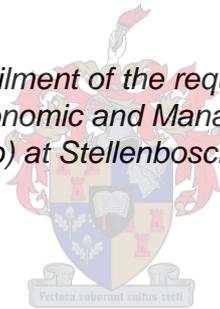


AN EVALUATION OF THE IMPACT OF COMMUNITY PARTICIPATION AND MULTI-
ORGANISATIONAL PARTNERSHIPS ON THE IMPLEMENTATION OF SECTOR POLICING IN THE
RURAL AREAS OF THE LIMPOPO PROVINCE

by

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*Thesis presented in partial fulfilment of the requirements for the degree Public
Administration in the Faculty of Economic and Management Sciences (School of Public
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March 2013

DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the sole author thereof (save to the extent explicitly otherwise stated), that reproduction and publication thereof by Stellenbosch University will not infringe any third party rights and that I have not previously in its entirety or part submitted it for obtaining any qualification.

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ABSTRACT

Sector Policing is understood to be a relatively new community-based policing approach that finds its initial mandate in the National Instruction 3 of 2009, of the South African Police Service (SAPS). This said National Instruction states that community participation and partnership policing can be promoted through Sector Policing. The mandate for the implementation of the principle of Sector Policing also flows from section 205 (3) of the Constitution of the Republic of South Africa.

The significant part of this study is that it provoked an interest in Sector Policing, both within the SAPS and the community; and it attracted a large number of participants. The IAP2 Public Participation Model regarding community participation as discussed by Theron, Ceaser and Davids (2007:8), adapted from the International Association for Public Participation (2007) can play an important role in the implementation of Sector Policing. Sector Policing has been found to fail where there is no community participation or multi-organisational partnerships.

The study focused on the Limpopo Province in order to encourage the effective implementation of Sector Policing in rural areas. The study targeted twelve (12) stations out of ninety five (95) police stations found in all the five (5) districts of the Limpopo Province in order to cover a wider policing spectrum, and ensure a representative sample.

The study has found that Sector Policing could be better implemented if the project management approach can be adopted in order to carry out work in terms of timeframes, and ensure monitoring as demonstrated in Chapter 5 (Figure 5.2). The study recommended the introduction of implementation teams to oversee the implementation of Sector Policing at provincial, cluster and station levels.

A quarterly multi-organisational forum has been proposed to ensure sustainable community participation. Community participation in policing is entrenched in sections 18 to 23 of the South African Police Service Act, 1995 (Act 68 of 1995), the White Paper on Safety and Security (1998) and the National Crime Prevention Strategy (1996).

The most recent community participation model, especially category C (levels 7-9), which is positioned to empower the community as "the *influencer, director, controller* and *owner*" of both decision-making processes is also recommended as a vehicle for effective community participation in Sector Policing (Gwala Participation Model). Monitoring, evaluation and feedback have been identified as effective tools to ensure the effective implementation of Sector Policing, which is currently lacking.

OPSOMMING

Sektorpolisiëring blyk 'n relatief nuwe gemeenskapsgebaseerde polisiebenadering te wees wat sy aanvanklike mandaat in Nasionale Instruksie 3 van 2009 van die Suid-Afrikaanse Polisiediens (SAPD) vind. Die vermelde nasionale instruksie stel dit duidelik dat gemeenskapsdeelname en vennootskapspolisiëring deur Sektorpolisiëring bevorder kan word. Die mandaat vir die implementering van die beginsel van Sektorpolisiëring spruit ook uit onderafdeling 205 (3) van die Grondwet van die Republiek van Suid-Afrika (1996).

Die beduidende deel van hierdie studie is dat dit belangstelling in Sektorpolisiëring ontlok het, beide binne die SAPD en die gemeenskap, en dit het ook 'n groot aantal deelnemers gelok. Die IAP2 openbare deelnamemodel met betrekking tot gemeenskapsdeelname, soos bespreek deur Theron, Ceaser en Davids (2007:8), wat van die Internasionale Vereniging rakende Openbare Deelname (2006) aangepas is, kan 'n belangrike rol vertolk in die implementering van Sektorpolisiëring. Daar is bevind dat Sektorpolisiëring 'n mislukking blyk te wees wanneer gemeenskapsdeelname of multi-organisatoriese vennootskappe afwesig is.

Die studie is gerig op die Limpopo Provinsie ten einde die doeltreffende implementering van Sektorpolisiëring in plattelandse gebiede aan te moedig. Die studie het gesentreer op twaalf (12) polisiestadies uit die vyf en negentig (95) wat in die vyf (5) distrikte van die Limpopo Provinsie bestaan ten einde 'n breër polisiëringsspektrum te dek en om 'n verteenwoordigende monster te verseker.

Die studie het bevind dat Sektorpolisiëring beter geïmplementeer sou kon word indien die projekbestuurbenadering toegepas word, so dat werk in terme van tydsraamwerke uitgevoer kan word, en monitering te kan verseker soos in Hoofstuk 5 (Figuur 5.2) gedemonstreer is. Die studie het die aanbeveling gedoen dat implementeringspanne ingestel word om toesig te hou oor die implementering van Sektorpolisiëring op provinsiale, groep- en stasievlak.

'n Kwartaallikse multi-organisatoriese forum is voorgestel om volhoubare gemeenskapsdeelname te verseker. Gemeenskapsdeelname in polisiëring is verskans in onderafdelings 18 tot 23 van die Suid Afrikaanse Polisiedienswet, 1995 (Wet 68 van 1995), die Witskrif oor Veiligheid en Sekuriteit (1998) en die Nasionale Misdaadvoorkomingstrategie (1996).

Die mees onlangse gemeenskapsdeelnamemodel, veral kategorie C (vlakke 7-9) wat geposisioneer is om die gemeenskap te bemagtig as "die beïnvloeder, direkteur, beheerder en eienaar" van besluitnemingsprosesse, word ook as 'n middel vir doeltreffende deelname aan Sektorpolisiëring aanbeveel (Gwala deelnamemodel). Monitering, evaluering en terugvoer is geïdentifiseer as

doeltreffende wyses om die effektiewe implementering van Sektorpolisiering te verseker, en dat dit juis die` is wat op die' oomblik ontbreek.

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LIST OF TABLES

Table 1.1: Language composition of the Limpopo Province	2
Table 1.2: Population and racial breakdown in South Africa versus Limpopo Province	3
Table 1.3: Sample of stations and clusters in the five districts of Limpopo Province	11
Table 3.1: Composition of sample group	37
Table 3.2: Forms of property and contact crimes selected	43
Table 4.1: Interested and Affected Parties (IAPs) at Mankweng, with roles and responsibilities	57
Table 5.1: The IAPs Public Participation Model	82
Table 5.2: Pool of Interested and Affected Parties (IAPS) in the Limpopo Province	84-86
Table 5.3: Baseline and targets used to measure performance in the Limpopo Province	93
Table 6.1: Best practices observed and future strategies for Sector Policing in Limpopo Province	110

LIST OF FIGURES

Figure 1.1: The crime picture of Limpopo Province between 2007/2008 and 2011 /2012	2
Figure 1.2: Map depicting the geographical position of the five districts and the sixteen clusters	10
Figure 2.1: A model of community participation for Sector Policing	26-27
Figure 3.1: The racial and gender breakdown of SAPS Limpopo	35
Figure 3.2: Problematic crimes in the Limpopo Province as understood by the community	40
Figure 3.3: Problematic crimes in the Limpopo Province according to the BIS and confirmed by public opinion	42
Figure 3.4: Percentage of assault cases reported at twelve stations during 2010/2011	44
Figure 3.5: Statistics depicting rape statistics in percentages at the selected police stations	45
Figure 4.1: Mankweng map depicting sector demarcations: Sector 1-5	55
Figure 4.2: The Nobody IAP Participation Model	60
Figure 4.3: Mankweng property crimes 2006/2007-2011/2012	68
Figure 4.4: Mankweng burglary cases during 2006/2007-2011/2012	69
Figure 4.5: Mankweng contact crimes 2006/2007-2011/2012	69
Figure 4.6: Assault cases in Mankweng 2006/2007-2011/2012	70
Figure 4.7: Common robbery cases 2006/2007-2011/2012	71
Figure 4.8: Mankweng rape cases 2006/2007-2011/2012	72
Figure 5.1: A graph denoting the status of absenteeism in Limpopo Province over four years	88
Figure 5.2: Project life cycle model to guide plans, monitoring, evaluation, feedback and review	96
Figure 5.3: Liquor outlets as the source of crime measured against schools	97

LIST OF ACRONYMS AND ABBREVIATIONS

AIA	Age-In-Action
AVL	Automated Vehicle Location
BIS	Business Intelligence System
BPs	Best Practices
CAS	Crime Administration System
CBD	Central Business District
CBO	Community-Based Organisation
CFI	CAS Fault Index
CIT	Cluster Implementation Team
Cluster JOC	Cluster Joint Operations Centre
CPEVS	Cell Phone-Equipped Vehicle Strategy
CPF	Community Police Forum
CSC	Community Service Centre
CSFs	Community Safety Forums
CSVR	Centre for the Study of Violence and Reconciliation
DBE	Department of Basic Education
DCA	Don't Cry Africa
DCS	Department of Correctional Services
DH	Department of Health
DHA	Department of Home Affairs
DIMC	Data Integrity Management Certificate
DMTSP	Daily Monitoring Tool: Sector Policing
DSD	Department of Social Development
ESKOM	Electricity Supply Commission
FCS	Family Violence, Child Protection and Sexual Offences
FNNDV	Far North Network on Domestic Violence
GCIS	Government Communication and Information Service
GNFU	Great North Farmers Union
GPS	Global Positioning System
HRD	Human Resource Development
IAP	Interested and Affected Party
ISS	Institute of Security Studies
LDDCPS	Limpopo Door-to-Door Crime Prevention Strategy
NLAPCF	New Life After Prison Community Forum

MNN	Munna Ndi Nnyi (A Tshivenda expression for “real men”)
NICRO	National Institute for Crime Prevention and Rehabilitation of Offenders
NPA	National Prosecuting Authority
OD	Organisational Development
OPAM	Operational Planning and Monitoring
OSC	One Stop Centre
PS	Production Sheet
PIT	Provincial Implementation Team
POPCRU	Police and Prisons Civil Rights Union
RAG	Resource Allocation Guide
ROOAC	Retired Officers and Officials Against Crime
SAB	South African Breweries
SCF	Sector Crime Forum
SCCF	Station Crime Combating Forum
SCS	Sector Communication Strategy
SGBs	School Governing Bodies
SIT	Station Implementation Team
SPH	Sector Patrol Hour
SAPS	South African Police Service
SAPU	South African Police Union
SSCs	School Safety Committees
TAU	Transvaal Agricultural Union
TELKOM	Telecommunications network in South Africa for both wire line and wireless communication
TCC	Thuthuzela Care Centre
TCCP	Thandululo Counselling Centre Programme
TVEP	Thohoyandou Victim Empowerment Programme
UNILIM	University of Limpopo
VODACOM	Voice Data Communication: A Pan-African telecommunication network and the first cellular network in South Africa
UNIVEN	University of Venda
WAAC	Women Against Abuse and Crime
YAC	Youth against Crime
YF	Youth Focus

TABLE OF CONTENTS

DECLARATION	ii
ABSTRACT	iii
OPSOMMING	iv
ACKNOWLEDGEMENTS	vi
LIST OF TABLES	viii
LIST OF FIGURES	ix
LIST OF ACRONYMS AND ABBREVIATIONS	x
CHAPTER 1: INTRODUCTION AND BACKGROUND TO THE STUDY	1
1.1 INTRODUCTION	1
1.2 RESEARCH PROBLEM	4
1.3 RATIONALE OF THE STUDY	4
1.4 RESEARCH HYPOTHESES	5
1.5 RESEARCH DESIGN AND METHODOLOGY	6
1.5.1 Research Design	6
1.5.2 Research Methodology	76
1.6 THE SIGNIFICANCE AND AIMS OF THE STUDY	7
1.7 SCOPE AND RESEARCH SAMPLES	8
1.8 LIMITATIONS OF THE STUDY	13
1.9 DEFINITION OF KEY CONCEPTS	14
1.10 SUMMARY	15
CHAPTER 2: CONCEPTUAL FRAMEWORK	17
2.1 INTRODUCTION	17
2.2 LEGISLATIVE AND POLICY FRAMEWORK	18
2.3 LITERATURE REVIEW	28
2.4 SUMMARY	32
CHAPTER 3: DATA COLLECTION AND ANALYSIS	34
3.1 INTRODUCTION	34
3.2 TARGET POPULATION AND SAMPLE	34
3.3 DEMOGRAPHICS	35
3.4 COMMUNITY PERCEPTIONS ABOUT CRIME	39
3.5 OVERVIEW OF SELECTED CRIMES	42
3.5.1 Contact crimes	43

3.5.1.1	Assault	44
3.5.1.2	Rape	45
3.5.1.3	Armed Robbery	47
3.6	THE VALUE AND IMPORTANCE OF SECTOR POLICING AND THE VIEWS OF RESPONDENTS	47
3.7	AUDIT OF RESOURCES	49
3.8	SUMMARY	51
CHAPTER 4: CONTEXT AND PRACTICAL CONSIDERATIONS		53
4.1	INTRODUCTION	53
4.2	COMMUNITY PARTICIPATION APPROACHES AT MANKWENG	53
4.3	THE NOBODY EXPERIMENT (PILOT PROJECT)	56
4.4	THE LIMPOPO DOOR-TO-DOOR RURAL CRIME PREVENTION STRATEGY	60
4.5	MANKWENG SERVICE DELIVERY PROJECT – “OPERATION “BIG PUNCH!”	62
4.6	THE IMPACT OF PUBLIC PARTICIPATION AND MULTI-ORGANISATIONAL PARTNERSHIPS ON CRIME TRENDS AND PATTERNS	67
4.7	SUMMARY	73
CHAPTER 5: COMMUNITY PARTICIPATION PLATFORMS		75
5.1	INTRODUCTION	75
5.2	STAKEHOLDER ANALYSIS AND COMMUNITY PARTICIPATION PLATFORMS	75
5.2.1	Inform	76
5.2.2	Consult	77
5.2.3	Involve	78
5.2.4	Collaborate	79
5.2.5	Empower	80
5.3	CHALLENGES, SHORTCOMINGS AND OBSTACLES	86
5.3.1	Status of Sector Policing and auditing	87
5.3.2	Absenteeism management and shortage of personnel	87
5.3.3	Time lapse between shifts	88
5.3.4	Transport for community stakeholders and SAPS members	88
5.3.5	Management of Cell Phone-Equipped Vehicle Strategy (CPEVS)	89
5.3.6	Discipline and attitudes of sector team members	89
5.3.7	Command and control	89
5.3.8	Rank and title of sector commanders	89

5.3.9	Shortage of official drivers	90
5.3.10	Long distances and difficult road conditions	90
5.3.11	Change of command	90
5.3.12	Sector profiles and updated mapping	91
5.3.13	Lack of formal training and empowerment programmes	91
5.3.14	Lack of management tools for Sector Policing	91
5.3.15	Marking and blending of sector patrol vehicles	92
5.3.16	Undocumented local and foreign citizens	92
5.4	MONITORING, EVALUATION AND FEEDBACK	92
5.4.1	Internal monitoring and evaluation systems	93
5.4.1.1	The Performance Chart System	93
5.4.1.2	Internal audit and inspectorate	94
5.4.1.3	On/Off duty parades	94
5.4.1.4	Daily Station Crime Combating Forum (SCCF) meetings	94
5.4.1.5	Pocket book summary	94
5.4.1.6	Individualised production sheets	94
5.4.1.7	Cluster Joint Operations Centre (Cluster JOC)	94
5.4.1.8	Automated Vehicle Location (AVL)	95
5.4.1.9	Business Patrol Register (BPR)	95
5.4.2	External monitoring and evaluation systems	95
5.4.2.1	Institutions of higher learning	95
5.4.2.2	CPF and SCF meetings	95
5.4.2.3	Quarterly multi-stakeholder forum meetings	95
5.4.2.4	Door-to-door campaigns	96
5.4.2.5	Feedback to complainants	96
5.4.2.6	Project management as a monitoring and evaluation tool	96
5.5	CRIME GENERATORS	97
5.5.1	Mushrooming of liquor outlets	97
5.5.2	Prevalence and misuse of drugs	98
5.5.3	Vacant houses	98
5.5.4	Lack of security measures	98
5.5.5	Domestic-related violence	99
5.5.6	Failure to bank money and sleeping inside businesses	99
5.6	SUMMARY	99

CHAPTER 6: FINDINGS, RECOMMENDATIONS, AND CONCLUDING REMARKS	101
6.1 INTRODUCTION	101
6.2 RESEARCH FINDINGS	101
6.3 RECOMMENDATIONS	107
6.4 CONCLUDING REMARKS	112
BIBLIOGRAPHY	114
ANNEXURES	
Annexure A: Questionnaire	122
Annexure B: Letter from the Provincial Commissioner authorising the study (Research sites)	129
Annexure C: National Instruction 1 of 2006 guiding research in the SAPS	130
Annexure D: Concept Document for Sector Policing Project	134
Annexure E: Format of Business Patrol Register (BPR) developed for sector patrols	144
Annexure F: Data Integrity Management Certificate (DIMC)	145
Annexure G: Sector Communication Strategy (SCS)	146
Annexure H: Daily Monitoring Tool: Sector Policing (DMTSP)	147

CHAPTER 1

INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 INTRODUCTION

The purpose of commissioning this study is to examine the impact of community participation and multi-organisational partnerships on the implementation of Sector Policing. Sector Policing is a relatively new policing methodology in South Africa imported from abroad (Maroga, 2003:1).

The international application of Sector Policing finds its origin in the London Metropolitan Police in the United Kingdom and partly in North America. In both instances it was based on the principle of mobilising communities in the prevention of crime (Dixon and Rauch, 2004:14).

The researcher's aim is to dispel public perceptions and misconceptions that the South African Police Service (SAPS) members are solely responsible for crime reduction. Burger (2006:2) is of the opinion that it is a societal co-responsibility to prevent crime and SAPS should not be expected to do so on its own. This study is intended to prove that the wider the base of community participation and multi-organisational participation, the greater the chance for effective Sector Policing.

The White Paper on Safety and Security (Department of Safety and Security (DOSS), 1998:23) states that civil society groups have a key role to play in resourcing, supporting and conducting local crime prevention programmes. It is important for stakeholders within the sectors to work together in a coordinated and integrated approach, as well as to engage each other at all levels in their planning and implementation of Sector Policing.

The National Crime Prevention Strategy (DOSS, 1996) proposes the mobilisation of communities and community education as a method of integrated crime prevention. The researcher has noted that Community Police Forums (CPFs) have been in place as early as 1994 and that, to a certain extent, they have succeeded in bridging the gap between the SAPS and communities.

The performance chart, which is a reliable scientific measuring tool for performance in the SAPS, has shown that the Limpopo Province is currently sliding deeper into trouble as a crime wave is sweeping across the majority of clusters and police stations (SAPS, 2012b). The crime picture of the Limpopo Province over varying periods is reflected in the following graphs depicting priority crimes (Figure 1.1)

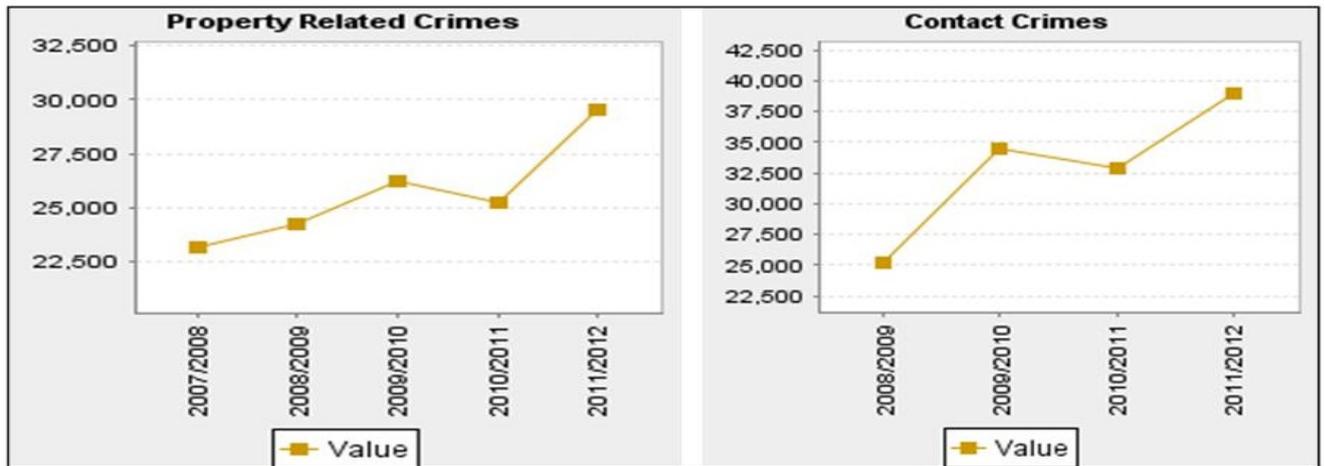


Figure 1.1: The crime picture of Limpopo Province between 2007/2008 and 2011/2012

Source: Limpopo Crime Statistics-Data Integration and Development (SAPS, 2012a)

The researcher also noted that, since the inception of Sector policing in South Africa and the introduction of CPFs and Sector Crime Forums (SCFs), not much has happened in so far as crime reduction is concerned. It is with this in mind that the researcher embarked on this study to evaluate the impact of community participation and multi-organisational approaches on Sector Policing.

The demographic factors of the Limpopo Province should be taken into account when implementing Sector Policing. The demographics which may play a role in the implementation of Sector Policing include language, values, cultures and the racial or ethnic composition of affected communities. Members of the SAPS deployed at sector levels should be able to speak the languages spoken by the local community, and appreciate the values and cultures of that community and should also treat the local community without any racial or ethnic bias.

Members should always be sensitive to the needs and feelings of the community in line with the Bill of Rights contained in Chapter 2 of the Constitution (RSA, 1996), (formerly referred to as Act 108 of 1996) especially the equality clause. The demographic factors of the Limpopo Province are better described in Table 1.1 and 1.2.

Table 1.1: Language composition of the Limpopo Province

Language	North Sotho	Xitsonga	Tshivenda	Other	Total
Share Percentage	52.1	22.4	15.9	9.6	100

Source: By Author, 2012

Race	South Africa Number	Share %	Limpopo Number	Share %
African	37 887 594	79.42	5 526 751	97.07
Coloured	4 223 511	8.85	3 461	0.06
Indian	1 168 672	2.45	22 335	0.4
Caucasian	4 348 366	9.11	137 973	2.42
Other	8 764	0.17	3 044	0.05
Total	47 706 907	100	5 693 564	100

Table 1.2: Population and racial breakdown in South Africa versus Limpopo Province

Source: By Author, 2012

According to Dantzker (1997:195) a new era in policing has dawned “in which community leaders and reform-minded police administrators are demanding significant changes in the functioning of law enforcement agencies”. Furthermore, he argues that the police service should do away with traditional approaches and structures, outdated policies and crime control measures in preference of newer approaches like Sector Policing.

The National Instruction 3 (SAPS, 2009a) introduces Sector Policing as a policing methodology that should be applied through small scale operations, regular interaction between the SAPS and community-based structures.

According to Maroga (2004:1) community participation in the implementation of Sector Policing takes place through Sector Crime Forums (SCFs), and Community Police Forums (CPFs) should mobilise stakeholders. The researcher believes that members of the community, Community-Based Organisations (CBOs), Non-Governmental Organisations (NGOs) and the SAPS in each locality should adopt an integrated approach in the fight against crime. Maroga (2004:1) also states that interest groups in the form of community-based structures must be invited and should become active participants within demarcated sectors.

Accordingly Burger (2006:4) states that constant police availability and visibility using marked vehicles, SAPS members in uniform and conducting targeted and sustainable patrols should be a standard practice. The researcher is of the opinion that the strategic objectives of Sector Policing are to ensure safer communities and neighbourhoods through police visibility, a speedy police response to crime-related complaints and community education through sustainable crime awareness campaigns

The Limpopo Province has not yet been able to experience the importance of Sector Policing due to constraints on resources as well as challenges relating to the optimal utilisation of the available resources. The principle of Sector Policing is, therefore, a tool to ensure that command and control is devolved to the grassroots level.

1.2 RESEARCH PROBLEM

Ramenyi *et al.* (2002:46) state that the research problem needs to be clearly defined. According to Brynard and Hanekom (1997:23) the problem statement should be proposed concisely, clearly and precisely, so that it can be stated as a question or presented as a statement. The idea is to clearly make a breakdown of the problem so that any person who reads it will be able to understand it without necessarily having experienced the problem.

Referring to the research problem, Baloyi (2001:5-6) is of the opinion that a clear way of formulating a research problem is to ask related questions. These problem statements could be possible preconditions to formulating the hypothesis. Research problems are crucial for planning research procedures and for problem analysis and resolution. Initially the main question has to be asked, followed by sub-questions.

In addition Ramenyi *et al.* (2002:67) state that it is important to ensure that there are a limited number of research problems, at most three to five, in order to avoid the researcher losing focus. The main research problem in this study is whether or not community participation and multi-organisational partnerships can bring about the effective and efficient implementation of Sector Policing in the rural areas of the Limpopo Province.

Another research problem for this study is that Sector Policing has been in existence for more than ten years in South Africa (Maroga 2003:1), yet it has not been able to visibly reduce crime. It would also appear that Sector Policing remains a theoretical principle in the Limpopo Province because in many areas it still lacks an implementation strategy.

1.3 RATIONALE OF THE STUDY

According to Maree and Van der Westhuizen (2011:28), the rationale stands as "a statement of how a researcher developed an interest in a particular topic or area of research".

The rationale behind this study is to investigate the possibility of expanding community participation and the participation of all relevant organisations within the government and non-governmental structures (multi-organisational approach) over and above the SCFs and CPFs that are currently in place. The

researcher also seeks to discover what role the different organisations should play and what resources they possess which can enhance the implementation of Sector Policing.

1.4 RESEARCH HYPOTHESES

Welman and Kruger (1999:11) define a hypothesis as “a tentative assumption or preliminary statement about the relationship that exists between two or more things that need to be examined”. The authors also state that a hypothesis refers to an attempt to provide a solution by conducting an investigation of the research problem with a view to either prove or disprove the statement through proven research methods.

According to Mahuntse (2007:5) the formulation of a hypothesis has the following advantages: it serves as a guideline when conducting research; it prevents blind or fruitless research; it provides direction to research by identifying what is relevant and what is not.

Reddy (1987:55) is of the opinion that a hypothesis serves as a framework for drawing meaningful conclusions regarding the research being conducted. The researcher is of the opinion that a research hypothesis is based on the general understanding that provoking questions on any subject calls for immediate, but well considered, solutions to identified problems. It is for this reason that hypothetical statements need to be constantly raised in order to earnestly search for relevant answers.

An analysis of the data collected shows that precise questions on the implementation processes do not necessarily solicit answers from SAPS commanders and sector teams. Station commanders and operational commanders do not always give a true reflection of the implementation of Sector Policing, and their level of understanding on the subject. This state of affairs was only discovered through participatory observation. The following hypothetical statements are therefore, presented.

HYPOTHESIS 1

Sector Policing is not only dependent on SAPS cooperating with CPFs and SCFs, but also on the participation of other community-based stakeholders and multi-organisational partnerships.

HYPOTHESIS 2

“Command and Control” is a key factor in the implementation of Sector Policing.

HYPOTHESIS 3

Change of command at station and sector levels impacts negatively on Sector Policing and crime prevention.

1.5 RESEARCH DESIGN AND METHODOLOGY

The research design and methodology selected for the study are discussed below:

1.5.1 Research Design

According to Nieuwenhuis (2011:70) a research design is “a plan or strategy which moves from the underlying philosophical assumptions to specifying the selection of respondents, data gathering techniques, and data analysis to be done”.

Hussey and Hussey (1997:54) describe a research design as the “overall approach to the research process, from the theoretical underpinning to the collection and analysis of data”. This means that every stage of the research consists in part of the research design.

It can be argued that the research design is the foundation of research and deals specifically with four questions: What questions to study, what data is relevant, what data to collect and how to analyse the results. It means that research designs deal with more than just a plan, because they aim to avoid situations where evidence does not address the initial research questions (Yin, Bickman and Debra, 1998:8). According to De Vaus (2005:9) “the purpose of a research design is to ensure that the evidence obtained enables the research to answer the initial research question or problem”. It is the intention of this study to provide possible answers to crime problems.

The researcher selected a mixed research design which will include both the qualitative and quantitative research designs. The research design for the study will ensure an interactive investigation encompassing experts on the topic of research, practitioners of Sector Policing and participating community-based stakeholders.

Saunders, Thornhill and Lewis (2009:72) have identified reasons why a research design is important. Firstly, it aids the researcher in making well-informed decisions about the research methodology; and to plan how data is to be collected and analysed. Secondly, the researcher needs to adapt the research design to the limitations and constraints of the study; and determine which research methods are appropriate (Saunders *et al.*, 2009: 72).

1.5.2 Research Methodology

The research will firstly adopt a qualitative research design by assessing and analysing a variety of work done by prominent authors and researchers on the subject of Sector Policing and crime in general. The study will also be based on a quantitative enquiry because its methodology will involve the use of surveys to measure knowledge levels, the conducting of interviews with respondents, the completion of questionnaires by a sample of stakeholders and the use of observation methods to reach objective and balanced findings.

The quantitative enquiry will include an evaluative and comparative study of the different categories of police stations constituting the sample group. In addition, Hussey and Hussey (1997:12) contend that a quantitative research approach should be objective in order to yield unbiased results not influenced by the researcher. Quantitative methodologies should therefore test theory deductively from existing knowledge, through developing hypothesised relationships and proposed outcomes for the study.

On the other hand, the qualitative method is utilised because it employs a multi-site case study approach to investigate the success or failure of Sector Policing within the five districts of the Limpopo Province. The researcher is aware of the view given by Henning, Van Rensburg, and Smit (2004:3) which states that, in a qualitative study, the variables are not usually controlled because it is exactly this freedom and natural development of action and representation that should be captured.

The researcher has also chosen to include qualitative research for the reasons given by Conger (1998:107), who states that qualitative research "is flexible and allows the researcher to follow unexpected ideas during research and explore processes effectively; is sensitive to contextual factors; ability to study symbolic dimensions and social meaning; and increased opportunities to develop empirically supported ideas and theories".

1.6 THE SIGNIFICANCE AND AIMS OF THE STUDY

Mudau (2008:6-8) states that the relevance of research on Sector Policing is that it promotes partnership between the SAPS and the community, and also promotes communication between the SAPS and communities. Mudau (2008:6-8) also states that it is important for the researcher to motivate why it is useful to carry out a study and to spell out what contributions the study will make to society.

National Instruction 1 of 2006a, section 3 (j) and (p) governs research in the SAPS and states that, upon application, the researcher must outline the goals of research and motivate as to how such

research will add value to the SAPS (see Annexure C in this regard).

It is significant to highlight the social impact that is expected with regard to crime reduction resulting from this study. The research seeks to investigate and evaluate the impact of community participation and multi-organisational partnerships with a view to benefit rural communities.

This study is significant because the researcher is of the opinion that it will be able to identify the underlying problems, inhibiting factors and other challenges in the implementation of Sector Policing. It is expected to generate solutions to crime-related problems for effective crime prevention.

The study will be used to develop a multi-organisational coordinating mechanism which can be used to consolidate success stories, develop case studies, advise the Provincial Commissioner and identify best practices with a view to benchmarking throughout the Limpopo Province and other parts of South Africa.

The study also aims to conduct an audit to determine the current status of Sector Policing and available resources. The most significant factor for the study is the expected outcome of helping the SAPS to regain public trust and confidence as a result of effective Sector Policing.

1.7 SCOPE AND RESEARCH SAMPLES

According to Maree and Van der Westhuizen (2011:33-34) the researcher should select research sites that are not only suitable but also feasible. In addition, McMillan and Schumacher (2001:15) advise the researcher to seek permission to access the selected research sites and/or samples (see Annexure B in this regard).

Maree and Van der Westhuizen (2011:34) are of the opinion that the research must explain the criteria used to select samples or respondents and participants, and the social context involved. The Limpopo Province has been selected for the study due to the limited number of research projects that have been conducted in the field of Sector Policing, crime prevention and crime combating.

Limpopo Province is demarcated into sixteen (16) clusters which are subdivided into ninety-five (95) police stations as outlined in the Limpopo Festive Season Operational Plan 2010/2011 (SAPS, 2011a:2). The study will concentrate on a sample of stations classified as "contact crime stations" due to their large size, high crime rate, high rate of domestic violence and the inability of commanders in some of these stations to make a visible impact in terms of crime reduction.

The stations have also been categorised into what has become known as "Brigadier Stations" which

are the biggest stations in terms of crime weight, physical and human resources. The Limpopo Province has six "Brigadier Stations" located in the districts of Capricorn, Mopani and Vhembe, and will be discussed later in the form of a comparative analysis.

The study will also give attention to a further sample of stations that have been categorised as "Colonel and Lieutenant Colonel Stations" which are medium size and rural. A total sample of twelve (12) stations has been selected for the study. The geographical demarcation of the five (5) districts of the Limpopo Province is depicted in figure 1.2 below.

The following police stations in the different districts have been selected as samples for the study (see Table 1.3):

Table 1.3: Sample of stations and clusters in the five districts of Limpopo Province

Districts	Clusters	Police Stations
Vhembe	Thohoyandou	Thohoyandou
		Vuwani
		Levubu and Siloam
	Makhado	Tshilwavhusiku
Mopani	Tzaneen	Ritavi
	Giyani	Saselamani
	Phalaborwa	Phalaborwa
Capricorn	Polokwane	Mankweng
Greater Sekhukhune	Tubatse	Tubatse
	Groblersdal	Hlogotlou
Waterberg	Thabazimbi	Thabazimbi
	Lephalale	Lephalale

Source: Designed by researcher to depict the sample group

The Vhembe District– Four (4) out of eighteen (18) police stations:

The Vhembe District is subdivided into three (3) clusters, namely Thohoyandou with eight (8) police stations, Makhado with seven (7) police stations and Musina with three (3) police stations. Four (4) police stations in the Thohoyandou Cluster will be used as a sample, due to the fact that it resides under the three municipalities of Thulamela, Makhado and Mutale; and has three main traditional leaders competing for the Vha-Venda Kingdom. This district is also comprised of an unstable community that is demanding its own municipality.

Policing is further complicated by accusations and fears of alleged witchcraft practices, as well as tensions in the taxi industry. All these factors have a direct bearing on policing as they have a destabilising effect in the affected areas and complicate the implementation of Sector Policing. Firstly, Tshilwavhusiku Police Station has been selected from the Makhado Cluster which previously had a

spate of business and house robbery cases. The role and extent of community participation will be examined with a view to assess the impact on the crime situation.

Secondly, Thohoyandou Police Station was selected, a “Brigadier Station” with a combination of busy Central Business District (CBDs) and which is situated in a deep rural area. Thohoyandou is a high contact crime station topping the province with crimes including rapes, assaults, and robberies. It is a high contributor of property-related crimes such as burglary cases.

The sample will include Vuwani Police Station which for some time was the epicentre of sexual offences, burglary cases, business, and house robbery cases. This is a “Colonel Station” comprised of 99 per cent rural areas and one shopping complex. Levubu Police Station is comprised largely of farming areas and rural villages, with a problem of copper cable theft.

The final station which is located in the Vhembe District, but controlled by the Giyani Cluster in the Mopani District, is the Saselamani Police Station which has experienced relationship problems between the station commander and traditional leaders, but does have the active participation of CPFs, SCFs and multi-stakeholder groupings supporting policing efforts. Saselamani borders on the Kruger National Park and is characterised by an influx of tourists due to the Makhado-Punda Maria road leading to the park. It is a “Lieutenant Colonel” station policing about 98 per cent of rural areas.

The Mopani District – Two (2) out of sixteen (16) police stations.

Two police stations will be the focus of the research in the Mopani District. Firstly, Ritavi Police Station which is a “Colonel Station” consisting of approximately 90 per cent rural areas, an industrial area and shopping centres. Secondly, Phalaborwa Police Station which is also a “Colonel Station” comprising about 79 per cent farms, a busy rural town, tourism centre, Kruger National Park with challenges of Rhino poaching, and an active mining industry impacting negatively on the available resources.

The Capricorn District – One (1) out of fourteen (14) police stations:

Mankweng Police Station from the Capricorn District is a “Brigadier Station” with a CBD, university, about 91 per cent rural areas and a referral hospital which requires a greater number of human resources. A provincial crime analysis report for February 2012 shows Mankweng Police Station to be the highest contributor of contact crimes in the Limpopo province. This police station will form the subject of a case study to demonstrate the practical implementation of Sector Policing and the impact of community participation and multi-organisational input.

The Greater Sekhukhune District – Two (2) out of sixteen (16) police stations: Hlogotlou Police Station is policing an area comprising a shopping complex, about 97 per cent rural areas and crimes such as cash-in-transit robberies and an unstable taxi industry. Tubatse Police Station is situated in a deep rural area and experiences disputes over chieftainships precipitated by mining rights and payment of royalties by mining companies.

The Waterberg District – Two (2) out of thirty (30) police stations:

Two stations have been selected, namely Thabazimbi Police Station which is policing a mining industry and about 74 per cent farms, and Lephalale Police Station with a fast developing town, national key points in the form of Medupe and Matimba Power Stations, a mining industry, a tourist centre and about 70 per cent farming areas which have a direct impact on Sector Policing and crime prevention in general.

1.8 LIMITATIONS OF THE STUDY

There is limited research and literature available on the subject of Sector Policing in rural areas. Research on Sector Policing focusing on the Limpopo Province is also very limited. However, research on Sector Policing in general has gained momentum and various scholars have shown interest in the subject. A few examples of writings and research in this regard will be discussed.

Eric Mudau who is a member of the SAPS based in Mpumalanga has conducted a study on Sector Policing during 2008 entitled: "The Implementation of Sector Policing in the Limpopo Province" which sought to determine the level and quality of Sector Policing in the Limpopo Province.

Norman Mahuntse of SAPS Johannesburg Central Police Station conducted a study on Sector Policing in 2007 entitled: "Sector Policing in the Johannesburg Central Police Station Area" which was aimed at improving the general understanding of Sector Policing, and providing guidelines on the management of Sector Policing.

Millicent Maroga from the Centre for the Study of Violence and Reconciliation (CSVR) has shown interest on the subject of Sector Policing and published several independent research articles. Examples of her work are articles published during 2003 and 2004 entitled: "Two sides of a coin? Sector Policing and Community Police Forums" and "Sector Policing: What are the challenges?" Maroga gives the historical background and significance of Sector Policing in promoting police visibility and crime prevention respectively.

In addition to the body of work published by scholars on Sector Policing, there is a body of research and literature on the subject of crime in general which is relevant to the study. This includes research work by Johan Burger of the Institute of Security Studies (ISS), especially the research work entitled: "Deterring Crime: Sector Policing and Visible Policing in South Africa" published in 2006. Burger seeks to inspire the SAPS to enhance visibility and availability in identified crime hotspots; and promotes community crime prevention efforts instead of the SAPS operating alone. Bill Dixon and Janine Rauch from the ISS published research articles and one such an example is "Sector Policing: Origins and Prospects" published during 2004. This article highlights challenges encountered during the implementation of Sector Policing. The South African-based quarterly publication entitled "SA Crime Quarterly" publishes research articles by renowned scholars and researchers on crime and crime prevention; and it is circulated widely to relevant stakeholders participating in the fight against crime.

1.9 DEFINITION OF KEY CONCEPTS

Sector Policing

Dixon and Rauch (2004:2) state that: "Sector Policing can be defined as policing in the community, for the community. Areas are divided into smaller manageable sectors, managed by full-time police officers that patrol their respective sectors; and being stationed in the heart of a sector means that police are in greater contact with the community".

Crime Prevention

The White Paper on Safety and Security (DOSS, 1998:15) defines crime-prevention as: "All activities which reduce, deter or prevent the occurrence of specific crimes, firstly, by altering the environment in which they occur, secondly, by changing the conditions that are thought to cause them, and thirdly, by providing a strong deterrent in the form of an effective justice system".

Public policy

Cloete and Wissink (2000:11) define public policy as "a mechanism employed to achieve societal goals". Sector Policing is intended to achieve that because the reduction of crime creates stability in which social, economic, and political programmes can be implemented without any threats.

Policy implementation

Uys, Muller and Clapper. (2010:270) define policy implementation as "problem-solving efforts stimulated by Government and ordered into programmes of action. The actors involved in

implementation are not only drawn from Government; they may include others whose efforts are required for success of implementation, and include groups affected by the implementation process, who should be involved in co-producing the co-operation efforts."

Evaluation

Rossi, Lipsey and Freeman (2004:2) define evaluation as "a social science activity directed at collecting, analysing, interpreting, and communicating information about the workings and effectiveness of social programs". Sector Policing is a social activity which is subject to evaluation in order to determine its significance to societal development and empowerment of communities.

Rural safety

According to the National Rural Safety Strategy for South Africa (RSA, 2011a:8) policy document, rural safety means: "All safety and security issues that affect the non-urban environment, in so far as it deals with human beings and property, as well as food security and protection".

Command and control

The Draft White Paper on Safety and Security (DOSS, 2012:42) describes command and control as: "the exercise of authority and giving direction by a properly designated commander or manager over assigned and attached personnel in the accomplishment of the mission. Command and control also refers more to the maintenance of authority with somewhat more distributed decision-making".

Visible policing

Burger (2006:2) defines visible policing as: "the regular and visible presence of the police in public, and a perceived omnipresence. In the public mind, it means that the police are seen as they patrol, attend to complaints, do law enforcement, or perform their duties in marked vehicles and in full uniform".

1.10 SUMMARY

As already stated in this chapter, the aim of this study is to dispel public perceptions, myths and misconceptions that SAPS members should fight crime on their own. It was also made clear in this chapter that the wider the base of community participation in Sector Policing, the greater the impact on crime reduction. The above strategic approach is supported by Burger (2006:3) who believes that the police without the community cannot succeed in the prevention of crime.

For Sector Policing to be a success, it is essential for the SAPS to secure the support and cooperation of the community (Maroga, 2004:2). National Instruction 3 (SAPS, 2009a) also places emphasis on community participation using CPFs and SCFs.

The first known country to implement Sector Policing was the United Kingdom where the London Metropolitan Police took the lead. It was based on the principle of mobilising communities in the prevention of crime. The researcher has selected community participation and multi-organisational partnerships in line with the British model and existing policies in South Africa as the focus of the study.

The study is designed along the principles of both a qualitative and quantitative enquiry because it is structured in terms of interviews, a literature review, a crime analysis, the completion of questionnaires, observations and comparisons made in order to verify quality, and the validity, of the study.

The study explores the impact that may derive from community participation and multi-organisational partnerships in addition to CPF and SCF structures that are currently involved in the implementation of Sector Policing. It is important to note that the Limpopo Province is largely comprised of deep rural areas which appear to be lagging behind in the implementation of Sector Policing. The researcher is of the view that improved communication and the reduction of crime will impact positively on communities in the hotspot areas and may restore the trust of the community in the SAPS.

CHAPTER 2

CONCEPTUAL FRAMEWORK

2.1 INTRODUCTION

According to Welman and Kruger (2001:44) the purpose of research is not only to keep interested parties abreast with the investigation being conducted, but also to give the researcher an information base and knowledge of the subject being researched. A literature review gives the researcher an opportunity to sift through a body of books, magazines, newspapers, publications, policies and internet sources relating to the subject under inquiry.

In this study, the body of literature on Sector Policing and crime prevention should be analysed to determine the overall status of Sector Policing in the Limpopo Province. The gathering of information and inputs from community-based stakeholders and different readings will help the researcher to construct the conceptual framework of the study.

According to Theron, *Ceaser and Davids*. (2007:4) community participation should be based on the principle of "people-centred development" which is grounded on the conviction that the intended beneficiaries of developmental activities should gain control over the goals, design and implementation of development efforts. The study subscribes to this view for Sector Policing. The local community and community-based organisations should take charge of activities intended to create their own crime-free environment and should have an influence on the sustainability of crime prevention efforts.

Theron *et al.* (2007:4) are also of the view that facilitators of change be they inside or outside of government; do not understand that members of the community may participate in the planning and implementation of a development project if it is of significant value to them, and that they can see how they will benefit from such efforts. NGOs, CBOs, traditional leadership structures and CPFs may similarly not be willing to participate in the implementation of Sector Policing unless they are convinced that the outcome of their efforts will be a safe and secure environment.

Regulation 2 (1) and (2) (a) of the South African Police Service Interim Regulations for Community Police Forums and Boards (SAPS, 2001) stipulates that the station commander must, subject to the directives of the Provincial Commissioner, establish a CPF which is broadly representative. The Regulation also states that, for the station commander to establish a CPF, he/she must identify CBOs, other stakeholders and interest groups and invite them to participate in the election process (SAPS,

2001). The above regulation is intended to give an opportunity to all stakeholders within the station area to participate in local crime prevention.

The fact that Sector Policing is implemented through the participation of CPFs is an indication that the original purpose of Sector Policing was to ensure the participation of the broader community in crime prevention efforts. The current Limpopo Provincial CPF Constitution, (SAPS, 2010c) in relation to the governing of elections has made provision for additional members who may be co-opted to serve on the CPF board. This is in line with the spirit and purport of these regulations.

Clause 3 of the CPF Constitution allows previous members of the CPF structures whose terms have ended to participate in the election, even if they were not re-elected in their constituencies, thereby indirectly returning the same persons to perpetuate their participation in these structures. The participation of the outgoing members of the CPF boards who may not have been re-elected in their own constituencies may raise questions on the legitimacy and credibility of CPF representatives. This may lead to the exclusion of new persons from being elected into CPF leadership positions.

Most CPF structures analysed at stations targeted by the study do not co-opt additional experts from the community, which would ensure a broader representation of the community. CPFs elected in this manner are therefore not legitimate structures to participate in Sector Policing on behalf of the broader local community.

2.2 LEGISLATIVE AND POLICY FRAMEWORK

Section 205 (3) of the Constitution (RSA, 1996) lays the basis for policing in South Africa and gives the SAPS its constitutional mandate to address crime. This is firstly, through crime prevention initiatives to combat and investigate crime, secondly, by maintaining public order, thirdly, by protecting and securing the inhabitants of the Republic and their property and, finally, by upholding the Constitution (RSA, 1996) and enforcing the law.

Sector Policing takes place at grassroots level where crime occurs, hence the focus of the study. It allows the lower-ranked members of SAPS, the "foot soldiers", to actively interact with vulnerable communities to make them feel more secure. The researcher is of the opinion that Sector Policing should not be a reactive tool although, through community participation, crime that has already occurred can also be investigated and resolved.

The initial gathering of information with regard to possible protests or public disturbances that could result in crime should take place at the level where sector teams are deployed and interacting with communities. The Constitution (RSA, 1996) has laid the groundwork for Sector Policing.

The South African Police Service Act, 1995 (Act 68 of 1995, sections 18-23) (RSA, 1995) (herein referred to as SAPS Act) gives effect to the above provisions of section 205 (3) of the Constitution (RSA, 1996) as indicated. These sections of the SAPS Act (RSA, 1995) deal with the formalisation of community-police relations and partnerships, as well as coordinated action steps in the fight against crime. The Act creates CPF boards at station, cluster (area) and provincial levels (RSA, 1995).

The Provincial CPF Boards are also coordinated nationally through the National Consultative Forum which is made up of CPFs and brings together CPFs of the nine provinces to share their experiences and effective practices which can be applied to address crime countrywide. The CPF sub-forums play a pivotal role in the implementation of Sector Policing because they act as Sector Crime Forums (SCFs).

The researcher is of the view that it is the intention of the SAPS Act (RSA, 1995) to encourage the mobilisation of communities through CPF structures. Section 18 of the SAPS Act (RSA, 1995) outlines the purpose and objectives of CPFs, amongst which the following are prominent and aligned to the study:

- Establishing and maintaining a partnership between the community and the SAPS.
- Promoting communication between the SAPS and the community.
- Promoting cooperation between the SAPS and the community in accordance with the policing needs of the community.
- Improving transparency in the service and accountability of SAPS members to the community.
- Promoting joint problem identification and problem-solving by SAPS and the affected community.

The worrying factor, identified through the observation of CPF activities and the analysis of CPF minutes at stations targeted by the study, indicates that the prescriptions of the SAPS Act (RSA, 1995) regarding the building of partnerships are neither fully understood nor implemented. The researcher believes that broad-based partnerships in line with the Act will contribute to the creation of a wider communication network, capable of closing gaps which may be identified in the fight against crime at sector levels.

The legislature has promulgated the above SAPS Act (RSA, 1995) with the understanding that the SAPS may, in addition to the CPFs, utilise other means of achieving partnerships with community stakeholders, as confirmed in section 18 (2) of the Act. The researcher has thus decided to probe the possibility of expanding community participation and multi-organisational partnerships along with, and beyond, the normal CPFs and SCFs. Section 19 to 22 of the SAPS Act (RSA, 1995) deals with the establishment of CPF structures at station, cluster (area) and provincial levels, whereas section 23 deals with procedural issues such as elections, membership composition and the co-opting of experts to serve in the CPFs.

The SAPS Code of Conduct (nd.) seeks to compel members of the SAPS within a given community to strive towards the creation of a safe and secure environment, and to do so by taking part in all efforts aimed at: addressing the root causes of crime; preventing any action which may threaten the safety and security of the community; investigating any action which has threatened the safety and security of the community and arresting perpetrators thereof and bringing them to justice.

Sector Policing is intended to assist SAPS members to reduce crime through effective crime prevention and crime investigation. The problem-solving approach in Sector Policing will help participants at sector levels to jointly identify challenges at an early stage and prevent the escalation of crime. This proactive interaction will have a positive social impact characterised by better community-police relations, cooperation and a SAPS-community participation partnership which will contribute to the reduction of crime.

The National Development Plan-Vision for 2030 (NPC, 2011:21-22), drafted by the National Planning Commission (NPC), states that when a community feel unsafe it is difficult for them to develop their capabilities and participate in social activities. To rectify this, there is a need for communities to gain confidence in the criminal justice system. This same development plan consists of a proposal for the adoption of an integrated approach aimed at tackling the causes of crime and, for this purpose, there is a need for a concerted effort to mobilise state and community resources in the fight against crime.

The plan further proposes the building of community participation through safety programmes within which civil society organisations and civic participation are recognised as critical elements of a safe and secure society. The researcher is of the view that the National Development Plan is currently steering the national agenda in the right direction in as far as the fight against crime is concerned (NPC, 2011).

The National Instruction 3 (SAPS, 2009a) gives guidelines on how to establish and institutionalise Sector Policing and also serves as a policy framework for the implementation of Sector Policing in

South Africa. The National Instruction 3 (SAPS, 2009a) has discarded the SCFs as an institution to direct Sector Policing and introduced the Community Police sub-forum (CPF sub-forum). One of the challenges of the Sector Crime Forums was the confusion of their roles versus those of the CPF sub-forums. The discarding of the SCFs places emphasis on the role of CPFs where the establishment of community-police partnerships is concerned.

The National Instruction creates an official platform that guarantees community participation through elected representatives. However, it is important to note that there is a network of community-based structures outside the erstwhile SCFs and CPFs who are volunteering their services in the fight against crime and are conducting specialised empowerment programmes for victims of crime. These structures should be taken on board.

The Strategic Plan 2010-2014 (SAPS, 2009b:8-10) lays the basis for SAPS members and management to establish community-based partnerships in the fight against crime. The Strategic Plan 2010-2014 (SAPS, 2009b) also puts emphasis on the interdepartmental crime reduction initiatives of the Justice, Crime Prevention and Security (JCPS) cluster geared at improving the performance of the Criminal Justice System (CJS). The basis for good relations between the police and the community lies in the ability of the SAPS to meet the needs of the community through effective partnerships and service delivery.

Sector Policing is aimed at bringing the police closer to the community; creating omnipresence through them being available at any given time in all crime hotspots. The communities located in the deep rural areas of the Limpopo Province experience challenges in articulating their needs and aspirations due to their ignorance of the law regarding their rights. Sector commanders, sector teams, SCFs and CPFs who are working together at grassroots level should liaise with relevant public sector departments and agencies rather than working alone.

An example of where Sector Policing can play an effective role in the prevention of crime through an integrated approach is with crimes occurring within school premises, such as the prevalence of drugs, possession of dangerous weapons, theft or the vandalising of school property. School principals, teachers, School Governing Bodies (SGBs) and learners should participate in all efforts of crime prevention or problem-solving.

The Limpopo Province Annual Report 2010/2011 (SAPS, 2011c) gives feedback on the performance of Sector Policing in the Limpopo Province during the financial year. The feedback for 2011-2012 revealed that there were fifteen (15) high contact crime stations at which Sector Policing has been fully

implemented. The report revealed that there are another thirty (30) police stations in the province at which Sector Policing is not effectively implemented although they operate between twelve (12) and twenty-four (24) hours per day (SAPS, 2011c).

The Limpopo Annual Report 2010/2011 (SAPS, 2011c) specifies the thirty (30) police stations at which Sector Policing has been implemented, and also mentions the outstanding police stations. The assessment of this report indicates that there were forty-eight (48) police stations at which Sector Policing still needed implementation during the financial year.

An observation done by the researcher found that only twenty (20) per cent of sector-based patrol vehicles at the stations targeted by the study are 4x4s, which are needed for rural patrols. The updated status report on Sector Policing at the end of February (2012l) contains a list of ninety (90) police stations that had already implemented Sector Policing and this indicates a vast improvement was made during the 2011/2012 financial year.

The most recent status report on Sector Policing for April (2012m) gives an updated position regarding the status of Sector Policing in the Limpopo Province at the end of the 2011/2012 financial year. It shows that all ninety-five (95) police stations have implemented Sector Policing (SAPS, 2012d). However, a related report shows that most of the stations still lack the capacity to compile the sector profiles which form the basis for successful implementation of the policy.

The National Crime Prevention Strategy (NCPS) (DOSS, 1996) holds a proposal which can be interpreted as a move away from the provisions of section 205(3) of the Constitution (RSA, 1996) in as far as the mandate relating to crime prevention is concerned. The strategy propagates for public education and awareness campaigns intended to ensure community participation in crime prevention.

The NCPS (DOSS, 1996) seeks to encourage communities to assume the responsibility of crime prevention in the form of neighbourhood-watch, information-sharing and joint problem identification and solving. Unlike the Constitution, the NCPS does not place the crime prevention responsibility on the police alone but rather confers a shared responsibility where the community takes the lead.

Newham and Maroga (2004:10) are of the opinion that promoting a positive police culture, strengthening accountability and engaging communities will build a professional police service with integrity and legitimacy. A police service based on acceptable values will be better placed to respond positively to the needs of the communities whose values they emulate and serve. The SAPS that is accepted in the community will be able to cope with everyday challenges and improve service delivery.

The National Rural Safety Strategy (NRSS) (DOSS, 2011b:20) proposes what appears at face-value to be a much more pragmatic approach to rural policing as opposed to merely holding CPF or SCF meetings to share information given to the SAPS. In this strategy, the notion of community patrollers becomes part of Sector Policing as community member's patrol identified hotspots under the guidance of a sector commander.

Reservists may, in terms of the National Rural Safety Strategy (SAPS, 2011a:20), become part of the community patrol to make local communities safer. This method of community patrol is the equivalent of the "Neighbourhood-Watch" which is a form of community patrol practised mostly in urban areas (towns and cities). This form of "community self-policing" is also witnessed in most farming areas in the form of "Farm Watch," whereby farmers and farm workers jointly patrol vulnerable farms to prevent crimes.

The intention of institutionalising the "Community Patrollers" is to increase the police-community partnership in the policing of rural areas. The Limpopo Provincial Rural Safety Strategy (SAPS, 2011b:8-9) which was developed by the provincial department of Safety, Security and Liaison (DSSL) encourages the multi-organisational approach in the implementation of local crime prevention strategies. The strategy further gives a breakdown of stakeholders expected to participate in local crime prevention activities.

The researcher's view is that local crime prevention includes the implementation of Sector Policing which takes place within smaller demarcated areas. The Limpopo Provincial Rural Safety Strategy (SAPS, 2011b:8-9) does not see CPFs as the only channel through which partners in the fight against crime should be mobilised.

The Limpopo Annual Provincial Performance Plan 2010/2011 (SAPS, 2010a:9) emphasises the importance of multi-stakeholder mobilisation with a view to improving partnership policing. It cites the example of the JCPS cluster which is comprised of the SAPS and other government departments working together in the implementation of integrated crime prevention strategies.

The National Annual Performance Plan 2012/2013 (SAPS, 2012c:19) has, as one of its strategic objectives, "to discourage the occurrence of crimes through a proactive and responsive policing service that will reduce the levels of priority crimes". The National Annual Performance Plan 2012/2013 (SAPS, 2012c:19) has identified visibility as one of its key performance areas in the targeted crime hotspots.

Police visibility is seen as a proactive measure intended to deter the occurrence and escalation of priority crimes within demarcated sectors. However, one of the key features of Sector Policing is to ensure high police visibility and a quick response to complaints.

According to the School-Based Crime Prevention Strategy (SAPS, 2010b), the SAPS and the Department of Education have entered into a mutual agreement by which they share a commitment to ensure safe, caring, and child-friendly schools; and the overall safety and well-being of learners.

The aim of the School-Based Crime Prevention Strategy (SAPS, 2010b) is twofold. Firstly, it is aimed at reducing the incidences of crime in schools and in society. Secondly, it is intended to develop a better relationship between SAPS members and youths within communities as well as the joint monitoring and evaluation of school safety projects. Sector teams were observed patrolling the affected areas during school breaks and after school in order to prevent learners from partaking in the consumption of liquor or drugs (SAPS, 2010b).

The researcher believes that the School-Based Crime Prevention Strategy (SAPS, 2010b) should be implemented within a specific sector and that it should constitute part of the sector profile. Any crime occurring at schools affects the implementation of Sector Policing negatively and requires the planned intervention of sector commanders, school principals and School Governing Bodies (SGBs).

The purpose of a School-Based Crime Prevention Strategy includes mass mobilisation of the community, especially targeting the youths and encouraging them to participate in crime prevention activities. It also cautions learners against challenges experienced at schools such as school violence, bullying, alcohol and drug abuse, internet safety and gender-based violence (SAPS, 2010b).

The Limpopo Provincial Crime Prevention Strategy (DOSSL, 2011:2) states that local crime prevention has been left to CPFs which are supposed to engage in joint problem identification and participatory problem-solving with the SAPS. According to the Strategy (DOSSL, 2011:6), mayors and local public officials in the United States of America have realised safety of communities is a basic human right, and it is an important element to quality of life for communities. As a result, they have mobilised local partnerships with key stakeholders including the police, government agencies, community organisations and residents in order to establish safer, secure and vibrant communities.

The Draft White Paper on Safety and Security (DOSS, 2012:34) formally seeks to establish Community Safety Forums (CSFs) which do not aim to replace or duplicate any existing structure or forum at local level. The purpose of establishing CSFs is to create a comprehensive coordinating mechanism of all activities and all role-players with regard to the safety of communities at local government levels. The

aims of the CSFs include ensuring integrated service delivery, multi-agency collaboration and community participation along with a commitment to the sharing of resources, accountability, responsiveness, openness and transparency as propagated by this study.

It is becoming an international trend for communities and community-based structures to participate in the fight against crime. Sector Policing should therefore be implemented through participation with affected communities as customers and recipients of police services as stated in the White Paper on the Transformation of the Public Service (RSA, 1998c) in relation to the "Batho Pele" Principles. The strategy states that there is a visible shift away from depending on CPFs for crime resolution, and that both communities and the SAPS appear to be considering other options to implement local crime prevention efforts outside and in addition to CPFs. The CSF approach is evidence of a policy shift.

This line of thinking is adopted by this study which seeks to investigate the impact of community participation and multi-organisational partnerships over and above the participation of CPFs and SCFs regarding Sector Policing. However, the study does not intend to exclude CPFs and SCFs; rather its aim is to explore and compare the robust efforts by other community-based structures and organisations in conjunction with the above structures.

The study will also examine the Gwala Participation Model (Gwala and Theron, 2012) in Figure 2.1 below with a view to enhancing community participation in the Sector Policing environment. The key factor identified in this model is that the empowerment of the community is prioritised above anything else. Participation levels 1-3 (category A) and levels 4-6 (category B) of the Gwala Participation Model paint a picture that excludes community participation in decision-making and the implementation of development projects. However, levels 7-9 (category C) are positioned to empower the community as "the *influencer, director, controller* and *owner*" of decision-making and implementation.

Gutas (2005:32) is of the opinion that "development efforts cannot succeed without authentic and sustainable community participation". The researcher is of the view that, similarly, Sector Policing cannot succeed without authentic and sustainable community participation. It is this kind of community participation that can serve as a vehicle for effective Sector Policing. The researcher concurs with Gwala and Theron (2012:13-14) with regard to the application of the model in community development because communities co-own developmental projects like Sector Policing (Figure 2.1).

Levels of participation	Characteristics of levels
Category A – Non-Participation	
1. Participation through manipulation	Members of the community are elected as members of the ward or IDP committee with no training, skills or even ability to function at that level. The expectation is for them to rubber-stamp decisions on matters that deprive the public of the opportunity to <i>influence, direct and control</i> and <i>own</i> decision-making processes and community-based development.
2. Participation through provision of data	The community is provided with surveys and questionnaires. Their contribution in answering the surveys and questionnaires is taken as “active participation”. Sometimes the data collected is not even verified. Decisions are made on behalf of the community, which is deprived of the opportunity to <i>influence, direct, control</i> and <i>own</i> decision-making processes and community-based development.
3. Participation through therapy	Misuse of group meetings which are masked as “public participation”. The participation facilitators at the meeting have an agenda which does not necessarily benefit the community and therefore the group is used as a vehicle to promote that selfish agenda.
Category B – Tokenism	
4. Participation by information	The ward, IDP committees and the community are presented with information on what is going to happen (or has happened) in a project, as well as informed of how and when it will happen. The community provides no input and is therefore deprived of the opportunity to <i>influence, direct, control</i> and <i>own</i> decision-making processes and community-based development (See Gutas, 2005).
5. Participation by consultation	The ward, IDP committees and the community provide feedback on proposed changes to policy. The issues and solutions are pre-defined within a local government document. Solutions may be modified in the light of the community response. The community has no role in decision-making for its development and cannot <i>influence, direct, control</i> and <i>own</i> the process.
6. Participation by placation	It is at this level that the community begin to have “some” degree of influence, though tokenism is still apparent. A few handpicked individuals are put in some committees such as a ward committee, IDP committee, etc. but with a weak voice; they can be easily outvoted and the scope for them to <i>influence, direct, control</i> and <i>own</i> the processes is minimal.
Category C – Public Power	

7. Partnerships	The community is represented on various committees to provide advice to the municipality. The committees have been formed with pre-determined objectives to meet a pre-determined purpose. The community provides expert advice for consideration in a community-based developmental agenda and decision-making processes, enabling the community to <i>influence, direct, control</i> and <i>own</i> the development agenda.
8. Delegated power	The community is represented on a committee such as a ward committee, IDP committee or economic development forum that jointly provides input, analyses information, and develops strategies and actions. The objectives of the committee are determined by its members, which results in the strengthening of local groups through information exchange and mutual social learning processes. The community takes a leading role in local decisions that contribute towards community-based development and decision-making processes, thus allowing them to <i>influence, direct, control</i> and <i>own</i> the development agenda.
9. Citizen control	The community takes the initiative to form groups to meet their own objectives. The ward committee is its contact to the local council through the ward councillor. The community sources funding to achieve its objectives and has control over the use of the funds through the ward committee. The economic development forum assists the community in generating resources for the accomplishment of its community-based development agenda and to participate in decision-making processes. At this level an enabling environment is created for the community to <i>influence, direct, control</i> and <i>own</i> decision-making processes and community-based development.

Figure 2.1: A model of community participation for Sector Policing

Source: Gwala and Theron (2012:13-14)

The budget speech by the MEC, Mrs Dikeledi Magadzi (2011) for the 2010/2011 financial year, emphasised the need for the implementation of local crime prevention strategies. The interesting part of the budget speech was her desire to see the fast tracking of Community Safety Forums (CSFs) throughout the province. According to her, the CSFs “will play a major role in the mobilisation and implementation of a structured multi-agency approach” in crime prevention efforts.

It can be deduced from this approach that the MEC had lost faith in CPFs and SCFs as the CSFs were to take on most of the roles held previously by the CPFs. It is the opinion of the researcher that the CPFs and SCFs have largely not succeeded in mobilising the broader societal structures in the fight

against crime. The difference between CPFs and CSFs lies in the fact that CSFs are placed at local municipal level for better focus and community control whereas CPFs are located closer to SAPS.

According to a strategic document developed by the SAPS entitled "Approaches to crime prevention" (2005a:5), the prevention of crime requires many and varying stakeholders, and the setting up of partnerships with a range of stakeholders is the key to crime reduction in society. Furthermore, partnerships should create a sizeable pool of the resources and skills of all relevant role-players.

The purpose is to ensure that problematic crimes are identified jointly and that an integrated plan is put in place. The National Instruction 1 (SAPS, 2002a:1) on the South African Reserve Police Service is intended to further promote partnership policing by recruiting volunteers in the community who operate with the SAPS and exercise power in terms of the SAPS Act 68 of 1995 (RSA, 1995) as reservists.

These reservists are authorised to wear a police uniform and drive state vehicles. Reservists can be seen as "force level multipliers", aimed at increasing police visibility and the deployment of marked police vehicles at sector level. Category D reservists are trained and prepared specifically to perform sector-bound duties within the areas where they stay because they have the advantage of knowing the environment and possible suspects.

The White Paper on Safety and Security (DOSS, 1998:19), states that Sector Policing and related patrols should be proactively, vigorously and fairly conducted, based on crime analysis. The White Paper (RSA, 1998) also states that Sector Policing should be developed and implemented in cooperation with municipal police services.

The police stations targeted by the study have municipal traffic inspectors who perform law enforcement with regard to municipal by-laws and traffic transgressions. These traffic officials can also participate in the implementation of Sector Policing in relation to business licences, noisy music systems, liquor-related crime, and drunken driving, as well as identifying suspicious vehicles and persons on roads.

2.3 LITERATURE REVIEW

"Tshireletso ya Sechaba" (2011:2) which is a quarterly publication of the Department of Safety, Security and Liaison states that drugs or substance abuse is affecting the youth and is an obstacle in the fight against crime. Community education has been cited as a possible solution to ensure the prevention of criminality.

Mr George Phadagi, who was also the Limpopo MEC for Safety, Security and Liaison, encouraged youths to declare war against crime in another newsletter of the same Department. In its 8th edition, "Tshireletso ya Sechaba" (2010:2) stated that the top priority of the Limpopo Government is to ensure drug-free schools and thereby prevent violent crimes within school premises.

In his State of the Nation Address on 10 February 2011, President Jacob Zuma highlighted the plight of women and children who are victims of crime. In support of these initiatives, the President emphasised the need to engage and utilise "Thuthuzela care centres" which are dedicated to giving support to victims of crime, especially when rape and sexual crimes have been committed against these vulnerable groups. The President also put more emphasis on police visibility and the stationing of patrols at all identified crime hotspots, focusing on drug and liquor outlets that sell to children (Zuma, 2011).

According to Bruce and Neild (2005:5), the transformation of the SAPS as a learning organisation is aimed, amongst other things, at improving policing resources and facilities in previously disadvantaged communities that suffered discrimination through a lack of service delivery.

In terms of the National Instruction 7 (SAPS, 1999) on Domestic Violence, issued in terms of the Domestic Violence Act, 1998 (Act 116 of 1998) (RSA, 1998a), the responsibilities of the station commander is to ensure that public sector departments; such as the Department of Social Development (DSD) and community-based structures, are involved in the implementation of the Domestic Violence Act (RSA, 1998a). The National Instruction 7 (SAPS, 1999) prescribes that a list of stakeholders must be compiled. Sector Commanders can only benefit from such partnerships because they are responsible for the implementation of the Domestic Violence Act (RSA, 1998a).

The strategic priorities of the SAPS, contained in its National Annual Performance Plan 2011/2012 (SAPS, 2012c:13) and outlined under Key Departmental Programme 2 (Crime Prevention), places focus on the prevention of serious crimes, which include contact crimes comprising of house robbery, business robbery, car hijackings, crimes against women and children and property-related crimes such housebreakings.

It is important for the study to consider service delivery-related standards whose purpose is to enhance service delivery and promote service provider-client relations. In the Transversal Service Standards 2007/2008 (SAPS, 2007:14), the Limpopo Province states that whenever a client has lodged a complaint, progress relating to the complaint must be given within fourteen (14) working days. The SAPS should be able to meet these standards by utilising sector teams to give such feedback.

Newham and Maroga (2004:40) emphasise the need for regular feedback to complainants during the processing of complaints and the investigation of case dockets so that complainants may be updated on their complaints.

Newham and Maroga (2004:36) have expressed the view that the SAPS cannot fight crime alone. Station commanders must work in cooperation with the local communities through structures such as churches, schools, School Governing Bodies (SGBs) and hospitals in addition to CPFs and SCFs.

The above authors also reiterate the fact that the community serves as the eyes and ears of the police on the ground. Newham and Maroga (2004:36) further propose that a system should be put in place to receive and process complaints against SAPS members by the community. The aim of such a system is to improve the relationship and trust between SAPS and the community they serve.

According to Munroe (2011:74), "interdependence is the ultimate measure of success which every organisation should possess". Munroe is referring to the general transfer of skills and the preparation of the next generation of leaders as a management principle. This applies equally to Sector Policing which cannot be successfully implemented by the SAPS without a guarantee of continuity.

According to the Limpopo Provincial Annual Provincial Performance Plan 2010/2011 (SAPS, 2010a:12-13) capacity-building in respect of skills, performance management and ability to access information and technology needs to be given more attention in order to address both the organisational and operational priorities of the SAPS, including their ability to implement and assess Sector Policing.

In a media statement released jointly by the Ministry of Police and the Secretary-General of the Food and Allied Workers Union, Katishi Masemola, dated 22 April 2010, the need to involve farmers and farm workers in a partnership against violent crimes on farms and smallholdings is highlighted. This approach is a key factor in the introduction of Sector Policing in farming areas and can be used as a tool to foster good relations amongst the SAPS, the farmers, farm workers and rural communities.

In the Public Service Commission's Consolidated Report on Inspections of Service Delivery Sites (SAPS, 2009c:79), the importance of community participation and customer satisfaction is prioritised. The Public Service Commission indicated that the views and opinions espoused by the community must be taken into consideration by the SAPS when determining the service delivery needs of community members.

Hudson Hardy, Henwood and Wistow (2011:200) highlight the retrogressive effects of individualism and the fact that good results depend on interagency cooperation and collaboration taking place amongst

multiple organisations with interdependent responsibilities and functions. According to this viewpoint, sustained inter-organisational cooperation is the hallmark of success in the public sector management milieu, as compared to single-minded pursuits of individual organisational agendas. This multi-organisational proposal is the option chosen for this study.

According to Wheelen and Hunger (2006:60) continuous community participation through interaction with all community-based structures and relevant public sector departments will empower communities. It will also improve transparency, provide information and increase access to most needed services. This study is aligned with the above approach in that it seeks to engage as many ideas and inputs as can be gathered from as many stakeholders as can be found. The local "social capital" and "indigenous knowledge" may play a major role in ensuring the effective implementation of Sector Policing (Theron, 2008:1-22).

According to the Social Capital Working Paper no.3 by Christian Grootaert entitled "Social Capital: The Missing Link," dated April 1998, the principle of "Social Capital" refers to "the internal coherence of society, the values and norms that govern interactions among communities and institutions. Social capital is the glue that holds societies together; and without which economic and human well-being will not exist". The quality, cohesion and quantity of grassroots level interactions between the community and sector team members will determine the impact of Sector Policing (Grootaert, 1998).

Warren (1991:1) defines "indigenous knowledge" as "the local knowledge that is unique to a given culture or society; which is the basis for local level decision-making for a host of activities in rural communities". The fact that local communities understand their own environment better, can articulate their own cultures and local experiences, and can mobilise local resources quicker, is an additional resource for effective Sector Policing.

An example of indigenous knowledge is the traditional authority institution, which is capable of mobilising communities and organising meetings, and also providing venues in a sustainable manner. This can create an opportunity for the SAPS to utilise such platforms for partnership-building and community participation during the implementation of Sector Policing.

According to Theron *et al.* (2007:16) the empowerment level of the community participation spectrum in which "the final decision-making is placed in the hands of the community", will not be achieved nor will the implied promise, "we will implement what you decide", be realised until "change agents" accept citizens as full partners. According to Theron (2008:1-22) "change agents" are not supposed to initiate or implement service delivery-related programmes without the participation of the affected community.

Sector commanders as change agents need to recognise the fact that decisions on crime prevention within sectors should be placed in the hands of the affected communities.

Holland (2000:105) defines the term “change agent” as “a phenomenon and events which drive change, such as new technologies or change of government policy. It is also referring to persons or individuals who drive or lead change”. Holland (2000:114) also states that change agents are knowledgeable in their specific fields and are visible to their clients and can be approached for advice or to receive inputs. The role of sector commanders should be that of facilitators and coordinators of integrated crime prevention programmes and projects.

Khan and Cranko (2002:262-266) are of the opinion that public managers, public policy makers and community leaders should realise that service delivery at local level hinges on municipal-community partnerships. The SAPS is a national department operating at local level through police stations and sectors. Sector Policing activities should apply equally to local government developmental initiatives, such as through participation in the Integrated Development Plans (IDP) of municipalities. Khan and Cranko (2002:266) are of the opinion that public sector institutions should play the role of facilitating and creating an enabling environment for service delivery.

According to Burger (2006:7), the Crime Combating Strategy (SAPS, 2000) is based purely on hardcore police operations and can be adapted to Sector Policing based on the premise of multi-agency cooperation. The Visible Policing Standard Operational Guideline (SAPS, 2005b) encourages the SAPS to engage public sector agencies, other stakeholders and the community in joint interventions, initiatives and techniques aimed at reducing crime.

The Moral Renewal and Regeneration Strategy of the Limpopo Province (SAPS, 2002b) seeks to address gradual moral decay and create a platform where various private, public sector and community-based role players can act together against crime and take collective responsibility. Application of the strategy at Sector Policing level is likely to have a positive impact on the reduction of crime.

2.4. SUMMARY

Literature review lays the basis for the conceptual framework of the study and gives the researcher an opportunity to analyse information on the subject. It also gives the researcher a wider knowledge and understanding of the topic under investigation. The general understanding of this study is that community participation and multi-organisational partnerships should form the backbone of Sector Policing.

National Instruction 3 (SAPS, 2009a) promotes community participation through community police sub-forums which represent local communities at sector level. The Gwala Participation Model has been identified and should be adapted to Sector Policing; in particular the levels 7-9 (category C) participation levels which allow full community participation (Gwala and Theron, 2012:13-14). The key factor identified in this model is that the full participation of the community in developmental activities should be prioritised above anything else.

CHAPTER 3

DATA COLLECTION AND ANALYSIS

3.1 INTRODUCTION

Throughout the study, the collection of relevant data has been prioritised in order to gather empirical evidence to validate its findings. The legitimacy and credibility of the findings will depend on the veracity of the information gathered, the quality of the data collected, the reliability of the methodologies and collection tools employed, as well as the level of participative research conducted (Nieuwenhuis, 2011:80).

The results collected through questionnaires, observations during implementation and interviews conducted should be analysed to determine the current levels of community participation and opportunities to increase multi-organisational partnerships. The analysis should also be able to verify the current crime situation and further determine the impact of Sector Policing presently or in the past. A comparative analysis will be done of the crime statistics of the stations selected for the study.

This chapter will consolidate the results acquired through this study with a view to assist sector commanders and sector teams who should operationalise them. This part of the study will also evaluate data related to physical and human resources allocated for Sector Policing, in order to draw the attention of SAPS management to the challenges faced by members on the ground.

The study will also investigate and compare the relationship between the number of resources allocated and the level of crime reduction. This chapter will outline and conduct an analysis and discuss the demographics of the province and the affected districts, clusters and stations when relevant information is provided.

3.2 TARGET POPULATION AND SAMPLE

The target population for the survey consists of SAPS members, members of CBOs, NGOs and all community stakeholders at the stations selected from the five (5) districts of the Limpopo Province. The researcher is currently based in the Vhembe District as Thohoyandou Cluster commander where four (4) stations are part of the sample selected for the study as indicated in Chapter 1.

The researcher has also planned to expand the target population by registering a Sector Policing project to implement the findings and recommendations of this study. Eight (8) deep rural police stations within the Vhembe District have been earmarked for the implementation of the project in order

to test the empirical nature of the study and thereby prevent the study from becoming merely an academic exercise.

The chapter will analyse the current status and implementation of Sector Policing in the Limpopo Province using a representative sample comprised of at least one (1) station from each of the other four (4) districts as indicated in Chapter 1. The sample of stations represents the fifteen (15) high contact crime stations which are part of the twenty-eight (28) priority stations that constitute the biggest crime weight in the province. Non-priority stations are included to ensure a legitimate and credible sample representative of the demographics of the province.

The survey covers the knowledge and experience that community stakeholders have of the improvement of Sector Policing and their current participation levels to ascertain whether or not ideas put forward can be implemented. The sample is representative of the views of the SAPS members and community stakeholders who have an interest in Sector Policing and community participation. The researcher believes that the findings will influence the way in which crime is managed at community level in a rural province like Limpopo.

3.3 DEMOGRAPHICS

The targeted sample population participating in the survey completed two hundred and fourteen (214) questionnaires for this study. Thirty-seven per cent (37%) of the respondents who participated indicated that they were employed as police officers at the selected police stations. Fifty-nine (59) or seventy-six per cent (76%) of the respondents who participated from the SAPS were male and seventeen (17) or twenty-four per cent (24%) were female.

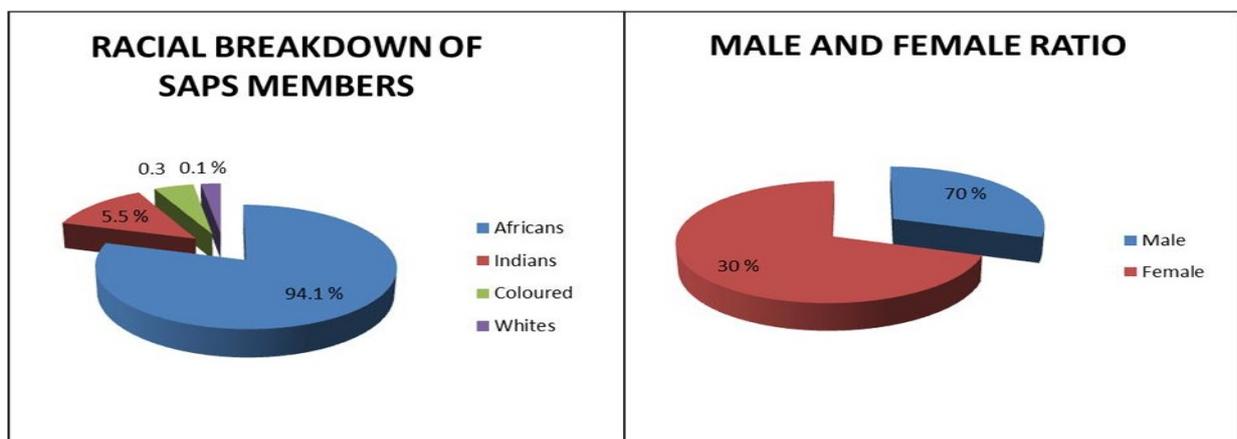


Figure 3.1: The racial and gender breakdown of SAPS Limpopo

Source: Performance Plan 2011/2012 (SAPS, 2012 d)

It was not surprising that the number of female respondents who participated in the survey was less than that of the men, as the Provincial Annual Performance Plan 2011/2012 (SAPS, 2012d) for the Limpopo Province shows that the ratio of those working for the SAPS in the province is seventy per cent (70%) male and thirty per cent (30%) female.

Sixty-three per cent (63%) of respondents who participated in the study were community members, comprising of CPFs, CBOs, NGOs, the business community, traditional leaders and general members of the community. Thirty-four per cent (34%) of the community members who participated in the study were female while sixty-six per cent (66%) were male. Moreover, African respondents were more than other races at just over ninety-three and a half per cent (93.54%), followed by four point six per cent (4.6%) of Indians, one point four per cent (1.4%) Caucasians and almost half a per cent (0.46%) being representative of the Coloured community.

Out of the two hundred and fourteen (214) respondents who participated in this study, thirteen per cent (13%) were aged between 20 and 29 years old, who were all members of the community. There were no members of the SAPS in this age group of participants. Twenty-three per cent (23%) of the participants were aged between 30 and 39 years old wherein seven per cent (7%) of these respondents were members of the SAPS and ninety-three per cent (93%) were members of the community (See Annexure A in category 4 and 5 respectively).

Twenty-nine per cent (29%) of the respondents were aged between 40 and 49 years old and this age group consisted of fourteen per cent (14%) SAPS members and of eighty-six per cent (86%) community members. Furthermore, twenty-nine (29%) of the respondents who participated were above the age of 50 years old and six per cent (6%) did not record their age group. The collected data shows a balanced sample in terms of age groups (See Annexure A on demographic information). The sample is comprised of both public participants and SAPS members. The sample composition seeks to raise the level of interest in Sector Policing (See Table 3.1).

Table 3.1: Composition of sample group

Gender	African	Caucasian	Asian	Coloured	Total	Age
Male	139	3	7	1	150	19 - 50 and above
Female	61	0	3	0	64	19 - 50 and above
Total	200	3	10	1	214	19 - 50 and above

Source: Designed by the researcher to denote the sample composition

The researcher targeted one hundred and fifty (150) questionnaires to be completed by the sample group. The sample group targeted was sixty per cent (60%) members of the community and forty per cent (40%) members of the SAPS stationed at the different police stations selected by the researcher. However, the survey generated more community interest with sixty-three per cent (63%) of respondents being community stakeholders.

Twelve per cent (12%) of the respondents had an excellent understanding of Sector Policing either because they have extensive experience or because they have attended various courses. The respondents who had no knowledge of Sector Policing amounted to fifteen per cent (15%) of the general sample group.

Seventy-three per cent (73%) of the sample group consisted of those who had a moderate to good understanding of Sector Policing. This analysis showed a need for more education, training and development of SAPS members on Sector Policing. Sustained public education is also necessary in the rural areas of Limpopo Province to invite the community to participate.

Thirty per cent (30%) of the female respondents were police officers in the selected police stations and seventy per cent (70%) were a representation of the female members of the community. Sixty-six per cent (66%) of the sample group of female members of the SAPS had an excellent knowledge of Sector Policing and were implementing it in their stations. Thirty-four per cent (34%) of the women in the community sample group had moderate to good knowledge of Sector Policing. All of these members are of the view that all stakeholders should be encouraged to participate in Sector Policing.

There were one hundred and forty-three (143) male participants in the selected policing areas, comprised of SAPS members as well as members of the community. Forty-two per cent (42%) of the sample group were members in the SAPS while fifty-eight per cent (58%) were male members of the

community. The participants in this survey were seventy per cent (70%) male, while females constituted thirty per cent (30%). Seventy-one per cent (71%) of all SAPS members who participated in this survey responded that they had a very good to excellent knowledge of Sector Policing; while twenty-seven per cent (27%) had a moderate understanding. Two per cent (2%) were uncertain about Sector Policing and what it entailed. The analysis shows that twenty-nine per cent (29%) of SAPS members in Limpopo may be in dire need of urgent training and the rest may require intermittent workshops to keep them updated.

Those male respondents who were among the seventy-one per cent (71%) margin stressed that Sector Policing should at best serve the needs of the community. In addition, they contended that Sector Policing should be a joint effort between the SAPS and the community which should include community participation (See category 1 and part C of category 4 of Annexure A). Moreover, they advised that the community needs to report crime to the police quickly so that they can also respond promptly to improve the effectiveness of Sector Policing.

The male participants who were members of the community constituted fifty-eight per cent (58%) of the respondents. Out of the fifty-eight per cent (58%), forty-five per cent (45%) rated their understanding of Sector Policing as very good to excellent. They stated that, while their understanding of Sector Policing was good, it was not fully implemented and was not delivering what it promised. They suggested that sector crime meetings be held during weekends or after hours during which time more people can be made aware about Sector Policing and what it entails.

Furthermore, they suggested that there is a lack of physical and human resources; hence these should be supplied so that Sector Policing can succeed. The observation indicated that, despite a greater percentage of SAPS members claiming to have a very good to excellent understanding of Sector Policing, implementation remains a serious challenge at the stations constituting the sample group.

Forty per cent (40%) of non-SAPS members who had a moderate understanding of Sector Policing stated that they need workshops so that they can understand it better. The remaining fifteen per cent (15%) had no understanding at all about Sector Policing and what it entailed. Fifty-five per cent (55%) of the community stakeholders indicated that they need education or awareness campaigns on the principle of Sector Policing.

The survey revealed that there were a greater percentage of females that understood Sector Policing than males but this may also stem from the fact that fewer females participated in the survey. The fact that the respondents were from different racial backgrounds did not affect the outcome of the research.

The racial breakdown in Limpopo shows that the population consists of more black members than any other race, therefore it is not surprising that just above ninety-three and a half per cent (93.54%) of the sample population were black, just over four and a half per cent (4.6%) were Indians, just below one and a half per cent (1.4%) were white and less than half a per cent (0.46%) were coloured.

3.4 COMMUNITY PERCEPTIONS ABOUT CRIME

The assessment and analysis of the survey indicates that out of the two hundred and fourteen (214) questionnaires completed, sixty-three per cent (63%) were completed by the general community at grassroots level, while thirty-seven per cent (37%) were completed by members of the SAPS. In these questionnaires, the members of the community were asked to identify problematic crimes in their areas (See category 3 and 5 of

Annexure A). The public perception survey is very important to the study as it can guide future priorities of the SAPS when considering Sector Policing.

The community assessment will indicate to the SAPS whether or not the community's fears and needs are being addressed with an appropriate level of understanding. The problematic crimes identified by the community are the same crimes that the SAPS need to prioritise.

The crime analysis done by the SAPS crime analysts also confirmed the same crimes as key problematic crimes, which meant that both the SAPS and the community were in agreement on the nature of crimes to be addressed. One difference is that the SAPS do not normally consider general theft to be a priority crime but the community have rated it higher than rape and robbery cases, meaning that they would like to see the SAPS prioritising it as well when implementing Sector Policing.

The community at Levubu Police Station also identified theft of copper wires under general theft as a priority. This trend persisted at all stations comprising farming areas; this affected Telkom and Eskom telephone and electrical lines which have a direct impact on the economic life of the affected areas. Figure 3.2 below represents the crimes that the community in the sample of stations considered to be problematic and would like to be addressed considering Sector Policing.

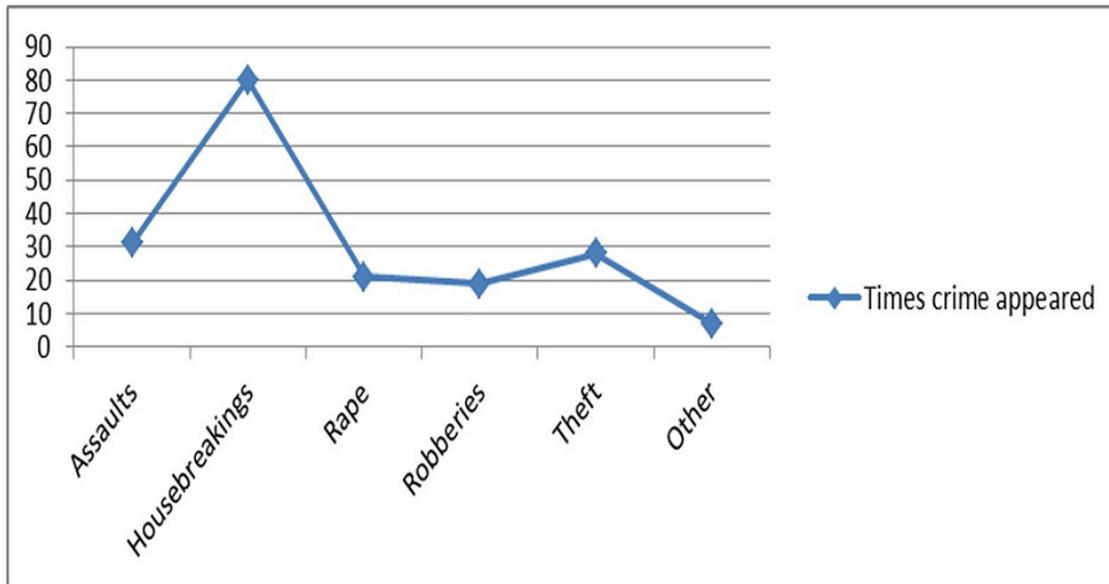


Figure 3.2: Problematic crimes in the Limpopo Province as understood by the community

Source: Designed by researcher to prioritise crime as understood by the community

It can be derived from the survey that housebreakings, followed by assaults and theft of personal property were the most common crimes in the selected areas of Limpopo Province. Rape is also a serious crime and ninety per cent (90%) of the respondents who identified it to be a serious crime were female. It is important to note that community perceptions of a crime differ according to different factors, including the population group as well as the areas where the respondents reside.

More than eighty per cent (80%) of the respondents believed that housebreaking is a problematic crime. Forty per cent (40%) believed that the introduction of Sector Policing has decreased the occurrence of crime while thirty-five per cent (35%) said that crime had increased. Furthermore, a quarter (25%) of the respondents believed that crime levels had stayed the same and the introduction of CPFs had not changed the crime situation. It can also be deduced from the view of sixty per cent (60%) of the respondents that, at that time, the community did not see the reduction of crime as a result of Sector Policing or the participation of CPFs.

This finding may be interpreted as a vote of no confidence in the ability of the CPFs to sufficiently mobilise communities against crime on their own. It therefore calls for a more robust approach and a concerted effort between the SAPS, CPFs, SCFs and all IAPs to move quickly to improve the implementation of Sector Policing.

Thirty-one per cent (31%) of the respondents perceived assault of all types to be one of the most common types of problematic crime. The researcher is of the opinion that the reason why assault is

common is because it is a crime that happens mostly between individuals who know each other and is a violent crime involving injury or impairment of the dignity of the victim.

Seventeen per cent (17%) of the respondents pointed out that robbery is a violent crime that occurs in their households and businesses and that the community's inability to report cases has prompted an increase. In addition to robberies, the respondents indicated that theft of property is also a problematic crime.

The survey research shows that the respondents are affected by crimes in different ways. As a result of this, the results of the survey also reflect the respondent's different perceptions of crime, Sector Policing and community participation. Rape is considered to be very problematic, especially in the Vhembe and Capricorn Districts when compared to the other districts. In fact, ninety-eight per cent (98%) of respondents from the Vhembe District identified it as a problem that needs serious attention from the SAPS.

The researcher conducted an analysis of reported crime figures for several categories of crime in the Business Intelligence System (BIS) of the SAPS. These crime categories were already released by the Minister of Police and are in the public domain. The crimes selected from the BIS by the researcher, and ranking the highest in this system, are burglary at residential premises followed by assault with intent to inflict grievous bodily harm (assault GBH) and assault (common).

Interestingly, the above crimes are the crimes that featured highly on the survey research conducted in the community. Rape is also indicated as a serious crime by most female respondents. Rape and burglary at business premises are also problematic crimes according to the Business Intelligence Systems (BIS) (SAPS, 2012h). The BIS also shows carjacking as a non-serious crime which was never mentioned by the community respondents. Therefore, it can be argued that carjacking does not pose as a serious crime in rural areas.

The police need to focus their attention on those crimes that featured as problematic in both the BIS and the survey conducted in the community. Business robbery and house robbery seems to be a very low priority as well, as shown in Figure 3.3, but business-owners and home-owners must also take the initiative to make their premises safer and more secure as these crimes show slight increases. The community perceptions also show that men have a very different view about problematic crimes when compared to women. Women are mostly worried about contact crimes such as rape and assault, while men are mostly worried about housebreaking and robbery cases. Carjacking is perceived to be of less concern by the community as confirmed by figure 3.3 below.

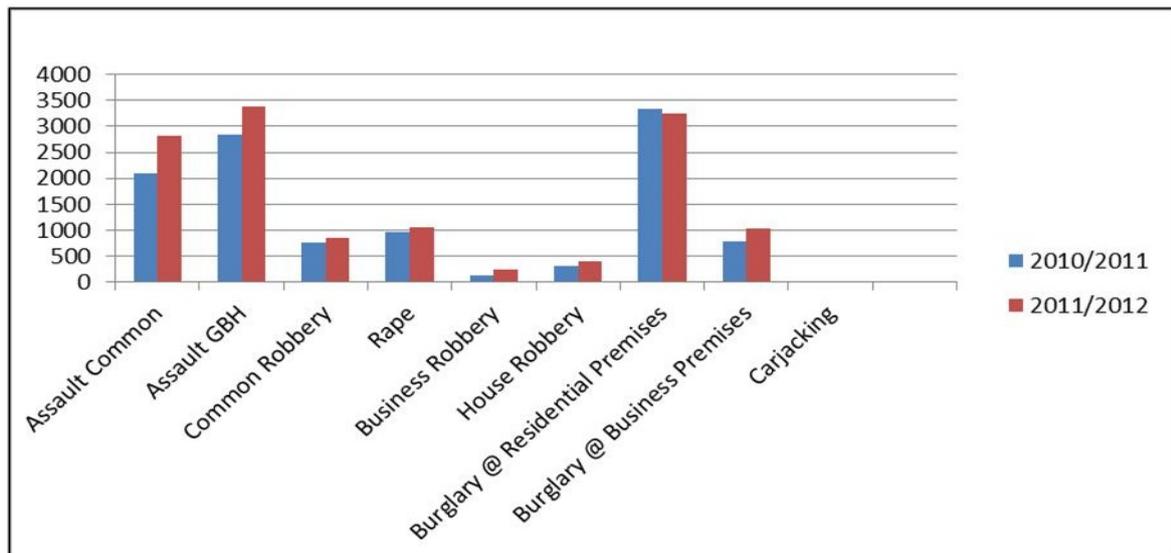


Figure 3.3: Problematic crimes in the Limpopo Province according to the BIS and confirmed by public opinion
Source: Business Intelligence System (SAPS, 2012h)

A comparative analysis of the actual levels of crime and community perceptions about the most problematic crimes revealed that four out of the five crimes most common were in fact among the most frequently experienced crimes; namely burglary at residential premises; assault GBH, assault (common), and rape.

This suggests that community perceptions about the extent of crime in Limpopo are not far from reality, even though such perceptions may not be influenced by official statistics. Two of the serious crimes that the community indicated they are most afraid of, namely housebreaking and assault, were also among the five most commonly committed crimes taking place across the province.

3.5 OVERVIEW OF SELECTED CRIMES

As indicated in Chapter 1, the researcher selected a sample of twelve (12) stations in different clusters located within the five (5) districts of the Limpopo Province. This part of the study will discuss the selected crimes as indicated in Table 3.2. The researcher will show which areas were most affected by a certain crime and which ones were less. Therefore, this section will discuss the various crimes under the category to which they belong. Out of the four categories that exist, the researcher has selected to focus only on property crimes and contact crimes which are the most problematic in the selected group of stations.

Table 3.2: Forms of property and contact crimes selected

TYPE OF CRIME	CATEGORY	CHARACTERISTICS
Burglary at residential premises	Property crimes	The perpetrator has to remove an obstruction in order to gain entry into a residential premises.
Burglary at business premises	Property crimes	This is housebreaking into premises other than residences.
Assault: GBH and Common	Contact crimes	Interpersonal violence of various degrees of severity, often related to arguments or anger or part of a pattern of coercive and controlling behaviour.
Rape	Contact crimes also classified as sexual offences	Forceful sexual intercourse against a male or female against his or her will.
Robbery: Aggravating	Contact crimes	In addition, some robberies result from some burglaries during which the burglars are disturbed and respond with violence.

Source: Researcher's design to depict serious crimes in the Limpopo Province

3.5.1 Contact Crimes

Contact crime involves physical contact between the perpetrator and victim. Such contact does not have to be long felt; it may last from a second or two to an ordeal of several days (Crime Quarterly 2010/2011). Physical contact between victim(s) and perpetrator(s) will always have a more serious psychological impact than cases in which property is stolen from the victims in the victim's absence, for example, in burglary cases that occur when the victims are away from home or otherwise unaware of the crime's occurrence at the time it is committed. It can be said that contact crime basically consists of violence against a person, irrespective of the nature of such violence (Crime Quarterly 2010/2011).

It is important to note, as was pointed out in the introduction, that this discussion of crime levels in Limpopo covers only those crime types that are recorded by respondents in the survey questionnaire.

The crimes that were not recorded in this survey were all other serious crimes as well as contact related crimes. A crime which was included, but which traditionally is poorly recorded by victim surveys, is rape. This section will discuss the contact crimes that were selected as problematic by the researcher in the chosen sample of stations.

3.5.1.1 Assault

As depicted in Table 3.2 above, assault is a contact crime. Incidents of this form of crime may feature in crime statistics as assault common or assault with intent to inflict grievous bodily harm, or may also come in a more serious form such as murder or attempted murder. These crime categories reveal that the incidents covered by this category differ significantly in their seriousness.

It appears that assaults are mostly carried out by men and that they fit in with the general pattern of male violence, as described by Archer (1994:121) who states that “male violence is acted out against a background of beliefs about the importance of aggressive and violent acts for maintaining status in the male group and a sense of masculine identity;” whether the victims are male or female.

According to Stanko (1985:13) when describing male violence against women, states “what crimes against women have in common, is that in nearly every instance, social norms assign fault to the victim”. There are incidents where women assault women or men, but men tend to be the aggressors in cases of assault as revealed by analysis of the BIS regarding arrested persons.

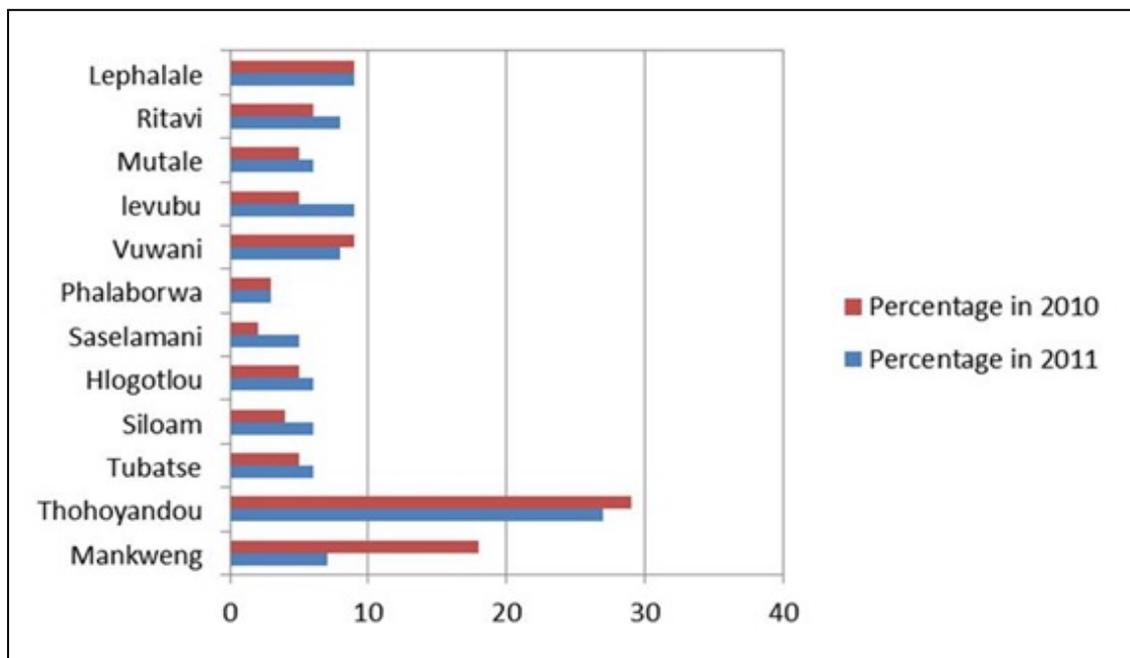


Figure 3.4: Percentage of assault cases reported at twelve stations during 2010/2011

Source: Business Intelligence System (SAPS, 2012h)

Figure 3.4 represents a graph of problematic crimes (at a sample of selected stations) according to official statistics which shows that there were more assault cases in 2011 than in 2010. The combined figure for assaults in all stations in 2010 was 2 098 whilst 2011 had 2 823 reported cases.

In the year 2010, Thohoyandou Station contributed twenty-seven per cent (27%) of recorded assaults, being the highest when compared to all the selected stations. It was followed by Mankweng at eighteen and half per cent (18.5%), Lephallale, Levubu and Vuwani at nine per cent (9%) each and Ritavi with eight per cent (8%). Tubatse, Siloam, Mutale, and Hlogotlou each contributed six per cent (6%). Saselamani and Phalaborwa were the lowest at five per cent (5%) and (3%) respectively. Thohoyandou and Mankweng represent “Brigadier Stations” which are among the biggest stations and need special attention when addressing crimes through Sector Policing.

3.5.1.2 Rape

The statistics on rape are difficult to interpret for several reasons. An interview with Thohoyandou Victim Empowerment Programme (TVEP) and Thuthuzela Care Centre (TCC) staff indicates that this category of crime often goes unreported. This means that the statistics shown here do not portray the real picture of the rape crisis. Figure 3.5 represents statistics of those cases that were reported at the sample of stations selected by the researcher and can be accounted for.

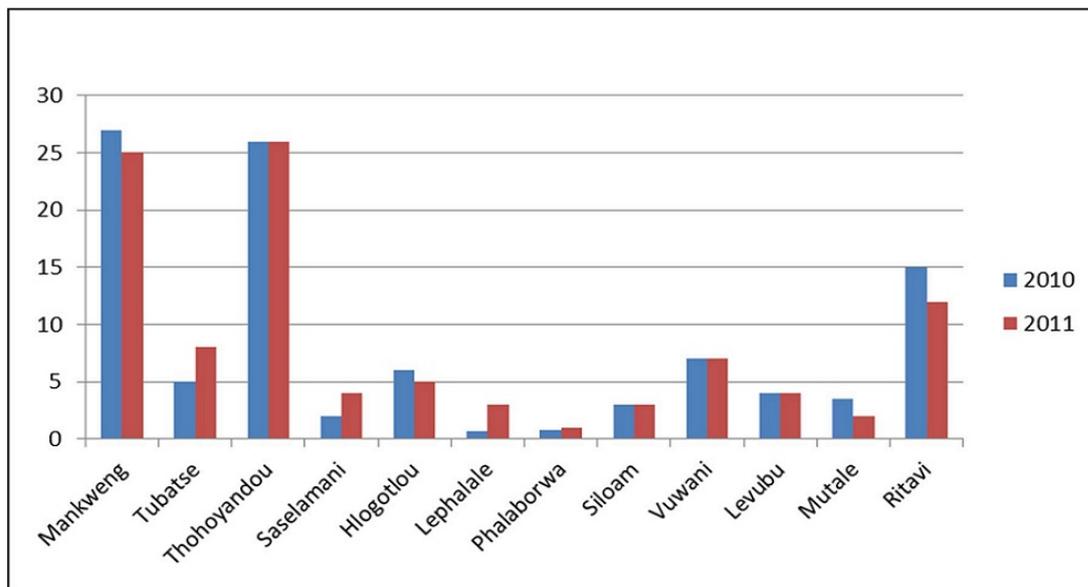


Figure 3.5: Statistics depicting rape statistics in percentages at the selected stations

Source: Business Intelligence System (SAPS, 2012h)

The BIS statistics for 2010/2011 show that Mankweng has the highest rate of rape, with 262 incidents (27%) and 264 (25%) incidents out of the provincial cases reported in consecutive years. Rape often occurs between people who know each other or who are relatives staying in the same house. In Siloam there was an example of two young girls whose own father fathered their children as he raped them repeatedly for several years.

Thohoyandou is second with 252 (26%) and 272 (26%) cases consecutively. Ritavi contributed 145 (15%) in 2010 and 127 (12%) in 2011. Vuwani reported 65 (7%) in the 2010 financial period and 70 cases (7%) in the 2011 period. Hlogotlou reported 53 (6%) cases in 2010 and 54 (5%) the following year. Tubatse had a tremendous increase where 50 (5%) cases were reported in 2010 and 83 (8%) reported in 2011.

Levubu reported 37 cases (4%) in 2010 and 44 cases (4%) in the 2011 period. Mutale and Saselamani reported less than 5% each for cases of rape in the financial period of 2010/2011. Mutale reported 24 (3.5%) in 2010 and 25 (2%) in 2011. On the other hand, Saselamani reported 21 cases (2%) in 2010 and 37 (4%) in 2011, which is an increase when compared to the previous year.

Siloam had 33 (3%) reported cases of rape in 2010 and 36 (3%) in 2011. However, due to the fact that the researcher only selected a few stations in the five (5) districts, the crime statistics presented here show a relatively small contribution to the overall provincial levels. Phalaborwa only contributed 0.4% and 0.6% consecutively, a very small percentage when compared to the other stations.

In the Limpopo Province, rape continues to be a major concern for the SAPS as reports are on the increase at major stations. At most of these selected stations, reported cases of rape have declined by only a few percentage points, whereas in some stations reported cases of rape have increased. It seems that the community perception that rape is a problematic crime is correct and the increase in statistics should be a warning to the community and the SAPS that drastic action should be taken immediately.

The interpretation by the Sexual Offences and Related Matters Act (32 of 2007) (RSA, 2007) may also have contributed to the increase in rape statistics as men can also be raped in terms of the Act. Community attitudes and legal definitions of rape are changing to encompass an ever-widening range of sexual events. These actions can include varying degrees of violence, submissiveness and injury but all involve women and some men having been forced to have sex against their will.

The number of reported cases of the rape of males is so small that no statistics are available; the three per cent (3%) that is available in this case is made up of instances where the male victims were raped

in police cells or prison. Therefore, ninety-seven per cent (97%) of rape victims who reported the cases were women.

Women between the ages of 3 and 10 accounted for sixteen per cent (16%) per cent of reported cases. 20 to 29 year olds were the most common victims of rape with over forty per cent (48%) of reports stemming from this age group. Twenty-one per cent (21%) of rape victims were between the ages of 30 and 39 years old, while fifteen per cent (15%) of reported rape victims were between 40 and 82. During 2010 through to 2011 the rate of rape cases increased by ten per cent (10%).

3.5.1.3 Armed Robbery

Robberies have risen sharply between the financial years of 2010/2011 and 2011/2012 and they remain at high levels despite substantial decreases in figures reported by the SAPS. When compared to robberies in the mid-1990s, it may also be true that there is a tendency for robberies to involve larger and sometimes more sophisticated groups of perpetrators. There has been an increase in the degree of violence associated with robberies in recent years as was demonstrated by the BIS (SAPS, 2012h).

Until recently, all reported cases where a direct threat or use of violence occurred as a means to illegally acquire cash or goods were recorded by the SAPS under the broad category of "armed robbery". It was only in 2002 that house robbery and business robbery were added as separate subcategories of "aggravating robbery", joining the four other subcategories, namely car hijacking, truck hijacking, bank robberies and cash-in-transit heists.

3.6 THE VALUE AND IMPORTANCE OF SECTOR POLICING AND THE VIEWS OF RESPONDENTS

This section of the study identified certain values of Sector Policing by directing questions to respondents in order to test their knowledge and understanding as well as give new inputs to improve Sector Policing. The respondents were requested to rate the identified factors or values in order of importance with the aim to determine the impact of Sector Policing from the community's point of view and assess the level of community participation and partnerships (see category 2 and 3 of Annexure A).

Out of two hundred and fourteen (214) respondents, one hundred and thirty-eight (138) participants were community members. They constituted sixty-three per cent (63%) of the total number that took part in the survey. Ninety-eight per cent (98%) of the community respondents were of the opinion that

Sector Policing should be a joint effort between the SAPS and all stakeholders, while half a per cent (0.5%) indicated that they could not answer and one and a half per cent (1.5%) indicated that only the SAPS should deal with prevention of crime and should not involve the community at all.

Thirty-seven per cent (37%) of the respondents were police officials. Four per cent (4%) of the SAPS members who responded could not answer whether or not Sector Policing should be implemented by SAPS members only. Ninety-five per cent (95%) of the respondents disagreed with the statement that Sector Policing was for SAPS members only, while one per cent (1%) thought that Sector Policing is a police responsibility and four per cent (4%) were uncertain.

Four per cent (4%) indicated that they could not comment on the suggestion that Sector Policing should be implemented by the community alone, while ninety-five per cent (95%) disagreed with this statement. Only one per cent (1%) agreed that the community alone must implement Sector Policing. Ninety-nine per cent (99%) of the respondents agreed with the statement that Sector Policing is a good tool for reducing crime whilst one per cent (1%) disagreed. Police officials suggest that the community and the police should stand together in the fight against crime and, by doing so, give criminals less opportunity to plan their criminal activities.

The respondents also gave suggestions of how to improve Sector Policing in their areas by indicating that the SAPS should hold regular meetings with all the stakeholders in the community in order for Sector Policing to become an effective tool in the fight against crime. There should be regular meetings, perhaps twice a month, so that the police may be able to give feedback to the community and to exchange new ideas and information on crime. The SAPS should also conduct regular door-to-door campaigns and find ways to encourage the community members to participate.

Moreover, forty per cent (40%) of the community respondents suggested that the police do not have enough human resources to patrol the villages and ensure visibility at all times. It was also suggested by eighty-eight per cent (88%) of community respondents that businesses should get involved in campaigns and show their support by funding projects, Sector Policing workshops and crime awareness campaigns.

It was also suggested that there should be active service delivery contact points at the sectors where the community can quickly report any problems and the police can respond immediately. All the community members (100%) suggested that the community and all stakeholders be work shopped about Sector Policing so that they can understand what it is all about. This kind of community

education is in line with the National Crime Prevention Strategy (DOSS, 1996) which propagates community education and awareness.

It is the feeling of the community that the SAPS need to be more confidential and protect the information received from the community by preventing the leaking of such information back to criminals. The practice of “blowing the cover” of informers by some SAPS members should be brought to an end as this may endanger the lives of those willing to participate in information-sharing which could lead to the arrest and conviction of perpetrators of crime.

The researcher is of the opinion that the leaking of information may be prevented if the community is advised to supply information to responsible commanders, such as the crime prevention commanders, detective commanders, investigating officers and station commanders, rather than giving it to ordinary SAPS members. The circulation of the contact numbers of all commanders is meant for this purpose.

The researcher has found through observation that some members of the community also expose their own statuses as informers by talking publicly about it, or by bringing a friend to the police station when collecting money paid for information. There is an urgent need for more awareness in all villages about this issue. There is also an important need for the SAPS and the community to identify hotspots where most crimes occur for joint SAPS and community patrols.

Sixty per cent (60%) of the community respondents suggested that a lack of street lights in villages is problematic because criminals are able to commit crime in the dark and cannot be easily identified. The respondents suggested that the police and community clean out fields and bushes so that criminals have nowhere to hide.

The respondents strongly recommended that steps be taken against corrupt police officials and that community members be given feedback regarding the outcome of any misconduct or criminal cases in order to restore the trust and confidence of the community in the SAPS. It was also suggested that pastors should get involved in Sector Policing so that they can encourage the community to participate and also provide information. To be effective and efficient, inclusive CPFs and SCFs structures must be encouraged with a view to broaden community participation.

3.7 AUDIT OF RESOURCES

Audits of the resources available for Sector Policing were conducted by the researcher with a view to analyse and verify the Limpopo Province’s status report on Sector Policing. The audit was conducted

in the Vhembe District at four (4) stations selected for the research and four (4) additional stations that were not part of the sample.

The audit revealed that the provincial status report may have flaws or inaccuracies in terms of deployment figures. At Vuwani, for example, the provincial report indicated there are four (4) sectors which, in terms of the provincial standard of two (2) vehicles and four (4) members per sector, the station is meant to deploy eight (8) vehicles and sixteen (16) members per shift. The same situation prevailed for Levubu, Mutale, Tshaulu and Makuya all of which indicated four (4) sectors each.

Thohoyandou Station has eight (8) sectors, according to the report, which means it is expected to deploy a minimum of sixteen (16) vehicles and thirty-two (32) members per shift, bringing the deployment to a total of one hundred and twenty-eight (128) members for Sector Policing. A further analysis of the above stations found that, on average, the above stations had sufficient vehicles but severe shortages of personnel.

The daily deployment reports of each of these stations also confirmed the existence of four (4) sectors, but vehicle and personnel deployments fell far short of the provincial standard, originally prompting the researcher to conduct the audit. The discrepancies also prompted the researcher to register a project with the Provincial Commissioner's office which is intended to implement the findings and recommendations of this study.

The conclusion reached with the station management of each of the above stations was that the sectors had to be demarcated again in line with the available resources. They also agreed to conduct community participation at each station to rectify the situation. Saselamani and Siloam stations were found to be the only stations out of the eight that had two (2) sectors each and also met the provincial standard in terms of deployments.

An interesting finding of the audit was that Makuya Station could only afford to deploy three (3) members per shift which means it could afford to have only one sector with one vehicle. A station with one sector is as good as having no Sector Policing, considering that the definition of Sector Policing requires the demarcation of a station area into smaller manageable sectors. Therefore it is not possible to implement Sector Policing at Makuya police station due to personnel shortages.

The above analysis shows that seventy-five per cent (75%) of the audited stations had inaccurate deployment figures and only twenty-five per cent (25%) had accurate deployments. In reality, they could not deploy the minimum resources per sector and figures reflected included members in the Community Service Centre (CSC) who are not physically in the sectors. It can also be assumed that

Sector Policing is being implemented correctly at only twenty-five per cent (25%) of the stations and seventy-five per cent (75%) should be reviewed. This calls for a total provincial audit to certify the status as correct.

3.8 SUMMARY

To sum up the data collection done in this chapter, it appears that assault, housebreaking, robbery and rape cases are predominantly committed by males and fit in with the general pattern of male violence observed during the study, whether the victims themselves are male or female. There are incidents where women assault women or men but men tend to be the aggressors.

The BIS (SAPS, 2012h) shows that ninety-eight per cent (98%) of these violent crimes are committed by males while women account for only two per cent (2%). When women are victims of assaults perpetrated by men, it may generally be assumed that they are not involved in physical aggression against the men, although this is not necessarily always so. However, when both parties involved in these violent crimes are male, one cannot avoid questions to do with the role of gender contributing to the physical conflict. Community perceptions confirm the above crimes to be problematic and this was also confirmed by the BIS (SAPS, 2012h).

A resource audit conducted by the researcher at a sample of eight (8) stations showed a serious discrepancy between the number of sectors and actual police deployments. This gap between the actual number of personnel, vehicles and the number required for the number of demarcated sectors needs to be reconciled. The purpose of the reconciliation is to ensure the optimum utilisation of the available resources which should result in the effective implementation of Sector Policing.

The audit detected that some stations demarcated their station precinct into one sector. This falls short of the definition of Sector Policing which dictates the demarcation of station precincts into smaller manageable areas. The fact of the matter is that a station must have a minimum of two (2) sectors before anyone can claim that Sector Policing is occurring in that station. The status of Sector Policing in the province is therefore questionable and this can be the reason why it is so difficult to improve Sector Policing or reaction times.

Deployment of SAPS members submitted on a daily basis by sector commanders included CSC members who are posted inside the Community Service Centre and are never deployed in the sectors, yet are included in sector deployment figures and counted as if they are physically deployed in the sectors. The implementation of a Sector Policing project in the Vhembe District will serve as a platform

to implement the findings and recommendations of this study but, above all, it will also be used to test the practicality of the research findings and recommendations.

The target population and selected stations constitute a representative sample of stations and the demographics of the province because it includes the contact crime stations, priority stations and non-priority stations selected across the province. The researcher is of the view that Sector Policing should be implemented based on the principles of project management in order to ensure a proper audit and a reliable provincial status.

CHAPTER 4

CONTEXT AND PRACTICAL CONSIDERATIONS

4.1 INTRODUCTION

This chapter will pay attention to the context in which the implementation of Sector Policing takes place and will observe a case study of Sector Policing, concentrating on the practical aspects experienced during this implementation. Ramenyi *et al.* (2002:165) define a case study as: "An empirical enquiry that investigates a contemporary phenomenon within its real life context, when the boundaries between phenomenon and context are not clearly evident, and in which multiple sources of evidence are used". A case study is usually used independently of the matter being researched.

The intention of including a case study as part of the study is, firstly, to demonstrate the endless ideas, strategies and approaches which may be adopted in the implementation of Sector Policing. Secondly, it will allow the researcher to tap into existing knowledge and proven practices previously observed in rural areas that can be shared and benchmarked for use in other rural areas of the province or nationwide. Thirdly, the case study is intended to demonstrate that the implementation of Sector Policing can be more successful through intensive community participation and interactive multi-organisational partnerships.

Mankweng Police Station has been selected by the researcher to showcase the successful implementation of Sector Policing over a specific period. The station is located in the Polokwane Cluster within the Capricorn District. The aim of using the Mankweng experience is to further demonstrate that gains already achieved can be reversed and lost if community participation is discontinued or multi-organisational approaches are abandoned as a result of a change of leadership at a police station. It is the view of the researcher that the co-ordination of community participation was negatively affected by the frequent change of station commanders at Mankweng.

The Mankweng experience is a typical example of disastrous consequences that can amount if effective practices are abandoned without an alternative strategy being put in place to address crime. This chapter also seeks to prove that it is possible to reduce crime through credible Sector Policing without the need to manipulate crime statistics, violate data integrity or opening case dockets and failing to register them.

The researcher is also aware of sentiments expressed in "*A Manual for Community-Based Crime Prevention: Making South Africa Safe*" (DOSS, 2000:3) which expresses that community-based crime

prevention approaches applied in one area may not necessarily be tailor-made for another. A particular crime prevention strategy that is successful in one neighbourhood may not necessarily be successfully implemented in another.

However, according to the above manual there is sufficient evidence to show that crime prevention does work and that it is important to adapt examples of successful projects implemented elsewhere and apply them in different environments to make communities safer. The reason behind this, according to the researcher, is because the causes of crime and the context in which it occurs may differ and different situations and problems may require different solutions (DOSS, 2000). A comparative analysis, interviews with stakeholders and observation research methodologies have been utilised during the gathering of information and used to prepare the case study.

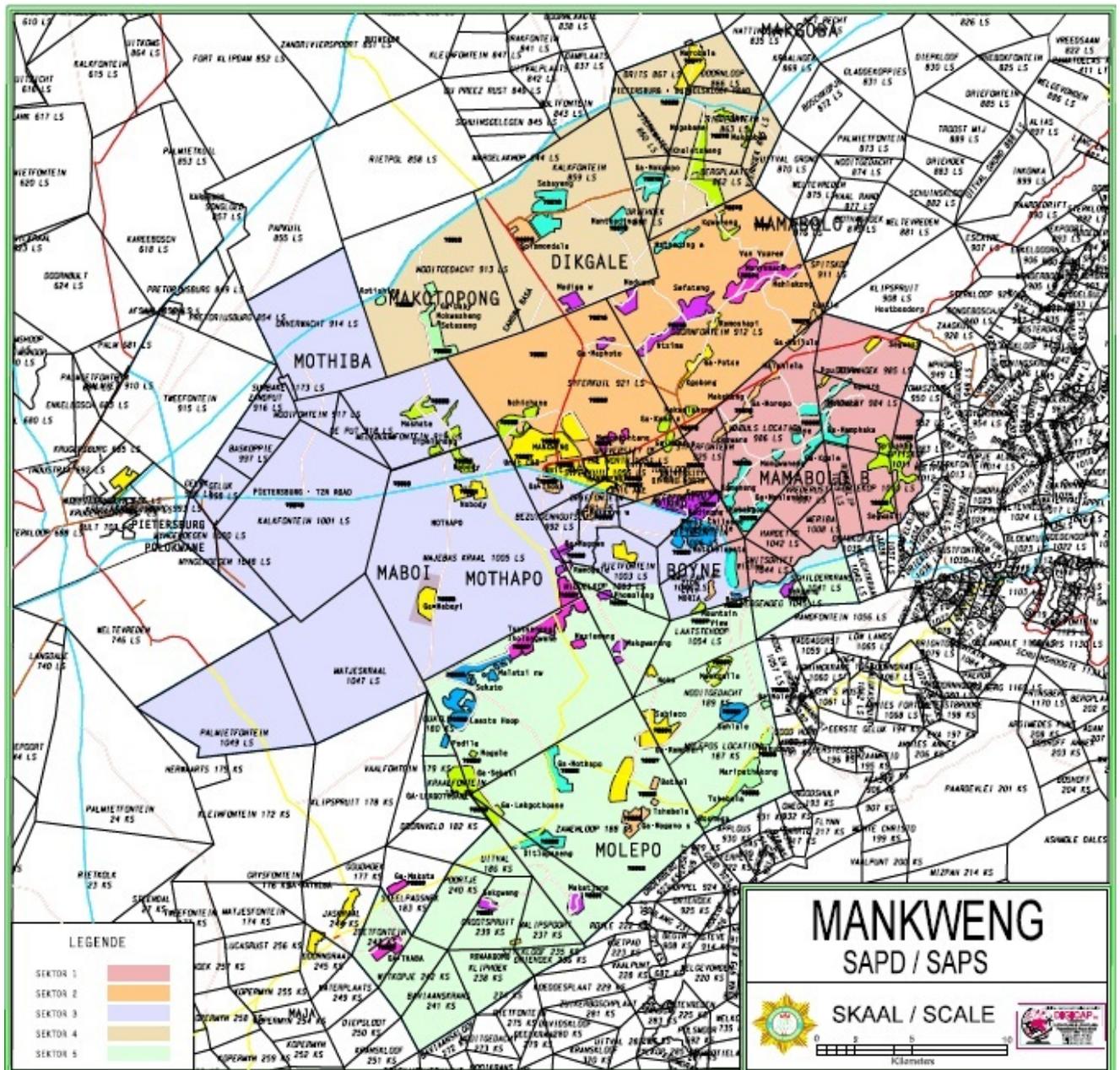


Figure 4.1: Mankweng map depicting sector demarcations: Sector 1-5

Source: Digi Cap cc Mapping and Consultants – Tzaneen, Limpopo Province (2008)

The station precinct of Mankweng was divided into five sectors numbered from one to five in order of their priority in terms of crime weight and the seriousness of the crimes dominating each of the sectors. Sector 1 comprises the eastern part of the police station, embracing the sprawling and notorious villages of Mentz and its adjacent villages which contributed the highest crime weight of priority crimes. The Mankweng Traditional Authority under the Mamabolo A dynasty is part of the sector and serves as an additional service delivery contact point.

Sector 2 comprises the Mankweng town where the police station is situated, the Mankweng hospital, the Limpopo University and the other Mamabolo dynasty (Mamabolo B) with its royal palace situated

north-east of the police station at Seopye. This sector had three (3) service delivery contact points. Sector 3 is comprised of the western and south-western parts including Nobody village which will be discussed later in this chapter. The sector is also comprised of the Mothapo Traditional Authority, Maboi/Mojapelo Traditional Authority, and the Mothiba Traditional Authority with three (3) service delivery contact points.

Sector 4 is situated in the north comprising the Makotopong (Phambane) Traditional Authority, Dikgale Traditional Authority, the Makgoba Traditional Authority and Sebayeng Satellite Police Station. Sector 4 has four (4) service delivery points. Finally, Sector 5 is comprised of the southern-most part of the station area which is under the Molepo Traditional Authority. This sector has three (3) service delivery contact points.

4.2 COMMUNITY PARTICIPATION APPROACHES AT MANKWENG

According to *"A Manual for Community-Based Crime Prevention: Making South Africa Safe"* (DOSS, 2000:1), a community-based crime prevention strategy should be able to prevent crime, reduce community fears of crime and serve as a tool to bring together different role players. The Mankweng experience is intended to identify key partnership principles that can be adapted to different environments and situations but still produce good results with the desired impact.

It is the opinion of the researcher that a community-based crime prevention strategy like Sector Policing should also serve as a means of developing local crime prevention partnerships and the effective coordination of multi-organisational partnerships. The manual also expresses an opinion that partnerships are not a shortcut to community participation and that there is still a need to put a lot of effort into getting all relevant stakeholders to participate (DOSS, 2000).

According to the above manual, consulting the community, setting up structures to engage the local population, balancing the competing interests of powerful groups, responding to groups who may feel excluded and being able to identify priority areas and tasks to be shared by the different stakeholders all remain a challenge faced by practitioners of crime prevention (DOSS, 2000).

The implementation of Sector Policing at Mankweng depended on the participation and cooperation of interested and affected parties (IAPs) in the form of CPFs/SCFs, NGOs, CBOs, public sector agencies, business sector and the general community as indicated in Table 4.1 below.

Table 4.1: Interested and Affected Parties (IAPs) at Mankweng, with roles and responsibilities

Don't Cry Africa (DCA)	Have partnered with SAPS to provide needy and vulnerable learners with school shoes/uniforms, clothes, food parcels and guidance to a crime-free life.
Age-In-Action (AIA)	Have partnered with the SAPS to identify and protect the elderly who are vulnerable to crime. The two jointly created a database of the elderly who are vulnerable and visit and support these people who are without good care or are staying alone.
University of Limpopo (UNILIM)	Provide research capacity, development and advise the SAPS on monitoring mechanisms. UNILIM also enrol SAPS members for further studies related to policing.
Love Life	Create public awareness on the prevention and reporting of rape cases amongst the youth, and does so jointly with the SAPS.
Youth Sports Against Crime	Mobilise the youth against all forms of crime using sporting platforms at village and school levels.
SANCO	Mobilise communities against crime in conjunction with CPFs and SCFs.
CPF	Mobilise local communities against crime and also perform public oversight duties over the SAPS.
SCF	Mobilise communities against crime within sectors.
TCC	A multi-agency organisation which ensures the counselling of rape victims and effective prosecution of rapists. The TCC also provides anti-retroviral medication and conducts awareness campaigns.
NPA	Trains SAPS members on the framing of charges and the writing of charge sheets and statement –taking which ensure the prosecution of offenders. They also conduct awareness campaigns jointly with SAPS.
Police Unions (POPCRU/SAPU)	Motivate members to improve service delivery, in conjunction with SAPS and ensure conducive working conditions.
Media: Electronic and Print	Conduct public oversight on SAPS and give publicity to SAPS crime prevention and their combating strategies.
Liquor Board	Enforce compliance with the Liquor Act (27 of 1989) (RSA, 1989) together with the SAPS at all licensed liquor premises. The Liquor Board also trains sector team members on the Liquor Act and conducts licence checks (RSA, 1989).
Liquor Owners Association	Assist SAPS to identify wanted criminal elements, in observing closing times, and sharing information.
Business Community	Are sponsors and offer donations or funding of projects.
Pastors Forum	Aid the spiritual empowerment of members and crime awareness amongst church members.
Traditional Leaders	Provide their resources for SAPS contact points and joint crime awareness campaigns at their meetings.

Source: Researchers own design to signify multi-organisational partnerships options

Table 4.1 depicts the multi-organisational nature of community participation in support of Sector Policing in Mankweng and does not only identify key stakeholders who participated in the implementation of Sector Policing but also describes their roles and responsibilities. The researcher is of the opinion that the multi-organisational participation model also positively influenced public perceptions of crime and the role of the SAPS.

The Polokwane Observer newspaper dated 23 May 2007 dedicated pages one to three to an article titled "Big man-Big Punch!", publicising the Mankweng Sector Policing project and its strategic approach. Page one of the *Polokwane Observer* article dated 29 November 2007 publicised the adoption of a school kid by SAPS and Don't Cry Africa as part of partnership policing. This newspaper formed part of the sector communication strategy by publicising crime prevention programmes and contact numbers of SAPS management.

Radio Turf (May 2007 until July 2009) participated in monthly phone-in programmes and established community participation platforms and Radio Thobela also provided phone-in programmes (20 July 2007 and 16 September 2008) during which community inputs were discussed. These extended community participation to strengthen the partnership with traditional authorities and the community.

The sector commanders accompanied the station commander to traditional authority offices and made monthly presentations on the crime situation highlighting successes, challenges and seeking joint solutions. The CPF Executive Committee also rotated its monthly meetings to traditional authority offices with sector commanders.

4.3 THE NOBODY EXPERIMENT (PILOT PROJECT)

The Nobody Experiment served both as a pilot project and pilot research to test the viability of Sector Policing in a rural environment. According to Van Teijlingen and Hundley (2001:1) a pilot study is a feasibility study done in preparation for large scale research or full scale implementation. The purpose of this pilot project was in line with this as it was conducted to test whether or not the study was realistic and workable, and whether it could be implemented throughout or provincially.

The participation of the business sector in Mankweng proved to be a success, especially the role played by Vodacom SA which sponsored the sector-based project at Nobody village. This village was a serious crime hotspot in Sector 3. Vodacom sponsored the sector with cell phones to equip sector patrol vehicles as a pilot project aimed at improving their reaction time to crime.

The station's standard reaction time was set at thirty (30) minutes for sector teams to respond to complaints from any part of the station precinct. The reaction time improved dramatically once the project was sufficiently publicised amongst stakeholders and residents through meetings and pamphlets. The residents of the village had the opportunity to call directly to the patrol vehicles and members only had to inform the community service centre via two-way radios to log the complaint and give feedback.

The new standard attained was a maximum reaction time of fifteen (15) minutes from any part of the vast village. Interviews conducted with the sector commander and sector team members revealed that the reaction time beyond ten (10) minutes only came as a result of members receiving complaints while still attending another. It was also revealed that, if there were no other complaints being attended to, the reaction time was always between five (5) and ten (10) minutes.

The station commander also introduced a Business Patrol Register (BPR) for use by sector commanders and sector team members which was kept at every business within the rural and semi-urban environments. The registers were used for command and control purposes and served as a public management tool to monitor and control the sector patrols. The aim was to make sure that sector teams became visible at identified businesses to prevent armed robberies.

The BPR achieved positive results as armed robbery cases were at an average of seven (7) a year for the first three years but picked up drastically in the station area over the next three years, negatively affecting public perceptions and partnership with the business community. An example of a negative impact on this crime category is the 2011/2012 period where ninety-six (96) cases were registered after this strategy was abandoned by the new station commander.

This sector management tool was vital because these businesses were vulnerable due to their long distances from the station. The BPR also served as a tool to build and strengthen partnerships with the business community and the community felt safer. Visits and monitoring of the business sector served as a visible policing strategy within and beyond Nobody.

The cell phone-linked vehicle strategy was acknowledged as a "best practice" in the Limpopo Province, and has since been permanently introduced to all sector-based patrol vehicles in all the ninety-five (95) police stations. According to an article by Rouse (2007), entitled "Best Practices" dated 1 June 2007, a "best practice" means "a technique or methodology that, through experience and research has proven to reliably lead to a desired result."

Lawes (2009) in his article entitled "Proven Quality Approach" also defines "best practice" as an industry accepted way of doing something that works". The standard of fifteen (15) minutes achieved through the Mankweng project was also recognised as a best practice, but the provincial standard has been set at twenty (20) minutes in order to accommodate poor road conditions.

Six key stakeholders, as shown in Figure 4.2, played a major role in publicising and communicating the Sector Policing Project. The mobilisation of the community in favour of the project aroused the community's interest and support for Sector Policing. The multi-organisational partnership approach in

the implementation of the project also created an environment conducive to community participation. The fact that clients from the village could be diverted to the vehicle cell phones helped to offload the workload from the Community Service Centre (CSC) at the main station and the 10111 call centre.

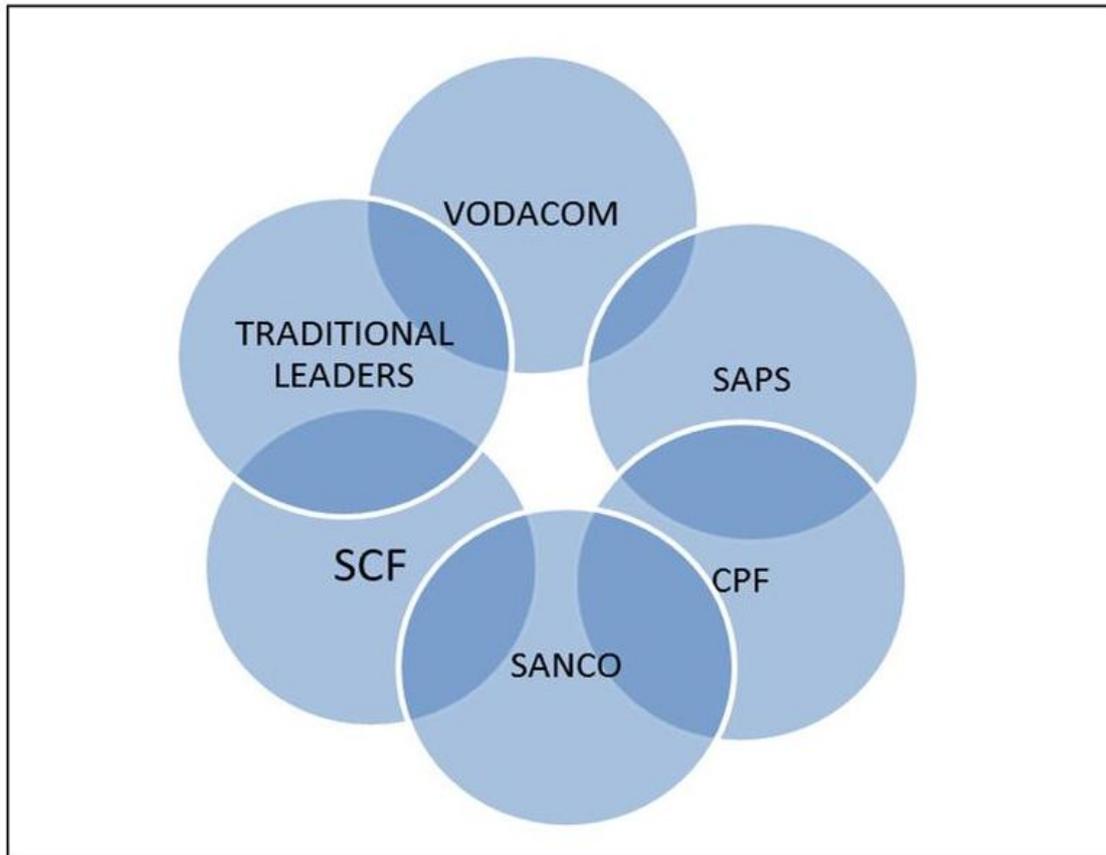


Figure 4.2: The Nobody IAP Participation Model

Source: Designed by the researcher to depict the stakeholder participation at Nobody village

4.4 THE LIMPOPO DOOR-TO-DOOR RURAL CRIME PREVENTION STRATEGY

A "door-to-door" crime awareness and communication strategy was robustly applied from village to village targeting specific crime-infested areas and was conducted twice a week as a standard. The door-to-door strategy was jointly driven by sector commanders, CPFs and SCFs who mobilised reservists, CBOs, NGOs, municipal councillors, social workers and communities to participate.

The main aim of this communication strategy was to allow the station commander and the whole station management to join the campaigns in a hands-on manner and for them to interact directly with the community at grassroots levels. The strategy succeeded in building a strong informer network, improved interactive cooperation and achieved normal relations between the SAPS and the community.

A sector joint operational team, including detectives, also operated alongside the door-to-door awareness campaign groups. It targeted hotspots to respond immediately to information on the whereabouts of suspects or relating to the recovery of suspected stolen goods.

The information gathered during the door-to-door campaign was also operationalised in intelligence-driven operations within twelve to twenty-four hours in the form of joint sector operations. This operational strategy encouraged communities to cooperate and share information with the SAPS, after realising that there was a speedy response to this information when supplied to sector teams, SCFs and the CPFs.

The sector communication strategy, which was built into the door-to-door campaign, included the distribution of station contact numbers of the community service centre, satellite police station, sector commanders and the station management, including that of the station commander. The community was encouraged to use the community service centre numbers to report cases or lodge complaints. However, they were advised to communicate directly with commanders when giving information on crime and suspects to avoid a situation where the identity of an informer could be revealed to suspects.

The CPF, SCF and members of other stakeholder organisations were encouraged to supply sector commanders and station management with the names and addresses of problematic individuals and syndicates in every sector. The identified persons were visited during the door-to-door campaigns and the interviews conducted with them often led to arrests and recovery of stolen property. Criminals released on parole and those under correctional supervision were also monitored and visited during these door-to-door campaigns in cooperation with the Department of Correctional Services (DCS).

The strategy also became known as “the village foot patrol”, and it increased SAPS presence and visibility in rural villages. The strategy further engaged the Department of Social Development (DSD) as it often led to the discovery of children without parents and destitute families that could benefit from care and, in doing so, it also reduced opportunities for crime. The door-to-door crime prevention strategy also focused on the safer schools programme, targeting problematic schools identified through sector crime forums and regular interaction between sector commanders and school principals.

The main challenge in these schools was the supply of drugs to learners, school violence, housebreakings, theft, as well as vandalising of school property. The impact of the door-to-door strategy in Mankweng was seen as a best practice at provincial level and was widely accepted in the community. It was transformed into the “Limpopo Province door-to-door crime prevention and

communication strategy" and applied as a provincial tool to expand partnership and communication with communities.

4.5 MANKWENG SERVICE DELIVERY PROJECT – OPERATION "BIG PUNCH!"

The service delivery strategy of Mankweng Police Station between 2007 up to July 2009 was anchored on the revival of CPFs, direct community participation, multi-organisational partnerships, well-established informer networks, high police visibility, hardcore police operations and improved reaction time. The Sector Policing strategy operated under the name Operation "Big Punch!" The name was designed to send a strong and reassuring message to the public and at the same time send a stern warning to criminals.

The station commander took it upon himself to lead and give direction on the strategic approach of the station and implementation of Sector Policing. SAPS members owning shebeens were identified first, and were compelled to close these before a campaign was started to close others in the community.

The key strategic approach was firstly hinged on taking services closer to local communities through Sector Policing. The second part of the strategy was to guarantee the omnipresence of the police at grassroots level as a standard practice and to vigorously address negative public perceptions. This was achieved by successfully creating a public impression that the SAPS will respond speedily and effectively to any crime-related challenges that the community may experience at any time of the day and in any part of the station area.

The third strategy was to proactively attend to complaints of poor service delivery at sector level and redress them within seven working days, with regular feedback to prevent any complaints being referred to higher authority. This approach proved very successful as the numerous complaints that existed before March 2007 dropped to zero. Complaints investigated by the Independent Police Investigative Directorate (IPID) were mostly those referred by the station commander.

The station commander's fourth strategic approach for Mankweng was based on his passion for service delivery which he demonstrated through the introduction of thirteen (13) new service delivery contact points as part of the sector implementation strategy. These service delivery contact points were in addition to the Sebayeng satellite and the main police station.

The community had, as a result of this approach, a total of fifteen (15) service delivery contact points, instead of only two (2). The strategic choice and location of the service delivery contact points had an

immediate impact on crime reduction and accessibility of police services in line with the “Batho Pele” principles, as well as the strengthening of partnerships.

Nine (9) of the service delivery points were located at the traditional authority offices of the nine (9) traditional leaders with jurisdiction over ninety seven per cent (97%) of the station area. The traditional leaders served as a gateway to community participation and the sector commanders used them as an entry point to communities.

In the south, contact points were situated at the Molepo and Mothapo traditional authorities. In the west it was the Maboï (Mojapelo) and Mothiba traditional authorities, in the north it was the Phambane/Makotopong, Dikgale and Makgoba traditional authority offices and, in the east, two contact points situated at the Mamabolo (Segopye) and the Mankweng (Mamabolo A) traditional authorities.

The nine (9) contact points operated from Mondays to Fridays from 08:00 to 16:00 which are the same office hours as the traditional authority offices. Two additional service delivery points were located at Tshebela and Soetfontein clinics and were situated in the deep rural areas of the Molepo traditional authority. Soetfontein clinic is located about 50 kilometres away from the station which is the furthest point of the station precinct.

The affected communities found relief as they could access services without having to spend money on transport to the main police station. According to the regional manager for Primary Health Services, the clinics were isolated and became crime hotspots, especially for common robbery and assault or intimidation of nursing staff by opportunistic criminals.

The two clinics, both situated in Sector 5 which has the largest geographical spread, were able to resume primary healthcare after normal working hours on a 24/7 basis and this enhanced the partnership between the SAPS and the Department of Health. The rural community could access both their health and safety needs at one service delivery point located on their doorstep.

The station commander further facilitated the establishment of two service delivery points in the two shopping complexes of Mankweng which are situated in Sector 2. These contact points served the semi-urban community, shoppers, motorists using the Polokwane-Tzaneen route (R71) as well as the University of Limpopo (UNILIM). The two service points also operated on a 24/7 basis and targeted the prevention of common robbery at Auto Teller Machines (ATMs), ATM bombings, general thefts and shoplifting.

Foot patrols by SAPS members were deployed from these service points. An additional ad-hoc mobile service point was also established for the whole duration of the registration process at the UNILIM every year, to attend to the prevention of crime against students and ensure the smooth running of the certification of documents at the registration point.

Three (3) patrol vehicles were deployed in each of the five (5) sectors making a total of fifteen (15) patrol vehicles necessary to service the vast sectors. The patrol strategy in these sectors was intended to create maximum attention with a patrol speed of 0-20 kilometres per hour (km/h) as a standard in all crime hotspots. Heavy stop and searches were conducted as part of sector patrols. In less problematic areas, the village patrol speeds ranged from 0-30 km/h, but were also accompanied by robust searches of suspicious vehicles and persons.

The main focus of the searches was directed at suspicious persons and vehicles, targeting the recovery of unlicensed firearms to prevent armed robbery, the confiscation of dangerous weapons in the form of knives in order to reduce assault (grievous bodily harm) and promote the recovery of dagga or other drugs which also contribute to crime. Attempts were also made to convince South African Breweries (SAB) to discard the use of bottle containers in favour of plastic or tin to reduce assaults.

The deployment strategy was also aimed at crimes which are increasingly dependent on police action for detection which can be done as part of high police visibility. Circulation of suspicious vehicles was done as a rule in all the sectors to recover stolen vehicles and proactively prevent armed robbery. The patrol speed is a crucial element of Sector Policing because it gives the community the opportunity to stop sector team members and share information about crime and suspects.

Sector patrol vehicles were not allowed to park inside the police station or outside the yard, except when collecting complainants or detaining arrested persons, or changing shifts which should be done within a maximum of fifteen (15) minutes. This operational approach made sure that patrol vehicles were always within their sectors.

The sector patrol vehicles were linked to the service delivery contact points by two-way radios which made it easier and quicker to respond to complaints. The vehicles were highly visible, with sector numbers and the station's name clearly marked on both sides. Two members per vehicle were deployed bringing the total of SAPS members allocated to sector vehicles to thirty (30) members per shift with a total of one hundred and twenty (120) for the four shifts.

Forty (40) police reservists with four (4) permanent members were deployed to manage the four shifts at the service delivery contact points operating on a 24/7 basis and had two double cab patrol vans

confined to the two shopping complexes in addition to the sector vehicles. Eighteen (18) category D reservists under the command of sector team leaders were deployed on day shifts at the Traditional Authority offices.

The total number of SAPS members and reservists deployed for Sector Policing was one hundred and eighty-two (182). The station had a total of two hundred and twenty-six (226) permanent members, of which thirty-four (34) were detectives (investigators), thirty-two (32) were deployed in the community service centre manning the centre at the main police station, hospital guards and police cells.

Twelve (12) members were deployed at the Sebayeng satellite police station situated about sixteen (16) kilometres north of the main station. Eight (8) members were deployed with four (4) reservists for the Road Policing Strategy running six (6) vehicles, allowing members to concentrate on sector patrols.

Seven (7) members were deployed as court orderlies, six (6) members were deployed in support services and two (2) members were deployed for the policing of pension payouts with at least two (2) category A reservists and an officer in charge. This team supported sector teams in whose sector pension payouts were done.

The support services members participated in special mid-week and weekend operations. Detectives participated in operations wearing uniform at least one weekend per month and the detectives used this kind of operation to identify and apprehend suspects at problematic liquor outlets and streets during stop-and-search operations.

The station had a total of two hundred and twenty-eight (228) police reservists of which one hundred and ninety-eight (198) were active and regularly available for deployment during mid-week and weekend operations, according to the planned duty sheet. These reservists were deployed in shifts, some as hospital guards, custody management in the police cells or for door-to-door campaigns. The remaining thirty (30) reservists were active but not readily available. These reservists were allowed to volunteer their official sixteen hours per month in the community service centre and hospital guards as, and when, they became available.

Fifty-eight (58) reservists, as discussed above, were deployed at sectors, including service delivery contact points. Three (3) were deployed as detectives, two (2) in the pension payouts, thirteen (13) for mid-week operations and ten (10) participated in the weekly door-to-door campaigns, deployed with CPFs, SCFs, sector commanders and sector teams. Four (4) reservists participated in road policing and twelve (12) volunteered their services at the Sebayeng satellite police station.

The remaining ninety-six (96) reservists were divided into four groups of twenty-four (24) each per weekend and were deployed with permanent members for night weekend operations, targeting crime hotspots and congested liquor premises within identified sectors. The reservist system is a form of community participation that made a visible impact in Mankweng and was deployed according to a planned duty roster.

The interesting aspect of the Mankweng deployment approach was the personnel back-up strategy in which the station commander succeeded in recruiting all Public Service Act personnel at the station who then also volunteered as category A reservists. They volunteered their services during mid-week three-hour sector joint operations conducted with the sector commanders and led by the station commander.

The operations were conducted from 17:00 until 20:00 on Mondays to Thursdays and the reservists were alternated on a weekly basis. The sixteen compulsory hours reservists were expected to contribute per month in order to remain active and were utilised in this way. The mid-week operations were intended to prepare for the weekend special operations to be conducted in the sectors.

The weekend night sector joint operations were boosted by a group of seven (7) sector team members and available reservists who concentrated on identified sector hotspots during the day from 10:00 to 18:00. The night operations were conducted between 19:45 and 04:00 from Friday to Sunday morning to support sector commanders. Hardcore police operations based on information supplied by the community were also conducted during the day or night to boost sector joint operations.

Detectives were also deployed in sectors under group commanders, with each group in charge of investigations of cases occurring in their own sectors. The detectives were able to focus on their specific sectors and became well-acquainted with suspects residing in those sectors and those that frequented their particular sectors. All detectives were required to have informers in order to identify suspects and bring them to book.

Sector members and other commanders had informers for the purpose of gathering information for proactive and pre-emptive operations that prevented the occurrence of certain crimes. This principle has currently been adopted as a provincial policy for every detective and operational members, who are required to have at least three (3) informers each.

Command and control was the essence of the Mankweng deployment strategy where rank and experience served as standard criteria for sector commanders and sector team members to ensure the effective implementation of Sector Policing. For this purpose a Captain was placed in charge of each of

the five sectors. The activities of the sector commanders were coordinated by a Lieutenant Colonel who was the sector coordinator and sector operations officer who directed sector joint operations.

During an interview conducted with the Visible Police Commander of the station, he indicated that Sector Policing could not function properly prior to 2007 because members with junior ranks were appointed as sector commanders, even though they were also on the same rank level as their sector team leaders and some of the team members. This created a situation where sector commanders were reluctant to give instructions or to solicit feedback and demand performance from a team.

The station commander took the lead in introducing a "hands-on" management approach in which the station management also participated in sector-based activities and directly giving management support to sector commanders in the field. Above all, the strategy of direct community participation changed public perceptions on crime and policing. According to interviews conducted randomly in villages, the public perceived crime to be low despite crime statistics to the contrary.

4.6 THE IMPACT OF COMMUNITY PARTICIPATION AND MULTI-ORGANISATIONAL PARTNERSHIPS ON CRIME TRENDS AND PATTERNS

Mankweng Police Station was introduced to Sector Policing at the beginning of March 2007 when a new station commander was appointed. The station commander started by introducing a new internal management philosophy in which working procedures were practically demonstrated in the field to serve as an example for members to emulate. Features of the philosophy were exemplary leadership and a hands-on management approach based on the understanding that no commander should give instructions that he/she cannot demonstrate, or teach how it should be done in practice.

Part of the philosophy was a pragmatic approach of allowing members the opportunity to display their talent, creativity and innovation. They were given the platform to demonstrate their know-how and to show how they could best share their knowledge and skills. A robust approach to community participation and a multi-organisational approach was also embarked upon with a specific focus on the reduction of problematic crimes.

The starting point for the station commander was to win the support of station personnel (internal buy-in) and get rid of corrupt practices. The next move was to win the hearts and minds of local communities (external focus) to ensure community participation. The next figure shows a comparative crime analysis over a six year period, with the 2007/2008 and 2008/2009 periods forming the focal point of the case study compared against other periods.

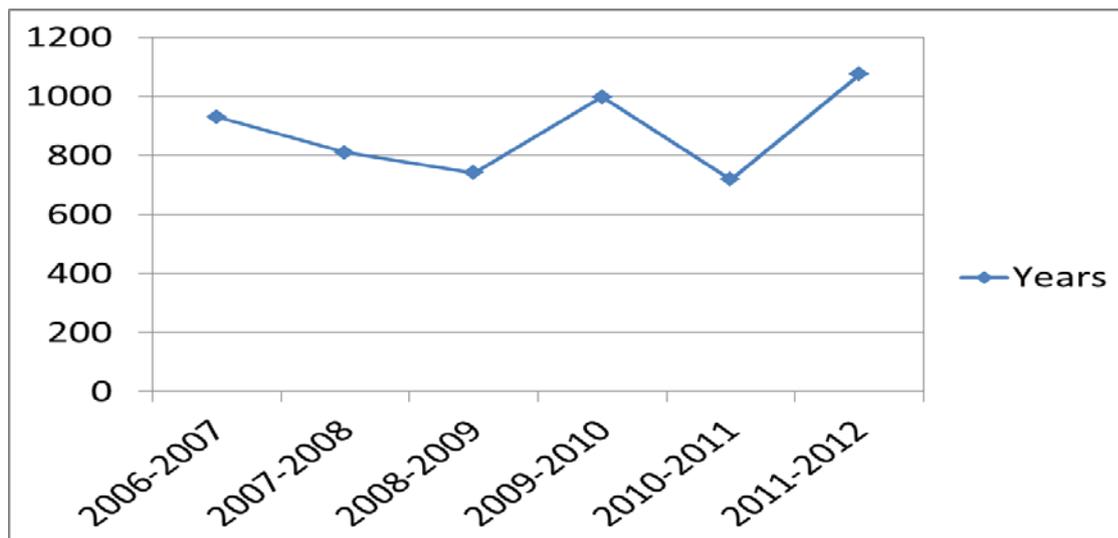


Figure 4.3: Mankweng property crimes 2006/2007-2011/2012

Source: Limpopo Crime Statistics, Data Integration and Development (SAPS, 2012a)

According to the interviews conducted, the community identified burglaries (housebreakings) at both residential and business premises as the most worrying crime on property. The same crime tendencies depicted in Figure 4.3 repeat themselves with regard to housebreaking cases for each financial year, as shown in Figure 4.4. The other crime categories that existed alongside property crimes were theft of motor vehicles, theft from motor vehicles, stock theft and general theft.

These crimes also occurred sporadically in Mankweng but the survey showed that they were considered to pose the least threat to the community. As such, the researcher excluded them from the study. Both Figure 4.3 above, and Figure 4.4, below, show that the lack of consistent community participation and multi-organisational partnerships during the 2009/2010, 2010/2011 and 2011/2012 periods proved disastrous.

The placement of four station commanders over the six-year period seemed to have had an influence on fluctuating crime figures. Sector team members who were interviewed expressed their frustration regarding the constant change of sector commanders made by the different station commanders. These changes were perceived as having eroded acquired knowledge and skills.

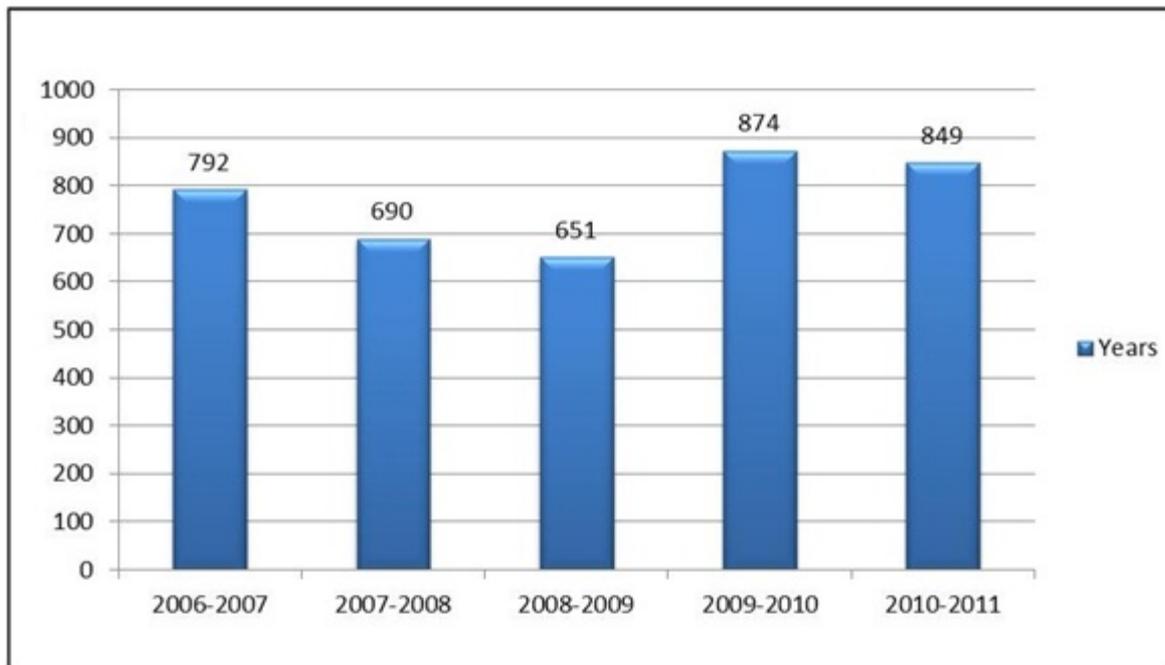


Figure 4.4: Mankweng burglary cases during 2006/2007-2011/2012

Source: Limpopo Crime Statistics, Data Integration and Development (SAPS, 2012a)

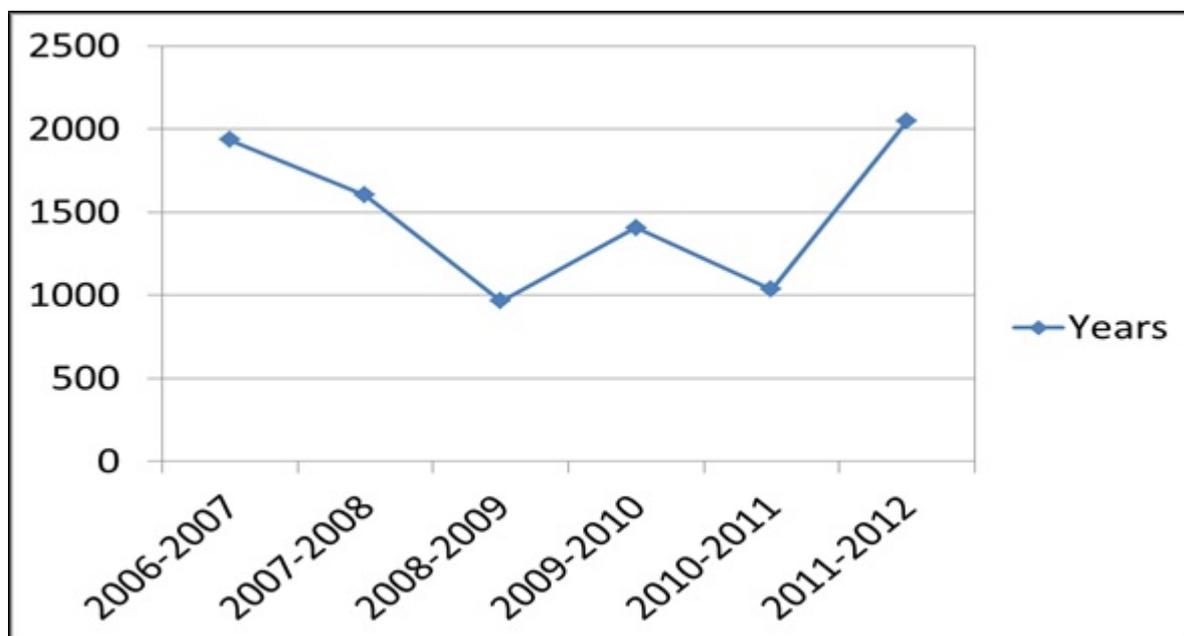


Figure 4.5: Mankweng contact crimes 2006/2007-2011/2012

Source: Limpopo Crime Statistics, Data Integration and Development (SAPS, 2012a)

The contact crimes identified as a threat to public safety at the community meetings with IAPs were assault, rape, common robbery and, to some extent, aggravating robbery/armed robbery in the form of business and house robbery. These were of no serious consequence until the 2009/2010, 2010/2011 and 2011/2012 periods when the figures were high, rising from an average of seven (7) cases per annum for the first three years to ninety-six (96) in the 2011/2012 period. However, the community

members interviewed did not see armed robbery as a serious threat, probably due to minimal numbers and, as such, the discussion in Chapter 3 will suffice.

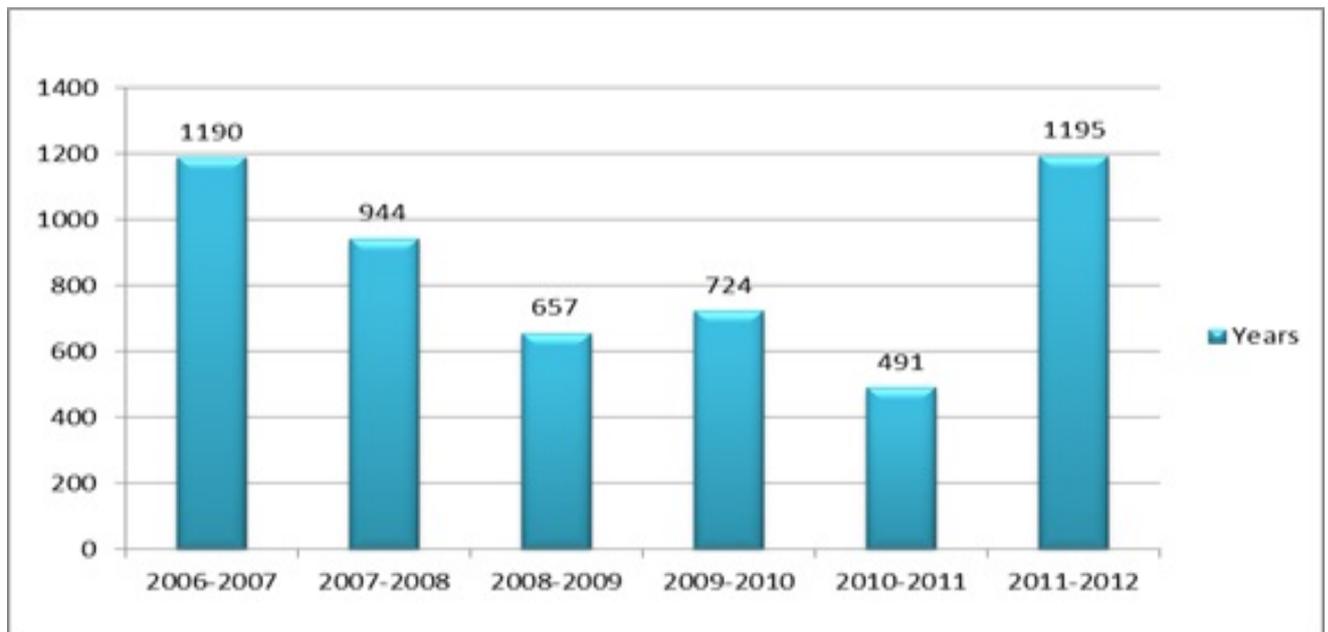


Figure 4.6: Assault cases in Mankweng 2006/2007-2011/2012

Source: Limpopo Crime Statistics, Data Integration and Development (SAPS, 2012a)

Mankweng is a flash point with regard to both common assault and assault (grievous bodily harm) which contributes to a high percentage of the province's crime weight. A docket analysis showed that, in the majority of cases, bottles and knives were used to commit the crimes. This prompted the stop-and-search operations to confiscate dangerous weapons. However, it is important to note that the assaults have been less during 2007/2008 and 2008/2009, as opposed to the other periods.

The 2010/2011 period also showed a sharp decrease although during 2011/2012 crime rose sharply! Common robbery is another contact crime which causes fear and anxiety in society as confirmed by randomly conducted interviews in Mankweng. This type of crime usually occurred along streets during the times when people come and go from work, usually in the mornings and evenings, as well as at shopping complexes (ATMs).

However, visible patrols and public awareness campaigns conducted as part of community participation produced positive results as seen in Figure 4.7 below. The contact points at the shopping complexes completely eradicated common robbery as a result of visible foot patrols by uniformed members deployed there on a 24/7 basis and because of public awareness campaigns conducted by IAPs in support of the SAPS

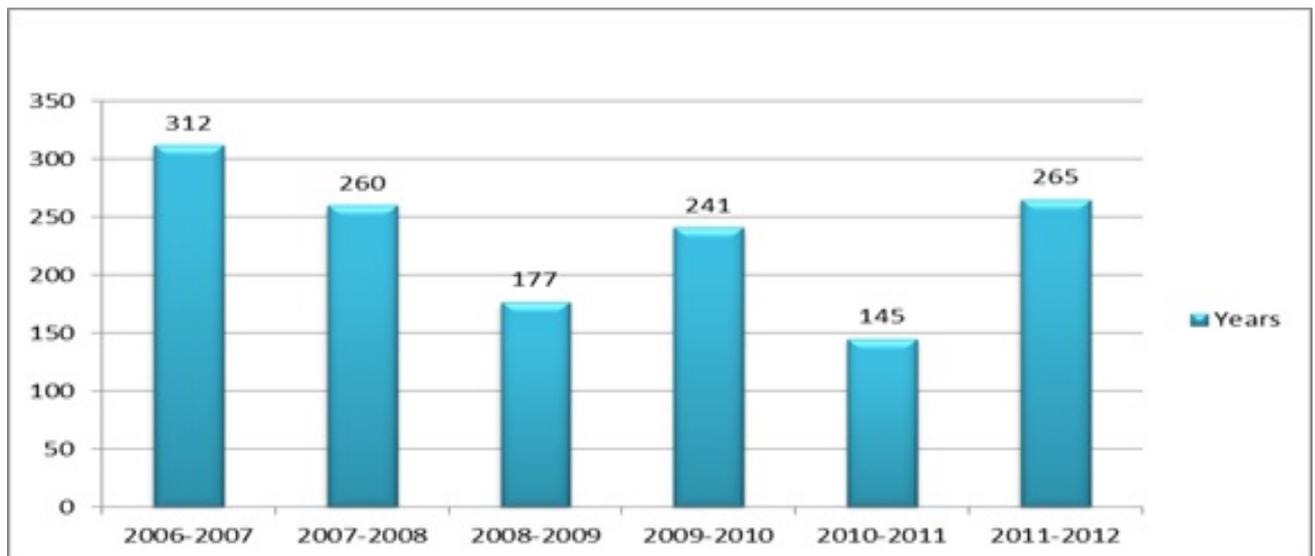


Figure 4.7: Common robbery cases 2006/2007-2011/2012

Source: Limpopo Crime Statistics, Data Integration and Development (SAPS, 2012a)

The progressive reduction of both property and contact crimes in the 2007/2008 and 2008/2009 periods served as proof that community participation at grassroots level promotes crime reduction. The crime analysis conducted also demonstrated that abandoning community participation and multi-organisational partnerships principles can reverse the gains achieved over the years as shown in the 2009/2010 period.

The decline of community participation and the dropping of multi-organisational partnerships were, according to the interviews conducted with community leaders, responsible for the sudden rise of both contact and property crimes during the 2009/2010 period after the transfer of the previous station commander. It is important to take note of the sharp decline of crime in the 2010/2011 period with the appointment of another station commander.

The decrease should normally have led to improved service delivery and community satisfaction, but it achieved the opposite! The sustained complaints by the community ultimately led to the replacement of the said station commander, based on serious allegations of failure by the SAPS to register reported cases and the manipulation of crime statistics which also became the subject of criminal investigations for fraud.

Unregistered case dockets recovered during the investigation process strengthened the concerns of the community that feedback was no longer given to complainants. Official crime statistics during this period showed a very good decrease but the public outcry grew louder, knocking the SAPS's image and reviving negative public perceptions of the SAPS in general.

Community participation and multi-organisational partnerships that existed during the 2007/2008 and 2008/2009 periods were abandoned at a high cost. This crime analysis also demonstrates that proper command and control is crucial to the success of Sector Policing. Change of command, at both station and sector levels, needs to be managed correctly in order to avoid a negative impact on crime management and public perceptions.

Change of both sector commanders and sector coordinators also has a negative impact on public perceptions and the ability of the public to interact with the SAPS. The 2011/2012 period saw a sharp crime rise after the removal of the affected station commander. According to the interview with former CPF members, this was the result of communities being reluctant to cooperate with the SAPS due to the negative publicity due to the alleged manipulation of crime statistics. The incoming station commander indicated that it was an impossible task to reduce crime during this period when allegations of the manipulation of crime were reported.

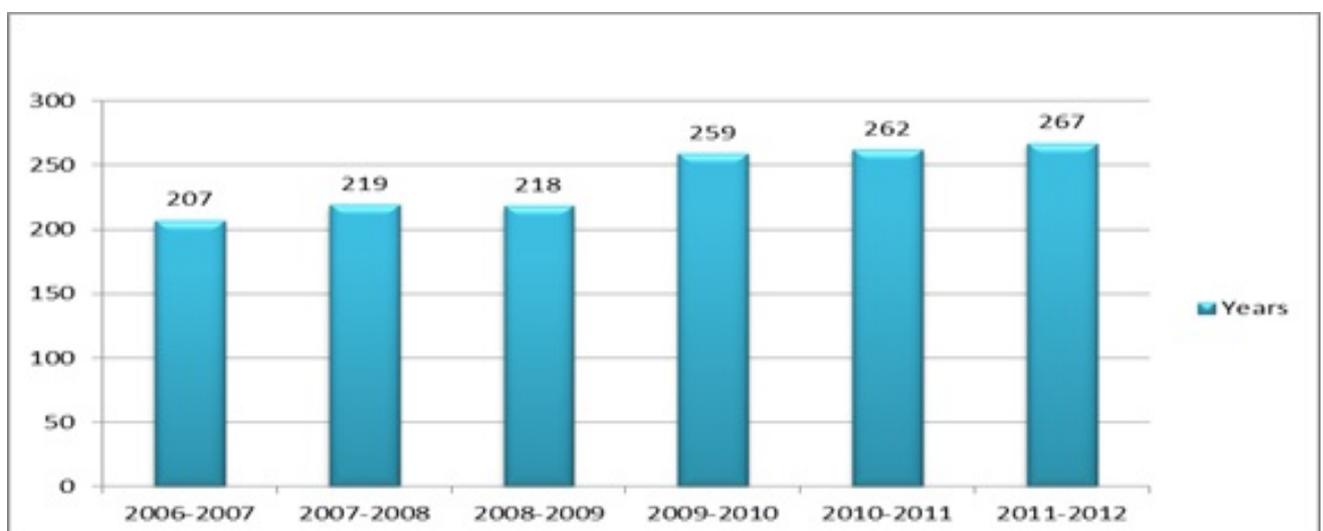


Figure 4.8: Mankweng rape cases 2006/2007-2011/2012

Source: Limpopo Crime Statistics, Data Integration and Development (SAPS, 2012a)

Interactive community participation and the multi-organisational partnership nature of the TCC raised crime awareness on rape. Large scale campaigns were run inviting victims to report crimes against them, with the result that reports started to flow into the reporting points, steadily increasing the reported levels of this crime. All the other contact crimes showed decreasing trends as a result of crime awareness campaigns, visible patrols and operations but rape showed the opposite trend as shown in Figure 4.8 above.

The fact that the Sexual Offences Act (32 of 2007) (RSA, 2007) included sodomy as rape also contributed to increasing crime statistics; this was reiterated by the station commander in response to

an interview question as to why this was the only crime on the increase. Most rapes occurred indoors among relatives and no amount of visible patrols could prevent them.

4.7 SUMMARY

The case study reflected the composition of the community participation milieu of a rural community as displayed in the Mankweng station precinct. The case study demonstrated that the multi-organisational partnership approach can create a pool of ideas and an environment conducive to community participation.

The implementation of cell phone-linked vehicles at Nobody improved the police service's reaction time by fifty per cent (50%), moving from a local standard reaction time of thirty (30) minutes, to a record improvement of fifteen (15) minutes for extreme scenarios. An interview with the sector team members and sector commander of Sector 3 confirmed that the reaction time averaged ten (10) minutes when vehicles were not attending another complaint at the time the call was made.

The implementation of Sector Policing in Mankweng also focused on protecting the elderly and sensitising the youth through direct community participation. The CBOs, NGOs, CPFs and SCFs, "Age-in-Action", SANCO, traditional leaders, "Love Life", UNILIM, sector-based soccer clubs and the local church pastors all participated. Government agencies and departments also participated in the implementation of Sector Policing. The Business Forum in the form of Vodacom, the Liquor Owners Association and Mankweng Taxi Association also played a direct role in Sector Policing.

The participation and buy-in by Police Labour Unions in the form of POPCRU and SAPU contributed positively to the success of the implementation process. Robust joint sector operations were conducted by every shift, using a vehicle and two members per sector to ensure high visibility and stop-and-searches focused on all crime hotspots on a 24 hour basis. Each contact point was allocated and linked to a specific vehicle aimed at improving the response time to complaints and crime reports.

Daily after-hours operations comprised of sector commanders, police reservists and support service members increasing visibility between 17:00 and 20:00 from Mondays to Thursdays. These mid-week operations were led by the station commander whose main aim was to demonstrate how joint sector operations should be conducted but also to ensure a state of permanent availability and omnipresence of SAPS members in the rural villages.

Special hardcore operations were launched to spread the patrol net across all the identified crime hotspots. The case study served to prove that Sector Policing implemented through intensive

community participation and interactive multi-organisational partnerships can impact positively on public perceptions and cultivate a feeling of safety in the community despite high crime statistics.

CHAPTER 5

COMMUNITY PARTICIPATION PLATFORMS

5.1 INTRODUCTION

Chapter 5 will discuss the practical aspects of Sector Policing, such as the successes and challenges experienced in a rural environment. The discussion will also reveal that Sector Policing is a community-based crime prevention strategy and that its effectiveness depends largely on community participation.

Venter (2011:1) states that priority should be given to partnerships with communities, businesses and Labour Unions. The creation of participation platforms within the Sector Policing environment is one of the focus areas of this chapter, and should be understood within the context of community participation and community development principles in general.

According to Bonnemann (2008:1) the concept "community participation" is defined as "the process by which an organisation consults with interested or affected individuals, community, organisations, and government entities before making a decision" and as "a two-way communication and collaborative problem-solving with the goal of achieving better and more acceptable decisions".

Participation of community-based structures and organisations through community meetings, joint problem identification, resolving platforms and a mix of other community participation forums may be used to consult, involve and inform communities and may be used for collaborative discussions and the empowering of communities. The role of each participating organisation needs to be clarified and defined to prevent confusion and the clashing of interests (Gwala and Theron, 2012:7-13).

The intention of this chapter is to identify, analyse and outline stakeholders and community participation platforms in rural areas while remaining aware of the competing interests of some of the organisations expected to participate in the implementation of Sector Policing. This chapter will discuss monitoring, evaluation and feedback with regards to Sector Policing in order to ensure quality checks during the implementation process. The chapter will further discuss the challenges, shortcomings, obstacles and crime generators encountered during the implementation of Sector Policing.

5.2 STAKEHOLDER ANALYSIS AND COMMUNITY PARTICIPATION PLATFORMS

Theron *et al.* (2007:3-12) discuss the five (5) dimensions of community participation and the seven (7) core values contained in the IAP2 Participation Model (as espoused by the International Association for

Public Participation). The researcher believes that all the five (5) dimensions of the model and the seven (7) core values should be applied interchangeably in Sector Policing and community participation platforms. The following IAP2 core values are inter-related with the five (5) IAP2 dimensions of the participation spectrum:

- Community participation means that the community has a say in decisions that could affect their lives.
- Community participation includes the promise that the community's inputs will influence decisions to be made.
- Community participation should promote sustainable decisions by recognising and communicating the needs and interests of the participants and decision-makers.
- Community participation should seek out and facilitate the involvement of those potentially affected or interested in a particular decision.
- Community participation should invite inputs from participants in designing how they should participate.
- Community participation should provide stakeholders with information they need to participate effectively.
- Community participation should communicate to participants how their inputs affected the final decision.

The following five (5) dimensions of the IAP2 Participation Model will be discussed in conjunction with the above core values to be applied in the implementation of Sector Policing:

5.2.1 Inform

The first dimension in the IAP2 Participation Model is the dimension called "inform" which simply means informing the community and updating them on decisions made. However, this approach is not sufficient to ensure empowering community participation, unless the local communities are empowered and are able to use the information provided to improve their ability to participate in decision-making.

The participation goal of this dimension as explained by the IAP2 model is to provide the community with "balanced and objective" information (see Bonnemann, 2008:1). Views expressed by Bonnemann (2008:1), if applied in Sector Policing, should be interpreted to mean that the community will be informed of decisions taken by sector commanders who assume that they will be able to comprehend the current crime-related problems.

The views expressed by Bonnemann should be seen as a means to make the community aware of the available options regarding crime prevention strategies and existing opportunities for participation and to ensure that the community is informed of possible solutions available for crime prevention without them necessarily participating in generating such solutions.

The purpose of this IAP2 dimension is to serve as a means of informing the community and updating them on decisions taken and how they are going to be implemented. The inputs of the community will be of no use as they may be disregarded. However, this approach is not sufficient to ensure full community participation in the implementation of Sector Policing because the community are informed of decisions that have already been taken and such decisions may lack support to remain sustainable.

The use of websites, billboards, pamphlets, notice boards, newspapers and radio announcements to publicise Sector Policing and invite the community to participate is an example of this dimension. In other words, the community is not directly invited to participate in decision-making and the implementation of decisions taken. However, it will depend on the capacity of the affected community to organise themselves and participate in the implementation of Sector Policing upon being informed.

This dimension is also applicable when a vehicle moving from street to street uses a public address system to extend a general invitation to the community, asking them to attend a specific meeting at a particular place on a specified time and date. In such case, the affected community stakeholders are given the opportunity to exercise their choice, whether or not they want to participate in the meeting.

The community cannot later say they were not informed of the pending meeting when decisions have been taken by those who did attend, provided the purpose of the meeting was part of the announcement. Sector Policing can only be effectively implemented if efforts are made by the SAPS to engage communities in capacity building programmes beyond information-sharing.

5.2.2 Consult

The second dimension in terms of the IAP2 model is called "consult". Theron *et al.* (2007) are of the opinion that the concept of "consult" or "consultation" in South Africa, may refer to a "limited" form of community participation that may only "invite referendum-like approval of a plan or decision, or may structure dialogue in a limited way". In fact, the dimension "consult" as a form of community participation can only impact on Sector Policing if the inputs made by the community form part of decisions and solutions implemented to resolve crime.

According to the IPA2 model the participation goal of the dimension “consult” is to acquire feedback on analysis and usage of information shared, assess the options or alternatives available and to outline decisions taken. This community participation dimension can only serve a purpose if the local communities are empowered and are able to use the information provided to improve their ability to participate in decision-making processes applicable to Sector Policing.

The dimension “consult”, in terms of the IAP2 participation model, includes a promise made to the community that they will not only be kept informed but that the community will also be listened to; their concerns and aspirations will be acknowledged and that feedback shall be given on how their inputs influenced decision-making by participation facilitators.

It is important for the community as stakeholders in Sector Policing to participate directly in the planning and implementation process and that they should be able to see their inputs dominating decision-making by participation facilitators who are driving service delivery projects and programmes.

It is important to ensure community participation during the demarcation of sector boundaries or when changes regarding sector commanders are to be made. However, this form of community participation is done in vain if the community inputs acquired during consultation are ignored by participation facilitators. Public platforms such as CPF and SCF meetings, traditional authority meetings, survey questionnaires and suggestion boxes should be used to consult the community. Suggestion boxes can serve as a means to satisfy the requirements of the dimension “consult”.

Communication officials and sector commanders at the targeted stations indicated that suggestion boxes are tools used to invite the public to participate in Sector Policing. The interview found that most of the information contained in the suggestion boxes was from anonymous persons. Unfortunately it was revealed that sometimes the information is old and outdated by the time of opening and that some messages are unclear and cannot be clarified as the participants are unknown.

5.2.3 Involve

Theron *et al.* (2007:11) state that the same analogy as consultation or “consult” is true of the term “involvement” or “involve” and that in South Africa “involvement” does not carry the same meaning as the IAP2 model would like it to. The term should be applicable where participation facilitators are working directly with the local community to ensure that their concerns and aspirations are understood and included in decision-making.

The participation goal of the dimension “involve” in terms of the IAP2 model means “to work directly with the community throughout the participation process to ensure that their concerns and aspirations are consistently understood and considered.” The above dimension goes further than to “inform” and to “consult” as it seeks to engage communities directly and encourages participation facilitators, who are the pioneers of development, to work with communities in order to address their concerns and aspirations. The dimension “involve” also seeks to ensure that inputs made by the community are reflected in the decisions and alternatives developed.

The dimension encompasses feedback on how the inputs of the community influenced the decisions taken to address service delivery needs. The dimension “involve” should be the starting point of the participation dimensions when creating community participation platforms for the effective implementation of Sector Policing. Sector Policing takes place at grassroots level where community participation should dominate with sector commanders, as participation facilitators, expected to involve communities.

In practice, however, if communities do not form part of decision-making processes it suggests the manipulation of the feelings of those communities. *Theron et al. (2007)* are also of the view that the public should be an “active citizenry”, which means a full partner in decision-making with government or the private sector. According to Theron et al (2007) this requirement does not mean that; “each partner must have exactly the same degree of influence over decisions; and also it does not mean that each partner must have a say in all aspects of the decision-making process.”

Participation in the election of SCF and CPF members may serve as an example of this form of community participation. It is generally agreed that different stakeholders might hold more authority and influence in certain areas of decision-making, whereas others may not have the same influence.

5.2.4 Collaborate

The IAP2 model describes the participation goal of the dimension “collaborate” as being “to partner with the community in each aspect of the decision, including the development of alternatives and the identification of the preferred solutions”. The dimension “collaborate” entails consensus-building and participative decision-making in the planning and implementation of Sector Policing.

According to Buckley (2009) the IAP2 participation spectrum always includes “collaboration” and without “collaboration” there is no community participation. The same can be said of Sector Policing that, without the application of the dimension “collaborate”, there is no Sector Policing because without

collaboration efforts with the community, Sector Policing will fail. Sector Policing will be effective when decision-making is placed in the hands of the affected community.

The promises carried by this participation dimension “collaborate”, include the fact that the participation facilitators look to the community for “direct advice and innovation” in generating answers to service delivery challenges and in incorporating the advice, inputs and recommendations of the community into the decisions to be made, maximising their use to improve service delivery.

The SAPS, as the participation facilitator, should create platforms for community participation and feedback which will serve as proof that decisions made jointly with the community are being implemented by the participation facilitator (Theron, 2008:1-22). Theron *et al.* (2007:2) define the term “change agent” as “including local government officials, project managers, community development workers, consultants and others”. An example of “collaborate” as a form of community participation can be found in the form of “citizen advisory committees” which are structured forms of community participation in decision-making processes.

The Sector Policing project registered for the implementation of the findings and recommendations of this study encompasses a project team and a quarterly multi-organisational forum at cluster and station levels. The said project team and the multi-organisational forum were established in line with the IAP2 model regarding the dimension “collaborate”. (see Annexure D)

The quarterly multi-organisational forum represents a “citizen advisory forum” and is aimed at broadening community participation platforms and to give advice in the implementation of Sector Policing in the Limpopo Province. Citizen advisory forums like the quarterly multi-organisational forum can be used to close gaps and weaknesses existing between the SAPS and the community which might be exploited by criminal elements.

5.2.5 Empower

The dimension “empower” or “empowerment” should result from authentic and empowering community participation but it does not always occur as expected due to “cosmetic” community participation. The interesting aspect of the dimension “empower”, as described by the IAP2 model, is its community participation goal which focuses on “placing final decision-making in the hands of the community” affected by developmental initiatives.

The dimension “empower” is the highest form of community participation which can encourage the community to have a sense of belonging and co-ownership of developmental projects and programmes

like Sector Policing. The dimension is also characterised by the delegation of decision-making, which allows community-based decision-making processes to proceed unhindered and with less interference from higher levels of authority.

The implementation of this dimension in Sector Policing has the potential to give greater legitimacy to the SAPS and may promote SAPS-community cooperation to higher levels. This dimension also allows for the community to exercise their right to choose or elect their representatives to participate on their behalf in any community-based structure aimed at service delivery and the application of this dimension by the SAPS should give credibility to Sector Policing.

The empowerment of communities will occur naturally when they participate actively in campaigns and community education drives. The direct participation of relevant stakeholders in joint planning and decision-making is empowering and the researcher believes that community education and the sharing of strategies to address crime-related challenges with the community will satisfy this dimension.

Community participation in the design, implementation, monitoring, and evaluation of Sector Policing projects and crime prevention programmes will also satisfy this dimension. The dimension "empower" has the potential to pave the way for the SAPS and the community to work as a collective, with a common goal in the implementation of Sector Policing. Addressing crime in the form of partnerships can renew or mend poor police-community relations that existed in the past. The above dimensions are better explained in Table 5.1 below.

Table 5.1: IAP2 Public Participation Model adapted to Sector Policing

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal: To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	Public Participation Goal: To obtain public feedback on analysis, alternatives and/or decisions.	Public Participation Goal: To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	Public Participation Goal: To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	Public Participation Goal: To place final decision-making in the hands of the public.
Promise to the Public: We will keep you informed.	Promise to the Public: We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	Promise to the Public: We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	Promise to the Public: We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	Promise to the Public: We will implement what you decide.
Example Techniques to Consider: <ul style="list-style-type: none"> ● Fact sheets ● Web sites ● Open houses 	Example Techniques to Consider: <ul style="list-style-type: none"> ● Public comment ● Focus groups ● Surveys ● Public meetings 	Example Techniques to Consider: <ul style="list-style-type: none"> ● Workshops ● Deliberate polling 	Example Techniques to Consider: <ul style="list-style-type: none"> ● Citizen Advisory Committees ● Consensus-building ● Participatory decision-making 	Example Techniques to Consider: <ul style="list-style-type: none"> ● Citizen juries ● Ballots ● Delegated decisions

Source: Theron *et al.* (2007:9) As adapted from the International Association for Public Participation

Radio phone-in programmes provide a good participation platform for communities as they provide interactive discussions aired live on radio to which the community can listen and respond. This community participation platform is the right platform to promote Sector Policing as challenges, successes and best practices can be shared on a daily or weekly basis. The radio is a participation platform which is empowering to local communities.

Sector commanders interviewed by the researcher are of the opinion that radio phone-in programmes provoke a lively debate which can focus on current policing issues taking place at sector levels and can contribute to joint problem-solving. The radio is a powerful community participation platform used in

rural areas and it can contribute to effective Sector Policing. The emergence of community radio stations should be seen as an opportunity to broaden the community participation platform.

According to the National Rural Safety Strategy for South Africa (SAPS 2011a:7) an effective and sustainable policing strategy should be based on consultation, involvement and community participation. In terms of the above strategy, sustainable service delivery also depends on a collective and integrated approach, shared resources, and effective communication at grassroots level. The sector commanders who were interviewed see traditional authority councils and general meetings as some of the best community participation platforms in rural areas (Gwala and Theron, 2012).

This kind of community platform is freely accessible to the SAPS and should be used as a community mobilisation platform. The traditional meetings are important for sector commanders as they are an opportunity for all traditional leaders under a specific chief to discuss issues affecting their communities.

The general meetings of the traditional authority attract large numbers of community members who meet to be updated weekly on current issues, including crime-related matters. A shortcoming identified during observation studies is that these meetings are shunned by the youth, who are an important component of the community most affected by crime, as victims or perpetrators.

Traditional leaders can also play a major role by providing the traditional initiation schools to be used as another community participation platform which especially target the youths. The CPFs and the SCFs are the officially recognised structures institutionalised by the SAPS Act (Act 68 of 1995) (RSA, 1995) and National Instruction 3 (RSA, 2009a) respectively and both are vehicles of community participation. The CPF and SCF meetings are community participation platforms that should be used to mobilise and attract different interest groups.

The use of ex-convicts at sector level in cooperation with an organisation called "New Life After Prison Community Forum" (NLAPCF) can raise crime awareness among the youth. The engagement of ex-convicts through community participation platforms is a new approach in which ex-convicts are able to highlight the inherent dangers of prison life as opposed to schooling. Door-to-door campaigns have been discussed in section 4.4 of Chapter 4 above, and provide an effective platform to be used by NLAPCF members at sector levels.

School safety programmes can be managed at sector level through community participation platforms such as the School Safety Committees (SSCs) and School Governing Bodies (SGBs). Community Safety Forums (CSFs) create a multi-organisational community participation platform.

Municipal Imbizos are also an important community participation platform that can be used to promote community participation in Sector Policing. According to Hartsliet (2005:2) the term “Imbizo” derives from the South African Zulu language meaning “gathering”. It can be defined as a gathering of South Africans in a village or close to a township or town. “Izimbizo” is the plural of the same name.

The author also states that the “Imbizo” has been a traditional system of Africa for many centuries, especially in South Africa where it is used widely as a community participation platform. The main purpose of “Izimbizo” is to serve as a public monitoring, evaluation and feedback tool. The researcher is of the view that the “Imbizo concept” should be adapted to Sector Policing as a community participation tool at grassroots level.

The GCIS also addressed service delivery, taking government to the people, monitoring and evaluation related to the Imbizo concept in its other publications entitled “South Africa year book 2011/2012” (RSA, 2011b) and “Pocket guide to South Africa 2011/2012” (RSA, 2011c). Public meetings organised by other public sector departments and agencies such as the GCIS and the National Prosecuting Authority (NPA) should be shared by sector commanders and SCFs.

The study has revealed that there is a multitude of CBOs and NGOs in Limpopo Province participating in various areas of the policing spectrum. These organisations are well-placed to provide platforms for community participation. The results of an audit conducted by the researcher regarding the relevant IAPs in the Limpopo Province (in addition to Table 4.2) are reflected in Table 5.2 below:

Table 5.2: Pool of Interested and Affected Parties (IAPS) in the Limpopo Province

NO.	NAME OF ORGANISATION	ROLES AND RESPONSIBILITIES
1.	South African Police Service (SAPS)	The lead department driving Sector Policing.
2.	Community Safety Forums (CSFs)	A multi-organisational structure based at municipal level and mobilising communities against crime.
3.	Thohoyandou Victim Empowerment Trust (TVET)	An NGO based in Thohoyandou focusing on rape victims. It is equipped to give counselling and conduct crime awareness campaigns.
4.	One Stop Centre (OSC)	A public sector agency comprised of a cluster of social workers. It is responsible for the welfare of vulnerable groups within the community in cooperation with sector commanders.
5.	Munna Ndi Nnyi (MNN)	This is an organisation that encourages men to become “real men” by not abusing women or using violence against them.

		It works with the sector commanders to discourage domestic violence.
6.	Women Against Abuse and Crime (WAAC)	A women's organisation that cooperates with the CPFs, SCFs and sector commanders to discourage abuse against women and children. They highlight the plight of women, identify and report all crimes, and expose offenders to the police.
7.	Retired Officers and Officials Against Crime (ROOAC)	An organisation mobilising retired police officers/officials to use their experience to assist the sector commanders in exposing criminals and conducting crime awareness campaigns within sectors.
8.	Youth Focus (YF)	An NGO focusing on youth empowerment programmes and discouraging crime by the youth in cooperation with sector commanders.
9.	Youth Against Crime (YAC)	A CPF sponsored youth organisation campaigning against crime among and by the youth at Sector Policing levels.
10.	Thandululo Counselling Centre Programme (TCCP)	An NGO based in the Vhembe District specialising in providing counselling services to victims of crime in consultation with SAPS.
11.	Thohoyandou Children's Home and Takalani Children's Home	An NGO in partnership with the SAPS which focuses on giving support to victims of crime, counselling, education and shelter to parentless or vulnerable children.
12.	Stock Forum	Farmers working with SAPS to prevent stock theft.
13.	Farmers Unions (Agri-Limpopo, Transvaal Agricultural Union (TAU), Great North Farmers Union (GNFU)	Farmers unions cooperating with the SAPS to ensure rural safety on farms, smallholdings and food security.
14.	The South African National Institute for Crime Prevention and the Re-integration of Offenders (NICRO)	An NGO responsible for the rehabilitation and reintegration of offenders back into the community; and also work with sector commanders to identify target groups for intervention at grassroots level.
15.	Far North Network on Domestic Violence (FNNDV)	An NGO which focuses on discouraging domestic violence through awareness campaigns, work-shopping in the community and the counselling of victims.
16.	TELKOM/ESKOM/VODACOM	Assist the SAPS to identify stolen copper cables and conduct awareness against copper theft. They work with the SAPS to protect Vodacom/MTN towers against the theft of cable, air-conditioners and batteries.
17.	Private security companies	Cooperate with the SAPS in conducting visible patrols,

		armed response services, monitoring alarms and keeping observation for suspicious persons or vehicle movements and reporting these to the SAPS.
18.	University of Limpopo (UNILIM) and University of Venda (UNIVEN)	Provide education/training to the SAPS and the public. They develop monitoring and evaluation tools and conducts research on policing or crime-related issues.
19.	Local municipality	Prevent crime through environmental design. Local municipalities mobilise communities against crime and fund projects against crime.
20.	Department of Home Affairs (DHA)	Assists the SAPS when enforcing legislation relating to immigration laws within the Sector Policing environment.
21.	Department of Correctional Services (DCS)	Work with the SAPS regarding detention management and the monitoring of parolees and offenders under correctional supervision within the Sector Policing environment.
22.	Department of Basic Education (DBE)	Are partnered with SAPS and community on school safety programme.
23.	Department of Health (DH)	Provide pathological services to the SAPS and provide medical treatment to arrested persons.
24.	Department of Social Development (DSD)	The social workers serve as probation officers and are important in ensuring the effective implementation of the Child Justice Act relating to the handling of children in conflict with the law and assist SAPS regarding compliance with the Children's Act by ensuring the safety and welfare of children.
25.	New Life After Prison Community Forum (NLAPCF)	Are partnered with the SAPS, DCS, and community in discouraging crime amongst the youth.
26.	Provincial and municipal traffic police	Work with the SAPS to improve road policing and the inspection of suspicious vehicles at sector level. They also participate in joint sector operations.

Source: Designed by the researcher to depict the multi-organisational partnership approach

5.3 CHALLENGES, SHORTCOMINGS, AND OBSTACLES

It should be understood that Sector Policing is a relatively new principle, especially in the rural areas of the Limpopo Province and therefore it would be naive to expect that it can be implemented without any hitches or challenges. The challenges encountered in the implementation of Sector Policing may vary from station to station. The most common challenges, shortcomings and obstacles identified by the researcher during observation of the implementation process are highlighted below.

5.3.1 Status of Sector Policing and auditing

The investigation conducted, as indicated in Chapter 4 above, revealed that seventy-five per cent (75%) of the audited stations had inaccurate figures regarding the number of sectors and deployment levels and only twenty-five per cent (25%) of the stations figures were correct. The deployment figures that were reflected included members of the CSC who are not physically in the sectors. This calls for a comprehensive provincial audit to determine the provincial resource and deployment plan.

5.3.2 Absenteeism management and shortage of personnel

Absenteeism and personnel turnover is one of the most serious drawbacks to Sector Policing in the Limpopo Province, calling for the effective management of absenteeism. According to a Limpopo Provincial Research Report on Management of Absenteeism (SAPS, 2006b) commissioned by a team of senior managers; absenteeism was identified as one of the dominant causes of poor performance and a high turnover of personnel at most stations. It was acknowledged that, unless it is tackled as a matter of urgency, operational systems may collapse as a result of high absenteeism rates.

Having the adequate number of staff on duty is crucial for there to be enough human and physical resources available for the smooth running of Sector Policing. If, for example, one member is not available it can cause one vehicle to be immobilised which will have a negative impact on police visibility. The inability to deploy all available vehicles as a result of absenteeism will also impact negatively on reaction time.

An audit conducted at stations found that the Resource Allocation Guide (RAG) (SAPS, 2012f) of the SAPS does not cater for the needs of sector personnel on the performance of SAPS at sector level. Salary levels five and seven (Constable and Warrant Officer ranks) are most affected by absenteeism.

An analysis of SAPS' Thohoyandou Duty Roster of August 2012 (RSA, 2012e) showed that seven (7) police stations out of eight (8) in the Thohoyandou Cluster cannot manage to have more than two (2) sectors due to a shortage of personnel. Figure 5.1 shows an increasing rate of absenteeism which has a direct bearing on Sector Policing outcomes.

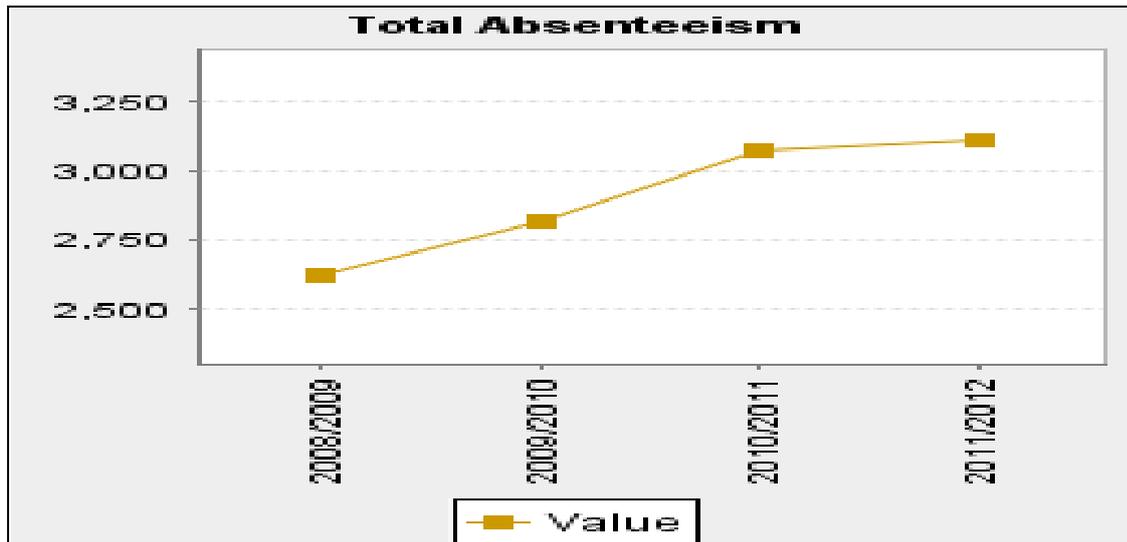


Figure 5.1: A graph denoting the status of absenteeism in the Limpopo Province over four years

Source: Performance Chart (SAPS, 2012b)

5.3.3 Time lapse between shifts

The changing of shifts and handing over of vehicles to members of the next shift requires the outgoing sector team members to withdraw from Sector Policing duties and return to the station for off duty parades, debriefing and related administration. The personnel working the next shift also have to attend an on duty parade for a briefing before they can start with their tour of duty. The time spent in these parades should ideally take about fifteen (15) minutes but, in practice, it was observed that these can take up to thirty (30) minutes.

This process of changing shifts happens for each of the two shifts per day, resulting in a possible loss of at least one sector patrol hour (SPH) a day. Over a week or month, this amounts to a sizeable number of SPHs lost which may have a negative impact on Sector Policing. Some of the affected station commanders suggested during an interview that a three shift system with overlapping shifts may provide a solution for this, provided members or workers unions agree.

5.3.4 Transport for community stakeholders and SAPS members

Community participation within sectors can often ideally minimise the need for transport to a meeting elsewhere. However, some of the community stakeholders work and come home late, with the result that some of the SCF and CPF meetings are held in the evenings. In this case, attendees require transport in order to prevent a situation where they can easily become victims of crime.

With SAPS members, observations showed that state transport is often used to travel between home and work and that a lot of patrol time is consumed by members travelling in this way. It was observed that members could take as much as ninety (90) minutes out of patrol time per shift.

5.3.5 Management of Cell Phone-Equipped Vehicle Strategy (CPEVS)

Observations found that the management of the Cell Phone-Equipped Vehicle Strategy (CPEVS) poses a serious challenge. The sponsorship of cell phones by Vodacom neither included car chargers nor spare batteries. The biggest challenge was found to be that, when the batteries were flat, the phones had to be taken to the station for a recharge which is not user-friendly for sector team members. The time spent changing the batteries could have been utilised to respond to community complaints and maintain visibility in crime hotspots within the sectors.

5.3.6 Discipline and attitudes of sector team members

Patience and perseverance is needed during the implementation of Sector Policing, especially when low speeds of 0-20 km/h or 0-30 km/h have to be implemented for effective patrols. Members on patrol often have to deal with difficult people, such as people under the influence of liquor, and they need to have a certain levels of maturity and tolerance. Members need not be harsh, as was discovered during the observation that some of the sector team members become embroiled in unnecessary scuffles and heated exchanges with members of the public.

5.3.7 Command and control

Sector team members require constant supervision and guidance as well as effective command and control in order to conduct effective patrols and respond timeously to reports. The Mankweng experience, as explained in Chapter 5, has demonstrated that proper command and control can impact positively on crime trends. A lack of effective command and control may result in members leaving the sector and engaging in private errands, misusing patrol vehicles. The researcher developed the "Daily Monitoring Tool: Sector Policing (DMTSP)" to contribute to improved command and control (see Annexure H in this regard).

5.3.8 Rank and title of sector commanders

Most members of the SAPS hold the rank of Warrant Officer with few junior ranks like Sergeants and Constables. An analysis done by the researcher found that this was caused by a failure to hire new members for a number of years since 1994 and the fact that new members currently train for 24 months instead of six months.

Observations and interviews with sector commanders found that in most instances members belonging to sector teams hold the rank of Warrant Officer and a sector commander holds this same rank. The result is that there is often reluctance on the part of sector commanders to give orders to sector team leaders holding the same rank, or that team leaders are slow to respond to instructions issued by a colleague of the same rank.

5.3.9 Shortage of official drivers

A challenge identified through observation is that there are still members who cannot drive or that have licences but cannot pass the official authorising tests required for them to drive state vehicles. Training for this is urgently needed. An assessment at the targeted stations revealed that they have a sufficient vehicle fleet but run short of drivers or personnel to serve as crew.

5.3.10 Long distances and difficult road conditions

There is no doubt that Sector Policing has gone a long way in trying to bring services closer to communities, especially considering the long distances to police stations in rural areas. The National Rural Safety Strategy (SAPS, 2011a:4) states that, "due to distances between farms, police stations and villages, rural communities are considered soft targets for criminals; and that distances between police stations influence inadequate responses to the needs of rural communities."

Some of the sectors have a huge geographical responsibility with very difficult road conditions. The distances and unbearable road conditions have a negative impact on reaction time and the adverse road conditions also have a negative effect on the lifespan of patrol vehicles, which may result in the vehicles spending more time in garages than in the sectors. During the rainy season, it was observed that rural areas in Thohoyandou cannot be accessed at all unless 4x4 vehicles are available.

5.3.11 Change of command

The changing of a station commander at a station is often accompanied by abrupt changes in sector deployments and tried and tested sector deployment systems can also be changed. The most worrying factor observed by the researcher is that, when such changes are effected, the community and all partners affected by these changes are often not consulted and sector changes are not properly coordinated, researched and publicised.

The result is that the community participation platforms and existing communication links are lost, with serious service delivery backlashes. The change of sector commanders, which frequently arises each time a new station commander is appointed, also results in the destruction of multi-organisational

partnerships as was demonstrated by the Mankweng experience in Chapter 4. The retention of sector commanders within their sectors ensures the continuity of partnerships.

5.3.12 Sector profiles and updated mapping

The availability of updated sector profiles and crime mapping will guide sector teams to focus on identified crime hotspots and help in the briefing of sector team members before deployment. The observations and assessment of inspection reports at stations did not uncover updated mapping of crimes nor sector profiles that could be relied upon by members of the SAPS in terms of sector hotspots. An example of an encountered shortcoming is the ineffective implementation of the Business Patrol Register (BPR) due to insufficient information on businesses and their locations within sectors.

5.3.13 Lack of formal training and empowerment programmes

The majority of sector commanders and sector team members who were interviewed admitted that they did not receive any formal training or workshops on how Sector Policing should be implemented. Some members confirmed attendance of the Sector Policing module offered by SAPS Human Resource Development (HRD) but did not attend any formal training on community participation or partnership policing. The fact that there are numerous IAPs within sectors could enhance the implementation of Sector Policing, especially in rural areas.

However, this opportunity is not fully exploited due to an ignorance of the rules of engagement in community participation. The station management, sector commanders and sector team members indicated that there is an urgent need for empowerment programmes on community participation. It is important to engage institutions of higher learning like universities and NGOs to assist the SAPS in this regard. The Provincial Commissioner of Limpopo Province has, emphasised the need for the training of police officials working with the public (Limpopo Observer, 24 November 2011).

5.3.14 Lack of management tools for Sector Policing

Participatory observation conducted by the researcher discovered that there are no sufficient monitoring tools.

The researcher also conducted interviews with station commanders, visible policing commanders and sector commanders who confirmed that existing management tools for Sector Policing and general crime prevention such as pocket books and production sheets could be sufficient in the management of Sector Policing, but that these tools are not properly implemented. The researcher interacted with

commanders during research and developed management tools to improve Sector Policing (see Annexure D, D1, D2, E, F, G, and H).

5.3.15 Marking and blending of sector patrol vehicles

The proper marking of vehicles is also a challenge as it is a slow process, especially the marking of the sector number and the cell phone number to market Sector Policing. The inability to mark the sector vehicles impacts negatively on the publicity of Sector Policing and the marketing of sector cell phones.

5.3.16 Undocumented local and foreign citizens

According to a crime analysis conducted by the Crime Statistics, Data Integration and Development section of the SAPS for the 2011/2012 financial year (SAPS:2012a), undocumented foreigners contribute an average of thirty-two per cent (32%) of crime in the province. The biggest challenge in this regard is when the local criminal record centre lifts fingerprints from serious crime scenes; they cannot link those prints to anyone as foreigners are not on the national database of the population register. A further investigation found that there are still adult South Africans without identification documents who are discovered during arrest. This has the same consequences as with the foreigners.

5.4 MONITORING, EVALUATION AND FEEDBACK

The main purpose of an evaluation like this study should stem from judgment of merit to improve programmes and policy framework, to generate knowledge which intends to clarify a programme model or to underline the importance of a specific theory (Rossi *et al.*, 2004:4). A strategic goal of the study is to explore the principles of Sector Policing, measure its successes and impact and evaluate existing public management tools aimed at evaluating performance in Sector Policing from time to time.

The key to success during the implementation of Sector Policing lies in monitoring, assessment or evaluation as well as regular feedback. These processes should be done internally by SAPS management and externally by key stakeholders participating in the implementation, monitoring and evaluation of Sector Policing. The researcher believes that the vigorous implementation of the following internal and external monitoring, evaluation and feedback tools will improve the implementation of Sector Policing.

5.4.1 Internal monitoring and evaluation systems

5.4.1.1 The Performance Chart System

A performance measurement system was developed to ensure the fulfilment of the SAPS mandate in terms of section 205 (3) of the Constitution (RSA, 1996; SAPS 2012b). Baselines are calculated for each crime category using the previous financial year (1 April to 31 March of the following year) as a baseline or benchmark.

Table 5.3: Baselines and targets used to measure performance in the Limpopo Province

No.	Crime Category	2011/2012		2012/2013	
		Baseline	Targets/ Decrease	Baseline	Targets/ Decrease
	Contact crime	-4 %	-4%	-4%	-7%
2.	Property related crime	-2 %	-4%	-4%	-7%
3.	Contact related crime	-2 %	-4%	-3%	-7%
4.	All other serious crime	-2%	-4%	-2%	-7%
5.	Crime dependent on police action for detection	-1%	+3%	+3%	+3% to be increased

Source: Designed by the researcher to indicate baselines and targets for crime categories

The set target to be attained is the average of the best three (3) months of the previous financial year. Targets and key performance indicators are set at the beginning of each year and are monitored monthly, quarterly and annually. Daily and weekly monitoring can be done on the Crime Administration System (CAS) and on other indicators that have an influence on the outcome of the performance chart, such as the CAS Fault Index (CFI) (SAPS, 2012b). The CFI deals with data integrity relating to crime management and indicates incomplete data capturing which should be monitored and rectified.

Baselines and targets for the 2011/2012 and 2012/2013 financial years were set as indicated above in Table 5.3. The national targets for the first four crime categories were set at a reduction rate of 4-% annually but the Provincial Commissioner set a provincial reduction target of between 7-% in order to ensure the attainment of the National Commissioner's targets for the 2012/2013 financial year. The provincial targets will therefore be used to measure performance in respect of Sector Policing.

5.4.1.2 Internal audit and inspectorate

The Internal Audit Section can play an important role by checking and validating monitoring, evaluation and feedback tools. The Audit Section may also advise on other measuring tools for Sector Policing. The Inspectorate Division has an important role to play in monitoring compliance with policies, directives, and fundamental policies and best practices which may add value to the implementation of Sector Policing.

5.4.1.3 On/off duty parades

The internal measures should include the implementation of on and off duty parades to check the availability of vehicles and to ensure control measures on absenteeism. Parades may also be used for the monitoring of discipline and cleanliness as well as the checking of equipment.

5.4.1.4 Daily Station Crime Combating Forum (SCCF) meetings

The SCCF meeting should be used as a tool to monitor personnel and vehicle deployments. Crime trends should be monitored and evaluated daily and deployments directed through this forum. Fuel consumption may also be monitored and compliance with the patrol speed be enforced through scrutinising of daily deployment reports.

5.4.1.5 Pocket book summary

A monthly pocket book summary, made by each sector team member, must be checked by commanders to determine the monthly productivity levels. Radio communication and hourly situation reports should be implemented to keep sector team members active and efficient.

5.4.1.6 Individualised production sheets

The Limpopo Provincial Management has introduced a production sheet wherein each sector team member is expected to affect at least ten arrests per month comprising of contact crimes, property crimes, serious crimes, contact-related crimes and crimes dependent on police action for detection.

5.4.1.7 Cluster Joint Operations Centre (Cluster JOC)

The Cluster JOCs of the Limpopo Province operate on a 24/7 basis in conjunction with the Provincial JOC (PROVJOC) and they are well-placed to monitor daily sector deployments. The Cluster JOC is centrally placed in the cluster and can be used to mobilise sector resources from all stations in order to respond to serious or emergency crime situations.

5.4.1.8 Automated Vehicle Location (AVL)

The AVL allows the CSCs, Custer JOCs and the PROVJOC to track the movement of vehicles and speed violations. The system can identify vehicles which are stationary for lengthy periods. The AVL can contribute immensely to Sector Policing if properly monitored as it can determine the exact location of patrol vehicles and commanders can detect when patrol vehicles are travelling outside their sectors.

5.4.1.9 Business Patrol Register (BPR)

The BPR is a tool adopted from the Mankweng experience, as discussed in Chapter 4, which is aimed at building strong partnerships with the business community but, above all, at increasing police visibility around businesses in order to prevent business robberies.

5.4.2 External monitoring and evaluation systems

5.4.2.1 Institutions of higher learning

The University of Venda (UNIVEN) has been briefed and invited to participate and take the lead in the evaluation process and also to conduct further research on the subject. The University's participation may also assist the SAPS to develop credible public management tools for monitoring, evaluation and feedback, as well as ensure quality checks. The University of Limpopo is also in a position to assist SAPS in this manner.

5.4.2.2 CPF and SCF meetings

The meetings held by CPFs and SCFs can be used to monitor sector reports and feedback on important issues identified at sector level. CPF quarterly meetings, where all CPF sub-forums of a particular station meet, should be used to market Sector Policing but also to test public opinions and experiences of its implementation.

5.4.2.3 Quarterly multi-stakeholder forum meetings

A multi-organisational forum has been established in the Thohoyandou Cluster (Vhembe District) to monitor and evaluate the implementation of a Sector Policing project registered as a result of this study. The forum meets quarterly and is considered by the researcher to be a community participation platform which should be able to monitor and evaluate the impact of Sector Policing on crime levels.

5.4.2.4 Door-to-door campaigns

This strategy was used successfully in Mankweng and the researcher believes that it can also be used as a public survey tool. This public management tool will give the SAPS an accurate public opinion of the impact of Sector Policing in the affected areas. The views of the community, expressed face-to-face, should be documented and used as a benchmark for improvement. It can also be used as an assessment or weekly public survey tool to measure community satisfaction and gain new inputs.

5.4.2.5 Feedback to complainants

Regular feedback, which should be given fortnightly on an individual basis, can also be used as a yardstick to measure community satisfaction. Feedback on cases that have generated public interest should be given to community structures and also be seen as a form of community participation and oversight over SAPS activities at sector levels.

5.4.2.6 Project management as a monitoring and evaluation tool

According to Netshitomboni (2007:164), project management principles should be used to address service delivery needs and the concerns of the community. The project management approach provides for a project life cycle which includes planning, implementation, timeframes, monitoring, evaluation, feedback and review (See Figure 5.2 below). The model has been selected and adapted to suit the requirements of the project management approach proposed for Sector Policing.

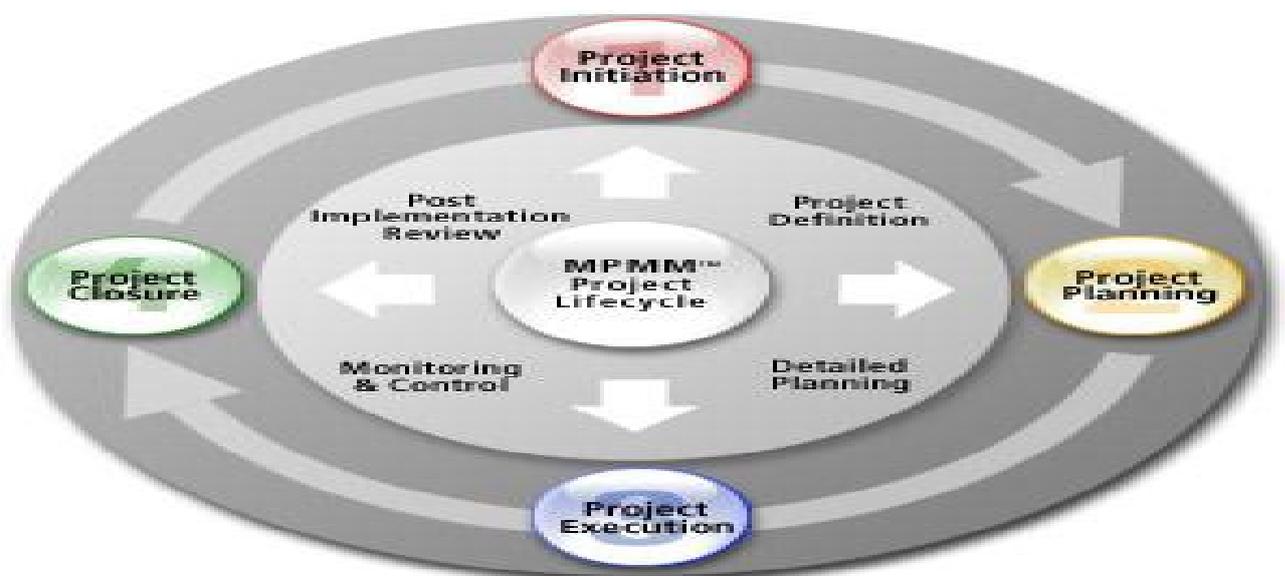


Figure 5.2: Project Life Cycle Model to guide plans, monitoring, evaluation, feedback and review

Source: Adapted from Strategic Management, Organisational Development – Limpopo Province (SAPS, 2012g)

5.5 CRIME GENERATORS

The Provincial Commissioner stated in the SAPS Limpopo Provincial Annual Operational Plan 2012/2013 (SAPS, 2012j) that he has identified underlying causes of crime in Limpopo as the numerous numbers of Spaza shops, liquor outlets, drug outlets, firearms, corruption and hostels. An analysis made by the researcher identified the following as the most serious contributors to crime in the Limpopo Province.

5.5.1 Mushrooming of liquor outlets

An investigation conducted at five (5) police stations which formed part of the sample revealed that the amount of licensed liquor premises rivals that of schools (See Figure 5.3). The interviews conducted with station commanders, sector coordinators, sector commanders, sector team members, operational commanders, all IAPs and randomly within the community revealed these as one of the main crime generators in the province, contributing towards a large portion of serious crimes.

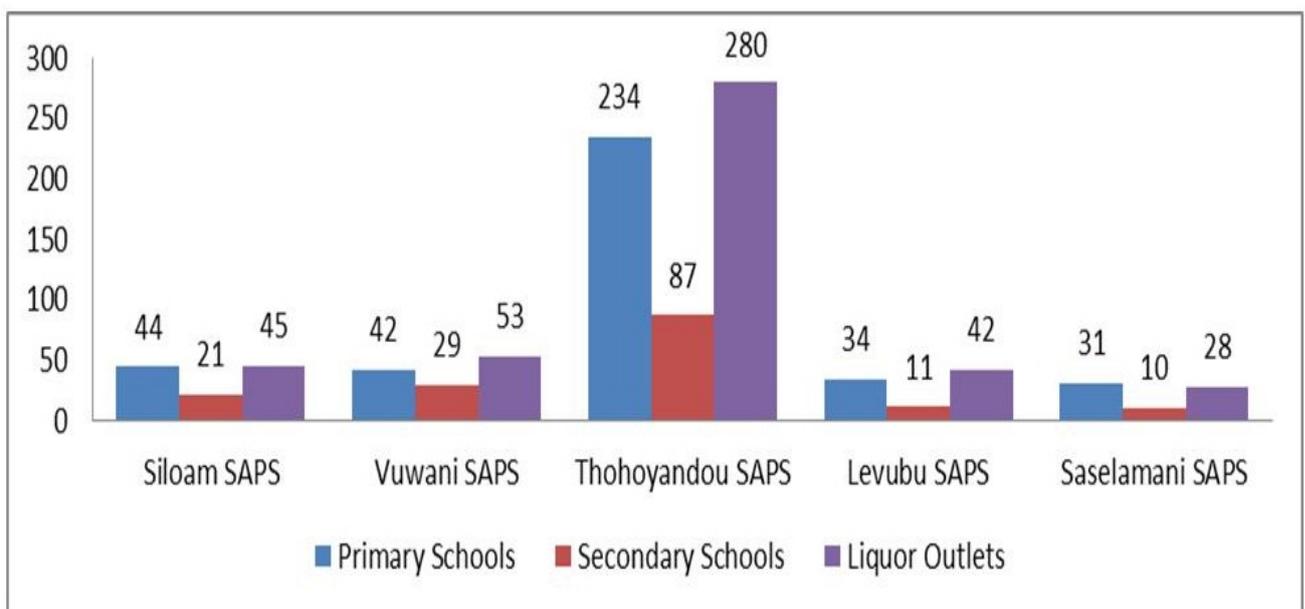


Figure 5.3: Liquor outlets as the source of crime measured against schools

Source: By the author (2012)

Thohoyandou station precinct shows a large number of liquor outlets whose figures almost exceed both primary and high schools put together. The analyses show similar findings at the other stations as is the case at Thohoyandou. It was also discovered that some of these liquor outlets are situated next to schools and are thus easily accessible to learners. These liquor premises stretch SAPS resources to

the limit as it is the responsibility of the SAPS in conjunction with the Liquor Board to enforce compliance with licence conditions in line with the Liquor Act 27 of 1989 (RSA, 1989).

Sector team members find it hard to police liquor outlets during weekends and nights. A crime analysis conducted also revealed that certain serious crimes such as murder, rape, assault and common robbery are often liquor-related. Docket analysis and CAS assessment show that these crimes are committed either at liquor premises or when victims and perpetrators are on the way from liquor outlets. The analysis of contact crime in Thohoyandou, for an example, revealed shocking statistics of liquor-related assaults.

In Vuwani, schools are outnumbered by liquor outlets. In the Saselamani station area the number of liquor outlets is thirty (30) versus twenty nine (29) schools and is almost equal to the number of churches in the area as Figure 5.3 demonstrates. In a normal society, schools and churches are a key priority and their numbers should be higher than those of liquor premises.

5.5.2 Prevalence and misuse of drugs

An interview conducted with sector commanders at the selected stations indicated that drugs in the form of dagga are readily available within communities. A number of operations conducted at different stations, comprising of a sample of the study, also confirmed the prevalence of dagga. The exhibit registers of the SAPS known as SAPS 13 registers were also audited and the registration of a high commonness of dagga was confirmed. The area of most concern was the discovery of dagga within school premises which was confiscated from school learners during safer schools programmes conducted at problematic schools.

5.5.3 Vacant houses

The interviews conducted with sector commanders, sector team members, SCF and CPF members regarding crime generators pointed to high number of unreported burglaries into vacant houses. A further enquiry into this matter revealed that the owners were working in other places and only came home over weekends and end of the month. The biggest challenge encountered with late reports occurs when fingerprints can no longer be found due to contamination of the crime scenes and thus the stolen property can no longer be traced.

5.5.4 Lack of security measures

During visits and observation at scenes of burglaries, house rapes and house robbery cases, it was revealed that all the houses targeted had no burglar-proofing on their doors and windows. A further

scrutiny of the targeted houses indicated that there was a lack of outside lighting, dogs and proper fencing. The assessment made was that criminals prefer easy and vulnerable targets.

An interview conducted with some of the suspects in Vuwani police cells who had been arrested for house robbery found that the suspects can take days to study the environment to determine the number of occupants, lighting and other security features of the targeted houses and that they never target households that have dogs. These observations can be shared during door-to-door campaigns.

5.5.5 Domestic-related violence

The implementation and enforcement of the Domestic Violence Act, 1998 (Act 116 of 1998a) is crucial to prevent assault and rape cases. Most of the assault cases come as result of family disputes and arguments and emanate from liquor abuse and money issues. A challenge encountered by the SAPS can be the withdrawal of cases as a result of the close relationship between victims and perpetrators. Docket analyses done regarding these cases indicate that the majority of cases involved spouses, boyfriends and girlfriends or parents and their children.

5.5.6 Failure to bank money and sleeping inside businesses

An investigation conducted in rural villages regarding business robbery cases found that, in the majority of cases, victims were foreign nationals with or without legal permits. The victims are often without a place to stay and resort to sleeping inside their business. In the majority of cases the victims became vulnerable targets because they ignored closing hours and perpetrators took advantage of the situation.

The foreigners running these businesses often do not have valid documents to conduct business or do not bank their money for lack of valid documentation and become more vulnerable as they keep large amounts of money on themselves or at the business.

5.6 SUMMARY

The creation and recognition of platforms for community participation is a key factor for the effective implementation of Sector Policing and the building of multi-organisational partnerships. The researcher believes that the IAP2 community participation principles developed by the International Association for Public Participation (2007) should be adapted for the implementation of Sector Policing.

The IAP2 community participation spectrum which promotes community participation is explained in Table 5.1 in the following order: Firstly, "inform" which is a form of community participation in which the

community are provided with balanced and objective information regarding developmental and service delivery issues, even though the community was not part of the decision-making process.

The second form of community participation is “consult” in which the community affected by developmental initiatives is engaged directly by participation facilitators in order to address the concerns and aspirations of the community, but this falls short of community involvement. “Involve” is the third form of community participation in which participation facilitators like sector commanders work with the community to make sure that concerns and aspirations of the community are reflected in the decisions and solutions identified with the community.

The fourth dimension of the IAP2 participation spectrum is “collaboration” where participation facilitators work with the community as partners in community development. The advice of the community is taken into consideration by participation facilitators and is reflected in decisions being implemented.

The fifth form of the IAP2 community participation spectrum is “empower” which is an advanced form of community participation in which the community is empowered to make final decisions and participation facilitators implement the decisions made by the community. In terms of the dimension “empower”, decision-making powers may also be delegated to lower levels (see website <http://www.iap2>).

The IAP2 community participation spectrum is aimed at facilitating interactive community participation platforms for the purpose of improving service delivery and community development issues. There are pools of local capacities like NGOs and CBOs within communities which can also provide a variety of community participation platforms. The success of Sector Policing also depends on effective internal and external monitoring, evaluation and feedback by both SAPS and community stakeholders.

The participation of institutions of higher learning such as universities and other organisations with the necessary expertise can assist the SAPS in the quality monitoring and evaluation of Sector Policing. Specific challenges, shortcomings and obstacles which may hamper the effectiveness of Sector Policing were identified and will have to be overcome in order to ensure success.

The mushrooming of liquor outlets and domestic violence are seen as two of the crime generators which must be dealt with in order to ensure the reduction of crime. The project management approach to Sector Policing is also seen as the best way to quicken the pace with regards reaction time and the implementation process.

CHAPTER 6

FINDINGS, RECOMMENDATIONS AND CONCLUDING REMARKS

6.1 INTRODUCTION

Based on the principles of participatory observations (Welman and Kruger, 2001:184-185; see also Nieuwenhuis 2011:85), the researcher has been interacting throughout the study with SAPS commanders, sector team members, CPFs, SCFs, NGOs and CBOs, as well as randomly with the general community in order to gather existing knowledge and views on the principle of Sector Policing.

The study focused on an examination of the importance and necessity of community participation and interactive multi-organisational partnerships. The study sought to explore the impact this could have on the implementation of Sector Policing and the reduction of crime in rural areas (see sections 1.2-1.4 in Chapter 1). This study assessed the impact of CPFs and SCFs on the implementation of Sector Policing and crime prevention in general, taking into consideration that these are currently recognised structures in the fight against crime.

The examination of broad-based community participation and multi-organisational approaches to crime prevention was motivated by the apparent inability of CPFs and SCFs to sufficiently engage communities against crime. The idea of pursuing multiple community participation platforms was also motivated by the lack of ability by CPF, SCF, and SAPS partnerships to reduce crime to acceptable levels.

The aim of this chapter is to analyse, identify, and consolidate findings based on the study. The chapter will also reveal findings relating to the role of interactive community participation and multi-organisational partnerships during the implementation of Sector Policing and the possible contribution these may have towards crime reduction in the case study area.

This chapter will present recommendations based on the findings which can improve the implementation of Sector Policing and the visible reduction of crime. These findings will take into consideration the significance of the study as articulated in Chapter 1 and the hypotheses as well as the rationale developed at the beginning of the study.

6.2 RESEARCH FINDINGS

The research methodologies used in this study included participatory observations, crime analysis, and comparison, the analysis of reports and literature reviews, research surveys and interviews. The

conclusion will focus only on the main findings which may have a positive impact on the implementation, monitoring, and evaluation of Sector Policing which may contribute to greater community awareness and crime reduction. The identified findings are consolidated as follows:

1. The investigation found that seventy-five per cent (75%) of the audited representative sample of stations had inaccurate figures regarding their allocated number of sectors and deployment levels, therefore only twenty-five per cent (25%) of the figures were accurate.

The study found that the deployment figures reflected in the provincial daily schedules included those members deployed in the CSC and not necessarily those physically deployed in the sectors to conduct patrols or attend to complaints. According to the above analysis, the status of Sector Policing in the province is inaccurate as confirmed by the audit discussed in section 5.3.1 of Chapter 5 above.

2. The study found that only twelve per cent (12%) of the respondents had an excellent understanding of Sector Policing with fifteen per cent (15%) of the sample group having no theoretical background on Sector Policing. Seventy-three per cent (73%) of the sample had a background of a moderate (fair) to good amount on Sector Policing.

The analysis also shows that twenty-nine per cent (29%) of SAPS members and fifty-five per cent (55%) of the population require urgent training. All the respondents (100%) suggested that all stakeholders should be trained (see category 1 of annexure A).

3. The study found that community participation and multi-organisational partnerships are an acknowledged precursor or precondition to the effective implementation of Sector Policing. The study also found that ninety-eight per cent (98%) of the community respondents were of the opinion that Sector Policing should be a joint effort between the SAPS and all relevant stakeholders (see category 3 and 4 of annexure A in this respect).

Ninety-nine per cent (99%) of the respondents agreed with the statement that Sector Policing is a good tool for reducing crime, while one per cent (1%) disagreed. The study also revealed that Sector Policing is a community-based crime prevention strategy and that its effectiveness depends largely on community participation and multi-organisational partnerships.

4. The study found that forty per cent (40%) of respondents believe that the introduction of CPFs and SCFs decreased the occurrence of crime while thirty-five per cent (35%) are of the opinion that crime has increased since their introduction. A further twenty-five per cent (25%) of the respondents believe that crime levels have remained unchanged. These findings mean that sixty per cent (60%) of

the community respondents did not see a reduction of crime as a result of the participation of CPFs and SCFs. This may be interpreted as a vote of no confidence in the ability of the CPFs and SCFs to mobilise communities on their own.

5. Respondents are of the opinion that the door-to-door campaign strategy succeeded in building a strong informer network, improving interactive cooperation, and achieving normal relations between the SAPS and the community. The study found that sector communication was achieved through the distribution of contact numbers of the CSC, satellite stations, sector commanders and the station management during door-to-door campaigns. This “best practice” has already been adopted as the “Limpopo Door-to-Door Crime Prevention and Communication Strategy” (LDDCPS), boosting partnership policing and community participation.

6. The public opinion survey indicated a lack of physical and human resources within the SAPS. However, the Resource Allocation Guide (RAG) (SAPS, 2012f) shows that most of the stations are overstaffed and currently a provincial audit (head count) of personnel is in progress. When an audit was conducted by the researcher at eight (8) of the targeted stations, it confirmed that there are personnel shortages. The research audit also uncovered that there are sufficient vehicles at all the stations audited and that absenteeism is on the rise, contributing directly to public perceptions about personnel shortages.

7. The study found that the introduction of the Business Patrol Register (BPR) for use by sector commanders and sector team members increased visibility around businesses in the rural and semi-urban environments. It also found that the BPR has played a major role in the building and strengthening of partnership policing as well as contributed to the reduction of business robberies. This strategy has already been adopted as a best practice in the Vhembe District (see discussion in section 5.3.14 of Chapter 5).

8. The cell phone-linked patrol strategy was found to have improved the reaction time of police members. This strategy improved reaction times by fifty per cent (50%), from thirty (30) minutes to fifteen (15) and has also been adapted to Sector Policing as a “best practice” in the Limpopo Province.

9. The study found that a standard sector patrol speed of 0-20 kilometres per hour (km/h) introduced effective patrols. In less problematic areas, the sector patrol speed of 0-30 km/h was found to be equally as effective. These sector patrol speeds can create maximum attention as they give the community the opportunity to stop sector team members and share information about crime. Interviews

conducted randomly in villages established that the community perceived crime to be low despite crime statistics to the contrary, the reason being visibility and a general feeling of safety.

10. A “hands-on” management approach was found to be better suited to Sector Policing. Station commanders who took the lead in introducing this approach when implementing Sector Policing were more successful in reducing crime than those who did not. Station management who participated in sector-based activities proved to understand the challenges involved and was able to motivate members as well as give management support to sector commanders in the field.

11. The study found that “command and control” is a crucial element and a success factor for Sector Policing. An interview conducted with visible policing commanders and sector commanders found that Sector Policing could not function properly when members with junior ranks were appointed as sector commanders, especially where they were also on the same rank level as their sector team members. “Command and control” was revealed to be the essence of the Sector Policing strategy which need to be improved, whereas rank and experience were found to be generally standard criteria for the appointment of sector commanders.

12. “Change of command” was found to have a potentially negative impact on Sector Policing and an unplanned change of command at station or sector level has a negative impact on crime management. The placement of four station commanders over a six-year period had an influence on fluctuating crime figures in Mankweng. The study further found that sector team members were frustrated due to the lack of direction caused by the change of sector commanders made from time to time by the different station commanders.

13. The study found that there is a rape crisis and that girls between the ages of three and ten accounted for sixteen per cent (16%) of reported cases, while 20 to 29 year old girls were the most common victims of rape with forty eight per cent (48%). Twenty-one per cent (21%) were women between the ages of 30 and 39 years. The largest group of rape victims is therefore females in the age bracket of three to thirty-nine years old. It was also established that this crime mostly occurs indoors and that Brigadier and Colonel Stations are the most affected.

14. The analysis of the Provincial Annual Performance Plan 2011/2012 (SAPS, 2012d) for the Limpopo Province found that the gender ratio of employees of the SAPS in Limpopo Province is seventy per cent (70%) male and thirty per cent (30%) female. It was also found that the racial breakdown of SAPS members in the province is 94.1% African, 5.5% Caucasian, 0.3% Indian and 0.1% Coloured.

15. The study found that sixty per cent (60%) of the community identified the lack of street lights in villages as a contributing factor to high crime levels because, according to the survey, criminals are able to commit crime under the cover of darkness and cannot be easily identified. The respondents were also concerned about bushy fields and footpaths which create hiding places for criminals.

16. The production sheet proved crucial to the success of Sector Policing as it focuses on the individual performance of sector team members. The study also found that the use of pocket books, with monthly pocket book summaries of work done by individual members, serves to keep a good record of the activities performed by each sector team member. The performance assessment of sector team members is easier if production sheets and pocket books are kept correctly.

17. The study found that the manipulation of crime statistics or even mere allegations can create negative community perceptions of the SAPS and knock their image. The crime analysis found that members of the public do not concern themselves so much with crime statistics but are more concerned about their own safety. For example, the study found that there was a sharp decline of crime in the 2010/2011 period in Mankweng but the community still complained about feeling unsafe, alleging that SAPS members refused to open cases and as a result criminals were not being arrested.

18. Eighty-eight per cent (88%) of community respondents were revealed to be of the opinion that business people should get involved in awareness campaigns to offer support, and should also participate in the implementation of Sector Policing by funding crime prevention workshops, training programmes, crime awareness campaigns and sector-based crime prevention projects.

19. It was found that members of the community have genuine fears and concerns that the SAPS members may expose informers to criminals, resulting in their lives being threatened. It was found that when informers are not protected they are reluctant to give information and the opposite is also true.

20. Radio phone-in programmes were found to provide a good community participation platform for communities because of the interactive nature of the discussions which are aired live. Respondents confirmed the emergence of community radio stations to be an opportunity to broaden community participation platforms. Sector commanders who were interviewed see traditional authority councils and general meetings as the best community participation platforms in rural areas.

21. The community participation survey surprisingly found that general theft is considered a priority crime by the community in rural areas. The SAPS do not normally consider general theft to be a priority crime but the concerns of the community should be taken seriously. It was also found that the

community consider this crime to be a serious crime because it involves the loss of either personal or communal property.

22. The use of dangerous weapons was revealed as a major contributing factor to contact crime. A docket analysis conducted found that, in the majority of cases, beer bottles and knives are used to assault victims. The analysis also found that SAPS members are confiscating knives during operations but that beer bottles still contribute to assaults.

23. The study found that the changing of shifts includes the handing over of vehicles to members of the next shift and that the outgoing sector team members have to withdraw from their sector duties and return to the station for off-duty parades. The members of the subsequent shift must also attend an on-duty parade for a briefing and related administration.

The time spent on these parades should ideally be fifteen (15) minutes but, in practice, it was observed to take up to thirty (30) minutes. As there are two shifts per day and this process of changing shifts happens twice daily, there is a resulting loss of at least one (1) sector patrol hour (SPH) a day and about thirty (30) SPHs per month.

24. Public opinion surveys suggested that there should be active service delivery contact points at sector level, where the community can quickly report any problems and the police can respond immediately. It was also found that service delivery contact points require more resources in terms of personnel who should be static, instead of increasing members on patrols.

25. A docket analysis conducted with regard to "trio crimes" found that, in the majority of cases, victims were foreign nationals with or without legal permits. A "trio crime" refers to a group of robbery cases comprised of bank robbery, truck/vehicle hijacking, business robbery, house robbery and cash-in-transit robbery which can be defined as the unlawful and intentional forceful removal and appropriation of movable and tangible property belonging to another person (SAPS, 2012n:175-179).

It was found that the victims of business robbery are often without a place to stay and sleep inside their business. The victims become vulnerable targets because they ignore closing hours and perpetrators take advantage of this situation. Business owners increase their vulnerability by not banking their money due to a lack of valid documents and keeping large sums of money with them or at the business

26. A test case of the AVL and sector vehicle cell phones conducted by the researcher and a team of station commanders found that sector patrol vehicles were, in most instances, not patrolling the

sectors as expected. Instead they were parked, or moved outside their demarcated areas. The same test case found that cell phones issued to sector teams are either off or not in the vehicles as expected.

6.3 RECOMMENDATIONS

The intention of this research is to consolidate the findings of the study and generate a summation of recommendations to be considered during the implementation of Sector Policing. The researcher has recognised the value of the research findings and recommendations and has consulted with relevant stakeholders and potential participants which resulted in the registration of a Sector Policing Project known as Operation "Lupenyo (Lightning Strike)!" which is ready for implementation in the Vhembe District. The researcher has further taken steps which should assist SAPS management in the implementation of the findings and recommendations of the study by developing tools intended to guide the implementation processes (see Annexure D, E, F, G and H).

The Sector Policing Project is driven by a multi-organisational project team briefing SAPS management monthly and giving feedback to a broader multi-organisational forum also known as the Cluster Implementation Team (CIT) on a quarterly basis. This is also discussed in section 5.4.2.3 of Chapter 5.

The researcher has as a result of the study, found that station commanders lack the necessary skills and has co-facilitated an existing Sector Policing programme for station management and sector commanders, as well as sector team members to be presented internally by HRD. (see section 5.3.13 of Chapter 5).

The researcher made preparations for a one week external accredited development programme on community participation and partnerships for SAPS management in the Limpopo Province. This is to be presented by identified participation facilitators in order to ensure the implementation of the recommendations of the study.

The following recommendations are made in order of priority for consideration by Sector Policing practitioners, relevant stakeholders participating in the fight against crime, and researchers or scholars in this field:

1. The researcher recommends that project management principles be introduced into the implementation process by the Provincial Commissioners, cluster commanders, and station commanders. The main purpose of introducing project management principles would be to cultivate a

culture of high performance through strict timeframes, monitoring, evaluation, feedback, and review systems; with the focal point being the project life cycle model demonstrated in Chapter 5 (Figure 5.2).

2. It is recommended that a Provincial Implementation Team (PIT) be established by the Provincial Commissioner for advice, to oversee the regular audit and effective implementation of Sector Policing and also to promote community participation (the IAP2 principles). The PIT should spend most of its energy on priority or high contact crime stations in order to make an immediate impact. The PIT should be comprised of a multi-organisational forum, including internal and external stakeholders.

The PIT should also include professionals and members of the business community who have the capacity to give support or resources to station commanders and local community-based structures. Experts from institutions of higher learning (colleges/universities) should be included to empower the implementation teams and develop advanced monitoring, evaluation and feedback models to guide the PIT. Implementation teams should be replicated as Cluster Implementation Teams (CITs) and Station Implementation Teams (SITs).

3. The study found that, within both the SAPS and all IAPs, only twelve per cent (12%) were well conversant with the implementation of Sector Policing (see section 5.3.13 in Chapter 5). It is recommended that the SAPS management identify institutions of higher learning and invite them to conduct learning and/or development programmes focusing on Sector Policing, community participation, multi-organisational partnerships, optimal resource utilisation, the planning process, implementation, monitoring and evaluation models.

It is also recommended that SAPS officers should ideally attend accredited thesis programmes in project management. Relevant universities and NGOs accredited to offer these programmes should be invited by the Provincial Head: HRD in Limpopo Province and the Divisional Commissioner: HRD to conduct such training programmes in the SAPS.

4. The SAPS Provincial Annual Operational Plan 2012/2013 (SAPS, 2012j) has, as one of its strategic priorities, "managing crime perceptions in the community by improving cooperation and collaboration with communities". The same operational plan aims for the effective implementation of Sector Policing at high contact crime police stations with the involvement of the community. The operational plan also seeks to improve collaboration with the community and school authorities in ensuring school safety. For this purpose, crime awareness campaigns have been identified as effective participation platforms.

The IAP2 Participation Model as discussed in Chapter 5 (section 5.2) and the Gwala Participation Model seek to ensure authentic and sustainable community participation and empowerment during the implementation of developmental projects and programmes such as Sector Policing. It is recommended that the Provincial Commissioner, cluster commanders and station commanders adopt both participation models to ensure effective Sector Policing in the Limpopo Province. The seven (7) core values and the five (5) dimensions of the participation spectrum (IAP2 Public Participation Model) and category C (participation levels 7-9) of the Gwala Participation Model should play a central role in the implementation of this recommendation

5. It is recommended that the PIT, CIT, and the SIT adopt the DMTSP or checklist developed through this study to serve as a monitoring tool to be implemented during the Station Crime Combating Forum (SCCF), in order to monitor daily deployments at sector levels. This will include checking of personnel, sector vehicles and cell phones, with a view to ensuring the effective implementation of Sector Policing (see attached Annexure G).

It is further recommended that the Provincial Commissioner and the business community supply patrol vehicles with car cell phone chargers. According to an audit and analysis conducted by the researcher, the status of Sector Policing in the Limpopo Province is inaccurate, calling for a provincial audit to be commissioned by the Provincial Commissioner. The audit will ensure an informed provincial performance plan and an optimal resource utilisation strategy.

6. The study has identified "best practices" (BPs) which are recommended to improve Sector Policing and have a positive impact on crime. These best practices can be used to maintain quality results and also be used as a benchmark. The best practices are depicted in Table 6.1 below.

Table 6.1: Best practices observed and future strategies for Sector Policing in Limpopo Province

NO.	BEST PRACTICE	PURPOSE	EXPECTED RESULT
1	Business Patrol Register (BPR)	A visibility management and business patrol tool.	Prevention of business robbery and enhanced partnerships.
2	Sector Patrol Speed Limit (SPSL) of 0-20 km/h and 0-30 km/h	Good communication and high visibility strategy.	Draw attention from communities and win community support.
3	Cell Phone-Equipped Vehicle Strategy (CPEVS)	A huge impact on Sector Policing.	Good communication and improved reaction time.
4	Data Integrity Management Certificate (DIMC)	Daily data monitoring and management tool.	Updated data integrity. To prevent the manipulation of crime codes and statistics.
5	Production Sheet (PS)	The monitoring and assessment of the individual performance of sector team members.	Increased productivity and lower crime levels.
6	Sector Communication Strategy (SCS)	The distribution of fliers doubling as crime hints and a contact list for CSC, sector commanders and station management.	A strong informer network and a broad communication base between the community and the SAPS.
7	An appropriate mix of community participation strategies	Joint crime awareness campaigns and shared resources, enhanced partnership policing and an effective multi-organisational forum	Effective implementation of Sector Policing.

Source: Researcher's own design to highlight best practices for Sector Policing

The adoption of the recommended best practices means that the province will be able to set standards or use methods with the potential for results that are likely to be superior to those achieved by other means. The "best practices" introduced a new management system for Sector Policing which was found to be lacking in the SAPS.

7. It is recommended that the Sector Policing Project, Operation "Lupenyoo", which was registered as a result of this study and implemented in the Vhembe District, be used as a benchmark by the Provincial Commissioner for the implementation of the findings and recommendations of the study in order to ensure effective implementation of Sector Policing throughout the Limpopo Province.

8. The vast allocated geographical areas, poor road conditions, and streets without names and numbers have a negative impact on the reaction time during Sector Policing. The adverse road conditions also have a negative effect on the lifespan of patrol vehicles. It is therefore recommended

that district and local municipalities take the lead in the regular maintenance of roads and the introduction of street names and numbering to improve the reaction time of Sector Policing as well as vehicle lifespan.

The correct mapping and numbering of the demarcated geographical blocks in line with the existing CAS blocks of each police station area, and the regular updating thereof, is crucial for the identification of crime hotspots as highlighted in section 5.3.12 of Chapter 5. It is therefore also recommended that sectors be demarcated in line with these geographical or CAS blocks.

It is further recommended that a Global Positioning System (GPS) be installed in each sector vehicle in order to improve the reaction time because the sector team members will save time by being directed to the specific scene of crime or the physical address of complainants or victims of crime.

9. Members of the community are seriously concerned about a lack of confidentiality and the leaking of information to criminals which exposes informers to threats or possibly death. It is recommended that the station commanders circulate the contact list for the CSC, sector commanders, and station management to all IAPs and the local community during door-to-door campaigns. The community must then give information secretly or anonymously to the leadership of the station.

10. A discrepancy regarding gender and race in the staff of the SAPS was found to be negatively affecting the policing spectrum of the province. The Family, Child Protection and Sexual Offences (FCS) Unit of the SAPS is mandated to investigate rape cases involving more than ninety per cent (90%) female victims but investigators are more than ninety per cent (90%) male.

It is therefore recommended that the Personnel Service of SAPS in Limpopo embark on a special recruitment drive to recruit more women into the SAPS; and that they also consider racial gaps according to the targets set in terms of the Limpopo Employment Equity Plan (SAPS, 2012) drawn in terms of the Employment Equity Act (55 of 1998) (RSA, 1998b).

11. The interviews conducted found that liquor is one of the main crime generators. It is recommended that the Liquor Board revisits its licensing criteria and cooperate with the SAPS to close liquor premises which fail to comply with licence conditions.

12. The use of beer bottles as dangerous weapons is a serious contributing factor to assaults. It is recommended that the office of the Provincial Commissioner and the Department of Safety, Security and Liaison in the Limpopo Province engage with South African Breweries (SAB) to dissuade them from using bottle containers and to instead package their product with tin, quality paper, or plastic.

6.4 CONCLUDING REMARKS

An attempt was made by the researcher to engage the SAPS, CPFs, SCFs, NGOs, CBOs, public sector agencies and relevant IAPs by applying all five dimensions of the IAP2 community participation principles laid down by the International Association for Public Participation (IAP2, 2007). The researcher has commissioned this study to contribute to the body of knowledge on the subject of Sector Policing and the role of relevant stakeholders.

The researcher engaged the CPF's, UNIVEN, Business Forum, NGO's, CBO's and state agencies during research and has established a quarterly multi-organisational forum in line with the IAP2 principles and the Gwala Participation Model with a view of creating a wider participation base for the implementation of Sector Policing.

The quarterly multi-organisational forum also serves as an evaluation and monitoring tool with regards to Sector Policing. The current Sector Policing Project implementing the findings and recommendations of the study also include quarterly internal and external team building sessions promoting team work, sharing of ideas and encouraging a culture of performance.

The researcher's intention was aimed at assisting the SAPS, CPFs and SCFs to realise that Sector Policing may become dysfunctional. Through authentic and empowerment community participation and interactive multi-organisational partnerships, it is possible for a turnaround strategy to be engineered in order to enhance the implementation of Sector Policing. The Gwala Participation Model (category C, participation levels 7-9) is an effective tool that should be adapted to Sector Policing.

The study has led to the identification and consolidation of findings which the researcher believes will shed more light on the subject of Sector Policing. The findings should serve as pointers for cluster commanders, station commanders, sector commanders, and sector team members, all IAPs and other researchers or scholars who would like to expand their investigation into the subject of Sector Policing and crime prevention in general. The research also generated certain recommendations for implementation by identified key stakeholders in the implementation of Sector Policing.

The researcher believes that the first six (6) recommendations are key to the implementation of Sector Policing and will drastically change the Sector Policing milieu of any province. The rest of the recommendations will naturally follow as a result of the establishment of the PIT, the CITs, and the SITs whose responsibility will be to oversee implementation and advise SAPS top management accordingly.

It is important to note that the first recommendation deals with the project management approach in the implementation of Sector Policing. The second recommendation is the master key to the implementation process because of the nature of community participation and the multi-organisational approaches it encompasses.

The third recommendation is important for the implementation of Sector Policing because it proposes capacity building and empowerment of SAPS members and relevant stakeholders to ensure maximum success of Sector Policing. The fourth recommendation introduces the IAP2 Public Participation Model and the Gwala Participation Model in the implementation of Sector Policing. The active participation of the community in decision-making will enhance the implementation of Sector Policing in the Limpopo Province.

The fifth recommendation introduces the DMTSP or checklist developed through this study which is intended to serve as a monitoring tool to be implemented during the daily Station Crime Combating Forum (SCCF). Finally the sixth recommendation introduces "best practices" in the management of Sector Policing.

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ANNEXURE A

RESEARCH SURVEY ON SECTOR POLICING

For demographic purposes, please fill in the boxes that are appropriate:

Last Name		First Name	
Organisation		Position	
Address		District	
		Police Station	
Phone		Email	

Gender	Racial Background	Age Group	Educational Qualification
Male	African	Below 20	Below Matric
Female	Caucasian	21-29	Matric
	Indian	30-39	National Diploma
	Coloured	40-49	Degree
		50 and above	Postgraduate

Category 1: Knowledge of Sector Policing

I would rate my knowledge of Sector Policing as the following:

Excellent	Very good	Moderate	Poor	No Knowledge
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Comments:

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My knowledge of Sector Policing is based upon the following sources of information (please check all that apply):

Personal experience	Observing others	Reading about it	Discussions with peers	A program in our organisation
Community organisations	Television	Internet	Educational institutions	Other:

Comments:

My general attitude towards Sector Policing is:

Very Positive	Positive	Neutral	Negative	Very Negative
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Comments:

Below is a list of common perspectives concerning Sector Policing. Please answer True, False, or Can't Answer to the items below:

	TRUE	FALSE	CAN'T ANSWER
Sector Policing is only for SAPS members			
Sector Policing is only for community members			
Sector Policing is an effective method of reducing crime			
Sector Policing can only be effective if all members of the community participate			
Spontaneous or neutral Sector Policing is best			

Comments:

Category 2: The need for Sector Policing

	TRUE	FALSE	CAN'T ANSWER
The SAPS supports and encourages the community to exchange information			
Partnership principles require that the police and the community work together			
There is a need for Sector Policing in our community			
If true, at which level is it needed	Province	(Please select one)	
	District		
	Community		
My sector commander is a role model			
My station commander freely offers advice and counsel to those who need it			
Policing depends on the cooperation of community stakeholders			
I understand the values of crime prevention			
I have good understanding of Sector Policing			

Comments:

Category 3: The value and importance of Sector Policing

Below is a list of some of the more common benefits of Sector Policing. Please rate the value of each in the box indicated. (Values are ranked on a scale from 1-5, with 1 being the lowest benefit and 5 being the highest).

Reduction of crime	
Promotion of public participation	
Improvement of communication and cooperation	
Building confidence and trust between SAPS and the community	
Improved coordination and integrated approach	
Shared of public and private sector resources	

Category 4: This section is to be answered by the SAPS only:

PART A: DEMOGRAPHIC INFORMATION

- 1 How many sectors have been demarcated within the station precinct?
.....
- 2 How many villages comprise the station precinct?
.....
- 3 How many villages comprise each sector?
.....
- 4 Do the villages have street names and numbers?
.....

PART B: RESOURCE ALLOCATION

- 5 What is the total vehicle fleet for operational duties at your station?
.....
- 6 How many vehicles have been allocated per sector?
.....
- 7 Are all vehicles clearly marked to reflect the name of the station and the number allocated to each sector?
.....
- 8 Do all your sector vehicles have cell phones?
.....
- 9 How many authorised drivers do you have?
.....
- 10 Are all your allocated vehicles equipped with two-way radios?
.....

11 How many operational vehicles are linked to the Vehicle Automated Location (AVL) system?

.....

12 Are all your sector vehicles linked to the AVL?

.....

13 What is the total strength of operational personnel at the station?

.....

14 How many members have been deployed in each sector?

.....

15 Are you satisfied with the amount of human and physical resources deployed per sector?

.....

16 What resources would you suggest as sufficient to effectively implement Sector Policing at the station?

.....

PART C: PUBLIC PARTICIPATION

17 How many reservists do you have at the station?

.....

18 How many reservists are deployed at sector level?

.....

19 Do you have a sector crime forum in each sector?

.....

20 List community-based stakeholders that are involved in the implementation of Sector Policing?

.....

.....

21 What is the importance of stakeholder involvement in Sector Policing?

.....
.....

PART D: PUBLIC MANAGEMENT TOOLS

22 What patrol or visit registers do you keep to support partnership policing?

.....

23 What management tools are in place to ensure effective and efficient implementation of Sector Policing?

.....

24 Has a sector commander been formally appointed for each sector?

.....

25 How do the sector commanders and the sector team members communicate with the general community?

.....

PART E: ADDITIONAL INPUTS

26 What are the weaknesses and strengths identified in the implementation process?

.....
.....
.....

27 What factors do you think are critical for the successful implementation of Sector Policing?

.....
.....
.....

Category 5: This section is to be answered by community members only:

- 1 Are you aware of the existence of Sector Policing at the station?
.....
- 2 Do you participate in crime prevention activities in the sector?
.....
- 3 Do you know the sector commander of your area?
.....
- 4 Do you have the contact numbers of your sector commander?
.....
- 6 How often do you attend sector crime forum meetings?
.....
- 7 What are the problematic crimes in your sector?
.....
- 8 What role do you think the business sector should play in Sector Policing?
.....
- 9 Give any suggestions for the improvement of Sector Policing in your area
.....
.....
.....
.....

Annexure B

Suid Afrikaanse Polisie



SAP 21
South African Police Service

VERWYSING REFERENCE	2/1/2/1
NAVRAE ENQUIRIES	Col Mashie Major Montjane
TELEFOON TELEPHONE	015 290 6090/6202
FAKSNOMMER FAX NUMBER	015 230 1023

Provincial Commissioner
South African police Services
Polokwane
Limpopo

2012-07-20

- A. National Head
Strategic Management
South African Polices
Pretoria
0001.
- B. Major General Baloyi
Thohoyandou Cluster commander
South African Police Service
Thohoyandou
0950

**AUTHORITY TO CONDUCT RESEARCH ON SECTOR POLICING IN LIMPOPO PROVINCE:
RESEARCHER: MAJOR GENERAL BALOYI**

- A. 1 Copy for your information
- B. 1 Your application for authority 22-06-2012 to conduct the research indicated above refers.
 - 2 an Authority is therefore granted with conditions that such research is conducted within the given scope.
 - 3 The national Instruction 1/2006 on research in the SAPS should be referred to for necessary guidance

A handwritten signature in black ink, appearing to read 'T.S. Mpebe', is written over a faint, circular watermark or stamp.

LIEUTENANT GENERAL
PROVINCIAL COMMISSIONER
LIMPOPO PROVINCE
T.S MPEMBE

Annexure C

NATIONAL INSTRUCTION 1/2006

RESEARCH IN THE SERVICE

1. Background

The purpose of this instruction is to regulate requests to conduct research in the Service by persons from outside the Service or by employees who wish to conduct the research for private purposes (such as for the purposes of their studies).

2. Definitions

In this Instruction, unless the context otherwise indicates, —

- (a) *“line manager”* means the employee who is responsible for the matter in respect of which it is requested to conduct the research;
- (b) *“publish”* means any form of communication, other than communication to the Service;
- (c) *“researcher”* means the person who applies for access to a record or information in the possession or under the control of the Service for the purpose of conducting research;
- (d) *“research goals”* means what the researcher aims to establish by conducting the research;
- (e) *“research instrument”* means an instrument of data collection consisting of a series of questions relating to the research project that will be put to persons in order to gather information for the purposes of the research project;
- (f) *“research procedure”* refers to the kind of research tools and procedures that will be used to conduct the research;
- (g) *“research proposal”* means an outline of the research that the researcher plans to conduct and the objectives of the research; and
- (h) *“the Act”* refers to the Promotion of Access to Information Act, 2000 (Act No. 2 of 2000).

3. Applications to conduct research in the Service

An application to conduct research in the Service must contain at least —

- (a) the full names and surname of the *researcher*;
- (b) his or her identity number;
- (c) his or her residential address;
- (d) his or her work address;
- (e) his or her telephonic contact details;
- (f) his or her academic and other applicable qualifications;
- (g) any relevant experience of the researcher in conducting *research*;
- (h) the name of company or institution represented, or on behalf of whom the *research* will be conducted;
- (i) full details of the company or institution on behalf of which the *researcher* will conduct the *research* and his or her authorisation or contractual obligations to that company or institution, if the researcher represents, or will act on behalf of a company or institution;
- (j) the goals of his or her research;

- (k) a *research proposal* which sets out the *research procedure* and *research instruments* he or she intends to utilise during the research;
- (l) a copy of the *research instruments*;
- (m) a recommendation from the researcher's promoter regarding the *bona fides* of the application;
- (n) an estimate of the time period necessary for his or her research;
- (o) an indication of the method of *publication* of his or her research; and
- (p) a motivation for the research indicating the extent to which the research will be in the interest of the Service.

4. Receipt of an application to conduct research in the Service

- (1) Any office of the Service that receives an application to conduct research on information in the possession or under the control of the Service, must forward the application to the following functionary:
The Head
Strategic Management
Head Office
South African Police Service
Private Bag X94
PRETORIA
0001.
- (2) If the application is an application to have access to a record to which any member of the public would normally be permitted to have access in terms of *the Act*, the Head: Strategic Management must inform the applicant that he or she must submit the application in terms of *the Act* to the appropriate deputy information officer of the Service and provide him or her with the contact particulars of the relevant deputy information officer.
- (3) If an application to conduct *research* in the Service is received by the Head: Strategic Management, and it appears that the application does not contain all the information required in terms of this paragraph or any ambiguity exists regarding any aspect of the intended research or the application, the Head: Strategic Management may make the necessary enquiries or liaise with the applicant regarding any aspect to enable him or her to make a decision regarding the application.

5. Consideration of an application to conduct research in the Service

- (1) If an application to conduct research in the Service is an application to have access to a record that would normally not be approved if made in terms of *the Act* or that is contained in an open docket, the Head: Strategic Management must consult with the relevant *line manager* and any other relevant functionary to determine whether the research and outcome thereof will also be advantageous to the Service. If so, he or she must determine whether conditions could be imposed to prevent the unlawful disclosure of information or the disclosure of information that may negatively impact on the functions of the Service.
- (2) If the application is an application to have access to employees of the Service to interview them or to distribute questionnaires to such employees to be completed by them, the Head: Strategic Management must consult with the relevant *line manager* under whose command the relevant employees resort and any other relevant functionaries to determine whether the research and outcome thereof will also be advantageous to the Service. If so, he or she must determine whether conditions could be imposed to prevent the unlawful disclosure of

information or the disclosure of information that may negatively impact on the functions of the Service or to prevent unacceptable demands being placed on the time of employees or the resources of the Service.

- (3) During the consultation in respect of applications referred to in subparagraphs (1) and (2), the Head: Strategic Management and the relevant *line manager* and other functionary, if applicable, must not only consider the merits of the application to conduct the research, but also the availability of the relevant records or information and the impact that the research will have on the performance by employees of their duties and functions and the demands that it will place on the resources of the Service.
- (4) The relevant *line manager* and other functionary, if applicable, must confirm their views in this regard in writing to the Head: Strategic Management.
- (5) If the Head: Strategic Management and the relevant *line manager* agree, the Head: Strategic Management may —
 - (a) subject to subparagraph (7), approve the application; or
 - (b) disapprove the application.
- (6) If the Head: Strategic Management and the relevant *line manager* disagree regarding the merits of the application and the availability of the records or information required or the effect of research on the duties of members and resources of the Service, the Head: Strategic Management must submit the application together with his or her recommendations and the recommendations of the relevant *line manager* to the relevant Deputy National Commissioner for a final decision on the application.
- (7) In the case of an application for research to be conducted nationally, in more than one province or relating to officials of the Service holding the rank of Assistant Commissioner or a higher rank, and the Head: Strategic Management and the relevant *line manager* agree that the application should be approved, the Head: Strategic Management must submit the application together with his or her recommendations and those of the relevant *line manager* to the relevant Deputy National Commissioner for a final decision.
- (8) The relevant Deputy National Commissioner or the Head: Strategic Management, whichever may be applicable, must in writing inform the researcher of the outcome of the application, and if approved, set out the conditions upon which the approval was granted and indicate the limits, if any, placed on conducting the research.

6. Conditions

- (1) If an application is approved, the *researcher* must be informed in writing that the approval is granted provided that the *researcher* signs an undertaking (of which a copy must be attached to the letter) to comply with the conditions upon which the research was approved.
- (2) The undertaking must mention the conditions set by the Head: Strategic Management and must indemnify the Service against any claim for any loss or damage caused by or to any equipment used during conducting the *research* and against any claim for any loss or damage or any other moneys for which the Service may be held liable as a consequence of its involvement in the project and the *researcher* must at least undertake that he or she —
 - (a) will at his or her exclusive cost, provide all equipment of whatsoever nature used to conduct the *research*;

- (b) will conduct the *research* without any disruption of the duties of members of the Service and where it is necessary for the *research goals*, *research procedure* or *research instruments* to disrupt the duties of a member, prior arrangements must be made in good time with the commander of such member;
- (c) will not divulge information received from a member of the Service or any person with whom the *researcher* conducted an interview, and that the information will at all times be treated as strictly confidential. If information pertains to the investigation of a crime or a criminal case, the *researcher* must acknowledge that he or she, by *publication* thereof, may also be guilty of defeating or obstructing the course of justice or contempt of court;
- (d) will pay fees or comply with further procedures in the Service, such as fees or procedures applicable to obtain access to a record of the Service;
- (e) will allow the Service fourteen days to peruse the report in order to determine whether it complies with all conditions for the approval of the research before it is published in any manner and, if it is found not to comply with any condition, that he or she will not publish it; and
- (f) will donate an annotated copy of the *research* work to the Service.

Annexure D



SAPS
SECTOR POLICING
PROJECT PLAN

PROJECT NAME: LUPENYO

Project ID	
File Reference Number	3/1/5/1/244

GENERAL INFORMATION

Project Name: LUPENYO

PROJECT MANAGER
Name : BALOYI N.J
Rank : MAJOR GENERAL
PERSAL Number : 0511642-2
Component : THOHOYANDOU
Sub-component : CLUSTER
E-Mail Address : jacknbaloyi@yahoo.com

PHYSICAL ADDRESS
Saps building ,Embassy Road Mbilwi , Sibasa

TELEPHONE NO.	CELL PHONE NO.	FAX NO.
015-963 8001/8002	082 455 3540/082 530 4540	015-9608035

THIS PROJECT PLAN WAS COMPILED IN CONSULTATION WITH

- PROVINCIAL MANAGEMENT
- CLUSTER MANAGEMENT
 - STATION COMMANDERS
 - BUSINES AGAINST CRIME (BAC)
 - LOCAL MUNICIPALITY
 - COMMUNITY POLICING FORUMS(CPF)
 - RETIRED OFFICERS AND OFFICIALS AGAINST CRIME(ROOAC)
 - WOMEN AGAINST ABUSE AND CRIME(WAAC)
 - YOUTH AGAINST CRIME (YAC)
 - TRADITIONAL LEADERS AND HEALERS
 - PASTORS FORUM
 - NGO'S
 - COMMUNITY SAFETY FORUM
 - DEPARTMENT OF SAFETY , SECURITY AND LIASON
 - DEPARTMENT OF JUSTICE & CONSTITUTIONAL
 - DEPARTMENT OF BASIC EDUCATION
 - UNIVERSITY OF VENDA
 - DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT

NAME OF THE IMPLEMENTING DIVISION / PROVINCE / AREA / UNIT / STATION /

COMPONENT /SUB-COMPONENT

THOHOYANDOU CLUSTER AND STATIONS

1 AIM OF THE PROJECT

To address the priority crimes within the demarcated cluster –Thohoyandou Cluster with specific focus on contact crime, serious crimes and property related.

1.1 The Current Problem / Deficiency

- Prevalence of crime as indicated above
- Lack of information on crime occurrence
- Ineffective CPF's
- Ineffective utilisation of resources
- Inappropriate approach of police to the community
- Ineffective implementation of Sector Policing
- Inadequate community mobilisation
- Inadequate community education
- Inadequate partnership policing
- Influx of undocumented persons
- Inadequate targeted patrol
- Improper crime analysis
- Inadequate data integrity
- Low morale amongst personnel
- Inadequate informer network

Generators of crime:

- Mushrooming of liquor outlets
- Spaza shop
- Bank following
- Pointing other as witches
- Availability of firearm in the community
- Believe of ritual killings
- Second-hands goods

1.2 How this project will address the Problem / Deficiency

The project will address the deficiencies as indicated below:

- Involve all relevant stake holders
- Enhance utilisation of resources
- Improve detection rates
- Improve the intelligence capacity
- Discourage occurrence of crime
- Effective involvement of the business community
- Improve partnership projects
- Management of the movements of the undocumented persons
- Effective monitoring of policing related systems
- Outstanding personnel's performance will be recognised
- Empowerment and inspiration of Station Commanders and their members
- Enhance deployments and monitoring of sector teams
- Mobilisation of community for their support and co-operation
- Ensure intelligence driven and targeted operations
- Impact on investigation of crime and related complaints
- Improve general management and administration of stations

2 SAPS STRATEGY, OBJECTIVE AND PRIORITY AND SUB-PRIORITY (SUPPORTED BY THIS PROJECT)

STRATEGY	OBJECTIVE	PRIORITY	SUB-PRIORITY
Visible policing	Discourage the occurrence of crime	Prevention of crime	N/A
Detectives	Increase detection rate on priority crimes	Investigation of crime	N/A
Support service/ administration	To streamline the administration through effective management and policy implementation	Support services	N/A

3 SCOPE OF THE PROJECT

Project Inclusions	Project Exclusions
Specialised units Relevant government departments	formal training procurement of resources incentives

4. PROJECT TEAM MEMBERS

4.1 Inside the SAPS

Persal Number	Rank	Name	Component/Sub-component	Contact Information
0511642-2	Major General	Baloyi N.J	Thohoyandou Cluster	Tel: 015-963 8000 Fax: 015-960 Cell: 0824553540 Email: jack-baloyin@yahoo.com
0482252-8	Colonel	Mafelatshuma AJ	Thohoyandou Cluster	Tel: 015 963 8076 Fax :015 9638035 Cell: 082 451 7171 Email: lim:thohoyandou - cluster commander
0490922-4	Lt.Col	Nelushi N.L	Management Information Centre	Tel: 015 960 1053 Fax: 015 960 1208 Email: lim:Thohoyandou-head mic
0489532-0	Captain	Tshiangwana R.P	Thohoyandou Cluster	Tel: 015 963 8120 Fax: 015 960 8035 Cell: 083 381 9380 Email: lim:Thohoyandou cluster Tshiangwana-itc
0483302-3	Major	Malelo	Thohoyandou communication	Tel: 015 960 1040 Fax: 015 963 0113 Email: lim:thohoyandou .communication@saps.gov.za
0539298-5	SAC	Dama S.F	Human Resource Management	Tel: 015 963 8014 Fax: 015 963 8035 Cell: 076 251 6110 Email:fulud@webmail.co.za

4.2 Outside the SAPS

Title	Initials	Surname	Stakeholder	Contact Information
MR	TE	Mafune	CPF	Cell: 082 388 9063
MR	TO	Nemakwarani	DSSL	Tel: 015-963 1392 Cell: 072 688 5883 Email: nemakwarani@dssl.limpop.gov.za
MR	T	Masikwa	TVEP	Tel: 015-963 1222 Cell: 079 286 7973 Email: masikwa@tvep.org.za
MR	TD	Netshikweta	GCIS	Cell: 072 459 3153
MRS	A	Magoro	BAC	Tel: 015-964 3520 Cell: 076 405 0965 Email: azwi02@gmail.com
MR	P	Shoeb	INDIAN BUSINESS FORUM	Tel: 015-962 5561 Cell: 082299 0431 Email: patelshoeb@yahoo.com
MR	TE	Nekhumbe	MUNNA NDI NNYI	Tel: 015 962 2754 072 356 2617 Email: munnandinnyi@yahoo.com
MR	T	Mutshinyalo	VHEMBE DISTRICT MUNICIPALITY	Tel: 015 962 7609 Email: mutshinyalnit@thulamelamunicipality.gov.za
MR	F G	Mudziwa	PASTORS FORUM	Tel: 015 962 0525
KHOSI.	TML	Ramaligela	CONTRALESA	Tel: 076 184 3857

5 DELIVERABLE SCOPE AND DESCRIPTIONS (see attached activity plan marked Annexure D1)

Deliverable Description	Deliverable Standards / Specifications
EFFECTIVE SECTOR POLICING	18 sectors in the cluster Monthly feedback to complainants on reported cases Effective monitoring of AVL
EFFECTIVE CRIME PREVENTION OPERATIONS	Two operations per week Two operational plans Visible patrols on 24 hours basis Daily Joint Sector Operations
EFFECTIVE INVESTIGATION	Establish investigation task teams Expand informer network Effective intelligence gathering
FUNCTIONAL PARTNERSHIPS	Nine partnership projects On-going dialogue with relevant public sector departments and stakeholders Sharing of resources and expertise
MOBILISE RESOURCES	Policy implementation Strategic direction
MONITORING AND EVALUATION	Inspection and audit reports Meetings of project teams Quarterly multi-organisational meetings

7. PROJECT SCHEDULE AND BUDGET

ID	Activity	Start Date	End Date	Responsible Person	Donor Country; Donor & Type of Assistance	Project Budget			
						Item Description	Item Number/ quantity	Total Cost	Source of Funds
1	<i>Effective Sector Policing</i>	2012-10-01	2014-09-30	Lt. Col. Mutepe T.W	<ul style="list-style-type: none"> Funding of projects and cellphones 	Equipment e.g. road block trailers, torches/batteries	8 trailers 184 torches 54 vehicle cellphones	Normal SAPS budget	<ul style="list-style-type: none"> Sponsors Donors Voluntary services
2	<i>Effective Crime Prevention</i>	2013-01-01	2013-09-30	Lt. Col. Nevumbane	<ul style="list-style-type: none"> Operations Community-police patrols 	Reflector jackets , whistles and spot lights	396 reflector jackets 396 whistles 54 spot lights	Normal SAPS budget	<ul style="list-style-type: none"> Sponsors Donors Voluntary services
3	<i>Effective Investigation</i>	2013-01-01	2014-09-30	Major Tshivhulungi	<ul style="list-style-type: none"> Training on statement-taking Establish informer network 	Stationery and Training of informers	According to need	Normal SAPS budget	<ul style="list-style-type: none"> Sponsors Donors Voluntary services
4	<i>Functional Community Participation</i>	2012-10-01	2014-09-30	W/O Madida	<ul style="list-style-type: none"> Business to sponsor reflector jackets 	Workshop on community participation and partnership policing	<ul style="list-style-type: none"> 16 monitoring and evaluation meetings 4 workshops 1 week course/accredited module 	Normal SAPS budget	<ul style="list-style-type: none"> Sponsors Donors Voluntary services

5	Mobilise Resources	2012-10-01	2014-09-30	Lt. Col. Ramabulana SAC Bvuma	<ul style="list-style-type: none"> Business sponsorships 	Quad bikes, bicycles and loud hailers	19 quad bikes 48 bicycles 54 loud hailers	Normal SAPS budget	<ul style="list-style-type: none"> Sponsors Donors Voluntary services
6	Monitoring and Evaluation	2013-04-01	2014-08-31	Capt Sivhagi	<ul style="list-style-type: none"> Workshop and training by institutions of higher learning 	Accredited modules/ diplomas / degrees	<ul style="list-style-type: none"> 48 feedback meetings and presentations per annum 16 monitoring and evaluation meetings 	Normal SAPS budget	<ul style="list-style-type: none"> Sponsors Donors Voluntary services
PROJECT TOTAL		Start Date 2012-10-01	End Date 2014-09-30					Normal SAPS budget	

8. EXTERNAL PROGRAMMES THAT THIS PROJECT SUPPORTS (e.g. Business Against Crime; European Union)

Programme	Sub-Programme	Sub-Sub Programme
BUSINESS AGAINST CRIME	Sports against crime	Community patrols
CBOs against crime	ROOAC, WAAC, YAC, CPF	Door-to-door campaigns
Metropolitan/Old Mutual	Team building sessions	Motivational speakers / Participation Facilitators

9. EXTERNAL DEPENDENCIES & RELATED PROJECTS

9.1 External Dependencies

Component/Functional Organisation	Contact Person	Type of Dependency
Vhembe District Municipality	Name: Mr Khathu Mapholi Tel no: 015 960 2012	Event venues e.g. stadium Environmental design Mobile truck podiums and loud hailers
Institutions of higher learning	Name: University of Venda Tel no: 015 962 8000 Name: University of Stellenbosch Tel no: 021 808 9111	Monitoring and evaluation tool Introduction of national diploma Course on public participation
Insurance companies	Name: Metropolitan Tel no: 015 962 5093 Name: Old Mutual Tel no: 015 962 1161	Sponsor functions and activities

8.2 Related Projects

SAPS?	Project Name	Project Manager	Type of Relation
Yes	ANTI-RAPE PROJECT	Name: COL. F.P MALATJI Tel no: 015 963 8000/8041	REDUCTION OF SEXUAL OFFENCES/RAPE

10. RISK MANAGEMENT

- High rate of unrest
- Absenteeism
- Inadequate docket management
- Increase in corruption

- Command and control
- Exhibits management

11. QUALITY RESULT

- Adhere to policies

12. PROJECT CALENDAR (SEE ATTACHED ANNEXURE D2)

Compiled and signed by:

_____ Major General

2012-09-04

Project Manager

N.J Baloyi

Approval by provincial management forum:

_____ Lieutenant General

2012-09-13

Provincial Commissioner

T.S Mpembe

ANNEXURE D1

DELIVERABLES: ACTIVITY PLAN (CHECK LIST)

EFFECTIVE SECTOR POLICING

- Update sector profiles
- Deployment of resources (physical and human)
- Confirm functionality of sector crime forums
- Collect and manage crime information
- Coordinate with other project teams within the sectors
- Initiate and coordinate ADHOC operations
- Open dockets for reported cases and effected arrests
- Registering of dockets in the CAS system
- Attend complaints within the prescribed time
- Assure the complainant that the cases are registered
- Monitor activities within the CSC

FUNCTIONAL PUBLIC PARTICIPATION AND PARTNERSHIP

- Conduct a briefing session
- Conduct situation analysis
- Identify flashpoint areas
- Facilitate projects initiation
- Coordinate projects
- Create database for the projects
- Reconcile partnership progress reports

EFFECTIVE CRIME PREVENTION OPERATIONS

- Profile suspects
- Identify flashpoints
- Create a database for wanted suspects
- Establish tracing teams
- Conduct briefing and debriefing of members (deployed)
- Compile and register operational plans
- Deployment of resources both physical and human
- Capture plan and successes in the Operational Planning and Monitoring (OPAM) system
- Manage SAP 13 and related registers/documents
- Conduct inspections
- Conduct audit for improving data integrity
- Intensify day-to-day preventive actions
- Monitor reconciliation of the source documents
- Compile operation feedback reports

MOBILISE RESOURCES

- Identify strategic resources
- Monitor human resources are compliant with HR policies

- Deployment of resources both physical and human
- Conduct audit for improving data integrity
- Identify resources shortages
- Monitor the marking of the vehicles and wearing of uniform including bullet resistant vests
- Establish communication plan internal and external including Information Communication Technology (ICT)

MONITORING AND EVALUATION

- Schedule project meetings
- Develop monitoring and evaluation tools
- Compile monthly progress reports
- Conduct presentation
- Ensure compliance with relevant policies

EFFECTIVE INVESTIGATION

- Confirmed deployment of resources both physical and human
- Develop informer network – intelligence
- Create database for wanted suspects
- Coordinate with specialised units on specific dockets
- Establish tracing teams/operations/task teams
- Conduct suspect profiling for possible linking
- Conduct audit to improve data integrity
- Provide monthly feedback to complainants

Annexure D2

ANNUAL CALENDER 2012/2013 PROGRAMME OF ACTION				
DATE	EVENT DETAIL	DURATION	COST/ BUDGET	LOGISTIC /RESOURCES
12 Dec 2012	Implementation team meeting	1 Day	None	Project office nr C05
21 Feb 2013	Monitoring and evaluation workshop	1 Day	For 50 stakeholders	Venue : University of Venda DVC : Dr Zaaiman as a facilitator
6 Mar 2013	Project launch preparatory meeting	1 DAY	None	Cluster commander's communication hall
27 Mar 2013	Project Launch Tshifulanani Stadium	1 Day	R40 000.00	Sponsor by Metropolitan for Transport, Screen monitors refreshments
03 Apr 2013	Presentation report on monitoring and evaluation	1 Day	Refreshments for 50 participants/ stakeholders	Cluster commander's communication hall
19 Apr 2013	SAPS, Community/ Stakeholders, ground-breaking team building facilitated by EHW	1 Day	For 50 stakeholders R19 500.00	Sponsor by Metropolitan for refreshments Venue
29 May 2013	Preparatory meeting	1 Day	None	Cluster commander's communication hall
3-7 Jun 2013	Sector Policing/community participation workshop on public participation and multi organisational approach	5 Days	Estimated R45 000.00	Venue: 210 or Khoroni Hotel , payments for two facilitators, refreshment for a maximum of 50 participants focused on SAPS management sponsored by Metropolitan/Old Mutual
26 July 2013	SAPS Management Teambuilding	1 Day	For 200 Commanders	Venue. Refreshments and Payment of motivational speaker Dr Elijah Maswanganyi Sponsored by Metropolitan
07 Aug 2013	Presentation report on monitoring and evaluation	1 Day	Refreshments for 50 participants/ stakeholders	Cluster commander's communication hall
22 Nov 2013	SAPS, Community/ Stakeholders groundbreaking team building crime awareness campaign	1 Day	For 250 stakeholders	Venue Refreshments. Sponsored by Metropolitan
04 Dec 2013	Presentation report on monitoring and evaluation	1 Day	Refreshments for 50 participants/ stakeholders	Cluster commander's communication hall

Annexure E

BUSINESS PATROL REGISTER (BPR): THOHOYANDOU CLUSTER
NAME OF THE BUSINESS VISITED:

.....

<i>SINO</i>	Date and time	RANK	Initials & Surname (member)	Signature (member)	Sector Vehicle Registration Number	Name of Person in charge Business	Signature of person in Charge	Comments

COMMENTS BY SECTOR MANAGER:

Signature: _____

COMMENTS BY BUSINESS OWNER:

Signature: _____

Annexure F

DATA INTEGRITY MANAGEMENT CERTIFICATE (DIMC): CORRECTNESS OF CHARGES

No..... Rank.....

Name.....

I hereby certify that I personally checked the following dockets and found that the elements of crime are correct for the under mentioned Charges

CAS.....

Charge.....

CAS.....

Charge.....

CAS.....

Charge.....

CAS.....

Charge.....

CAS.....

Charge.....

The following charges were incorrect and changed as follows:

CAS..... Charge..... New charge.....

_____ COL
CLUSTER COMMANDER: THOHOYANDOU
MAFELATSHUMA

Annexure G

SECTOR COMMUNICATION STRATEGY: CONTACT NUMBERS

NAME OF THE STATION

1. Community Service Centre
Tel : _____
Cell Phone of commander : _____

2. Sector Commander : _____
Cell Phone Number : _____
 - 2.1 Sector1 Vehicle : _____
 - 2.2 Sector 2 vehicle : _____
 - 2.3 Sector 3 vehicle : _____
 - 2.4 Sector 4 vehicle : _____
 - 2.5 Sector 5 vehicle : _____

3. Visible Commander : _____
Tel : _____
Cell Phone of commander : _____

4. Detective Commander:
Tel : _____
Cell Phone Number : _____

5. Station Commander:
Tel : _____
Cell Phone Number : _____

NB! All reports and complaints must be directed to the CSC
All information on criminals must be directed to commanders only

Annexure H

DAILY MONITORING TOOL: SECTOR POLICING

NAME OF STATION: DATE.....

DAY SHIFT	
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NIGHT SHIFT	
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RELIEF.....		MEMBER IN CHARGE:CELLPHONE NO:				
SECTOR NUMBER:						
1	Number of personnel deployed	Sector 1	Sector 2	Sector 3	Sector 4	Sector 5
2	Number of personnel absent	Sick Leave	Vacation Leave	Other		
3	Number of vehicles deployed	Sector 1	Sector 2	Sector 3	Sector 4	Sector 5
4	Registration number of vehicles deployed	Sector 1	Sector 2	Sector 3	Sector 4	Sector 5
5	Number of cell phones deployed	Sector 1	Sector 2	Sector 3	Sector 4	Sector 5
6	Name and contact number of shift AVL operator					

SHIFT COMMANDER

I Persal no..... Rank..... Initials and Surname

hereby certify that , I personally verified the above information and that the given information is correct for the above mentioned relief and sector.

NB: This monitoring tool should be presented to station commanders during the Station Crime Combating Forum (SCCF) meeting.

Signature

Date