Police were based in the Northern part of South Africa now called Northern Province.
- KwaNdebele Police was based at the Eastern part of the country and was also supported by the SAP with funds.
- KaNgwane Police was based in the Eastern part of South Africa which is now referred to as the Mpumalanga Province.

Although it was not easy to bring together a number of police agencies who were having different training standards, approaches and attitudes to human rights, racism, discrimination and the use of force, the South African government had to initiate this amalgamation for the sake of democracy.

Burger (2007:96) assets that one cannot run away from discussing the transformation process in the South African Police Service which led to the strategies, operations and other police actions being developed. During the year 2013 South Africa reached the highest population of 52, 98 million people, of which 27, 16 million are female. Out of 52, 98 million population of the country, black population stand at 42, 28 million thus constituting 80% of the entire population of South Africa (Statistic South Africa, 2013:7). The whole country's strength of the police as in 2012 – 2013 financial year were standing at 157 071 police officials employed under South

African Police Service Act 68 of 1995 and 41 615 civilian employed under Public Service Act, with the total of 198 686 (Parliamentary Monitoring Group, 2012: No Page Number).

The Constitution of the Republic of South Africa stipulates that the Minister of Police (previously referred to as the Department of Safety and Security) and the Police Commissioner are both appointed by the President of the country. According to the Civilian Secretariat of Police (2013:56), the roles and responsibilities of the Minister of Police are:

- to account to the President and the Parliament for the management and delivery of safety and security services,
- to provide, with the support of the Secretary of Police, the national policing policy which directs the SAPS,
- to appropriate from Parliament the single budget vote for the Department of Police and budgets for other entities reporting to the Minister of Police. To direct the manner that will allow for expenditure allocations to be linked to policy directives and priorities.

The South African Police Service had a history of male heading the office of the National Commissioner of Police until recently in 2012 when the President appointed a female National Police Commissioner - General Magwasha Riah Phiyega – when the then National Police Commissioner - General Bheki Cele – was axed due to corruption allegations. The National Commissioner is responsible for the entire South African Police Service that consists of national, divisional, and provincial structures (South African Police Service, 1994). The roles and responsibilities of the National Commissioner are as follows (Civilian Secretariat of Police, 2013:57):

- Assume responsibility for the operational management and control of the SAPS in the performance of the objectives of the police as set out in the Constitution;
- Function as accounting officer for the management and expenditure of the budget allocated to the SAPS;
- Provide an effective and efficient police service in terms of the specific performance indicators outlined in the performance agreement which directs the National Commissioner to manage and control the SAPS to meet specific goals;

- Formulate an operation budget for its line and support functions in terms of the national policing policy articulated by the Minister and the terms of the National Commissioner's performance agreement;
- Maintain executive management control and accountability for the budget and associated performance agreements;
- Ensure effective and efficient management and control of police resources, including human resource, to meet the specific goals articulated by the Minister in the performance agreement; and
- Focus the resources and activities of the SAPS on the following major policing priorities including:
    - improving capacity for criminal investigation, crime intelligence and forensics,
    - improving crime prevention through targeted visible policing, and
    - improving service delivery.

The adoption of the military rank structure in the South African Police Service on 1 April 2010 caused some controversy because of its military connotation at an era when the whole country is still implementing the concept of community and sector policing. This was perceived as pulling the country backwards by using a system implemented prior democracy. The resent Green Paper on Policing (Civilian Secretariat of Police, 2013:23) gives an assurance that the use of ranks does not constitute a militarization of the police and does not give the rise to brutality, but it emphasizes the importance of the philosophy of community-oriented policing where a police is seen as service provider to communities and also communities must have trust and confidence in the service.

This chapter will therefore trace the origin and conceptualization of sector policing in South Africa and also trying to determine how it is reconciled with the community policing philosophy.

4.2 THE ORIGIN OF THE CONCEPT OF SECTOR POLICING IN SOUTH AFRICA

The origin of sector policing concept in South Africa came from the senior South African Police officer who attended a training course in Britain in 1994 where he had an opportunity to examine documents of sector policing in London (Dixon & Rauch, 2004:21).The London model was subsequently used as a template for establishing community police forums in South Africa. As a

result of this input, Community Police Forums (CPFs) were included in South Africa's Interim Constitution which came into effect in 1994 (Dixon & Rauch, 2004:18). Maroga (2003:13) argue that sector policing in South Africa is seen as the way of enhancing the concept of community policing, although it has only recently become more of a feature yet it was mentioned as early as 1994 in the Minister of Safety and Security Draft Policy Document by Mr. Sydney Mufamadi – the then minister of Safety and Security - although it was not at that stage used to describe even the approach of problem-solving policing.

The concept of sector policing is a flexible tool used by the police to focus and enhance crime prevention, in which a community plays an active role as the definition of sector policing mentioned that it is the philosophy based on a partnership between the police and the community to ensure a safe and secure environment in the country (South African Police Service, 2004:5). According to Dixon (2007:6), sector policing made its first appearance in an official document called the National Crime Prevention Strategy (NCPS) which was published in May 1996. It was seen as a tactical response to very specific problem which was the continuing inter-group conflict in the North-Eastern Province of KwaZulu-Natal.

Dixon (2007:6) further states that sector policing was also detected in Western Cape in South Africa in the late 1990s where a number of police stations were divided into clusters in order to deal with a problem of gangsterism that transcended traditional organizational boundaries. Project Ithemba in Nyanga was created and the informal settlements of Philippi East and Brown's Farm were divided by the new Commissioner into eight sector blocks and assigned a team of five police officers to each block, a committee of 8 - 10 people from the community was elected to help develop a viable policing strategy. Citizen patrols of up to 30 people per block were then mobilized to undertake policing activities focused on informal drinking establishments or shebeens which were the station's problems. This project (Ithemba) was not evaluated and did not survive.

The Department of Safety and Security in 1997 published guidelines entitled, 'The Community Policing Policy Framework' that gives guidelines that define the five core elements of community policing as:

- **Service orientation**: the provision of a professional police service, responsive to

community needs and accountable for addressing these needs;

- **Partnership**: the facilitation of a co-operative, process of problem solving;
- **Problem Solving**: the joint identification and analysis of the causes of crime and conflict and development of innovative measure to address these;
- **Empowerment**: the creation of joint responsibility and capacity for addressing crime; and
- **Accountability**: the creation of a culture of accountability for addressing the needs and concerns of the community.

This was to place an obligation on the police and communities to start working on their relationship. The objectives of CPFs are clearly stated in section 18(1) of the SAPS Act 68 of 1995 which states that the CPFs together with the police should establish and maintain a partnership with the community, promote communication between the police and the community, promote cooperation and ensure that the police fulfil the needs of the community in respect of policing, improve the service of the police to community, improve transparency and accountability of the SAPS and promote joint problem identification and problem solving (Mistry, 1996:2). Later the Department of Safety and Security was renamed as the Department of Police in order to reinforce the importance of focusing on the core objectives and mandate as outlined in the Constitution of the Republic of South Africa

In 1998 Programme Johannesburg was established to develop a new style of policing that was less bureaucratic, more cost-effective and community friendly, with an enhanced capacity to fight crime. In 2000, sector policing was identified as a focus area and was subsequently piloted and launched in the Johannesburg area as a practical manifestation of community policing. At least one sector was established in each ward of Johannesburg's police stations.

The objective in Programme Johannesburg as in Nyanga was to create force multipliers and to mobilize all police and non-police resources in the fight against crime. It was terminated and by the year 2000, two years after its launch, managers had been appointed in 62 sectors across Johannesburg area and reservists were mobilized.

4.3 PURPOSE AND ELEMENTS OF SECTOR POLICING

There are five purposes of why the concept of sector policing is as important in order to fully implement community policing:

- is to perform targeted visible police patrols in a small manageable sectors,
- to ensure a rapid response to complaints,
- to address crime generators,
- to investigate reported cases,
- to provide a localized policing service to the community in accordance with their respective needs (South Africa Police Service, 2012:1).

The main elements of sector policing as a practical manifestation of community policing are (Department of Safety and Security, 1997:11):

- Consultation: between the police and the communities about local crime problems, strategies, policies and priorities.
- Adaptation: of policing strategies to fit the requirements of particular local circumstances.
- Mobilization: of all resources available to the community and the police to resolve problems and promote safety and security.
- Accountability: police should account to the community through mechanisms to encourage transparency.
- Focus: changing of the police focus from reactive focus on crime control to a proactive focus on the underlying causes of crime and violence.

4.4. ROLE-PLAYERS IN LOCAL SECTOR POLICING

There was a need in South Africa that there should be community structures to be established so as to build a mutual relationship between the community and the police at local levels. Maroga (2005) supports this statement that the philosophy of sector policing requires that the

police must work with the communities they serve through formally established consultative forums. As stated above that the first formal reference to the concept of sector policing in the form of community policing in South Africa is found in the Interim Constitution Act 200 of 1993 which allows the establishment of Community Police Forums (CPFs), which consist of the members of the local community. CPFs were to function on a big role at the local level, namely by aiding the local government as well as the local body of the South African Police Service in the new approach to crime prevention by organizing social crime prevention programs and setting priorities for crime prevention initiatives (Munneke, 2011:23).

The roles of the CPFs are as follows (Mistry, 1996:2; Maroga, 2005):

- The promotion of accountability of the service to local community and cooperation of communities with the server.
- Monitoring of the effectiveness and efficiency of the service.
- Assessing the service with regard to local priorities.
- Evaluation of the provision of visible policing including:
    - provision of the resources of the service,
    - the reception and processing of complaints and charges,
    - the provision of protective services at gatherings,
    - patrolling of residential and business areas,
    - prosecution of offenders, and
    - requesting enquiries into the policing matters in the locality concerned.

There is also restriction in the functioning of CPFs that they may not be aligned to any specific political party and members not to use their membership to promote the aims and objectives of any political party (South African Police Service, 2006:2).

Phase four of the implementation of sector policing, according to Final Draft National Instruction of 2003 entails the establishment of Sector Crime Forums by the Sector Manager appointing two community members, one as chairperson and one as a secretary, to serve in the SCF structure and have meeting once a month to discuss crime in the area by identifying causes of crime and come up with the possible solution (Maroga, 2004:3). Sector Crime Forum (SCF), according to the South African Police Service (2006:2) the Draft Divisional Instructions on

Sector Policing, is a structure established within a sector that operates as a sub-forum of the local Community Police Forum (CPF).

Maroga (2004:4) argued that the National Instruction of 2003 does not give a clear explanation of the duties of the SCF because it only states that the SCF have to work in collaboration with CPFs while CPFs act as a statutory body and SCF as an operational structure. In May 2010 the South Africa Police Service issued a Draft Guidelines for Local Sector Policing Role-Players after identifying specific needs that exist in support of the application of sector policing at police station level. They added the following role payers identified in the local police stations in South Africa (South African Police Service, 2010:1): Patrol groups, street committees, neighbourhood-street, block patrollers, farm patrollers, business watch, domestic, and flat watches. Their role is to patrol the specified area according to their places of residents.

Unfortunately in South Africa most of the things are regulated, including the patrolling of residential or business places. There is a requirement in terms of the Private Security Industry Regulation Act No 56 of 2001 that places an obligation on any person (natural or legal) to be registered with the Private Security Regulatory Authority (PSIRA) as a security provider when they are rendering any security service for remuneration, reward, fee or benefit. In that way, dealing with Neighbourhood Watches requires that one should not look at the name given to the activity by those involved, but to the actual functions and set up thereof, but Neighbourhood watches should not exist as a money generation movement.

4.5. LEGISLATIVE FRAMEWORK OF SECTOR POLICING IN SOUTH AFRICA

There are various legislative frameworks that relate to sector policing in South Africa which are basically developed to explain what sector policing is and how it is to be implemented among others. This serves to provide common understanding and to ensure some degree of standardised implementation of sector policing in South Africa.

The interim Constitution of the Republic of South Africa: The first formal reference of sector policing in South Africa is found in the Interim Constitution, Act 200 of 1993 which described it as a new approach, style or a methodology for policing in the democratic South Africa and further states in section 214 to 223 that there must be an establishment of Community Policing

Forums (CPFs) at South African police stations and, shortly after the first democratic election which resulted in the in the formation of the new South African Police Service and was seen as a first step to the road of creation of the concept of sector policing (Constitution of the Republic of South Africa, Act. No. 200 of 1993).

Constitution of South Africa Act 108 of 1996: Section 205 (3) of the Constitution of the Republic of South Africa Act 108 of 1996 contains the broad functions of the South African Police Service that includes crime prevention and crime combating. Based on this constitutional mandate, the South African Police Service embarks in various methods to enable it to fulfill this constitutional mandate and sector policing is one such measures.

The Constitution is brought down to the policing level by the South Africa Police Service Act No 68 of 1995 that provides for an accountable, impartial, transparent, community-orientated and cost-effective police service, which maintains high standards of professionalism. At an operational level the establishment and the functioning of the Community Policing Forums and Sector Crime Forums serves as an enabling ground for the achievement of these outcomes that are stated in the Police Act. This manifests section 18 of the South African Police Service Act 68 of 1995, which refers to the joint identification and solution of the problems by the police and the community.

The South African Police Act 68 of 1995: Both the Interim Constitution of 1993 and the South African Police Service Act No. 68 of 1995 provided for the establishment of the Community Policing Forums (CPF's) and Boards in every police area and the South African Police Service issued a detailed guidance on the principles and practices of community policing (Dixon, 2007:167). Sections 18-23 of the Police Act prescribe the clear functioning of these forums and boards which will be discussed later on this chapter.

4.5.1 The Green Paper on Safety and Security and National Crime Prevention Strategy

In 1994, after the beginning of the democracy in South Africa, a Green Paper on Safety and Security was issued as a policy guide for policing, which outlined the principles such as community participation through community policing, democratic control and accountability that is outlined in the Constitution of the Republic of South Africa (Act No. 108 of 1996) which

stresses the introduction of a new style of policing that requires a demilitarized approach, in which every aspect of service is informed by civilian values (Smit & Schnetler, 2004:12).

In May 1996 the Green Paper was followed by the detailed and comprehensive National Crime Prevention Strategy (NCPS) which is the broad based document that advocates for the compressive crime prevention measures that span across different departments (Smit & Schnetler, 2004:12). This strategy was seen as a long term strategy that would tackle the social and development factors to facilitate crime and result in linking crime prevention into a socio-economic development approach (Rauch, 2002:10).

Leggett (2005:594) provides the main four pillars of the National Crime Prevention Strategy as the following: Pillar 1 – being to re-engineer the entire criminal justice system by making it effective and efficient so that it could deter criminals and reduce re-offending; Pillar 2 – is to reduce crime through environmental design by designing systems that will reduce crime opportunities and enhance the detection and identification of criminals; Pillar 3 – deals with public values and education dealing with initiatives that are aimed at changing communities reaction to crime and violence thus facilitating meaningful participation of the community in crime prevention initiatives; and Pillar 4 – deals with trans-national crime programs that are aimed at reducing cross border crimes. In the National Crime Prevention Strategy, 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.

Smit and Schnetler (2004:12) support Leggett and add that the pillars outlined above are aimed at setting the implementation programme framework for provincial, metropolitan and local governments as well as other structures like Minister of Safety and Security, Correctional Services, Defence, Justice and Intelligence to come together in order to share the responsibility in the reduction of crime.

The NCPS further introduced a new paradigm for dealing with crime in South Africa by mentioning some of the following key concepts (Rauch, 2002:12-13): Acknowledgement that the government cannot deal with crime on its own. The institution of government at national, provincial and local must work together and with civil society to reduce crime; Law enforcement

and criminal justice alone are inadequate for addressing crime; The criminal justice system cannot operate effectively unless there is better co-operation between those departments that constitute; Crimes are different and must be disaggregated if effective prevention strategies are to be designed and implemented; prevention efforts need to be focused on victims and potential victims, and not that much on perpetrators; and the fact that prevention efforts need to take cognizance of the fear of crime, as well as crime patterns.

4.5.2 Community Policing Policy Framework and the White Paper on Safety and Security 1999 - 2004

Sector policing in South Africa forms part of community policing which is emphasized in the 1997 Community Policing Policy Framework. This policy document was issued as a guide to the implementation methods of community policing in order to improve local police service, promote participatory problem-solving, and reduce crime (Smit & Schnetler, 2004:14). This document also focuses on the establishment of Community Police Forum's and Boards as official structures to address certain problems through consultation, community needs and policing priorities, and to promote police accountability, transparency and effectiveness (Department of Safety and Security, 1997:3).

The 1998 White Paper on Safety and Security contains reference in an official policy document to the concept of sector policing as: a method of policing in smaller, manageable geographical areas within a police precinct, which involves all role-players identifying the particular policing needs in each sector and addressing the root causes of crime, as well as the enabling and contributing factors, in order to ensure effective crime prevention (Dixon 2007:7). This White Paper also supports the position of the National Crime Prevention Strategy and defines sector policing as the division of the policing area into smaller manageable areas that are allocated full time police officers who regularly patrols them, identify problems, and seek appropriate solution of such problems in partnership with the affected communities. Maroga (2004:2) states that sector policing encourages constant contact with members of local communities.

Recently a copy of the new Green Paper on Policing has been issued by the Civilian Secretariat for Police that has been approved by the Cabinet and published for public consumption and comment. It is aiming at reviewing the 1998 White Paper on Safety and Security and re-

examining its importance in safety, security and policing policy issues as the whole and also to highlight the gap in the implementation of multi-agency approaches and will result in identifying additional measures for building a professional, accountable, transparent and responsive police service (Civilian Secretariat for Police, Green, 2013:70).

4.5.3 SAPS Annual Performance Plan for 1999 to 2000 and the National Crime Combating Strategy of 2000 -2003

This Annual Performance Plan document provides the priorities, objectives and the overall performance standards for the police where they commit themselves fully to meet their goals for a specific financial year. The priorities are divided into three or four sections according to their ranking, which in this document divided as follows: Troka 1 - policing priorities and objectives, elaborates the role of the South African Police Service in the overall fight against crime and how it is going to be achieved; Troka 2 – implementation guidelines, deals with the development of implementation plans to achieve specific objectives; Troka 3 – monitoring guidelines, this section gives guidance regarding the why, what, how, when and who of the monitoring process. In this document sector policing was put as the priority 5 (active visible policing) and the goal was to develop a policy for sector policing by issuing a document, which resulted in the drafting of the National Instruction on sector policing (South African Police Service, 1999:18).

The National Crime Combating Strategy (2000 – 2003) is another document that was introduced to stabilize the then high crime levels in the country by creating a situation that will be conduce for the use or normal policing methods such as sector policing, which was put as a nine-year plan to reduce crime and reform local-level policing across the country. The main difference between the National Crime Prevention Strategy and the National Crime Combating Strategy being that the former was created by civilians and has a broad approach to crime prevention, which spans over more than one department. The National Crime Combating Strategy on the other hand was drawn up by the police themselves (Leggett, 2005:597), so it can be regarded as an operational document that speaks pertinently to issues that the police have to do.

According to Burger (2005: 253), the National Crime Combating Strategy was designed to address the operational and organisational priorities. Operational priorities entail dealing with organised crime; serious and violent crimes; combating crimes against women and children;

and improving basic service delivery to all communities. While organisational priorities entail budgeting and resource management; and human resource management.

The implementation of the National Crime Combating Strategy was divided into stabilization phase that was supposed to run from 2000 to 2003 and the normalization phase that was supposed to run from 2004 to 2006 (Leggett, 2005:597). The first phase was launched on 1 April 2000 and was designed to target hotspot areas that had high crime rates. This was done through what was called “Operation Crack down” that involved the 145 police stations out of the then 1200 police stations nationally. These stations were selected based on the fact that they were contributing 50% or more of serious, violent and organized crime in the country. The identified police stations were then clustered into 32 crime combating zones (Burger, 2005:255). According to Leggett (2005:597) this phase included members of the South African Police Service and the military. Detectives were providing information to enable the other units to embark on intelligence-driven operations against organized crime. The goal of this phase was to stabilize recorded crime statistics in the 145 station areas by 2004 (Leggett, 2005:598).

According to Leggett (2005:600), police operations in these identified areas led to the reduction in crime levels that was confirmed by the then Minister of the police Mr. Steve Tshwete in 2002. Mr Tshwete’s sentiment was further repeated by his successor - Mr. Charles Nqakula at a conference on strategic challenges for South Africa, held at the University of Pretoria on 12 August 2003. He reiterated that the National Crime Combating Strategy had been successful in stabilising crime in the identified 145 police stations that were accounting for 50% of all crime in South Africa (Burger, 2005:266). However, no further pronouncements on the progress of the said areas were made and it is not possible to monitor this outside the South African Police Service because the national crime statistics is presented nationally and is not possible to drill it to specific areas without the help of the South African Police Service.

At the beginning of 2000, South Africa theoretically entered into phase two of the National Crime Combating Strategy that was termed “normalization”. This phase was designed to go beyond crime stabilization to crime reduction where an acknowledgement was made that the said process was to require social crime prevention, and it plans to deliver it through the technique of sector policing.

Sector Policing as an operational policing tool adopted in terms of community policing approach of the police in South Africa (South Africa Police Services Annual Performance Plan, 2009: 86), which is a composite of Community Policing in that it is based on geographical focus and is implemented through Sector Policing Forums, while Community Policing is implemented through Community Policing Forums (Leggett, 2005:600). As part of cooperative police-community relations, reservists are also being used to support the SAPS in combating crime. The reservist system provides for the active involvement of the community in policing and support a solution-oriented approach. According to Burger (2007:135), category D for Rural and Urban Sector Police Reservists was created by National Instruction 1/2002 on the South African Police Service so as to boost the implementation of sector policing.

4.5.4 South African Police Service Strategic Plan of 2004 – 2007

Strategic plan is the written four-year plan developed by the police in accordance with the revised Treasury Regulations which identifies the five departmental or financial programs on how the police planned to utilize their budget in pursuit of their key objectives. These departmental programmes are: administration; visible policing (which include sector policing); detective service; and crime intelligence (Burger, 2007:125).

The linking of sector policing and crime prevention to community policing is also emphasized by the Strategic Plan of the South African Police Service 2004 -2007, which states that crime prevention in South African is based on principles of community policing, that is communities in partnership with the police (Burger, 2007:133).The partnership referred to here is between the police officials appointed as a sector managers and sector community representatives. This linking is also evident from the Strategic Plan for the South African Police Service 2005 -2010, which focuses more on practical guidelines for the implementation and management of sector policing (Burger, 2007:133). According to the Strategic Plan, the implementation of sector policing is based on four pillars that will be discussed in chapter 5.

4.5.5 National Instructions on Sector Policing

To conceptualise sector policing and guide its implementation by the South African Police Service two critical national instructions were issued. These instructions clarify certain concepts

and provide step by step guidance on this implementation. These national instructions are:

Final Draft National Instruction on sector policing of 2003: Dixon and Rauch (2004:25) state that the Final Draft of the National Instruction on sector policing is a 20 pages document that makes a clear connection between community policing and sector policing. Sector policing becomes the practical manifestation of community policing. The Strategic Plan of the South African Police Service that is discussed above links sector policing and crime prevention to community policing and assert its objective as being to normalise crime (Burger, 2005:286).

This Final Draft National Instruction laid out the four steps of the implementation process of sector policing in South Africa. The idea behind breaking down the implementation process into clearly defined phases was to enable the stations to monitor the implementation progress and locate any challenges that may arise during this process (Maroga, 2004:3). These four phases that will be discussed in detail in the next chapter are the determination of sector boundaries; appointment of sector commander and sector team; compilation of the sector profile; and the establishment of the Sector Crime Forum.

This Final Daft National Instruction was replaced by the Policy Document 4 of 2005 on sector policing which was put much more clearer and more practical, but it changed the focus of sector policing from community policing to community safety although it kept on stressing to address the root causes of crime, and continues to link Sector Crime Forums to Community Policing Forums (Mudau, 2008:57).

National Instruction 3 of 2009: This is a 5-page document that gives a clear directive to all station commanders on how to implement the sector policing. This document has been issued to regulate the implementation of sector policing and was approved in July 2009. A guideline on implementation based on the National Instruction was circulated in October 2009 which clearly states the responsibilities of police role players on sector policing like the responsibilities of the station commander, sector commander, relief commander and shift sector team.

The South African Police Annual Report 2007-2008: Partnership between the community and the police was emphasized in this Annual Report (South African Police Service, 2007:50) in

which sector policing, as a problem-solving strategy, was seen as an enabling mechanism where the police and the community can join their capabilities so that in partnership they can launch projects to address the causes of crime, enabling factors of crime, identify hot spots and vulnerable communities.

According to Burger (2007:137), there is partnership between the police and other agencies like Justice, Crime Prevention and Security (JCPS), which coordinates interdepartmental crime prevention and security initiatives across the integrated justice system. JCPS has a big role of determining priorities for police department.

Other additional resources for sector policing: TheSouth African Police Service (2006:10) states that sector managers are strongly advised to recruit and make use of the following people as a force multiplier within the sector: Reservist - are recruited in terms of chapter 2 of the South African Reserve Police (National Instruction 1/2000) and category A reservist are utilized to form part of sector policing; Community patrollers - a community patroller is someone who gives some of his or her time to take responsibility to patrol within his or her community to help police make their community a safer environment to live in. Patrollers usually become the eyes and ears of the police because when they notice any suspicious activities and trouble spot in the area they notify the police; Permanent South African Police Service members residing in the sector but working elsewhere can also be used as multiple force power to be the eyes and ears of the local police; South African Defence Force members and Correctional Service members; Traffic law enforcers, Municipality Police Services, Metropolitan Police Department and local security guards within the sector.

4.6. CONCLUSION

Sector policing was conceptualized in South Africa as a strategy that forms part of the community policing which was designed to bring police services closer to the community by dividing the area of police stations into smaller manageable sectors and assuming geographic permanency. The geographical principle of community policing places this philosophy of community policing as forming part of the concept of sector policing in South Africa

The main reason for the establishment of sector policing in this country was to perform targeted visible police patrol in the small manageable sectors and ensure the rapid response to complaints and also paving the way for making community policing stronger and effective. Establishment of the Community Policing Forums (CPFs) was central to addressing the issue of mistrust between the community and the police. According to the Civilian Secretariat (2013:37) the issue of Community Policing Forums was established to serve the purpose of providing a platform for community concerns and perspectives regarding crime and safety to be taken on board during police planning at station level, and they were also established to function as part of the larger police oversight.

The most remarkable document in South Africa that was established was the National Crime Prevention Strategy of 1996, which was introduced to solve the problem of crime by involving all the spheres of government in partnership with civil society and private sectors, of which is evidence that the police cannot deal with the issue of crime alone. The White Paper on Safety and Security of 1998 which is now more than 15 years in operation, and is the document that contains the reference on the concept of sector policing, is now under review by the introduction of the Green Paper on Policing issued by the Civilian Secretariat for Police. This paper places sector policing under visible policing and elaborate the way visible policing can be conducted in order to achieve its objectives, one of them is sector policing (Civilian Secretariat for Police, 2013:27).

CHAPTER 5: IMPLEMENTATION AND CHALLENGES OF SECTOR POLICING IN SOUTH AFRICA

5.1 INTRODUCTION

It is clear that the concept of sector policing in South Africa has been accepted as a strategy that can bring the community and the police closer together in solving crime. This strategy of policing is focusing more on addressing the root causes of crime at a local level and trying to solve those problems together with the community by looking at all possible solutions that can suit the kind of problems to be addressed.

Many researches have been trying to check whether sector policing has a connection with the philosophies of community policing and discovered that it indeed has a connection especially in South Africa, some commentators like Dixon and Rauch (2004:26) align sector policing with crime prevention, community involvement, manifestation of community policing, improved service delivery and democratic policing. Steinberg (2004:10) on the other side called it an eclectic composite of innovations like problem-oriented policing and community policing. The London Metropolitan Police, where this concept came from was very conscious about linking sector policing with community policing in their guidance note on sector policing, in such a way that they avoided even to talk about community policing, although in South Africa there is a high evidence of linkage (Dixon & Rauch, 2004:9). Other commentators of community policing are failing to give a definition of community policing, they just indicate that community policing can mean different things to different people, but Pelser, Schnetler and Louw (2002:7) documented that the phrase of community policing is likely to mean ‘policing the community’, that is, law enforcement’s responsibility is to keep the community safe.

Community policing had been operational since the down of democracy in South Africa. The Interim Constitution of 1993 and the South African Police Service Act 68 of 1995 provided for the establishment of Community Policing Forums (CPFs) in every police station area (Dixon, 2007:167) of which it was the first practical step in the implementation process of the philosophy of sector policing as a practical manifestation of community policing in South Africa.

This chapter is dealing with the implementation and challenges of sector policing in South Africa since it was conceptualised, although sector policing is a tool designed for the proper implementation of community policing in this country, therefore it will be necessary to start with the implementation of community policing, then followed by step-by-step implementation of sector policing as a concept adopted in this country to bring community closer to the police. This concept does not work in isolation, as it includes the local sector role-players who are operating within the sector, some are supplied by the local government and the Department of Community Safety, so it will be important for this chapter to also look at the steps to be followed in order to establish and implement those local sector policing role-players structures. The challenges that block the implementation of sector policing to move forward will be discussed in this chapter, and lastly, each and every program or project that is introduced stands to be monitored and evaluated in order to check whether it is efficient, effective and or will be sustainable, so the steps of monitoring and evaluation will be dealt with in this chapter.

5.2 THE IMPLEMENTATION OF COMMUNITY POLICING IN SOUTH AFRICA

The Department of Safety and Security in April 1997 issued a Community Policing Policy Framework and Guidelines which was distributed to all the police training institutions in order to teach new students about the implementation of community policing. This document is guidelines for the practical implementation of community policing and provides step-by-step implementation process which are as follows (Department of Safety and Security, 1997:25-37):

Step 1: Establishment of the implementation committee

This committee should consist of the station commander, head of proactive and reactive policing, a Community Police Officer, a representative from each of the shifts, a representative from the detectives and the representatives from the community.

All these people have a duty to conduct an internal audit, organizing workshops to introduce the principles and practices of community policing, compiling a community profile, compiling a community policing implementation plan, mobilizing members of the community to join the

Community Policing Forum and educating members of the public on the principles of community policing.

Step 2: Internal audit

Once an implementation committee has been formed and its members briefed on the principles and aims of the community policing, an internal audit should then be conducted. The purpose of the internal audit is to: measure the current strategies, structures, culture and management styles at the police against the requirements of community policing. The audit should be done in terms of:

- crime analysis in the area, responding to calls for service,
- checking all community initiatives like neighbourhoods watch which are operational in the area and if there are existing then evaluate their relevance,
- checking the station management participation in the community policing strategies,
- checking the values of partnership, service excellence, discretion and problem-solving of members in the station,
- determining whether there are active partnership strategies like Community Policing Forum in the station.

Step 3: Reporting the findings of the audit

Once the audit has been completed, its findings should be communicated and explained to all members at the station and members should be allowed to make inputs towards the drafting of an action plan.

Step 4: Develop a comprehensive action plan

Once the findings have been reported then a comprehensive action plan should be compiled with the assistance of all the members at the station and such a plan should include goals, objectives, action steps, resources, responsibilities, time frames, and evaluation.

Step 5: Compile a community profile

Community policing should be tailor-made for the community in which it will be implemented by determining the needs, concerns and perceptions of the community. The community profile has the following advantages:

- It helps in organizing information about the community in a way which will be useful in planning policing strategies;
- It assists in the identification of crime problems and public safety issues expressed by local citizens and business owners;
- It assist in identifying key stakeholders and possible participants in the community-police partnership.

The whole SAPS organization had to change their structure after this philosophy of community policing has been distributed to all their institutions by firstly demilitarizing the structure and its ranks and align it to the requirements of community policing policy as stipulated in the Community Policing Policy Framework and Guidelines. Pelser (1999:9) emphasize that in 1997 the SAPS Head Office was restructured in such a way that a Partnership Projects subcomponent was established as part of a new division called the National Crime Prevention and Response Service, which underneath, created a subcomponent unit called Community Policing Desk, which was established for the following functions (Pelser, 1999:9):

- to develop the existing Policy Framework on Community Policing;
- to issue regulations, national orders and additional guidelines on community policing;
- to initiate national workshops on community policing and empower National and Provincial role-players on community policing;
- to manage Community Policing Programme Forum effectively;
- to take part in the practical projects aimed at achieving Priority 3 and 5 of the Police Priorities and Objectives for 1997/1998;
- to assist with the development of the training curriculum on community policing;
- to contribute on a regular basis to the reviewing of all training curricula and to integrate community policing into all levels of training;
- to contribute to the Service Delivery Improvement Programme;

- to establish continuous and regular communication on community policing down to police station level, and lastly; and
- to develop a Framework and Guidelines on Partnership Policing.

These functions of the desk above showed that the implementation of the philosophy of community policing should be the responsibility of the Provincial Office of the South African Police Service headed by the Provincial Commissioner to establish the Community Police Forums in the stations as stated by sections 19(1) of the South African Police Service Act 68 of 1995. Provincial Commissioners then appointed the Provincial Community Coordinators in the nine provinces to liaise with all stakeholders and also to establish cluster and station level Community Police Officers and Community Police Forums (CPFs).

As mentioned previously, community policing has been the official policing philosophy of the South African Police Service since in 1994 and sector policing was seen as an ideal strategy in developing modern, democratic policing style for the present century (South African Police Service, 2004:4). Immediately after one year of the Department of Safety and Security issuing Guidelines for Policy Framework of 1997, then the SAPS came up with the 1998 Guidelines on Sector Policing developed as part of the Programme Johannesburg which were guiding the process of the implementation of the concept of sector policing throughout the country and gave it a clear definition which is the same as the 1998 White Paper that describes it as a method of policing in a smaller, manageable geographical areas within a police precinct, which involves all role-players in addressing the root causes of crime as well as the enabling and contributing factors, in order to ensure effective crime prevention (Mahuntse, 2007:25).

5.3 THE IMLEMENTATION OF SECTOR POLICING IN SOUTH AFRICA

The Draft National Instruction (2003) on Sector Policing is a document that lay out a step-by-step approach to the implementation of sector policing in South Africa. It clearly stipulates the following guidelines that should be followed in the implementation of sector policing:

5.3.1 Phase 1: Determining the boundaries of the sectors

The demarcation of the geographic sectors within the local police station area must be in discussion with the local SAPS management, the CPF chairperson and the Head of Reservists. The main criterion for deciding on sector size and boundaries should be manageability of the sectors for the envisaged sector managers. Demarcated sector must be realistic and sectors should not be too big or too many to ensure manageability (Maroga, 2004:3).

The following practical criteria must be followed when determining the boundaries of sectors (South African Police Service, 2004:13):

- Alignment with the Crime Administration System (CAS) blocks.
- Alignment with Municipal wards.
- Geographical size and topographical features such as mountain ranges and rivers.
- Infrastructure such as roads, bus-and taxi routes and terminals, main roads, and railway lines.
- Demographic features and common needs of the various community interest groups, such as population size, cultural diversity, suburbs
- Available community resources,
- Sectors should not be too big and it should cluster community interest groups with homorganic interest, needs and problems together,
- Sectors must be objective and realistic to ensure manageability of both the police and appointed sector commander

5.3.2 Phase 2: The appointment of sector manager and team

In this phase the station commander's duty is to appoint a sector manager and at least one assistant manager (Deputy) for each sector, and the recruitment of reservists to engage in sector policing tasks. The manager is envisaged to be a full time member, and the assistant manager would be reservist or members of the local CPF. The selection panel should consist of the station commander, the crime prevention commander, the head of the reservists and if there is a need of additional member, a psychologist or any person that the station commander may add into the panel. After appointment, he or she has the following crucial duties (South African Police Service, 2004:15):

(a) To introduce and establish the concept of sector policing in his or her sector.

(b) To compile a sector profile.

(c) To manage the sector to achieve the objectives of sector policing, which include:

- the establishment of a Sector Crime Forum (SCF), consisting of identified stakeholders and build an effective management. He or she can do that by following the guidelines provided in the Policy Framework on Community Policing;
- identifying the causes of crime and contributing factors to crime in his or her sector in consultation with the SCF as well as the sector's policing needs in respect of improved service delivery and police community relations;
- identifying the need for crime prevention operations or projects and he or she must communicate it with the station commander;
- he or she must act as a liaison between the sector community and the station management but must take care not to become an alternative reporting point for the sector community;
- he or she must establish a two-way communication between the role-players in the sector and the management of the station;
- he or she must identify suitable candidates and initiate the process to appoint sector teams, which will assist him or her in mobilizing and organizing the sector community; and
- he or she must attend SCF meetings of his or her sector and also both of them (with the SCF representative) attend a Community Police Forum meeting.

5.3.3 Phase 3: Compiling the sector profile

After phase 2 has been completed the sector manager should compile a sector profile, which is the planning tool that will provide a direction to the police in identifying the needs, concerns, perceptions and ability of sector communities. This profile should include details of prominent people and important groups like members of the SCF in the area, population and other

demographics, and crime trends in the sector area. This will assist the manager and assistant/s to familiarize themselves with the sector and with planning and prioritization. It will help in the identification of the root causes of crime within that area, factors inhibiting effective crime prevention, and partnerships with community based organizations or non-governmental organizations (Maroga, 2003:14).

5.3.4 Phase 4: Establishment of a Sector Crime Forum

Immediately after a sector crime has been compiled then the station commander must arrange a meeting so as to establish a Sector Crime Forum which can link to the CPF, which is a statutory-constituted body, and the station commander must also give the reasons for the establishment of such forum. For this forum a secretary and a chairperson need to be appointed by the participants. Their activities will include monthly meetings, identification of crime prevention strategies and co-ordination and implementation of sector policing activities (Maroga, 2003:14). The South African Police Service Interim Regulations for Community Police Forums and Boards must be followed in terms of election process (South African Police Service, 2004:18).

Maroga (2004:2) is of the opinion that the issues of Sector Crime Forums, which were mentioned in the previous chapter, are grounded within the same core elements that underpin community policing, that is:

- Service orientation: the provision of a professional policing service, responsive to community needs and accountably for addressing these needs.
- Partnership: the facilitation of a co-operative, consultative process of problem-solving.
- Problem-solving: the joint identification and analysis of the cause of crime and conflict and the development of innovative measures to address them.
- Empowerment: the creation of joint responsibility and capacity for addressing the needs.
- Accountability: the creation of a culture of accountability for addressing the needs and the concerns of communities.

5.3.5 Phase 5: Activities and monthly meetings of the Sector Crime Forums

The ongoing management of the sector would require the sector manager to participate in daily meetings of the station concerned with crime combating, and to liaise regularly with other components of the SAPS, as well as to share information and build partnerships with a wide variety of stakeholders and to initiate crime prevention or safety-promotion projects (Dixon & Rauch, 2004:25). The most important activity that the sector commander must not forget is to sit on the daily basis at the Station Crime Combating Forum (SCCF) meeting in which he/she would report the identified problems from his or her sector and initiate crime prevention strategies or projects to address the relevant problems.

5.3.6 NATIONAL INSTRUCTION 3 OF 2009

This is the last document so far issued by the SAPS on the implementation of sector policing. It is a 5-page document that gives a clear directive to all station commanders on how to implement sector policing. This document has been issued to regulate the implementation of sector policing and was approved in July 2009. A guideline on implementation based on the National Instruction was circulated in October 2009 which clearly states the responsibilities of police role players on sector policing as follows:

Responsibility of Station Commissioner: Subject to the guidelines issued by the Divisional Commissioner of Visible Policing, a station commissioner must (National Instruction 3/2009:2):

(a) Establish sector policing in his or her station area and have overall command of the process at his or her station;

(b) After consultation with the operational role-players, designate a permanent member as sector commander for every sector and designate members to form a sector team for every sector; and

(c) Designate an employee as a sector coordinator who must consolidate all the reports of various sectors. Worth noting is that the sector coordinator was not mentioned in the Final Draft National Instruction of 2003. The responsibilities of

this person are to interact with sector commanders, relief commanders, operational commanders and other role-players.

Responsibilities of Sector Commander: A sector commander must co-ordinate all sector policing activities within his/her sector (same as in the Draft National Instruction of 2003 discussed above).

Responsibilities of a Relief Commander: The relief commander must (National Instruction 3/2009:2):

(a) subject to the directions of the station commissioner, the relief commander briefs role-players on parade for any information received from Crime Intelligence and sector reports;

(b) post sector role-players as needed per sector and debrief members on operational needs;

(c) designate an operational commander for every sector;

(d) ensure that every operational commander compiles a sector report at the end of each shift; and

(e) assist sector commander to brief sector role-players on operational needs.

Responsibilities of Sector Operational Commander: The sector operational commander must perform all operational policing activities within a sector during a shift and report directly to the relevant relief commander and compile a sector report after the shift.

Responsibilities of Shift Sector Team: The sector team must (National Instruction 3/2009:2):

(a) focus on visible policing to prevent crime;

(b) render a response service including attending to complaints;

(c) perform crime prevention or combating operation, which includes stop and search, cordon and search; and

(d) perform additional functions such as visiting empty premises, doing crime awareness, collecting information, disaster management, and investigation of crimes.

The South African Police Service Annual Performance Plan of 2009/2010 (South African Police Service, 2009) states that sector policing has been implemented in all 169 high-contact crime stations. It goes further by stating that for the police station to be regarded as having fully implemented sector policing it should be complying with the following:

- It should have been divided into sectors to ensure community participation;
- Should have appointed sector commander for those areas to take full control of all policing activities, including specific projects, crime prevention actions, police patrols meetings, community involvement, etc.
- Have established Community Police Sub-Forum within each sector to assess the successes and initiatives implemented, to provide crime-related needs, and trends, to facilitate partnerships, and to identify the measures that all the relevant role-players must take to address crime jointly; and
- A dedicated team comprising SAPS members, the Traffic Police, street committees and other relevant law enforcement officials are designated to a sector in accordance with the operational policing needs of that specific sector.

This document further provides three phases of the implementation of sector policing in which the first two phases are the same as in the Final Draft National Instruction of 2003, but added the third one which was not listed in the Final National Instruction of 2003. The following phases are (National Instruction 3/2009:3-4):

Phase 1: Determine the boundaries of the sectors

After thoroughly analyzing the station profile, the station commander must, in consultation with operational role-players and relevant community representatives, divide his or her station area into sectors.

The following factors must be taken into account in determining sector boundaries:

Resources: this includes the available human and other resources at the police station to address the policing needs of the sector.

Geographical size and topographical features: A sector must be of the manageable size and must be aligned with CAS block, municipal wards, magisterial boundaries, mountain ranges, and rivers.

Infrastructure: this includes the road infrastructure, bus-and taxi routes and terminals, main roads, railway lines, medical facilities, military bases, and the presence of a municipal police service.

Demographic features: this includes whether an industrial, residential or business area, farms, small holdings, village or recreational areas, are located in the station area.

Community needs: this includes the population size and cultural diversity of the area.

Phase 2: Compiling a sector profile

This is the responsibility of an appointed sector commander of every sector to compile a sector profile of his or her sector by using the station profile as basis and it must be regularly reviewed to provide for changes that might occur in the community

Phase 3: Selecting and posting of sector teams

A relief commander must, in cooperation with the sector commander, select and post sector teams in every sector to perform police patrols and render policing services to the community, including responding to complaints.

5.4 THE IMPLEMENTATION PROCESS OF LOCAL SECTOR POLICING ROLE-PLAYERS

After National office of the South African Police Service had issued a National Instruction 3 of 2009 they discovered that there was confusion with regards to the functioning of the local sector policing role-players, and then they identified a need to develop Guidelines for Local Sector Policing Role-Players, which are initiatives understood to be community-orientated activities supported by the local police which aims to prevent crime. These include activities such as patrol groups (sometimes called patrollers), street committees and neighbourhoods, or any other activities aiming at protecting their own residents and safeguarding the areas in which they live (South African Police Service, 2010:1).

This Draft Guidelines document provides the step-by-step on the implementation process of the establishment and implementation of the structures mentioned above as (South African Police Service, 2010:1):

Step one – the sector manager has got a responsibility again here to assess whether there in a need to establish the local sector role-players structures in his or her sector and if there is a need the sector manager must indicate this to the station commander.

Step two – once the sector manager has identified the need for local sector policing role-players, he or she should convene a meeting in partnership with the Community Police Sub Forum, crime prevention head and the station commander and compile a list of all names addresses and contact numbers of everybody who attended the meeting. The sector manager must advise the community to elect members who will -

- be keen to participate in the operational activities of the local sector policing role-players structure,
- be willing to influence fellow community members to get involved,

- be creative and willing to plan crime prevention activities,
- deal with the localised problems that the structure may encounter,
- work closely with the sector manager,
- be willing to meet with other government agencies and role players, and
- be a champion of the process to ensure sustainability.

Step three: - the elected local sector policing role-players executive committee, in consultation with the sector manager, the crime prevention head and or station commander, must write a mission and vision statement for the local sector policing role-player's structure which will describe the Constitution, Code of Conduct and its operational procedures. The Constitution must reflect the aims and objectives, composition, duties, membership, and management of funds of the sector policing role-players structure.

Step four: - the sector policing role-players structure should hand in a typed application to operate at the local Community Police Sub Forum (which is affiliated to the local CPF) and provide them with:

- their Constitution and Code of Conduct,
- the name of the local sector policing role-players structure,
- a descriptive map of the sector, which include their operational area, demarcation, residences, flats and business where they intend to operate,
- the names, addresses and contact numbers of the members of the local sector policing role-players structure who will be delivering services in the demarcated area, and
- the names, addresses and contact numbers of the executive committee members.

Step five: - the functioning and activities of the sector policing role-players must be overviewed in this last phase. Once the local sector policing role-players structure has been identified and prioritised, the members of the structure can determine the best action to be taken such as special patrols and can also initiate crime prevention strategies and community engagement projects.

Once all the stages have been complied with and the implementation process finalized the sector manager must empower the local sector policing role players with the basic knowledge of the Constitution of the Republic of South Africa 86 of 1996, Criminal Procedure Act No.51 of 1977, South African Police Service Interim Regulations for Community Police Forums and Boards promulgated by GNR384 of May 2001, Crime Scene Management and the Promotion of Information Act No. 2 of 2000.

5.5 CHALLENGES OF SECTOR POLICING IN SOUTH AFRICA

There has been lots of debates about the implementation of sector policing in South Africa, the Parliamentary Portfolio Committee on Police questioned the then National Commissioner of police - General Bheki Cele - about the delay in the implementation of sector policing (Parliamentary Portfolio Committee, 2011). The response to this delay was presented by Lieutenant General Sehlahle Masemola, who stated that the police were still busy with the implementation of sector policing but this implementation is hamstrung by the shortage of personnel and vehicles.

Still in the year 2011 Joy Munneke made a research for sector and community policing in Westville and Sydenham around Durban and discovered that they were still talking about the challenges of implementing sector policing, their main challenge was the manpower and the vehicles to start with the proper implementation, one SAPS officer was quoted saying (Munneke, 2011:32):

'…for sector policing to be implemented you need one sector commander with his own vehicle, one co-sector commander with his own vehicle, two detectives with their own vehicles, two officers to attend to complaints, two crime prevention members, so eight members per sector. At the moment we do not have the capacity'

When the Parliamentary Monitoring Group chaired by Mr. Themba Godi also questions that lack of progress in the implementation on 30 June 2009, it transpired that there was no approved policy on sector policing it was only the draft that could not be applied as a one-size-fits-all approach for all stations. The aim was to review the policy and then provide guidelines for the stations to follow (Parliamentary Monitoring Group, 2009). It was only in July 2009 that the National Instruction 3/2009 came into being as a proper document which guides the implementation of sector policing in South Africa.

Gordon (2001:138) claims that the problems of community policing started when the management of the SAPS established the CPFs after the few years of democracy and the general support of them was rare especially in the black townships whereas in the white neighbourhoods which these forums are flourishing due to their funding and support. Gordon (2001:139) further states that in one of the CPF meetings she attended there was a shortage of stationery for taking minutes and other lack of resources like equipments are the reason for the decline of the CPFs.

The other problem of declining of the CPFs in the country is when police resist criticism of their behaviour and do not want members of the CPFs to monitor them because they see CPFs as valuable intelligence-gathering sources of information and which to confine their activities to collecting information about ‘hot spots’ and pointing out suspects in the area.

A frequent complaint about CPFs in most black areas is that their members are not truly representative of community, sometimes the police choose the rich people and they will communicate with them leaving the poor ones (Gordon, 2001:140). Pelser, et al. (2002:6) support Gordon that CPFs have a very limited public reach and cannot be considered representative of the community in which they function, and do not appear to engage with their core functions in the manner outlined in the policy and legislation. These researchers provided a brief summary of the obstacles faced in the proper implementation of community policing as (Pelser et al, 2002:22):

- lack of personnel and physical resources;
- lack of support from supervisory structures;
- view in the SAPS that community policing is the function only of the Community Police Officer;
- lack of general community participation;
- lack of detectives service to participate in the community policing; and
- politicisation of community policing through CPFs.

Steven and Yach (1995:88) also added, under internal challenges of the SAPS, that the lack of proper training for members in community policing is a damaging effect on policing and also on the implementation of this strategy, as all the training institutions of the SAPS are still practising military style of training. Recently in the media there were numerous reports of incidents of police brutality and abuse of authority. Among the more prominent incidents was the assault and killing of Andries Tatane by members of Public Order Policing Unit (POP) during a protest march in Ficksburg, Free State, on April 13, 2011, were the SAPS announced that all members of the POP unit would undergo a refresher course (Burger, 2011:14).

Most criminologists and the police officials believe that the decline of the CPFs is caused by factors that CFPs have not been successful in their operation (Gordon, 2001:141), whereas on the other side the CPFs, see police as corrupt and involving themselves with criminals, and therefore find it difficult to supply information to them which will not help anyway (Gordon, 2001:146). Pelser (1999:11) is of the opinion that the issue of trust between the police and the community is a complex issue as it functions both as a measurement of policy impact, as well as a precondition for community policing.

Maroga (2003:15) pointed out that the challenges to the effective implementation of sector policing are:

- a lack of common understanding as to what exactly sector policing entails;
- a shortage of sector managers who are adequately trained for managing a sector and mobilising relevant stakeholders;

- inadequate resources (such as vehicles and cellphones), for sector managers to function efficiently and effectively;
- ensuring accountability especially in bigger stations;
- some SCFs are experiencing similar problems to CPFs in trying to mobilise members of the community to volunteer of their time to attend meetings and get involved in activities.

According to Maroga (2004:4) when a new policy is initiated there is bound to be some challenges in the initial stages of implementation. In her research she highlighted the following challenges:

- **Sector Crime Forums and Community Policing Forums**

  Currently, there is a lack of common understanding as to what is sector policing, and how sector crime forums differ from community policing forums. The National Instruction states that SCF and CPF have to work in collaboration with CPF acting, as a statutory body and SCF as an operational body. The biggest concern now is the incorporation of sector policing into the mainstream policing function, while community policing and CPF's are still perceived as an add on function to police work.

- **Demarcation of sectors and Sector Crime Forums**

  The national draft is ambiguous concerning the demarcation of sectors and overlooks certain aspects that may hinder the effectiveness of sector policing. In an instance whereby the demarcation of sectors is not aligned with the existing municipal wards demarcations, the stations are likely to find themselves faced with the following problems: SCF meetings require the attendance of all stakeholders within the community including the local councillors, and metro police representatives. Thus meaning that if there are six sectors within an area these parties will attend 6 different sector meetings in a period of a month and also a CPF meeting. The primary concern arising from this instance is, will these parties sustain their active participation in sector policing, considering their current workload and demand sector policing calls upon them.

- **Sector-to-sector collaboration**

  The second challenge is concerning the relationship between the sectors. The efficiency of sectors to be determined by the crime rate, then that is likely to give rise to competition rather than collaboration between the sectors. Competition can be bad or can be good. Good in the sense that it will create a threshold or a baseline of performance for the sector managers. However, it can also lead to a situation whereby sector managers are reverting back to a reactive policing or informal policing styles in an attempt to reduce their crime rate and achieve their set performance indicators.

- **Selection of Sector Managers**

  The Draft National Instruction on sector policing provides for the appointment of a sector manager, preferable a fulltime police officer. It also makes a provision for the appointment of a reservist when a police official is not available to take up that position. However the draft does not outline the selection criterion. The only criteria for appointment is that he or she should possesses a range of skills, creativity, communication, presentation and marketing skills, problem-solving abilities, planning and facilitation skills, and the capacity to team manage in a multicultural environment (Dixon & Rauch, 2004:56). The challenge here is that it is rare to find such versatile people in the SAPS.

  Another challenge for the selection of sector managers is that they must be available on a 24-hour call. The national draft does not take into consideration the situations whereby a sector manager resides in Pretoria and works in Johannesburg. It will not be possible for that officer to be available on a 24-hour call. Sector policing is also relying on Reservists in order for it to be successful but most of the Reservists have other jobs in private sectors and may not be available on a fulltime basis, which can be a big challenge for the SAPS.

- **Community participation**

  Another challenge facing sector policing is mobilizing community members and ensuring that Sector Crime Forums represents the needs of various groups within the sectors. If

Sector Crime Forums fail to mobilize the community, they are likely to find themselves in a similar trap as Community Policing Forum.

Maroga (2003:15) also mention some challenges to the effective implementation of sector policing which were raised by the Johannesburg Area Board workshop as:

- A lack of common understanding as to what exactly sector policing entails.
- A shortage of sector managers who are adequately trained for managing a sector and mobilizing relevant stakeholders.
- Inadequate resources (such as vehicles and cellphones with airtime) for sector managers to function efficiently and effectively.
- Ensuring accountability is one of the potential challenges of sector policing, especially in bigger police station. Station commanders are likely to find it difficult to adequately monitor all sectors, given their workloads.
- Some SCFs are experiencing similar problems to CPFs in trying to mobilize members of the community to volunteer of their time to attend meetings and get involved in activities.

Steinberg (2004:4) elaborates that despite the success of the implementation of sector policing on the West Rand, his study identified several recurring problems which are:

- some SCFs were established in West Rand but were working poorly because the sector was to socially diverse and in some instances, the SCF were used to express and deepen civilians' alienation from the South African Police Service;
- in regard to the policing of some institutions – illegal shebeens in particular – police culture was proving unable to absorb the philosophy of problem-oriented policing; and
- patrolling of the same places by the officers develop a relationship between police and offenders which then hinders the service delivery.

Buthelezi (2010:92) also highlighted some challenges in the implementation of sector policing at KwaNongoma Police Station, where he stresses the lack of monitoring and regular feedback by the Provincial Office which is also a big challenge facing the entire SAPS, although guidelines

for monitoring and evaluation of sector policing were provided in by the South African Police Service (2004:26) that once the whole project of the implementation of sector policing has been completed it should be evaluated by including the following aspects when the evaluation process is done:

- sector managers should make sure that all the steps are evaluated;
- the process of evaluation should have an element of development within it;
- evaluation must take place as soon as possible after implementation. This can ensure that important points are not forgotten.

The Draft Divisional Instruction on Sector Policing (South African Police Service, 2006:9) confirms that the strategy of sector policing should be monitored and evaluated by the SAPS Division Visible Policing together with the Evaluation Services so as to check whether it is working or not. It also gives the Provincial Commissioners further responsibility to:

- monitor and evaluate the implementation of sector policing in their respective provinces; and
- gather, verify and supply the required information pertaining their findings to the database of the Divisional Commissioner: Visible Policing.

This Division: Visible Policing is responsible for providing a proactive and reactive policing service and regarded as a line function with subcomponents like:

- Social Crime Prevention, which deals with crimes affecting the social fabric of society (crimes against women and children).
- Police Emergency Service, which deals with crime in progress, services like Dog Unit, Mounted Services, Hostage and Suicide Negotiators, Divers and uniformed units, such as 10111 Centres and Flying Squad.
- Crime Combating Operations like sector policing, reservists, municipal police and closed-circuit television surveillance.

The Organisation for Security and Co-operation in Europe (2008:59) gives general criteria for evaluating sector policing implementation processes that will assist to check whether it is

relevant, efficient, effective, does it have an impact of crime and is it sustainable as a strategy (see Box 1 below).

Relevance: The extent to which the sector policing implementation measures are suited to the priorities and policies of the target groups, recipients and donors.

Questions to be addressed:

- to what extent are objectives of the program still valid?
- are the activities and outputs of the program consistent with the overall goal and the attainment of its objectives?
- are the activities and outputs of the program consistent with the intended impacts and effects?

Effectiveness: the extent to which project attains it objectives.

Questions to be addressed:

- to what extent were the objectives achieved / are the objectives likely to be achieved?
- what were the major factors influencing the achievement or non-achievement of the objectives?

Efficiency: measurements of the qualitative and quantitative output in relation to the inputs. This requires comparing alternatives approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

Questions to be addressed:

- were activities cost-efficient?
- were objectives achieved on time?
- was a program or project implemented in the most cost efficient way?

Impact: the positive and negative changes produced by sector policing initiatives, directly or indirectly, intended or unintended.

Questions to be addressed:

- what has happened as a result of the program or project?

- what difference has the activity made to the beneficiaries?
- how many people have been affected?

Sustainability: the measurement of whether the benefits of an activity are likely to continue after donor funding, external advice and supervision have been withdrawn.

Questions to be addressed:

- to what extent did the benefits of a program continue after donor funding ceased?
- what were the major factors that influenced the achievement or non-achievement of sustainability of the program

Box 1: Source: Organisation for Security and Co-operation in Europe (OSCE) (2008)

Despite all the challenges in the implementation of sector policing in South Africa Maroga (2003:14) is of the opinion that the successful implementation of sector policing could yield the following benefits if it is properly implemented:

- 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 enhanced manageability, given that the precincts will be divided into smaller areas;
- more effective and efficient policing response to community complaints and emergencies;
- better cooperation between the police and communities at local level to address specific crime problems (Maroga, 2003:14-15).

Bezuidenhout (2011:21) also see a future of sector policing as a law enforcement strategy in South Africa after South African Police Service issued a very clear guidelines in the form of the National Instruction 3/2009 on Sector Policing, but, provided that it is marketed in the proper way by putting signboards at each of the main entrances to the sectors which displaying the contact details of the relevant police station, the necessary contact details of the station and

sector manager, which can help in providing the communities in the sector with quick access to the relevant sector manager and the patrolling vehicles (Bezuidenhout, 2011:22).

5.6 CONCLUSION

It is clear that the concept of sector policing in South Africa is included in the philosophies of community policing yet community policing has been the official policing philosophy of the South African Police Service since 1994, although many commentators of community policing failed to give a clear definition of it, but the SAPS decided to link sector policing with this philosophy that had an unclear definition. It is understandable that during 1994 to 1996 it was the year during which the philosophy of community policing was introduced. The Interim Constitution of the Republic of South Africa of 1993 took the philosophy further by providing for the establishment and functioning of CPFs and did not give the essential elements of community policing (Burger, 2007:97) state that the Department of Safety and Security in 1997 came with the good document called Community Policing Policy Framework and Guidelines for the establishment of CPFs and the implementation of community policing. Since then when South African Police Service talks about community policing it talk only about CPFs.

The implementation of sector policing depended on the election of the multi-skilled personnel who can be able to establish Sector Crime Forums that will link to the CPF and also mobilise community to join this structures so as to discuss and identify all the crime problems in the area that has been demarcated into smaller and manageable areas. The SAPS in its National Instruction 3/2009 added some people for specific responsibilities that were not included in the Draft National Instruction of 2003 which increases the number of members in the execution of sector policing duties.

The Department of the Police, which is also referred to as the SAPS, after implementing the concept of sector policing identified some confusion with regards to the functioning of the local sector policing role-players with their roles and responsibilities, then issued guidelines for the step-by-step implementation and functioning of their duties as ‘eyes and ears’ of the police in the sectors, which assisted in the proper implementation of sector policing.

Implementation of sector policing, as an add on to community policing, has different challenges succumbing its implementation since it is a strategy that is still tested whether it brings the community closer to the police or not, but some of the challenges – like police failing to control demonstration - are creating a divide between the police and people who are still healing from the wounds of apartheid in this country. Some commentators are of the opinion that even if though there are still hiccups in the implementation of sector policing in South Africa but there is a future for it, provided that SAPS take it as a priority.

CHAPTER 6: RESEARCH DESIGN AND APPROACH

6.1 INTRODUCTION

This chapter discusses the details of how the research was conducted, the research methods, the sampling, the population, the data collection methods, as well as the data analysis that were used in this research. It concludes by addressing the ethical consideration of the study, as well as validity and reliability.

6.2 RESEARCH DESIGN

Flick (2011:65) describesresearch design as a plan for collecting and analyzing evidence that will make it possible for the investigator to answer whatever questions he or she has posed, and it also provide structure that informs the researcher as to which theories, methods and instruments the study will be based on and also a plan or structure for selecting participants, research sites and data collection procedures to answer the research questions and bring credible results (Seabi, 2012:81)..

Creswell (2009:5) identified three components entailed in the research design and referred to them as philosophical worldviews which help to explain why a researcher should choose either qualitative, quantitative or mixed methods. Qualitative method helps the researcher to understand the phenomenon or issue to be explored. This method allows the researcher to also be a participant in the research (Bui, 2009:12). Quantitative research on the other hand comprises experimental, quasi-experimental and non-experimental design, whereas mixed-methods design combines both qualitative and quantitative research approaches in a single study.

The research design that was used in this study is qualitative research design. The advantage of choosing this research design was that it involves one-to-one interactionand takes place face to face, or over the telephone (Mason, 2002:63), and it also involves open-ended or semi-structured interviews, which are typically tape-recorded and transcribed (Delvin, 2006:54). This

was because the focus of this research was to analyse the implementation of sector policing and establish its operation and impact in crime prevention and crime combating. The interpretivist approach was employed in this research because the researcher was listening to the respondents' interpretations, perceptions and understanding of sector policing. According to Mason (2002:56), interpretivist approach entails seeing people, listening to their interpretations, perceptions, meaning and understanding of a specific phenomenon.

6.3 TARGETED POPULATION AND SAMPLING

Soweto is the biggest township in South Africa and is comprised of 12 police stations (excluding satellite stations like Dube and Doorkop). These police stations have been divided into clusters forming Moroka Cluster with 7 police stations, and Orlando Cluster with 6 police stations. At the present moment one (1) Commander is leading the two clusters since cluster commander of Moroka went on pension.

There are 49 demarcated sectors that are operational on the 24-hour basis. All 49 sectors formed part of the targeted population, however only 8 police stations were sampled in Soweto due to the uniqueness of their area of policing, as some have informal settlements, some have big demarcation and some have luxurious dwellings. This entails taking 4 sectors in each police stations sampled. From each sector sampled, a Station Commander, Sector Manager, shift operational police officers and Chairperson of the Community Police Forum were selected as participants.

Purposeful sampling was used, which according to David and Sutton (2011:232) involves the selection of participants based on the judgment that they hold specific knowledge on the issue. All the indicated categories of people that were interviewed have knowledge on sector policing because it forms part of their job description in their respective sectors.

6.4 DATA COLLECTION

Interviews were used as the data collection instrument in this qualitative study. Marshall and Rossman (1999:108) describe interviewing as purposeful conversation that may be used as one of the methods that could be used to collect information in a study. Semi-structured interview was selected in this research because it allows the researcher to be flexible, perhaps following up leads or areas of interest that were not initially anticipated (Westmarland, 2011:117). The interview schedule was divided into four categories, which is the interview with the selected station commanders, sector managers, shift operational teams (those that are on sectors during their shifts), and Chairpersons of Community Police Forum which Sector Crime Forums are reporting to them, and also they are representing the community as the whole. Semi-structured open-ended questions were used to obtain information from the respondents.

Table1: Details of participants

	Station Commander	Sector Commander	Shift Operational Officer	Chairperson of CPF
Number sampled	8	16	32	8
Age	between 45 and 60 years	between 38 and 50 years	between 23 and 50	between 42 and 60
Race	1 white male	1 Indian male	24 black males	8 black males
Gender	2females 6 males	16 black males	8 black females	8 black males
Rank	Brigadier	2 captains 1 lieutenant 6 warrant officers 7 constables	8 warrant officers 4 sergeants 18 constables	No ranks

The questions asked the responded were mainly related to the implementation of sector policing in their jurisdiction and also finding out about their challenges in the execution of sector policing in their area. Shift operational sector teams were interviewed immediately during their on-duty parade, after seeking permission from their shift commanders. Sector managers were interviewed during the day since they are available during the day, provided if they are out attending meetings after work. Some of the Station commanders preferred to be interviewed in the afternoon when it was not busy at their stations. Chairpersons of Community Police Forums were interviewed during the day and some were interviewed late after work because they felt that it is conducive to be interviewed at their place of residents, some does not have offices for privacy and vehicles.

Data was obtained using a voice recorder in which all the participants were recorded and transcribed in the notebook word-by-word in case the voice recorder gets lost. All the interviews were conducted individually at the office in their place of work, some during the day and some at night during their night duties, except two chairpersons of Community Police Forum, who wanted to be interviewed at their place of residents because they did not have keys to offices for CPF's members and transport.

The respondents were requested to switch off their personal mobile cellphones while the interview was conducted, although some few members objected to switch off their cellphones because of their personal reasons, therefore their interviews were always interrupted due to incoming calls that resulted in stopping the recording several times inorder for the members to finish talking on cellphones.

It was not difficult to interview the respondents because the researcher introduced himself with his rank and informed them that he is a postgraduate student with the University of South Africa and he is not from the media since there is a protocol when a member of the police has to undergo interview. Some of the station commanders requested to see a permission letter granting the researcher to conduct research, when they saw the signature of the Major-General Nkuna they then became at ease. Application to conduct research was emailed to the National Research Unit of SAPS in Pretoria and the response took a long time to come, then the researcher opted to the permission given by commander of the two clusters, Major-General Nkuna.

6.5 DATA ANALYSIS

This step in the research involves reducing the volume of raw information, sifting significance from trivia, identifying significant patterns and constructing a framework for communicating the essence of what the data reveals (Schurink, Fouche & De Vos, 2011:397). Once all the raw data have been received in words it was sorted and ordered in the way that it was easy to analyse and process.

The goal of data analysis in qualitative data is to summarize what has been seen or heard in terms of common words, phrases, themes or patterns that would aid the understanding and interpretation of that which is emerging (Maree, 2007:6). An analysis involves coding, which is the process of taking raw data and raising it to a conceptual level (Corbin, 2008:66). The heart of coding is therefore the breaking down of the data, study its components,investigating its importance and interpreting its meaning (Bailey, 2007: 9).

In this study the data was analysed according to Creswell (2009:185) steps which are as follows:

1. Organize and prepare the data for analysis.
2. Read through all the data.
3. Begin detailed analysis with a coding process.

4. Use the coding process to generate a description of the setting or people as well as categories or themes for analysis.
5. Advance how the description and themes will be represented in the qualitative narrative.
6. Make an interpretation or meaning of the data.

The researcher, in short, collected data using a voice recorder and transcribed the data into words by writing it down and sorted it according to categories of the respondents for easy analysis which took the researcher about ten (10) days to transcribe it. Data was then coded according to categories of interviewed respondents so as to make sense of it. The categories were then marked for easy access and to make sure that the findings from the interviews are accurate and valid.

6.6 VALIDITY AND RELIABILITY

Qualitative reliability indicates that the researcher's approach is consistent across different researchers and a different project (Creswell, 2009:190), also suggests several reliability procedures as follows:

- All the transcripts were checked to make sure that they do not contain obvious mistakes made during transcription.
- Make sure that there is not a drift in the definition of codes, a shift in the meaning of the codes during the process of coding. This can be accomplished by constantly comparing data with the codes and by writing memos about the codes and their definitions.
- Cross check codes developed by different researchers by comparing results that are independently derived.

The validity of an instrument refers to the extent to which it measures what it is supposed to measure (Maree, 2007:216). The questions that were used for the interview were piloted with the corresponding categories of the respondents to make sure that they are relevant and they test what they are designed to test.

6.7 ETHICAL CONSIDERATIONS

Research ethics refers to the application of moral code of conduct when human participants are the focus on empirical research Biggam (2011:248). The researcher followed UNISA Policy on Research Ethics (2007) with the following principles:

- The principle of voluntary participation in research, implying that the participants had to withdraw from the research at any time. The participant may for example refuse to answer any question, and be interviewed or participate in the focus group at reasonable time. All participants were sensitized before the research that this was voluntary and they are free to withdraw their participation at anytime should they not be satisfied with the whole process.
- The principle of informed consent, referring to the fact that the research participants were fully informed about the research process and purpose. A consent form was distributed to all participants prior to interview and they all signed it and they gave consent to participate in the research. That was after an initial explanation of the research topic, benefits and the risks involved.
- The principle of safety in participation was guaranteed that the participants were not exposed to risk or harm of any kind.
- The principle of privacy, incorporating the principle of confidentiality and anonymity. The identity of the participant as well as the information gathered was kept anonymous and confidential. Participants were explained that their names would not be used although they consented that their ranks should be used instead and data was collected and stored in a safe place.
- The principle of trust, especially since in interpretive research and in conducting interviews and other in-depth data collection methods, trust will gradually develop. The researcher was sensitive in not exploiting this trust for personal gain or benefit, by deceiving or betraying the participant in the research route or its published outcomes.

6.8 CONCLUSION

This chapter was concentrating on selecting a correct and appropriate method of collecting data for this research. Qualitative research method was chosen on the basis that it explores a topic area and researcher learns more about the views of the participants while being flexible.

A population of eight (8) out of twelve (12) Soweto police stations were sampled as research sites for this research, selecting four (4) sectors in each police station. Purposeful sampling was chosen because the selections of participants were based on the information that they know more about the concept of sector policing in their area of policing.

Data was collected using interviews as an instrument which can assist in answering the research questions. Voice recorder was utilised to capture interviews from participants and was transcribed and analysed for accuracy. Ethics in the research was also considered. The next chapter will present the research finding of this study.

CHAPTER 7: RESEARCH FINDINGS

7.1 INTRODUCTION

The previous chapter was dealing with the methodological part of this research in which all the methods that were used to collect data that led to the findings of this study was explained. The aim of this research was to analyse the implementation of sector policing and to check its effectiveness in Soweto. The interview questions were drawn up and discussed with the researcher's supervisor in order to ensure comprehensiveness of the findings in line with the research question and research objectives.

The findings of this research are based on the interviews that were conducted during the month of November 2013 at eight (8) police stations in Soweto. The identified police stations vary in terms of size of the population served and crime prevalence in the specified precinct. The results will now be presented according to the responses from the identified respondents during the interviews. The findings have been identified and grouped together for presentation and analysis in accordance with the respondents' levels of responsibility in sector policing.

The researcher scheduled a total of sixty four (64) interviews with the respondents that were sampled from eight (8) police stations out of twelve (12) Soweto police stations. The gist of the research was to gather data on how sector policing was implemented and how effective it is in an area like Soweto.

The research population was dominated by males (about 90%) and only few females were interviewed. All members interviewed, except the chairpersons of the Community Police Forums, had undergone Police Basic Learning Program at various police colleges, sector policing as a course was included in their training. They were also employed according to SAPS Act No. 68 of 1995 as functional members.

Questions were divided into four categories, namely, Station Commanders, Sector Managers, Shift Operational Teams, and Chairpersons of Community Police Forums (see annexure 1, 2, 3 and 4), taking into cognisance their areas of responsibility in terms of the implementation of sector policing in their police precincts.

7.2 OVERVIEW OF THE RESEARCH SITES

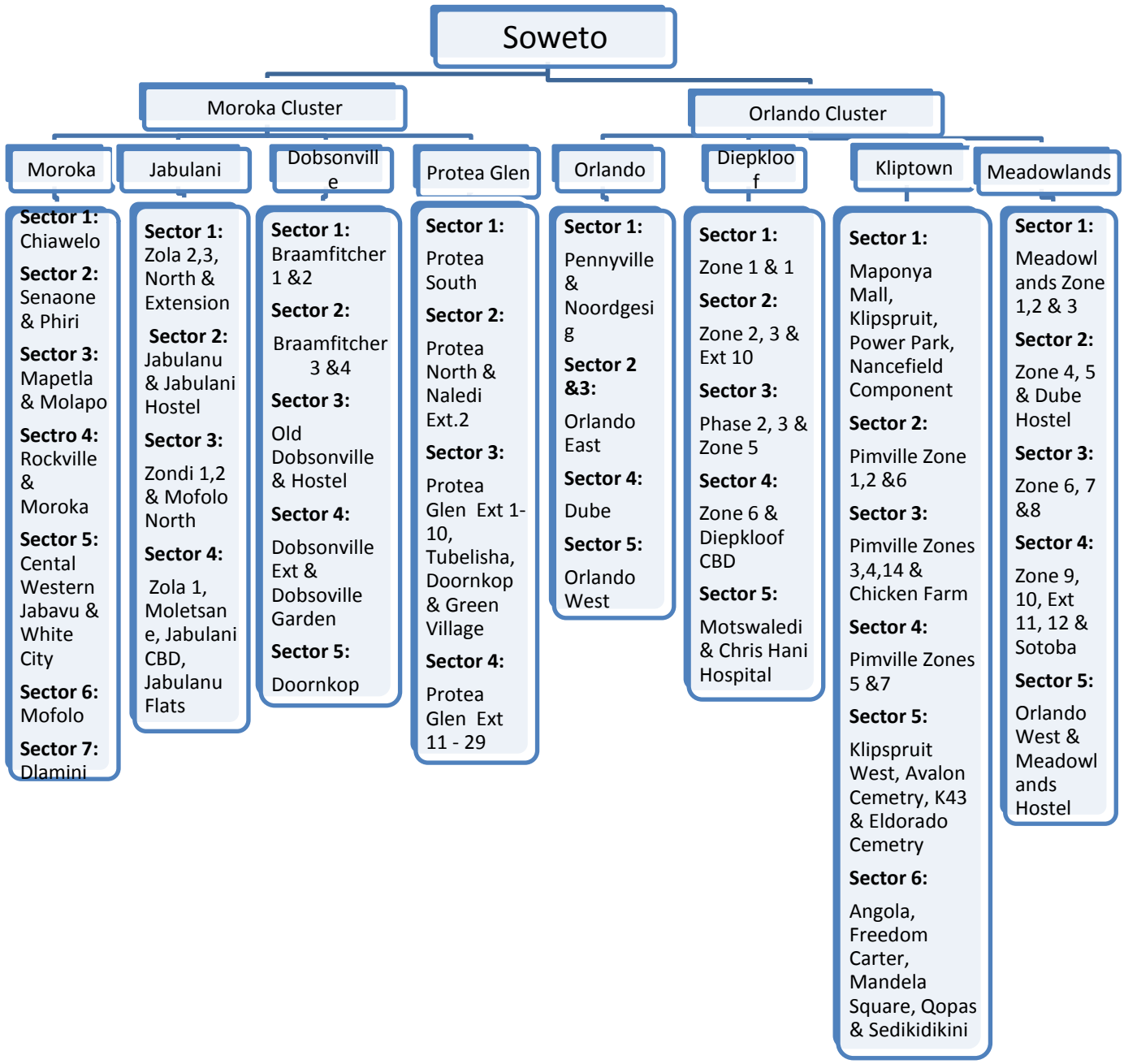

Table 2: Sectors of the research sites

The diagram shows the sectors where the research was conducted in both two (2) Soweto Clusters, Moroka and Orlando. Within those Clusters there are further three (3) police stations that did not form part of the sample population, those are:

- Eldorado Park which was recently visited by the President of the Republic of South Africa Mr Jacob Zuma to voice his concern on high drug related crimes in the area. A task team had been established to eradicate and investigate the issues of drugs in the area. The majority of people residing in this area are coloureds.

- Lenasia SAPS, which is in the south of Soweto, with the majority of Indian community residing there.

- Lenasia South SAPS also in the south of Johannesburg, with the majority of Indians residing in the area. There is an average of about three to four sectors operating in these areas of policing.

In all the sampled police stations in Table 2 Moroka police station is the biggest of them all and is situated in the inner part of Soweto with historic structures like the Regina Mundi church. Other utilities that require police presence on an hourly basis are: Elka stadium; business area, Midway; Thokoza park and Moroka dam; main roads like Elias Motsoaledi street which combines Soweto and Rooderpoort, and Chris Hani road which is the longest road that comes from Johannesburg; schools like Morris Isaacson High School which is well known for June 16 commemoration, railway stations like Midway, Nhlazatshe and Nancefield; hostels, namely Nancefield and Morafe , pubs like Panyaza 707 and The Rock that are frequented by people residing in other suburbs of Johannesburg.

There are seven (7) sectors which are operational on twenty four (24-hour) basis, with fourteen (14) vehicles and twenty eight (28) patrol members posted in each and every shift. Those seven sectors in this area (see also Table 2 above) are:

- **Sector 1** – Chaiwelo, this is the biggest area in the Moroka cluster which covers Chaiwelo 1, 2, 3 and industrial area of midway which is generally known for stripping of stolen vehicles. Most people who reside in this area are Venda and Tsonga speaking nations.

- **Sector 2** – Senaoane and Phiri. In Senaoane there is a Pick and Pay retail store, exposed to periodic shoplifting. People in this area are generally poor. They support themselves by erecting shacks in their back yards and renting them out to such an extent there is no space in the yards. Phiri does not have significant infrastructure. It only has few amenities like a community hall and a clinic. These two areas have common characteristics.

- **Sector 3** – Mapetla and Molapo. The crime prevalence in the identified areas is generally not prone to trio crimes (house robberies, business robberies and car hijacking), however, but because of the pubs in the area the assault rate is high in this area. There is a busy main road that divides the two townships, which is known as Koma road that goes to Jabulani Mall. Car Hijackings are rife in this road especially at night. Morafe hostel is forming part of Mapetla with poor infrastructure, hiding place for wanted criminals from outside Gauteng province and dealing in dagga is high.

- **Sector 4** – Rockville and Moroka, this area was once a suburb of Soweto where all civilized and educated people were buying houses, even now the houses for sale are still expensive. The area is less in crime except housebreaking and theft. Thokozapark which also attracts many people on weekends who come and watch soccer on big screen, is part of this area. Crime like snatching of cellphones and bags is also rife in this park.
- **Sector 5** – Central Western Jabavu and White City, oldest townships in Soweto and also densely populated.Drug dealing and rape is rife, 90% of the population is not working (City of Johannesburg, 2014: No. Page Number), they survive by “ukuphanda”, meaning stealing from other people and their main targets are Pakistan nationals which are in the location and owning shops in the area. The well known school in this area is Morris Issacson High School which is known for June 16 commemorations.
- **Sector 6** – Mofolo, this area is regarded as the quite one in the Moroka Cluster except the Nancefield hostel which forms part of this area. It is the same as Morafe hostel above.

- **Sector 7** – Dlamini, this is the smallest sector in Moroka precinct which is divided into two parts, Dlamini 1 and 2. The population in this area is the middle class and the low income class. The low income class population has a tendency of committing crime to the middle class population.

The station commander of this station is a Brigadier, who is a white officer, he had been appointed as a new station commander during January 2013 after the retirement of the former station commander who has served this station from 2008 and he was instrumental during the implementation of sector policing in this station. He is supported by the Heads of sections, like Head of Visible Policing who is a Colonel, Head of Detectives, also a Colonel. Head of support services, also Colonel.

Another police station that is regarded as big after Moroka is Kliptown police station with six (6) sectors which are so awkward in the sense that it is so difficult to police them. Taking for example sector 6 which has six (6) informal settlements in which there are no roads for a vehicle to patrol in between the shacks. Four (4) members with two vehicles are posted on the daily basis to police those informal settlements. This is a small town with supermarkets for hawkers, it is so busy that people are coming all over Soweto to buy groceries in bulk. There is also a Walter Sisulu Square of Memorial, which is a heritage site for remembrance where the Freedom Charter was written. Crime is high in this area since it is frequented by the tourists and hawkers.

7.2 SPECIFIC AND GENERAL FINDINGS

This section will present the specific and general findings of the study in terms of the findings on research question and research objectives. These findings are based on the interviews obtained on the field and what has been revealed by the literature. The empirical findings are divided into four categories. Those of the station commanders, sector managers, sector operational teams and chairpersons of the Community Police Forums, whom the researcher believes to be having valuable information about sector policing in their areas of policing.

The researcher made an appointment to meet the respondents according to their dates of interview at the research sites during the month of November 2013, after permission to conduct research had been granted by Major-General Nkuna, a Cluster Commander for both two Soweto Clusters and the application to the National Research Unit of the SAPS was received.

7.2.1 Findings from the interviews with the station commanders

When was sector policing implemented in your station? This question was directed to the station commanders as they are forming part of the management of the Gauteng Provincial offices of the SAPS and also leading the stations precinct, all of them are in the Brigadier level, when comparing with other government departments they are equivalent to directors. Eight (8) station commanders were sampled for interviews, two of them are females and the rest are males. When asked about when sector policing was implemented in their police stations they responded like this:

Three out of eight station commanders indicated that sector policing was fully implemented in the entire Soweto in the year 2010 when the new Provincial Commissioner General Mzwandile Petros from Western Cape Province took charge of Gauteng provincial office of the SAPS, then he pushed for the implementation of sector policing.

One of the three above even said,

> "...*we were implementing something like sector policing from 2005, not the one that you are seeing now, He (Petros) was courageous to come to us as station commanders and gave*

us the ultimate time to implement sector policing. We thought he was joking until he gave us the fleet of vehicles and said that he wants them to be on the street for 24 hours."

Two out of eight only knew that it was tried on their stations in 2005 after receiving the National Instruction of 2003 on the implementation of sector policing which was the guideline on how sector policing must be implemented. They also confirmed that the strategy was fully implemented around 2010 by General Petros.

Three of the station commanders did not know when it was implemented in their stations because they were not there during its implementation phase, they were appointed as station commanders after it was fully implemented.

How did you implement sector policing in your area, with specific reference to the demarcation of sectors and the appointment of sector managers? Most of the station commanders said that the demarcation of sectors was done in accordance with municipality demarcations like main roads, rivers and names of the area or suburbs, but they did not have any choice to make the area manageable in terms of size, one station commander stated that:

"*...although it was our own responsibility to demarcate the area into sectors but we were having no choice, but to demarcate the sectors according to the existing features of the municipality of Soweto. At the later stage we discovered that the area of the sectors tends to be too big to be patrolled and be managed".*

Some station commanders said that it will take time for them to make those areas which are too big to be policed in the right way that is needed by the strategy on sector policing.

Most of station commanders said that the appointment of sector managers in all the sectors was a nightmare, because at first they were looking at the commissioned officers (by then it was from Captains upwards) to be appointed as sector managers but after realising the shortage of commissioned officers they opted for Warrant Officers who did not want to participate, their reason was that sector policing is new to them and they do not understand it because it was not discussed with them, they were just told that they were selected to be sector managers.

Four of the station commanders added that sector managers in most of the stations in Soweto were taken from visible policing commanders after wounding up Crime Prevention Unit in the stations and with an assistance of the Visible Policing Heads it was easy to take them and give them responsibilities of sectors

Two of the station commanders said that they opted for volunteers after realising that they were not getting the right members from the then Crime Prevention Units. Those coming from the Crime Prevention Units were somehow lazy and others were alcoholics. Then they decided to advertise the posts of sector managers internally and put the benefits that would attract all members. One commander added that:

"... *ended up with no choice but to welcome even the constables to be sector managers, although some were new to the service with little experience, but I told them that they would now begin their career path of being the mini station commanders and obviously they will one day, maybe, be cluster or station commanders. That was when the applications flooded in".*

When they were further questioned about the skills and qualifications needed to be a sector manager, all of them explained that they were hoping the Training Division of the SAPS would assist them by training their sector managers on management skills, communication skills and project management, since then there was no training provided. Sector managers were just using the sector policing manuals and the National Instructions on sector policing to start engaging with communities. The researcher then wanted them to elaborate more about other

requirements needed for selection of the sector managers, they all indicated that the first requirement was that the person applying should be a permanent member of the SAPS as wanted by the National Instruction of 2003 on sector policing and does not matter whether it's a woman or man, whether staying in the sector or not.

One station commander indicated that:

"... I trained my sector managers with the little knowledge I have and sometimes I drive to Pretoria to ask for the manuals on sector policing"

Most of the station commanders agreed that their sector managers are not working as they are supposed to work because of the lack of leadership skills, lack of appropriate training, lack of resources and they are overloaded in their work, in that way they ended up recruiting new sector managers on yearly basis, as the ones that are gaining experience are resigning from time to time.

How many sectors are operational in your area? This question was asked inorder to establish from the station commanders the number of sectors which are operational in their stations and to check whether all the sectors have been fully implemented and operational in those demarcated areas of the stations. It was very easy for the station commanders to answer this question as they all knew the number of sectors operating in their area of policing (see Table 2 above for the number of sectors given by the respondents).

According to the interviews with the station commanders it was discovered that most of the police stations in Soweto have implemented sector policing with the average of five to seven sectors in the station's precinct. Two station commanders did not hide the fact that some police stations are regarded as big police stations by having big area of policing and they were supposed to implement the minimum of six sectors but only ended up implementing five sectors

which resulted to the sector being too big to maintain. One station commander of one of the bigger police station even said:

"...we tried to open five sectors during the implementation process in our area but when the time goes on we, as a management of the station, decided that one last sector (sector 5) be closed and extend sector 4 since they are closer to each other, as we were having problems of resources, so we ended up having four sectors"

After extending the sector the station commander mentioned that they did not add resources needed, they just used the same police officers and the same vehicles to patrol the big area. It also took the long time for the officers to know the area for the reaction time.

How effective are these sectors? This question seemed to be difficult because some of the station commanders felt that this question challenges their capability to run the stations. According to my observation during one-on-one interview some did not want to speak the truth about the ineffectiveness of the sectors in their area because they felt that they would be removed from their positions and be placed somewhere. Some even said that they are not trusting me as a researcher of how safe are their positions as station commanders after this research.

Five station commanders responded that it is effective in terms of preventing crime and the quick response to reported incidents of crime because the vehicles will be patrolling next to that area when crime is committed. One commander mentioned that the issue of command, control and supervision of the entire sector teams makes the sectors to be effective. Two of the commanders came clean and said that sectors are not effective as the members of the community do not want to support the police when they are being called to participate in the community structures. One of them mentioned that:

"…as long as crime is still going up in the sectors it means we are fighting a losing battle because we post cars on the daily basis to patrol and prevent crime, mobilising the community to participate in the structures, but crimes like residential and business burglary are still high, which means that sectors are still not effective"

What challenges do these sectors face? They were many challenges that the station commander revealed during the interviews, here is the summary of some of those challenges:

- challenges of crimes committed indoors, such as domestic violence, where sector police spend a lot of time in one house trying to solve the problem;
- the challenge that area is being policed 24/7 but the crime is still going up, as the sectors are too big for two vehicles;
- there is no assistance from National and Provincial Offices when it comes to the needs of the station in order to effectively implement sector policing;
- insufficient human and physical resources for the day to day running of the sectors;
- station commanders are being pushed to loose focus by concentrating on sector policing as the Provincial Commissioner (Gauteng) is rating the performance of the station according to the successes, which is the number of arrests made by the station during that day, which then result on them concentrating on arresting than building partnership with community;
- there is no collaboration between the sector managers, SCF's, CPF's, sector police patrollers and the Detectives.
- Problem with members who are studying, when it is time for examinations, sectors will be running short of staff since they cannot prevent members to study and therefore there is no limit of members going on study leave. Also members who are booking sick on the daily basis which make the sectors suffer.
- Loosing members on the monthly basis due to suspensions, medical reasons, and retirement, and there are no replacements for those members. Reservists are also not constant since they are not getting stipend;

- Loosing of motor vehicles due to accidents and high mileage, as well as a long time taken to replace them. One respondent pointed that vehicles are kept for a long time in the SAPS service garage while the sectors are suffering from vehicle shortage.

What is being done to address the identified challenges? Most station commanders, when asked about what can be done to address identified challenges, they said that there is very little that they can do to solve the problems, but by forwarding all the problems when they are having weekly Cluster Crime Combating Forum (CCCF) meetings with their cluster commander. In the mean time the station commanders beg the community to support them while waiting for resources to supplement the shortages. Some components like support service are being stripped of their vehicles to support sector policing, which results to poor service delivery in the sense that the uniformed patrol officers sometimes use an unmarked vehicles with no cellphone numbers of the sector written on it and community not recognising the vehicles.

One station commander praised the recent Gauteng Provincial Commissioner for allowing them to call members on rest days to come and assist for manpower if there is a shortage of members and be remunerated with overtime money which is according to the budget allocated for the specific project. When this money is exhausted they remain with this challenge of supplementing manpower.

Another station commander stated that in order to minimise the challenges outlined above, they look at how busy is the sector, if it is not busy enough, members and vehicles are stripped from that sector and be given to the busier sector, or sometimes one vehicle remains at the sector that is not busy until the situation becomes calm, then the vehicle and members would go back to their sectors.

What is the role of Community Police Forum in the effective operation of sector policing? Most station commanders were asked this question inorder to check the role played by the Community Police Forums (CPFs) in the effective operation of sector policing in their area. Respondents here gave their own interpretations about the role of CPFs. The majority of them described the CPFs as:

- the 'eyes and ears of the police', meaning that if they see crime committed in the area they call the police to give them information and the police will respond to it;
- they are there to mobilise the community inorder to fight crime;
- monitoring the sector vehicles to ensure that they are in the sectors on the 24-hour basis;
- monitoring the performance of the sectors and give feedback to the station commander;

How effective is the Community Police Forum in the role of sector policing? Few of the station commanders mentioned that the structures of CPFs are effective in the operation of sector policing in their stations because they see this structure as the bridge between the sectors and the police and it makes it easy for the station commanders and sector team to penetrate the sectors without an fear of rejection.

One station commander of the big police station said that it is so difficult to control the structure of CPF because all of their members from the chairperson to secretary are volunteers they do not get paid so sometimes they do not come to the meetings called by the station commander to discuss the issue of crime in the sectors which will then force the management of the station to take decisions that they will affect the community at the end of the day. He further mentioned that:

"we formed the Station Crime Combating Forum (SCCF) where all the management of the station, that is the station commander and all the components head, which includes the chairperson of the CPF or the secretary when chairperson is not available, to come and sit in this forum where they will voice their concerns, only to find that CFP does not come even once a month".

Another station commander who had been appointed at one of the police station in Soweto compared the Soweto structures of CPF with suburbs' CPF structures where he was working before he came to Soweto and described the Soweto structure as the poorest of them all:

"in the so called 'white' suburbs the CPFs are so organised in the way that they are the ones who push the management of the station for meetings, or if I call a meeting today within an hour the hall will be full, the reason is that they are concerned about their safety"

Another station commander blames politicians that they enter into these community structures to further their political agendas in the manner that while the meeting is in progress a member of the political party would just stand up and canvases for his political party without observing that there are also different opposition parties, then in the next meeting the opposition party members and those who are not affiliated to any party would not come. Then the whole CPF structures cease to function.

What is the role of Sector Crime Forums in the operation of sector policing? All the station commanders replied that the role of Sector Crime Forums (SCFs) in the operation of sector policing is to guide and direct sector team and show them hot spots in the sector. This forum is the structure that is only operational in the sector and reports to the mother body which is the CPF. It has an important role in the sector because it discus crime issues that are affecting the sector at ground level. Sector managers are supposed to attend all the SCF's meetings in the sector so as to come up with the possible solutions if there is a problem.

How effective are Sector Crime Forums in executing the above roles? Fifty per cent (50%) of the respondents replied that SCFs are very effective in the identification of hot spots in the sector and respondents also praised SCFs chairpersons with their excellent communication

skills with sector managers, this is shown by the good report given by sector managers in the SCCF meetings about the outstanding work of SCFs in their sectors.

Another 50% of the respondents were having a different view about the effectiveness of SCFs, they said that they are not effective because in some instances they see the crime happening infront of them and they then do not report it due to fact that those criminals are untouchable, “once you report them, the next day you are killed”. One of the 50% respondents puts blame on the management of the SAPS by not doing enough to protect members of the SCFs.

What factors do you consider when allocating resourced in your sectors? This question was asked to the station commanders to check the criteria that they are using to allocate resources like vehicles and human in the sector and to check whether they fit those sectors concern.

Most of the respondents answered that they firstly look at the sector concern, that is the size of the sector, number of crimes committed, number of hot spots reported, crime trends/ patterns and seriousness of reported crimes, and then they allocate the resources accordingly.

During the implementation process, all the station commanders pointed that they followed the same procedure of implementation of sector policing where their vehicles were marked and written sector cellphone numbers visible enough for the community of that particular sector to see them and call when necessary. Two members, sometimes a reservist and the member, posted in that sector would have one cellphone which is written in vehicle he or she is driving. That cellphone should be switched on and working 24-hours a day. If those members booked off, the next shift takes over the vehicle and the cellphone. Two vehicles are placed in one sector. All the members are armed with both pistols and one rifle in each vehicle. Then they would patrol the whole sector, attending to sector complaints either coming from Gauteng control office (the 10111 office), the Community Service Centre (CSC) and, or from their cell phone.

A relief commander briefs the shift operational members about the hot spots in the sector and checks whether there is any shortages in the sectors, either vehicles or members, then he or she would alternates them and closes the gap, some police stations would have an operational commander who would take control of all operational activities within the sectors during that shift.

What are the challenges that you encountered when implementing sector policing? The challenges that the station commanders experienced when implementing sector policing are as follows:

- the shortage of resources like vehicles and human,
- the resistance from the community members to participate in the Sector Crime Forums,
- the challenge of building trust from the community.

What else can you mention about the effectiveness / ineffectiveness of sector policing in your area? This was the last question for station commanders where they were supposed to mention the effectiveness or ineffectiveness of sector policing in their sectors.

Effectiveness: Two station commanders replied that sector policing is very effective in their stations as there is a collaboration between them, CPF and SCFs. According to them sector policing is a good strategy that has ever been developed by the SAPS to fight crime and for the community to have a say in the policing of their sectors.

Ineffectiveness: Six of the station commanders described the strategy of sector policing as ineffective for the following reasons:

- the vehicles they are using are too old and cannot perform 24-hour patrolling duties,

- two vehicles per sector are not enough to do sector policing,
- demarcations of sector are too big to be policed effectively, because when the vehicles are patrolling on the other side crime is committed on the other side,
- the shortages of reservists to supplement sector policing,
- bad communication between the police and SCF is a barrier for sector policing to survive,
- the demands from Provincial Office regarding priority crimes which make to lose focus.

7.2.2 Findings from the interviews with sector managers

Sixteen (16) sector managers were selected from eight (8) police stations in Soweto for interviews, all of them were males. Their ranks ranged from constables to captains. They are between the ages of thirty five (35) and fifty (50) years. One of them was an Indian male captain who resides 30 km away from the station he works in. Their policing experience was from five (5) to twenty five (25) years of service. They were asked the following questions and answer them as follows:

How effective is sector policing in your sector? Twelve out of eighteen sector managers interviewed replied that sector policing in their areas is effective in the sense that communities that they are serving know them now as sector managers. If there is a problem in their sectors community calls them at anytime and they will jump and attend to it since they are allocated with state cell phone. Communication between them and the community is increasing every day.

The remaining four were of the opinion that sector policing in their areas is not effective because there is no good working relationship with their station commanders, sector operational teams and also the communities they are serving. They mentioned many challenges they are facing on the daily basis when executing their work as sector managers. Those challenges will be discussed below in the next question.

What challenges do you face in your sector? The question was as favourable to almost all the sector managers as they wanted to tell me their problems of sector policing since the beginning of the interview. This is the summary of their responses:

- the interferences of the ward councillors – every time when they call a Sector Crime Forum meetings, councillors, as stakeholders in the sector, would come and further their political agendas and the fight would start between them and some of the community members;
- sustainability of community structures – most of the sector managers mentioned that sector community structures are being established, once the structure is formed and working, then people will just loose interest and do not come to the meetings. One sector manager made an example of SCF's structures in which there is always new faces of people because the old ones are just vanishing without apologizing. When checking their disappearances, then it would be discovered that the person got employment somewhere else and does not have time to come to the meetings;
- resources to do sector policing duties – all sector managers indicated that resources like vehicles, limited or no airtime in their cellphones, stationery, and manpower are the big challenge in the execution of their duties. When they were appointed as sector managers they were promised that each sector manager would be provided with their state vehicles so that when called for meetings, or and, if there is a problem in their sectors, they would attend to it with immediate effect, but with the shortage of these resources they opted to do office work, meaning they report for duty at 07h30 and go home at 16h00. If sometime comes after work they refer it to the shift sector operational team;
- their ranks as sector managers – the constables and sergeants raised their consent that it is so embarrassing to give instructions to members above their ranks, who are operational in the sector to comply with their instructions. Senior shift operational members do not take their instructions which will then lead to poor service delivery in the sector. Sometimes the station commander in the meetings with members of the community would address them (sector managers) with their ranks and members of the community would start undermining them;
- poor support from station commanders – some sector managers described the poor support they get from their station commanders when they want to do their sector policing duties, where they would be told about other station priorities which are not

in line with their job description which results to them developing a negative attitude toward their station commanders;

- sector policing not a station priority – thirteen (13) of the sector managers believed that their station commanders are not prioritising sector policing as a strategy of preventing crime because on many occasions they are deployed to trace drugs in their area, raiding wanted suspects and closing down shebeens without discussing with their sector stakeholders. That confuses the community that yesterday they were breaking doors looking for dagga or drugs, then tomorrow they are building community partnership.

They then added some of the challenges which were mentioned by the station commanders above which will not be repeated here.

What is being done to address the indentified challenges in your sector? Many sector managers replied that there is nothing they can do to address the identified challenges except to sit down with the community and station commanders to hear the communities' concerns. Two sector managers indicated that they need support from the whole station management including Cluster commanders, or otherwise the approach of sector policing will not survive.

One sector manager mentioned the issue of them having a 24-hour office within their sectors not in the police stations which will include all role players in the sector. Community can come at any time to report hot spots than waiting for meeting to inform them.

What is the role of community Police Forum in the effective operation of sector policing? Some sector managers were experiencing difficulties in answering this question which became evident that they do not know the roles and responsibilities of Community Police Forums. Some were complaining that I should have given them the questions to study them at home so as to answer the questions in the right manner. Some were confusing Sector Crime Forums' responsibilities with Community Police Forums and even requested me to adjourn the interview so as to consult his SAPS study manual on sector policing.

Three of them replied that the role of CPFs in the operation of sector policing is to *"hear the concerns of the community during community meetings and take them to the station management which is a Station Crime Combating Forum meeting where they will be listened to and be discussed and come up with solutions, then they take those solutions back to the community".*

Five (5) of the sector managers informed me straight that they do not know the role of CPFs. What they know is that they see the Chairpersons coming in and out of the offices without discussing anything with them.

"they do not come to the meetings called by us, they do not come to the Station Crime Combating Forums, we see them coming in and out with many people from the street discussing domestic issues and problems of housing" said one of the five (5) sector managers who is in the smaller police station with few sectors.

How effective is the Community Police Forums in executing the above role? From the responses above the majority of the sector managers described the role of Community Police Forums as not effective in sector policing, they see it as the structure that does not collaborate with them. They do not take initiatives to participate in other neighbourhood's community initiatives.

What is the role of Sector Crime Forum in the operation of sector policing in your sector? When answering this question, it was very easy for all sector managers to identify the roles and responsibilities of Sector Crime Forums since most of those roles were also established by them before even the Sector Crime Forums were created. Their responses for this question are summarized as follows:

- to take ownership of the sector in which they are operating,

- to mobilise and engage the local community in the fight against crime,
- working together with the police, via sector managers, in identifying hotspots and any other causes of crime in the sector,
- checking all the concerns and needs of the community in order to solve the issue of crime in the sector,
- to identify the appropriate role players in the sector, and
- to meet at least once a month to discuss crimes in the sector.

How effective is Sector Crime Forums in executing the identified roles in your sector? Sector Crime Forums are the structures that live in the community among people, they are known by the people, and therefore it is easy for the community to engage with Sector Crime Forums than Community Police Forums which is the structure that represents them in the station level.

In response to this question 60% of sector managers agreed that the structures of SCFs in their stations are very effective in the execution of their roles in their sectors, except that there are few challenges which are caused by the some shift operational teams, like for example, when SCF reports criminal activities happening in the sector, the patrol vehicle will not come to address the problem which will then result in bad relationship between the community and the police.

The remaining 40% of the sector managers were of the opinion that SCFs are not effective in the execution of their tasks. Structures are being established and within a year that structure disappear because of political involvements, lack of structural understanding, sector pressure, commitment, and support from the station concerned. They further added that these challenges are a demoralising factor in their duties as sector managers.

What factors are considered when resources are allocated (human & logistical) in your sector? Most of the respondents to this question stated that the issue of allocation of sector resources is not based on them meaning that they do not have any powers to allocate

resources, but it was derived from the National Instruction of 2003 which maintains that on a 24-hour basis there must be two sector vehicles and two uniformed members per vehicle posted in the sector. Therefore if the need arises that there must be more resources deployed in the trouble sector then they strip resources from low crime sector and boost the trouble sector.

They all indicated that not even a single sector manager has a vehicle that he takes home so as when he is called if there is a problem in the sector he would come and address it. Their vehicles are deployed where there is a shortage of vehicles.

What challenges were or are experienced in the implementation of sector policing in your sector? Some of the answers in this question were given above but 20% of the respondents added the following challenges for the implementation of sector policing:

- the challenge of establishing and maintaining Sector Crime Forums in their sectors,
- clear roles and responsibilities between Community Police Forums and Sector Crime Forums in the sector,
- collaboration between the stakeholders in the execution of sector policing in the sector.

What else can you mention about the effectiveness or ineffectiveness of sector policing in your sector? Most of the sector managers mentioned that sector policing can be more effective if the SAPS can put more attention on human and logistical needs of sectors. Since this approach was introduced in Soweto there is a drastic change in terms of crime and the manner in which criminal activities are handled.

In terms of ineffectiveness there were conflicting responses from sector managers, some who said sector policing is effective in terms of crime prevention above, said that sector policing is ineffective and they would be happy if SAPS would go back to the reactive policing, which they believe that even now sector policing is still practising the old policing style that existed for a long time before the democratic government. They further said that patrol officers patrol sectors and attend to already committed crimes which was practised in the old policing. Some said that sector policing is only effective in terms of reaction time when the crime is in progress and or after the crime has been committed.

7.2.3 Findings from interviews with shift operational teams

Shift operational teams are police officers who report on duty for the particular shift to do sector policing work. They are ranging from patrol officers (Constables to Warrant Officers), operational commander (Lieutenants to Captains), shift commander (Captains to Lieutenant Colonels), and Detectives from Crime office. All of them alternate shifts, for example, morning shift start from 06h00 to 18h00 and afternoon shift start from 18h00 to 06h00.

There were thirty two (32) interviews conducted with these teams of police officers from eight Soweto police stations and all sampled respondents were not classified according to their ranks, they were merely referred to as shift operational teams. Interviews were done immediately after morning and afternoon parades. Four (4) members per each shift were interviewed that excludes the reservists who are forming part of the shift. It was very important to interview these officers because they are in the field during the whole of their shift and they are interacting with community on daily basis. Their questions and responses were as follows:

How effective is sector policing in your sector? Twenty four (24) of the respondents were of the opinion that sector policing is not effective in their sectors due to shortage of resources to perform sector duties and the demarcations of sector are too big for them to patrol and attend to the complaints.

Eight (8) of the respondents described their sector policing as effective in the sense that crime has decreased and they do not have a serious problems of resources as they receive support from other components. One of them was quoted saying:

"in our station, detectives are not going home with vehicles, we take those vehicles and post them where there is a shortage in sectors, when it comes to human resources we call members on rest days to come and assist where there is a shortage of members and they are remunerated for that".

What challenges do you face in your sector? Some of the challenges mentioned by the shift operational team are the same as those mentioned by the sector managers above and station

commanders, like the challenge of resources which was on top of the list for all operational teams. They further added some of the following few problems which they encounter during their tours of duties:

- the problem of chain of reporting – they sometimes have a problem of where do they report to, whether they report to their shift commander, operational officer, and or sector managers when there is a problem in the sector;
- demands of the sector – they all felt that they are not coping with the demands of sectors with two cars (sometimes one car per sector), they are expected to patrol hot spots areas, within 30 minutes interval they are supposed to visit all business areas in their sectors, attending to complaints from 10111 call centre, while still busy attending, then another complaints come from their mobile cellphones, which require opening of case dockets which take more than two hours of time, attending to domestic violence complaints sometimes take them about three hours, chasing stolen vehicles which will lead them to go beyond their sectors, attending and sensitising rape victims, the big challenge of drugs in almost all the sectors;
- alternating sectors by different teams of police officers – this become a big challenge if members are changed on the daily basis in their sectors because it becomes difficult for those police officers to know their sectors well;
- lack of adequate training – most teams of police officers agreed that they did not attend any sector courses since they started doing sector policing. They said when a circular comes for members to attend courses their immediate commanders choose members who are not doing sectors to attend because if three or four members going on course the numbers of police officers will run short for posting and the sectors suffer;
- dependence on reservists to supplement manpower – reservists form an integral part of sector policing manpower. Reliance, by sector policing on these cadres, presents with certain limitations as they are not well remunerated and are likely to drop out of the programme, seeking better employment opportunities.

What is being done to address the identified challenges in your sector? All the shift operational teams responded that they are juniors in the SAPS and they do not sit in any of the

station management meetings, so there is nothing they can do to address the identified challenges mentioned above. One of them was quoted saying:

"... we are the ones who are doing this sector policing thing in the field. We come across challenges on daily basis but they don't involve us in any of their meetings and when we tell them about our problems, they never give us feedback. All they know is reaching targets (as set out by the station's priorities, which is dagga, drugs and shebeens) and we then concentrate on reaching those targets."

Another respondent who is a Warrant Officer from one of the busiest Soweto police stations described this strategy of sector policing as failing, ever since he started working on sectors the situation has been the same since sector policing was implemented. He responded by saying he has worked on both reactive and proactive policing, and he believes that sector policing strategy is now the same as reactive policing because the patrol officers are now acting when the crime has been committed:

"...if they do not receive complaints from 10111 centre they just chill on parks and shopping mall or helping with affidavits in the station. There is absolutely nothing that we as operational members can do to solve these challenges."

All the respondents further pointed fingers on their Crime Prevention Heads that they do not do their work properly as they report on duty at 07:00 and go home at 16:00, then they do not care of what happens in the sector at night.

What is the role of Community Police Forum in the effective operation of sector policing in your sector? The majority of the respondents were unaware of the role of Community Police Forum in their sectors.

How effectively does the Community Police Forum execute the identified role? The respondents in this question responded that the Community Police Forums are not yet effective in the role of sector policing except that the Department of Community Safety is visible in the community they are operating in by providing them with patrollers who are helping them with schools monitoring and neighbourhoods patrolling.

What is the role of Sector Crime Forum in the operation of sector policing in your sector? All respondents knew the roles and responsibilities of Sector Crime Forums in their sectors where they mentioned that their role is to identify hotspots and all crime activities in the sector and their responsibility is to report those hotspots to the police, either to them or to sector managers.

How effectively are the Sector Crime Forums executing the identified role in your sector? Half of the respondents described the role of the Sector Crime Forums as effective because they now know all the hotspots in their sectors as they are reported by Sector Crime Forums. The remaining half believed that the structures of Sector Crime Forums are not effective in their sectors as they are not reporting criminal activities happening in the area, they protect criminals. However it was noted that the respondents who were saying this structures are not effective are working from informal settlements.

What factors are taken into consideration when resources are allocated (human & logistical) in your sector? Most respondents reported that they were told that the bigger the sector, more human and logistical resources will be provided, but it is not like that. There are two (2) vehicles and four (4) members posted in the sector, it has been like this ten (10) years ago and even now it is still the same and they do not see this arrangement changing even in the near future.

What challenges were or are experienced in the implementation of sector policing in your sector? All respondents mentioned the challenge of human and logistical resources as the most crucial in the implementation of sector policing in their sectors.

What else can you mention about the effectiveness / ineffectiveness of sector policing in your sector? Most respondents felt that sector police so far is not effective and it is going to take time for it to reach its maximum potential, although they still have hope that one day ‘one man’ will wake up and do something better about the issue of policing in South Africa.

7.2.4 Findings from the interviews from Chairpersons of Community Forum

All eight sampled Soweto police stations have functional Community Police Forums (CPFs) headed by the Chairpersons, assisted by the Deputy Chairperson. They are elected at Annual General Meeting (AGM) every second year by firstly complying with the requirements that they must be in good standing in the community, no criminal record and not be an SAPS member.

Almost all the interviewed Chairpersons have been in this position for more than five (5) years, and all of them were black males. Three (3) out of eight (8) are unemployed, so they are always in their respective police stations. The remaining five (5) are employed and having additional responsibility in their workplaces which give them less time to concentrate on the police/community work. Their interview schedule had to be at night after they came from work, one of employed participant chose to be interviewed at his home due to transport problem at night. Two of them (employed participants) kept on postponing their interview schedules due to transport problems from their work.

All participants were asked five open-ended questions which took about 30 to 40 minutes for the interview. Here are their responses about sector policing in their areas:

Has the implementation of sector policing brought the police closer to the community?
All the respondents mentioned that the concept of sector policing is a practical policing method that brings the police more closer to the community than before as they see police vehicles patrolling streets of Soweto 24 hours a day interacting with the community, assisting the citizens with their problems. One of them is quoted adding that:

"...my office is not far from Brigadier's (meaning station commander) office, when there is a problem I do not call him I go straight into his office and discuss with him of our concerns..."

Respondents further mentioned that the introduction of sector managers in the community helped in bringing the police closer to the community because they are always in the community sharing cellphone numbers and having meetings together. They see this philosophy as a good one the SAPS ever implemented because the big area of policing is divided into smaller manageable sectors and be policed thoroughly.

How is the relationship between sector managers and the community they are serving? Six of the respondents replied that the relationship is presently not good, so they said that at first, after the introduction of this philosophy of sector policing all sector managers were concentrating on building the relationship between the police and community and it was working well until National Police Commissioner Bheki Cele took over and introduced the Tactical Response Team (Amaberet). They came in Soweto with a total different style of policing which reflected military style. Then community started fearing the police and lost confidence, which reversed the whole situation back to the apartheid era.

One respondent added the issue of the ranks of sector managers as a big challenge to the proper implementation of sector policing because they are getting instructions from the head of Visible Policing Commander to reach targets and because of their junior rank they will then divert from their duties as a sector managers and concentrate on reaching specific station's priority targets then the whole sector issues are neglected.

The remaining number of respondents indicated that the relationship between the police and community is very good as police are able to form more neighbourhoods in their sectors. They praised the good work of sector managers.

Does the community participate in the Sector Crime Forums to discuss crime? All the respondents agreed that their community members are participating in Sector Crime Forums to discuss crime in the sector because it is their duty as Chairpersons to mobilise them so as to join community structures formed in the sector.

How often do you hold meetings together with the station commander and other role-players in the sector? There were a lot of negative responses from the respondents for this question, some indicated that they are supposed to attend Sector Crime Combating Forum (SCCF) meetings on daily basis and they do not do it because when they attend they are not

featured in discussions, the station management only discusses mistakes done by police in the dockets and crime statistics.

The majority of respondents provided that they are supposed to hold monthly meetings with the station commanders and other role-players in the sector, although those meeting are not fruitful because every time during the date of the meeting the station commanders put excuses or sometimes send delegates who are clueless about the sector matters.

What else can you mention about the effectiveness / ineffectiness of sector policing in your area? All respondents believe that the philosophy of sector policing started very well and was showing to be effective on its implementation until recently when the police lost its focus on sector policing and resorted to arrest people with dagga, drugs and liquor outlets.

Inorder for sector policing to be effective in Soweto a lot of work has to be done, changing from two (2) vehicles per sector to may be four (4) per sector, then they can say it is effective.

The respondents further added that the management of the stations where they are operating are not involving them in decision making in the station which will at the later stage affect their relationship that has been built already.

7.3 FINDINGS ON RESEARCH OBJECTIVES

The research objective of this study was to examine the implementation of sector policing in Soweto, to identify the challenges encounted in the implementation of sector policing, and to identify factors that contribute to effective sector policing. These findings will now be presented step-by-step as according to the respondents and literature review.

To examine the implementation of sector policing in Soweto: The implementation of sector policing has to follow the steps outlined in the Final Draft National Instruction of 2003which are: Determining the boundaries of the sectors - All respondents interviewed agreed that the area of demarcating sectors was done according to the existing municipality features, which is a

prerequisite for a National Instruction of 2003. However there was a concern that most of the sectors are big sectors and not manageable; The appointment of sector managers and team - The study has discovered that all the sector managers interviewed are functional members of the SAPS but they do not have good skills in communication and do not have leadership skill since the majority of sector managers are constables; Compiling of sector crime profile - All sector managers were in possession of sector crime profiles for their respective sectors, outlining all the activities in the sector, but not reviewed and followed; Establishment of Sector Crime Forums - Most respondents agreed that they know these structures of Sector Crime Forums as active in identifying hotspots and other criminal activities operating in the sector. Some respondents said that the Sector Crime Forums are not active in their sectors due to lack of commitment. The issue of Community Police Forum did not get well to all the respondents according to their interview categories. They said that the structure is not active in almost all the stations in Soweto; Activities and monthly meetings of the Sector Crime Forums - All the respondents pointed that there are no longer holding meetings with the station commanders and other stakeholders in the sector to discuss the issues of crime or if they do it they do it once after three months.

To identify the challenges encounted in the implementation of sector policing: All respondents in their categories mentioned the following challenges to the proper implementation of sector policing in their stations: shortage of human and logistical resources; bigger sectors that are difficult to police properly; maintenance of Sector Crime Forums in the sectors; and alternating team members in the sector.

To identify factors contributing to effective sector policing: The respondents alluded to the following factors contributing to effective sector policing: Human resources capacity – respondents indicated that the appointment of additional manpower would assist towards the effectiveness of sectors. Currently, there is no sufficient capacity; Provisions of sufficient financial resources – sectors require resources in order to be effective. The budget allocated to sectors is required for purchasing and maintenance of vehicles for example adding vehicles to four per sector, promotional material to advertise sectors; Lack of information, training, communication and administrative support in the sectors; Stakeholder engagement – the effectiveness of sector policing is reliant on active engagement of relevant stakeholders like

Community Police Forums and Sector Crime Forums. Respondents shared their concern on the lack of knowledge on roles and responsibilities of relevant stakeholders. There was also a lack of networking amongst stakeholders.

This research answered the questions posed in research objectives.

7.4 CONCLUSION

All the police stations in Soweto have adopted and implemented the concept of sector policing and it is evident that this concept is successful to the other police station and unsuccessful to the majority of the police stations. Most stations followed all the steps of implementation process to implement this concept, but at the later stage it was discovered that the sectors are not manageable enough inorder to reach the objectives of this concept.

All interviewed respondents were complaining about two things which are so crucial for the success of sector policing in their police precincts. They complained about resources and the size of sectors which are so big that it is difficult to manage it with limited resources.

The aim of this research was to analyse the implementation of sector policing in Soweto which is different when compared with other so called white suburbs in Johannesburg where there is few number of people residing in one house than in Soweto where there are about fifteen people residing in one yard. As mentioned above most of the people in Soweto are unemployed so some of them steal from those who do have more within them. The research question posed in chapter 1 has been answered in this research. Therefore the next chapter will give the recommendation and conclusion of this study.

CHAPTER 8: RECOMMENDATIONS AND CONCLUSION

8.1 INTRODUCTION

The previous chapter was presenting the research findings obtained from participants according to their knowledge of the concept of sector policing. This chapter will now give recommendations based on the findings from identified themes and categories in the study which may assist management of the South African Police Service in the proper implementation of sector policing. The aim of the study was not about challenging the policies and the progress made thus far in sector policing but to analyse its implementation in a place like Soweto with the increasing population and also ascertain whether the implementation of this concept is effective or not and what can be done to ensure its efficiency. Finally, a conclusion of the study and need for further research will be provided at an end of this chapter.

8.2. RECOMMENDATIONS

Implementation of sector policing: Demarcation of sectors should be reviewed in line with the size of the population served and not according to existing municipality demarcations as they become too big to be patrolled and sectors serving large populations should have satellite police stations to maximise accessibility of police by the communities. There is also a need to implement sector policing according to the dynamics of the area served. This warrants the review of the implementation methods, particularly for informal settlements, where vehicles have restricted access. There should therefore not be a one-size-fit-all strategy for the implementation of sector policing because foot, bicycles or motorbikes can be effective in some areas. Crime prevention should also be prioritised in the implementation of sector policing.

Human and vehicle resources capacity: Additional manpower and extra two vehicles should be allocated to the sectors to ensure their effectiveness. Existing units of the South African Police Services like Flying Squad, Crime Combating Unit and Mounted Unit, even

Johannesburg Metropolitan Police Department should be incorporated to this concept of sector policing when they are not dealing with public unrest. The Department of Community Safety should also be roped in for additional patrollers, particularly in informal settlements.

Lack of information, training and communication in the sector: Training on sector policing should be an ongoing practice for all sector teams, including selected executives of Sector Crime Forums. There should be a course on sector policing for police officers and a refresher course one or two years in police training centres.

Information channels should be established between operational teams, Community Police Forum and Sector Crime Forum through the daily Station Crime Combating Forum. The effectiveness of sector policing is reliant on active engagement of relevant stakeholders like Community Police Forums and Sector Crime Forums. Clear roles and responsibilities of relevant stakeholders should be laid so as each and every one involved should know what to do. Promotional material to advertise sectors should also be utilised so that members of the particular community can know who to contact in case of emergency, for example, if the sector manager is not available station commander should be contacted.

Evaluation of sector policing: In order for the South African Police to resuscitate the concept of sector policing in Soweto the whole project should be evaluated using internal monitoring and evaluation department. South African Police Service (2004:69) highlighted the SARA steps in the implementation of any strategy in which step 4 is the Assessment or Evaluation of the project which can differ from place to place depending because of it different circumstances. The Draft Divisional Instruction on Sector Policing (South African Police Service, 2006:9) also supports my recommendation that this concept of sector policing should be monitored and evaluated by the SAPS Division of Visible Policing together with the Evaluation Services so as to check whether it is working or not. If it fails then external institutions like universities and institutes that deal with policing should be invited to come on board in order to assist the SAPS.

Prioritising the concept of sector policing: The management of the South African Police Service in Gauteng Province must prioritise this concept of sector policing as they prioritise

other operations such as drugs and liquor outlets. A notion of service as their word ‘South African Police Service’ should always be in their minds, rather than diverting to ‘police force’ which was rooted out after 27 April 1994. The community should always be involved in all the police priorities, not to surprise them of new station prioritise.

Decision making: The station commanders should be open to the community about station strategies and should not show the community that they are not together. Sector managers are appointed to be mouthpiece between the police and communities therefore should not be seen as failures to the community irrespective of their rank or experience.

8.3 CONCLUSION

The study dealt with sector policing looking at its conceptualisation to its implementation in the police and its effectiveness in Soweto where the empirical study was done. The study tried to identify the challenges of sector policing which are almost similar internationally and effective this concept could be if these challenges are dealt with. The findings and the recommendations outlined above could be useful in the effective and efficient operation of the sector policing in Soweto in particular and South Africa in general.

Sector policing according to Maroga (2004:04) can be a good strategy if successfully implemented because it can produce a number of benefits like better use of police resources according to the needs of the particular sector and it will improve visible policing. Bezuidenhout (2011:21) added that this strategy clearly have a future as a law enforcement strategy in South Africa although it was prematurely implemented and many mistakes were made. On-going research on the operation and effectiveness of sector policing, not only in Soweto, but even to the other areas of policing in Gauteng Province would be advantageous.

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ANNEXURES

ANNEXURE 1: INTERVIEW SCHEDULE FOR STATION COMMANDERS

1. When was sector policing implemented in your station?

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1. How did you implement sector policing in your area? With specific reference to the demarcation of the sector and the appointment of sector managers.

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2. How many sectors are operational in your station area?

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3.1 How effective are these sectors?

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3.2 What challenges do these sectors faces?

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3.3 What is being done to address the identified challenges?

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3. What is the role of the Community Police Forum in the effective operation of sector policing?

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4.1 How effectively is the Community Police Forum executing the identified role(s)?

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4. What is the role of Sector Crime Forums in the operation of sector policing?

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5.1 How effective does the Sector Crime Forums execute the identified role(s)?

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5. What factors do you consider when allocating resources (human & logistical) in your sectors?

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6. What are the challenges that you encountered when implementing sector policing?

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7. What else can you mention about the effective/ineffectiveness of sector policing in your policing area?

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ANNEXURE 2: INTERVIEW SCHEDULE FOR SECTOR MANAGERS

1. How effective is sector policing in your sector?

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2. What challenges do you face in your sector?

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3. What is being done to address the identified challenges in your sector?

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8. What is the role of Community Police Forum in the effective operation of sector policing in your sector?

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9. How effective is the Community Police Forum executing the identified role(s)?

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10. What is the role of Sector Crime Forum in the operation of sector policing in your sector?

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11. How effective is Sector Crime Forum in executing the identified role(s) in your sector?

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12. What factors are considered when resources are allocated (human & logistical) in your sector?

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13. What challenges were or are experienced in the implementation of sector policing in your sector?

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14. What else can you mention about the effectiveness/ineffectiveness of sector policing in your sector?

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ANNEXURE 3: INTERVIEW SCHEDULE FOR SHIFT OPERATIONAL TEAMS

1. How effective is sector policing in your sector?

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2. What challenges do you face in your sector?

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3. What is being done to address the identified challenges in your sector?

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4. What is the role of Community Police Forum in the effective operation of sector policing in your sector?

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5. How effectively does the Community Police Forum execute the identified role(s)?

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6. What is the role of Sector Crime Forum in the operation of sector policing in your sector?

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7. How effectively is the Sector Crime Forums executing the identified role(s) in your sector?

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8. What factors are taken into consideration when resources are allocated (human & logistical) in your sector?

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9. What challenges were or are experienced in the implementation of sector policing in your sector?

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10. What else can you mention about the effectiveness/ineffectiveness of sector policing in your sector?

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ANNEXURE 4: INTERVIEW SCHEDULE FOR CHAIRPERSONS OF COMMUNITY POLICE FORUMS

1. Has the implementation of sector policing brought the police closer to the community?

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2. How is the relationship between sector managers and the community they are serving?

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3. Does the community participate in the Sector Crime Forums to discuss crime?

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4. How often do you hold meetings together with the station commander and other role-players in the sector?

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5. What else can you mention about the effectiveness/ineffectiveness of sector policing in your sector?

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PERMISSION TO CONDUCT RESEARCH IN THE SAPS

RESEARCH TOPIC: **IMPLEMENTATION OF SECTOR POLICING IN SOWETO**

RESEARCHER: **DS BUTHELEZI**

Permission is hereby granted to the researcher above to conduct research in the SAPS based on the conditions of National Instruction 1 of 2006 (as handed to the researcher) and within the limitations as set out below and in the approved research proposal.

This permission must be accompanied with the signed Indemnity, Undertaking & Declaration and presented to the commander present when the researcher is conducting research.

This permission is valid for a period of six months after signing.

Any enquiries with regard to this permission must be directed to Lt Col Moolman at moolmanj@saps.gov.za or Asst Dir Mkwanazi at Phaka@saps.gov.za.

NOTE TO SAPS MEMBERS: This permission does not constitute permission to conduct research during the working hours of the researcher.

RESEARCH LIMITATIONS / BOUNDARIES:

Research Instruments:	Interviews (Semi-structured) Qualitative interviewing
Target audience / subjects:	Station Commanders Sector Managers Shift operational police officers Chairpersons of the Community Sector Forums
Geographical target:	Moroka Cluster Orlando Cluster
Access to official documents:	Not applicable. **NOTE: The researcher will be liable for any costs for these documents as specified by the Minister in terms of the Access to information Act, 2000 (Act 2 of 2000).**

MAJOR GENERAL
DEPUTY PROVINCIAL COMMISSIONER: OPERATIONS OFFICER
NP MASIYE

SAP 21

SUID-AFRIKAANSE POLISIEDIENS

SOUTH AFRICAN POLICE SERVICE

~~Privaatsak/Private Bag~~
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Verwysing Reference	0480320-5
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Telefoon Telephone	(011) 986- 9224/5
Faksnommer Fax number	(011) 986- 9206

OFFICE OF THE CLUSTER COMMANDER

MOROKA

2013-10-16

The Station Commander
Diepkloof/ Dobsonville/ Jabulani/ Moroka/ Kliptown/ Meadowlands/ Orlando/ Protea glen

RESEARCH AT STATION : NO 0480320-5 W/O D.S BUTHELEZI

1. By direction of Maj Gen Nkuna permission is granted to No: 0480320-5 W/O D.S Buthelezi to conduct research at the above mention stations for his studies.

2. Kindly provide him with the necessary support.

3. Regards.

_____ **MAJ GENERAL**
CLUSTER COMMANDER : MOROKA/ORLANDO
M.E NKUNA
Mj permission for research WO Buthelezi