A Manual for the South African Police Service

Department of Safety and Security
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CHAPTER 1

Policy framework for Community Policing

1. Introduction

The Constitution prescribes Community Policing as the style of policing to be adopted by the South African Police Service to meet the safety and security requirements of all people in the country.

Fundamental transformation is therefore needed to ensure that the SAPS develops into a community-oriented policing service which adopts a consultative approach to meeting the safety and security needs of the communities it serves; a service which therefore becomes more accessible and acceptable and more efficient and effective.

2. The legal framework

This policy framework should be read together with the following:

- The Constitution of the Republic of South Africa;
- The South African Police Service Act, 1995; and
- South African Police Service Community Policing Regulations and National Orders.

3. Definition of Community Policing

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

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

4. The characteristics of Community Policing

4.1   Service orientation

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

4.2   Partnership

The establishment of Community Police Forums and Boards which should be broadly representative of the community, is of crucial importance. The main objective of this partnership is to determine, through consultation, community needs and policing priorities, and to promote police accountability, transparency and effectiveness.

However, Community Policing Forums, sub-forums and Boards are not necessarily the only means by which to address problems. Other structures may also be established and used to address certain problems. Such structures should attempt to include all relevant stakeholders.

Community needs may also be determined by means of surveys, interviews, workshops, community profiles and other measures.

4.3   Problem solving

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

Problem solving also involves conflict resolution and creative problem solving methods to address problems related to service delivery and police-community relations.

4.4   Empowerment

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

4.5   Accountability

Accountability will be realized by creating mechanisms through which the Police can be made answerable for addressing the needs and concerns of the communities they serve. Mechanisms such as the Offices of the Members of the Executive Council's (MECs), the Provincial Secretariats for Safety and Security, community visitor schemes; the Independent Complaints Directorate and efforts to make the police more transparent can be utilised to establish a culture of accountability.

5.   General principles of Community Policing

5.1   Respect for and protection of human rights.

5.2   Community policing informs, guides and sustains all policing activities.

5.3   All members of the South African Police Service should participate in community policing and problem solving initiatives.

5.4   Problem solving should be based on a consultative approach which constantly seeks to improve responsiveness to identified and prioritized community needs.

5.5   Education, capacity-building and enskilling of SAPS personnel and members of the community to enable constructive participation in addressing the problem of crime.

5.6   Resolving conflict between and within community groupings in a manner which enhances peace and stability.

5.7   Awareness of, respect for, and tolerance of the languages, cultures and values of the diverse peoples of South Africa.

5.8   Enhancement of the accountability of the Police to the communities they serve.

5.9   Shared responsibility and decision making as well as sustained commitment from both the police and the community with regard to safety and security needs.

5.10   Creation of understanding and trust between the police, the community and other relevant role players.

5.11   Special attention is to be given to vulnerable groups who are most likely to become victims of crime, such as children, the elderly, women, the disabled and gays, lesbians and bi-sexual.

6. Strategies for Community Policing

6.1 The promotion and enhancement of inter-agency co-operation with other bodies performing a policing function and to foster inter-departmental co-operation in respect of solving crime-related problems.

6.2 A commitment from police managers and supervisors to develop new skills through training which incorporates, problem solving, networking, mediation, facilitation, conflict resolution and community involvement.

6.3 The identification and mobilization, through consultation, of community resources and organizations that may assist in combating and preventing crime and the constant development of this capacity.

6.4 The decentralization of policing services to ensure effective decision making and accountability at the local level.

6.5 Encouraging officers to assume responsibility for addressing safety and security problems within the areas of their responsibility to promote initiative, creativity and pride in achievement and to promote self-disciplined and motivated personnel.

6.6 Honest, open and effective communication between the police and the community in order to enhance the consultative role of the SAPS, CPFs and the community in general.

7. National guidelines for Community Police Forums and boards

7.1 All members of the SAPS are responsible for the implementation of Community Policing, Provincial Commissioners, Area Commissioners and Station Commissioners are responsible for the establishment of Community Police Forums and Boards in their respective areas. The Offices of the Members of the Executive Councils (MECs) and the Provincial Secretariats for Safety and Security have, as outlined in the relevant legislation, an oversight and monitoring function with regard to the establishment and sustain ability of Community Police Forums and Boards.

7.2 In addition to the provisions contained in legislation, the functions of and procedures at Community Police Forums and Boards are informed, guided and supported by the General Principles of Community Policing.

7.3 Community Police Forums are a means to facilitate the partnership between the police and the community and to engage in joint problem identification and consultative problem solving. They should not be seen as structures to promote personal interests of secondary objectives.

7.4   While CPFs and Boards have no direct executive powers over the police, these are structures that are intended to enhance consultative and participatory decision-making with regard to the needs and priorities of the communities served by the Police, and decisions made at the Community Police Forums and Board are therefore to be honored.

7.5   Police managers should accommodate all reasonable requests for information and for the logistical support required to ensure the smooth functioning of the Community Police Forums and Boards.

7.6   Membership of and participation at Community Police Forums and Boards is a voluntary community service.

7.7   Should conflict at a Community Police Forum of Board around an issue delay or inhibit proceedings to the detriment of dealing with other issues, the Community Police Forum of Board should consider referring the issue to a structure outside of, but attached to, the community Police Forum of Board - a special sub-committee, for instance - for mediation and resolution. Such a structure may involve external role players or consultants who have the required skills.

7.8   All issues that cannot be resolved at Community Police Forum level should be referred to the Area Commissioner and the Area Community Police Board, and if such an issue cannot be resolved at that level, it should be referred to the Provincial Commissioner and Provincial Community Police Board. The Area Commissioner of Area Board, or Provincial Commissioner of Provincial Board, has the responsibility of ensuring timeous and relevant feedback to those who have referred the issue.

7.9   All Community Police Forums and Board should have a written constitution to deal with issues such as representation of the community at the Community Police Forum or Board, a code of conduct, conflict resolution mechanisms and the general organization and administration of the Community Police Forum or Board.

CHAPTER 2

The principles of Community Policing

Introduction

Community Policing can be defined as a philosophy of or an approach to policing which recognizes the interdependence and shared responsibility of the police and the community in ensuring a save and secure environment for all the people of the country. Community Policing aims to establish an active and equal partnership between the police and the public through which crime and community safety issues can jointly be determined and solutions designed and implemented.

The approach is based on a response to the factors listed below:

- a growing demand for more responsive and client-oriented policing;
- an increase in the socio-economic stimuli of crime;
- a growing demand for greater police accountability;
- the existence of unrealistic expectations on the part of the community about the effectiveness of traditional police responses;
- growing evidence of the shortcomings of the traditional policing approach in providing a long-term answer to crime and problems of disorder;
- the growing realisation that in the absence of community support, neither more money, more personnel, better technology, nor more authority will enable the police to shoulder the monumental burden of crime; and,
- the fact that police personnel want to be more than cogs in a machine - they want to be actively involved in determining and managing their future.

In the Southern African context, the following factors have added to the need for a new policing approach:

- rising levels of crime, especially, violent crime;
- the changing socio-political environment; and
- mistrust, antagonism and even open hostility of some sections of the community towards the police.
- In this part, the principles of Community Policing will be discussed and some of the most frequently asked questions on Community Policing will be addressed.

20 Questions on Community Policing

1.   What are the elements of Community Policing?

To understand Community Policing one should take note of the following 13 inter-related elements:

1.   The role of the police offices becomes that of peace officer rather than that of law enforcement officer involved solely in crime control. The police are called upon to enforce the law, to prevent crime, promote public order, resolve conflict, enhance police-community relations, and render general service and assistance to the public. A police officer therefore requires wide ranging skills.

2.   Community Policing involves a proactive approach to policing. The focus of the police is broadened from a reactive focus on serious crime and a consequent over-emphasis of law enforcement to a proactive focus on the prevention of crime, the solution of community problems and addressing the causes of crime and disorder.

   Community Policing is therefore smart policing because:
   •   it mobilises the community against crime;
   •   it utilises all the resources available to the police and the community against crime;
   •   it addresses the causes of crime and disorder in partnership with the community; and
   •   it activated the community as a source of assistance and information.

3.   Community Policing moves away from the incident-driven style of traditional policing by following a more problem-oriented approach. This means that reported crime, complaints and telephone calls no longer serve as the primary determinants of how police resources should be used. The police sill react to individual complaints, but further, instead of merely waiting for individual calls for service, the police - with the assistance of the community continuously identify and try to solve recurring problems.

4.   Another aspect of Community Policing is that creative police responses to the underlying causes of problems are also introduced. Police are no longer restricted to law enforcement of visible patrolling. A variety of strategies and tactics are introduced in order to prevent and combat crime. This often allows for a more lasting solution to crime and other policing-related problems.

5.   Community Policing, furthermore, accepts that police agencies cannot solve crime and disorder problems on their own. In order to succeed,

the police must establish partnerships with other government departments, citizens, community leaders, business owners, schools, non-governmental organisations, other service providers, and other criminal justice agencies. All are considered equal partners that work together in order to improve the quality of life in the community.

6.   In adhering to a police / community partnership the police adopt the key strategy of community consultation. In South Africa, the principle of structured consultation between the community and the police, through Community Police Forums (CPFs), has been entrenched in legislation.

CPFs are intended to assist the police to:
- improve the delivery of police-service to the community;
- strengthen the partnership between the community and their police;
- promote joint problem identification and problem-solving;
- ensure police accountability & transparency; and,
- ensure consultation and proper communication between the police and the community.

In this way, CPF's contribute towards enhancing the ability of the police to combat and prevent crime, disorder and fear in partnership with the community.

Communities will therefore be able to monitor, evaluate and advise the police. The police will therefore be accountable to the communities they serve.

Community involvement is thus directed at finding lasting answers to the problems of crime, disorder and fear.

7.   Successful policing depends largely on how well police officers operate as information managers. This means "interactive policing" - a routine exchange of information on a reciprocal basis with community members through formal contacts and informal networks. These contacts allow the public to become more familiar with their local police service and the police to become more knowledgeable about their community.
Closer ties with community members and open channels of communication between local communities and their police allow for:
- the community to become a valuable source of information;
- a more realistic expectation of the abilities of the police; and
- the functions of the police, as well as the relationship between the police and other agencies in the criminal justice process, to be put into perspective.

8.   Community Policing requires the development of specific tactics to reduce the fear of being victimised, particularly among children, the elderly, and other vulnerable groups in society. The police have a responsibility to ensure that fear has constructive rather than debilitating effect so that those who are vulnerable will take reasonable crime prevention measures and thereby contribute to a safer environment.

9.   Community Policing requires police officers who are career generalists rather than specialists. That is, police officers who are responsible for and capable of handling a broad range of activities.   Although specialization is sometimes necessary, over-specialization is a problem which Community Policing tries to prevent.

10.   Community Policing recognizes the need for a decentralization of responsibility and autonomy to "front line" officers. This decentralization of responsibility and autonomy is facilitated by decentralised police management and resource deployment, and the delivery of service based on community needs. Front line officers are very important because they have to serve and know their community. Front line officers should, therefore, be trusted and empowered to deliver the best possible service to their clients.

11.   Community Policing demands drastic changes in the traditional paramilitary structure and culture of police services. One of the biggest changes relates to the empowerment of employees. Employees are empowered through the process of participative management. Participative management is facilitated when decision-making, innovation, and creativity are encouraged at all levels of the police organization.

12.   A police agency, like a business, has clients - the community - and a product - which is the safety of the community. It is, therefore, important for the police to hear and listen to the community and to adapt according to the needs and priorities expressed by them. In other words, the police need to deliver a user-friendly and community-orientated service.

        Unfortunately, it often happens that police officers often concentrate more on procedures (i.e. how the job is done) than on the product (i.e. the service delivered to the public). This has to change! Of course the police cannot satisfy everyone all the time. However, this does not mean that the police should not continue to be friendly, sympathetic and helpful. The customer-oriented delivery of service demands that the police place a very high priority on providing citizens with the best possible service. Administrative procedures should therefore be streamlined to support this.

THE RULES OF SERVICE

In order to best serve the community, police officers should ask themselves the following questions:

- Are we easy to approach?
- Do we keep our promises?
- Are we responsive and sensitive to the needs of our customers?
- Do we listen?
- Do we follow up complaints in order to determine if a client has been satisfied?
- Are we willing to do more than is normally expected of us?

13.   Finally, Community Policing establishes direct accountability between the community and the police at a local level. This form of accountability is a result of the partnership between the community and the police. On the one hand, accountability rests on the transparency of the police and, on the other hand, on responsibility of the community to assist the police in preventing and combating crime and disorder. There is, therefore, a joint responsibility and a joint accountability.

The main elements of Community Policing outlined above can be summarized by referring to five key factors:
- Firstly, structured CONSULTATION between the police and different communities about local problems, policies, priorities and strategies.
- Secondly, the ADAPTATION of policing strategies to fit the requirements of particular local circumstances as well as the development of a customer orientation in the rendering of service ;
- Thirdly, the MOBILIZATION of all resources available to the community and the police to resolve problems and promote safety and security.
- Fourthly, ACCOUNTABILITY to the community through mechanisms designed to encourage transparency; and,
- Fifthly, a changing of the policing FOCUS from a primarily reactive focus on crime control to a proactive focus on the underlying causes of crime and violence.

2.   How is community policing seen in practice?

Community Policing is not an abstract theory. It manifests itself in a combination of the following structures, strategies and tactics:

- Formal consultation between representatives of a particular community and the police in community Police Forums
- A focus on crime prevention;
- A system of differential response to calls for service;
- The deployment of various forms of community contact patrol;
- A decentralization of service to the community through mobile reporting points and the establishment of satellite community service centers;
- Client-oriented delivery of service by all personnel in all departments;
- Specific efforts aimed at improved victim support, witness protection and the establishment of lay-visitors schemes; and,
- The active involvement of police personnel in the management of their organization through a system of participative management.

3. What changes are necessary for the successful implementation of Community Policing?

For Community Policing to be institutionalized, changes which take Community Policing beyond a philosophy and into the heart and soul of the police agency are necessary. These changes include changes in structure, culture, strategy and management style.

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

  As far as structure is concerned, Community Policing requires change:

FROM	TO
a centralized structure	a decentralised structure (the aim is to bring the police closer to the community)
excessive specialization	a balance between versatility and specialization
standardization an uniformity	flexibility and diversity
an autocratic "command and control" style of management	a participative and consultative style of management
operational management of status quo	strategic leadership of change
a focus on short term strategies	a focus on the long term impact of strategies

a narrow definition of the duties of a patrol officer - their role is limited to attending to complaints and they must always act according to the "book"	an extension of the duties of the patrol officer - the patrol officer becomes a generalist responsible for attending complaints, solving problems, activating the community, preventing crime, and undertaking preliminary crime investigations. The discretionary powers of the patrol officer are recognized and developed.
narrow training emphasis on fitness, self-defense and knowledge of the law	a broader training focus which, in addition to fitness, self-defense and knowledge of the law, include knowledge of crime prevention, conflict resolution, problem-solving, and community participation
Head Office as a source of orders, rules and regulations	Head Office as a source of support, direction, norms and values
the measurement of performance based on "quantitative" criteria such as the number of arrests	the measurement of performance based on "qualitative" criteria such as the achievement of community goals or the solution of problems
heavy dependence on rules and regulations	a value driven approach based on the policing vision

- Culture

  Cultural changes in culture involve changes in attitudes, values and norms. The goal of cultural change is to ensure that the principles of Community Policing are internalised by all members of the SAPS.

  Cultural change requires change:

FROM	TO
an emphasis of hierarchy, rank authority	an emphasis on participation, creativity and adaptability
an emphasis of existing practices and procedures	a balance between the old and the new - this implies the willingness to question existing rules, procedures and strategies in order to achieve optimal effectiveness and ensure the best possible rendering of service
slavish compliance with rules and procedures	an emphasis on the development of initiative and informed discretion
prescriptiveness	adaptability & flexibility
closed system - lack of accountability towards the community	openness, communication, recognition of results
internal solidarity	external professionalism

•   Strategy

Changes in strategy involve redefining the relationship between the police and the community they serve. It focuses on the type of service that is delivered to the community and on the way in which the service is delivered.

Community Policing requires a change:

FROM	TO
a narrow focus on crime control (law enforcement) as the primary responsibility of the police	a broader focus which include crime control, service to the community, crime prevention and the solution of community problems (Please note: Community Policing does not exclude law enforcement)
an almost exclusive emphasis on serious crimes	an emphasis on community problem-solving priorities determined in consultation with the community
an essentially reactive approach to the problems of crime and violence	a balance between reactive and proactive activities
rapid response to all calls for service	variable response depending on need and priorities
dealing with incidents in a fragmented way	the identification of tendencies, patterns and "hot spots" and trying to address the causes thereof
impersonal policing removed from the community	consultation and personal liaison with the community through: ▸ Community Police Forums and related structures ▸ High contact patrols ▸ Satellite stations and ▸ mobile reporting points
technology-driven policing	policing which is based on the needs of the community and which uses technology as a means of meeting these needs
arrest and prosecution as the primary answers to a problem	arrest and prosecutions as two possible measures taken from a selection of problem-solving means
seeing the police as the sole agency responsible for preventing and combating crime	emphasizing cooperation between the police, governmental institutions, private service agencies, non-governmental organizations and community-based organizations
an emphasis on efficiency - "doing things right"	an emphasis on effectiveness - "doing the right things"

- Management

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

  Police management therefore requires change:

FROM	TO
bureaucratic management	strategic management
administrative management	people management
maintenance management	management of change

FROM BUREAUCRATIC MANAGEMENT TO STRATEGIC MANAGEMENT

Bureaucratic managers often tend to place the interests of the institution before those of its clients. Strategic managers, on the other hand, are willing to adapt the organization according to the needs and priorities of their clients.

Strategic managers require the following abilities:

- the ability to acquire first-hand knowledge of the problems and needs of the community
- the ability to communicate openly with the community and the members of his or her team.
- the ability to use knowledge and insight of the community and the internal workings of the police organization to pro-actively identify and solve problems
- the ability to be a partner of the community and a leader for employees.

FROM ADMINISTRATIVE MANAGEMENT TO PEOPLE MANAGEMENT

Administrative managers are overly concerned with planning, organizing, budgeting and control. They often see people, especially personnel, as cogs in a giant machine.

People managers, on the other hand, need to realize that people are the organization's greatest asset and to use their time to motivate, and empower their subordinates.

This does not mean that there is no place for administrative management. It will always be part of the management process in a large organization such as the police, but the transition to Community Policing will require much less emphasis on administrative management.

FROM MANAGEMENT OF THINGS AS THEY ARE TO CHANGE MANAGEMENT

Where traditional managers are concerned with maintaining the status quo, police leaders need to focus on change.

This requires leaders who:
- are able to envisage the future and their own direction - they must know where they are going to and what they need to do to get there;
- are able to recognize opportunities and obstacles and are able to manage both effectively;
- are willing to question existing practices and to experiment with new ways;
- realize that change begins with oneself and are able to set an example;
- are able to participate in and promote teamwork.

4. **What are the advantages of Community Policing?**

The advantages of Community Policing include:
- Reduces incidence of crime and a reduction in fear of victimization through more effective policing;
- Increased community satisfaction with the services provided by the police;
- Better coordination and allocation of responsibilities between the police and other criminal justice and social service agencies;
- More time for proactive action;
- Increased job satisfaction for police personnel - especially patrol officers;
- The support of the community for efforts aimed at supplementing or obtaining more police resources;
- The active participation of the community in crime prevention;
- A better appreciation of the constraints and problems facing the police;
- Prioritization of services and the allocation of available resources to meet priorities.

5. **How long will it take for the SAPS to make the transition to Community Policing?**

It may well take some time to fully institutionalize Community Policing. Most police agencies can make the initial transition to Community Policing within a few months, but institutionalizing the approach to the degree that it informs all police activities usually takes much longer.

One reason is that Community Policing requires changing policies related to a large number of issues, such as recruitment, training, performance evaluation, and promotion and the implementation of new policies. It also takes time to change the culture of the police organisation.

6.   Is Community Policing social work?

Community Policing calls for an expansion of the role of the police in that it focuses on problems from the community's point of view. Experience has shown that the concerns of the community are often different to what the police believe them to be. The role of the police service has therefore to be expanded.

This in no way means to imply that the police should try to solve all the problems faced by a community by themselves. On the contrary, it means that police officers should act as catalysts for change by:
•   assisting the community to solve their own problems in partnership with the police;
•   acquiring the assistance of other appropriate agencies to address specific problems; and,
•   where necessary, making police resources available to assist the community in problem-solving.

The involvement of the police in addressing the concerns of the community is important because:
•   improving the quality of life of a community is an element crucial to maintaining stability;
•   it demonstrates that the police have the well-being of the community at heart and this will increase co-operation on more serious crime problems;
•   be dealing with these issues, more serious crimes are often prevented.

7.   Will officers be reluctant to enforce the law under Community Policing?

Officers who operate under Community Policing, and especially community Patrol Officers, are full-service officers who have a legal and moral duty to enforce the law when necessary.

8.   Is Community Policing soft on crime?

Law enforcement will always be one of the primary duties of the police. In terms of Community Policing, police officers not only have an expanded skills-base at their disposal, but they also have access to resources and information from the community. This provides officers with a most effective means of enforcing the law and should eliminate any concerns that Community Policing will weaken officers' ability to perform this task. Rather than being soft on crime, Community Policing is a more effective method for fighting crime. At the same time it should be noted that Community Policing views law

enforcement as only one alternative from a wider range. In some instances, strict law enforcement may increase a problem while in others it may be the only solution.

9.   Will Community Policing result in less safe neighbourhoods?

Experience has shown that increased citizen involvement results in more effective crime-control. The success of Neighbourhood Watch groups in one example of the effectiveness of making crime fighting a joint effort.

Because Community Policing includes the community as a full partner in the provision of crime-prevention and crime-fighting services, public safety will increase rather than decrease.

10.   Will Community Policing require more resources?

Because Community Policing is an operating style and not a new program, no additional officers are needed. More important, however, is the issue of how police resources are used. Experience has shown that Community Policing is a more cost-effective means of using available resources because:
*   community participation in crime-prevention increases the amount of available resources;
*   solving problems, rather than responding again and again to the same ones, allows a more efficient deployment of combined police and community resources;
*   differential response, which is an integral part of Community Policing;
*   resources are utilised according to community priorities.

11.   How can police departments that embrace Community Policing avoid having "two-departments-in-one", with some of the personnel engaged in Community policing while the rest carry on with traditional activities?

Ultimately, all personnel in a police department should embrace Community Policing. Unfortunately, it is impossible to transform such a huge department overnight. Therefore, the following guidelines should be followed to implement Community Policing:

1)   Police managers should build teamwork;

2)   Community Patrol Officers, crime prevention experts and community relations staff should be seen as full-service officers performing a vital function. They should also deal with calls, work some weekends and night-shifts and be called up for special services;

3)   All police officials should embrace the ethos of Community Policing. Members of specialised units should therefore:

- be kept informed of what Community Patrol Officers are doing,
- be encouraged to use Community Patrol Officers as a source of information and assistance, and,
- be encouraged to participate in problem-solving at Community Policing Forums.

At the same time, patrol officers should assist members of the specialised units by:
- conducting proper preliminary investigations;
- providing investigators with information and following up information when requested to do so;
- tracking witnesses and suspects.

12. Can detectives and officers who work the night shift be involved in Community Policing?

All officers can and should be involved in Community Policing. Officers who work the night shift can be both a direct and indirect resource for Community Policing. They can assist Community Policing directly by:
- treating complainants, victims and suspects professionally;
- giving more attention to crime prevention;
- using "uncommitted" time for updating crime analysis charts;
- identifying and solving repetitive night-time problems that occur in their area.
- improving their interaction with members allocated to day shifts.

Indirectly, they can and should be encouraged to use their "uncommitted" time to help come up with creative solutions to the day-time problems that are occurring in the area.

Detectives are equally important to Community Policing and can be involved by:
- giving regular feedback to complainants on the progress of their investigations;
- treating complainants, victims and suspects professionally;
- participant in problem-solving efforts;
- using their knowledge of the crime-problem to assist patrol officers in implementing workable strategies aimed at preventing crime.

13. How can officers deal with apathetic communities?

People are often apathetic until or unless highly visible crimes such as rapes or robberies occur in their communities. This apathy, more often than not, is the result of a lack of knowledge about the frequency and seriousness of crimes committed in the neighbourhood. The police therefore have a special duty to provide the public with information on what is going on in their community. This can be done by publishing a newsletter which is distributed to every

household, conducting security surveys at homes and businesses, liaising with influential groups and decision-makers in the community, etc.

It is often difficult to keep the community motivated and so it is important to identify leaders of the community - people who are willing to engage in continuous problem solving even though there may not be critical issues to deal with immediately. It also helps if short, medium and long term plans are drawn up jointly with community leaders as this increases continuity. People also need to understand that simply dealing with the symptoms of a problem is insufficient and that attention should be paid to the cause(s) of the problem.

14. **How do you address the fact that people do not want to get involved in policing matters for a variety of reasons, one of them being fear of retaliation for criminals?**

There is strength in numbers and when people see that they are not alone in identifying and solving problems and in acting against criminals, they will become more confident and active. At the same time, it is also important for the police to effectively deal with any form of intimidation. Where necessary, witnesses and informants should be protected.

15. **What kind of level of individual involvement should be expected?**

There are many different kinds of contributions people can make, ranging from the organization of Neighbourhood Watch meetings, addressing envelopes for a community newsletter, to offering practical assistance to projects. Not all members of a community will be actively involved. However, more people will be willing to become involved once the impact of community involvement becomes apparent.

16. **Can Community Policing be counterproductive and increase rather than reduce antipathy towards the police?**

Community Policing is based on the premise that the police and citizens can and should work together to identify and effectively solve community problems. If Community Policing becomes just another "buzz" work then community expectation will not be met. People will expect change and will be disappointed if these changes are not realised. This will lead to increased antipathy. Therefore, visible commitment to the principles and values of Community Policing is essential.

17. **Why does Community Policing emphasize acquiring information form law-abiding citizens?**

Law-abiding people often have important information but are reluctant to reveal it for a variety of reasons. They may feel that their information will not make a difference or they may fear retaliation. Once they see that Community

Policing delivers results and that the police have become accessible and professional they will be more willing to co-operate with the police.

18. Do Community Patrol Officers acquire better information than their counterparts in other units?

The essence of Community Policing is partnership, and a true partnership only happens when people trust each other. When Community Policing works the way it should, the police and the public begin to trust each other more and more and this leads to an improved flow of information.

19. How should the police go about acquiring input form the community in order to know what their concerns are?

Several methods can be used to determine the concerns and priorities of the community.

These methods include:
• The community profile which should be developed and updated on a regular basis;
• Community surveys to determine the concerns of people in a particular neighbourhood;
• Inputs made at Community Police Forums and other community structures
• Face-to-face communication by patrol officers, and,
• Monitoring calls for service.

20. What is the difference between Community Policing and traditional police-community relations programs?

The difference between Community Policing and traditional police-community relations programs can be explained by referring to the following table:

COMMUNITY POLICING	TRADITIONAL POLICE-COMMUNITY RELATIONS
Goal: To solve problems of crime, disorder and fear in partnership with the affected community - improved relations with members of the public is a welcome byproduct.	Goal: to change the attitudes of hostile communities and to project a positive image of the police - improved relations with the community is the main focus.
Community Policing requires everyone in the department, civilian employees, line and staff functionaries, to explore how they implement the principles of Community Policing through their actions on the job. All police officers, therefore, become Community Police Officers.	A Police-Community Relations Unit is an isolated specialist unit, made up exclusively of staff personnel whose duties are bound by the narrow definition of their goals.
Community Policing is a department-wide philosophy which requires department-wide acceptance and implementation.	Police-community relations is a specialized activity which only requires isolated acceptance localized in the Police-Community Relations it.
Because Community Policing Officers are involved in the day-to-day policing of their beats, there is regular contact between officers and citizens.	Because Community Relations Officers are specialists, there is only irregular contact between these officers and the community.
The public perceive Community Police Officers as real, personalized officers who offer concrete help.	The public perception is that Community Relations Officers are strangers whose assistance, although well-meaning, is sporadic and limited.
Community Policing Officers generalists, in other words, they are full service officers involved in proactive and reactive policing.	Community Relations Officers are specialists whose task is limited to dealing with strained relationships and assisting in crime prevention.
Through their local Community Police Forum, average citizens can identify problems that deserve police attention and, in this way, assist in setting the policing agenda for a specific area.	In contrast to the grassroots approach of Community Policing, Community Relations Officers tend to communicate most often with community leaders (in other words with the elite). Input from average citizens is, therefore, limited.
In addition to administrative mechanisms, police accountability is ensured by the citizens receiving the service.	Police accountability is primarily ensured through formal supervision.
The Community Police Officer is responsible for providing the full range of policing services to the community in a particular area.	The Community Relations Officer is a specialist who has no responsibility toward a particular area.
Community Police Officers educate the public on a wide range of issues.	Community Relations Officers limit their activities to dealing with hostility between the police and the community.
The increased trust between the Community Police Officer and the citizens in his of her beat area, which results from regular positive contact over an extended period of time, leads to an enhanced flow of information to the police.	Because contact between the community and the Community Relations Officer is limited, there develops only a cordial relationship and limited trust. This hampers the flow of information to the police.

The Community Police Officer is visible in the community.	The Community Police Officer is seldom seen "on the streets".
Community Police Officers are viewed as having "a stake in the community".	Community Relations Officers are viewed as "outsiders" with a limited stake in the community.
Influence is from "the bottom up" - citizens help determine priorities and influence police policy.	Influence is form "the top down" - those who "know best" give input and make decisions.
Community Policing calls for meaningful organizational change and restructuring.	The traditional organization largely remains intact with "new" programs being added - no fundamental changes are required.
Other service providers are encouraged to become involve in solving problems.	Other service providers stick to their traditional roles.
Success is determined by qualitative measures such as citizen involvement, improvements in the quality of life, and reductions in fear, crime and disorder.	Success is determined by quantitative measures such as the number of arrests made, average response time, clearance rates and the number of complaints against the police.
Citizens are encouraged to solve many of their own problems and to assist their neighbours.	Citizens are encouraged to volunteer but are told to request and accept more government services.

Conclusion

Community Policing has been written into the Police Service Act and has been adopted as the operational philosophy of the SAPS. Community Policing is, therefore, the ethos which guides policing in South Africa. The success of Community Policing, however, depends on the willingness and ability of each and every police official to accept and understand this new approach. Readers should ensure that they know and understand the basic principles of community policing before they proceed to chapter 3 - The Implementation of Community Policing.

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CHAPTER 3

Implementing Community Policing

Introduction

This part is designed to assist police officers to implement Community Policing at station level.

The text will:
- provide broad guidelines on the practical implementation of Community Policing; and,
- provide assistance in compiling a community profile.

1.   Implementing Community Policing

To be successful, Community Policing must be tailor-made for the community in which it will be implemented. It must also be delivered in partnership with the community and in response to the community's needs.

The following steps are suggested:

STEP 1: ESTABLISH AN IMPLEMENTATION COMMITTEE

The Implementation Committee should be representative of all station, unit or branch components and the community:

The Committee could consist of:
- the station commissioner and/or the heads of proactive and reactive policing
- the Community Police Officer
- a representative from each of the shifts
- a member representing each of the functional components such as the detectives, etc.
- a member representing each of the ranks at the station, unit or branch
- other experts
- representatives of the community

The Implementation Committee should be responsible for:
- conducting an internal audit
- organizing a workshop to introduce members to the principles and practices of Community Policing
- establishing mechanisms for participative management
- compiling a community profile

- compiling a community policing implementation plan
- mobilising members of the community to serve on the Community Police Forum
- guiding the establishment of a Community Police Forum
- educating members of the public on the principles of Community Policing

STEP 2: INTERNAL AUDIT

Once an Implementation Committee has been formed and its members briefed on the principles and aims of Community Policing, an internal audit should be conducted. This task cannot be fulfilled by the station or branch commander alone. Rather, is should be done in co-operation with all members at the station or branch. The purpose of this audit is to:

- measure the current strategies, structures, culture and management style at the station, branch or unit against the requirements of Community Policing;
- determine shortcomings and areas of change;
- determine how the current strategy, structure, culture and management style at the station, branch or unit should be adapted in order to support the implementation of Community Policing.

This, of course, demands a thorough understanding and acceptance of the rationale for an principles of Community Policing. It is also important to note that the police should first get their own house in order before embarking on the external dimensions of Community Policing, such as consultation with the community.

The following elements may provide a framework for the internal audit:

A.   CRIME ANALYSIS

Community Policing requires that the delivery of policing services be tailored to the needs of the community and to the crime and other policing-related problems being experienced by the community (such as a poor standard of service or poor police-community relations). In other words, all policing activities should be focussed at addressing specific problems or needs.

It is necessary therefore to first conduct a thorough crime analysis in order to determine the exact nature of the crime problems being experienced by the community. Once this has been done, existing strategies - including crime prevention, community relations and public relations programmes - should be evaluated to determine their relevance in terms of existing needs and problems (see below for a discussion on the methodology of crime analysis).

B. RESPONDING TO CALLS FOR SERVICE

Please note that data on complaints or calls which have their origin in the station area, but which are received and/or attended by other units (e.g. the Flying Squad), should be included in this analysis.

1. What is the nature of the calls received at the station?

emergency & crimes in progress	%
crime-related calls	%
maintenance of social order (e.g. disturbance of the peace, drunkenness, etc)	%
general assistance	%
alarms	%

2. On average, how many calls does the station receive:
   per year?
   per month?
   per shift?

3. How do the number of calls that are received at the station vary in terms of days of the week, shifts, and hours of the day? To what extent are personnel and other resources deployed accordance with fluctuations in the calls for service?

4. How many of the calls for service does each officer respond to:
   per year?
   per month?
   per shift?

5. How many of the calls require a rapid response?

6. How are calls prioritised, if at all?

7. Are calls for service analysed to determine the sources of repeated calls for service (also known as call-"hot spots")? Where do most of the calls originate from?

8. How many calls are repeated calls for service? Have strategies to address the causes which lead to repeated calls from the same location been considered and implemented?

9. How many calls would more appropriately be referred to other agencies? have these agencies been activated?

10. On average, how long does it take to attend to a call? Distinguish between the main categories of calls, such as:
    • crimes in progress

- • crimes after which no arrests are made
- • crimes after which arrests are made
- • domestic disputes
- • serious accidents
- • social order maintenance
- • calls for general assistance

11. How much time is required to travel to calls?

12. How many calls turn out to be false?

13. What factors hamper response to calls for service?

14. How can response to calls for service be improved?

15. How can the burden of calls on the patrol units be lessened?

C. COMMUNITY INITIATIVES

Please note that all community initiatives must relate to the crime and other policing-related problems (such as a poor standard of service or poor police-community relations) being experienced by the community. In other words, all community initiatives must be focussed at addressing specific problems or needs.

1. What community crime prevention programmes (such as Neighbourhood Watch) are in operation in the station area?

2. Evaluate each of these crime-prevention programmes to determine if they are still relevant in terms of the crime problems being experienced in the area (refer to the crime analysis under A above). Which of these programmes should be adapted, reinforced of terminated?

3. Who coordinates the community crime prevention programmes?

4. What public relations programmes are in operation?

5. Evaluate each of these public relations programmes to determine their relevance in terms of community needs or problems. Do these programmes address a specific need or contribute to the solution of a specific problem being experienced in the station area? If yes, provide concrete examples. If not, why have these programmes been implemented? Which of these programmes should be adapted, reinforced of terminated?

6. Who coordinates the public relations programmes?

7. How can the community's involvement be improved?

8.   What community education programmes (e.g. drug awareness training, rape counselling, etc) are in operation?

9.   Evaluate each of the community education programmes to determine their relevance in terms of community needs or problems. Do these programmes address a specific need or contribute to the solution of a specific problem being experienced in the station area? Which of these programmes should be adapted, reinforced of terminated?

10.   Are there any victim support programmes in operation? If yes, provide concrete examples. If not, why not?

11.   Are there any detainee assistance programmes, such as a Community Visitors Schemes, in operation? If yes, provide concrete examples. If not, why not?

D.   MANAGEMENT

1.   Does the station, branch or unit have a strategic and/or operational plan? To what extent was this plan compiled in cooperation with the community?

2.   Is participative management being implemented at the station, branch of unit?

3.   Is there a balanced emphasis on and integrated approach to proactive and reactive action throughout all policing strategies?

4.   Are all employees given the opportunity to participate in the decision-making and planning process at the station, branch or unit? If not, why not?

5.   Are officers delegated decision-making authority with regard to their day-to-day activities? To what extent?

6.   Do all members have written job descriptions? Do these reflect and emphasise the values of Community Policing?

7.   Is there a method to evaluate the performance of members based on their job descriptions?

8.   Does the evaluation criteria differ according to job descriptions of requirements? Do these evaluation criteria support the values of Community Policing in general and the following qualities in particular?
      •   problem-solving
      •   creativity and innovation

- discretion
- service excellence
- pro-active thinking
- respect for fundamental human rights

9. Is performance evaluation based on the quality of achievements or on quantitative measures (e.g. number of arrests)?

10. Is the performance of officers evaluated in terms of police goals and objectives, and to the goals and objectives of individual officers?

11. Do employees and supervisors work together to establish these goals and objectives?

12. Are Community Policing activities promoted sufficiently?

E. CULTURE

1. Is the development of the following officer skills encouraged and supported at the station, branch or unit?
   - creativity
   - innovation
   - leadership
   - risk taking
   - decision-making
   - problem-solving
   - team work
   - self motivation
   - critical and strategic thinking
   - cultural and gender sensitivity

2. What leadership qualities are most valued by the management of the station, branch or unit?

3. Is the management of change promoted and supported at the station, branch or unit? In what way?

4. Is communication at the station, branch or unit free following between members, shifts, divisions or branches? What factors are currently hampering effective communication at the station, branch or unit?

5. To what extent are the following values applied at the station?
   - partnership (team work)
   - service excellence
   - discretion
   - problem-solving

6. Identify all possible sources of tension that are influencing relationships, morale, job satisfaction and the degree of motivation of members. How are these problems to be addressed?

7. To what extent are the different units at the station (patrol officers, detectives, members of the crime prevention unit, etc) involved in pro-active policing, crime prevention and problem-solving? Identify all possible factors that are hampering pro-active policing, crime prevention and problem-solving at the station, branch or unit. How can these problems be addressed?

8. Are police officials encouraged to develop and experiment with new approaches, strategies or procedures and is there support for honest mistakes?

9. Community Policing requires an improvement in the delivery of service to the community. Draw up a list of all administrative procedures and practices, as well as other factors, that have an influence on the delivery of service to the community. How can these procedures and practices be modified in order to improve, streamline, and simplify the delivery of service to the community? The following areas should receive particular attention (please note that this is not an exhaustive list):
    • the overall appearance, lay-out and accessibility of the station;
    • the reception of calls for service per telephone or otherwise;
    • the completion and registering of case dockets;
    • the completion and processing of accident reports;
    • service in the charge office;
    • the reception and processing of firearm applications;
    • the referral of members of the public to other offices, units or departments;
    • the proper investigation of complaints and cases;
    • feedback to complaints on the progress of investigations;
    • sensitivity to the needs of victims;
    • administrative duties that could be scaled down.

10. Have all members at the station been briefed on the Constitutional entrenchment of fundamental human rights, and do they understand the implications of this for policing?

11. The Constitution explicitly states that there may be no discrimination in terms of race, gender, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture of language. Evaluate each of the following areas to determine if there are any discriminatory policies and practices (formal & informal) that may be in conflict with the Constitution:
    ▸ the treatment of complainants/victims generally, and the treatment of complainants/victims in rape and child abuse cases

in particular;

- ▸ the treatment of families of victims of violence;
- ▸ the treatment of persons in custody;
- ▸ the allocation of resources to different geographical areas or race groups;
- ▸ the deployment of women members in operational and/or supervisory roles;
- ▸ the deployment of black members in operational and/or supervisory roles;
- ▸ the utilization of facilities (i.e. barracks, recreational facilities, etc);
- ▸ discrimination between members of the station, branch or unit and towards members of the community;
- ▸ sexual harassment of employees.

F.   *INVESTIGATION OF CRIME*

1.   What type of investigations are given the greatest priority in terms of personnel, logistics, technology and finances? What are the criteria used to determine priorities?

2.   How do the detectives treat witnesses and victims, especially those of sexual assault?

3.   In what way do the principles of Community Policing guide the detectives in their work?

4.   Do detectives give sufficient feedback to complainants on the progress of investigations? If not, how can feedback to complainants be improved?

5.   Do uniform staff assist in investigations? In what way?

6.   Do uniform staff work alongside detectives (and vice-versa) to solve problems?

7.   Are investigators expected to assist in preventing crime? How?

8.   List the percentages and types of crimes that are actually solved.

9.   Do detectives work with other community agencies in order to solve problems or do they rely on their own investigative abilities?

10.   Identify all factors that are currently hampering the investigation of crime at the station or branch.

G. PARTNERSHIP IN POLICING

1.   Are surveys to determine the level of community-satisfaction with police service regularly done?

2.   What methods are used to determine the problems, needs, and priorities of the different communities in the area?

3.   Is there a Community Police Forum at the station?

4.   Are all communities involved in formal police-community interaction?

5.   Is there frequent interaction with community organizations and/or groups in the area?

6.   Which members (levels or ranks) of the station are involved in community meetings, including meetings of the Community Police Forum?

7.   On a scale of 1 to 10, where 10 is excellent and 1 very poor - how would the station's relationship with the local community rate? What factors have a negative effect on police-community relations in the area?

8.   Using the same scale, how would the station's relationship with the local media rate? What factors have a negative effect on the relationship with the media?

9.   Which groups/organisations in the community are liaised with most often? Why?

10.   Do police personnel at the station, branch or unit actively seek to establish working relationships with community groups and other service providers with whom they have not co-operated in the past?

11.   Are surveys to determine the level of community-satisfaction with police service regularly done?

12.   Which public and/or private agencies and community organizations can assist the police in addressing crime and related problems in the area? Have all these agencies and organizations been activated?

STEP 3: ANALYSE THE INFORMATION GATHERED DURING THE INTERNAL AUDIT

What new initiatives and activities should the station undertake?	What initiatives and activities should the station upgrade or improve?	What initiatives and activities should the station maintain?	What initiatives and activities should the station downgrade or decrease?	What initiatives, activities, etc. should the station scrap?

How should management practices at the station, branch or unit be modified to support Community Policing?

Now that the important questions have been answered, an analysis of the answers is required. This is an opportunity to identify shortcomings and areas where changes are necessary. The following questions will help to determine shortcomings and areas of change:

1. measure the current strategies, structures, culture and management style at the station, branch or unit against the requirements of Community Policing;

2. What new initiatives, activities or services should the station, branch or unit undertake in order to promote Community Policing?

3. What current initiatives, activities or services should the station reinforce, modify or scrap?

4. How should management practices at the station, branch or unit be modified to support Community Policing?

STEP 4: REPORTING THE FINDINGS OF THE AUDIT

Once the audit has been completed, its findings should be communicated and explained to all members at the station, branch or unit and the community. A workshop for all members may be held in order to explain the principles of Community Policing and to communicate the results of the internal audit. This should allow members to make inputs towards the drafting of an action plan. The findings of the internal audit may also be reported to senior officers at Area or Provincial level

STEP 5: DEVELOP A COMPREHENSIVE ACTION PLAN

Because every police station and every community is unique, the list of strategic or critical issues that are identified by the internal audit will differ from station to station and from community to community. However, an action plan should address the following factors:

•	educating police members about Community Policing
•	implementing participative management
•	reviewing job descriptions, duty assignments and performance evaluation criteria in order to support the development of Community Policing and the functioning of Community Policing Forums
•	redesigning patrol activities in order to promote ongoing positive interaction with the community and the integration of crime prevention as a full-developed component of routine patrol
•	reviewing the use of technology
•	analysing calls for service, establishing differential response and "treating" the sources of repeated calls
•	enhancing media relations
•	educating the public about Community Policing
•	establishing police/community partnerships on a formal and informal basis

Once the specific strategic issues that need to be addressed have been identified, a comprehensive action plan should be compiled with the assistance of all members at the station, branch or unit. Such a plan should provide for:

•	goals
•	objectives
•	action steps
•	resources
•	responsibilities
•	time frames
•	evaluation

STEP 6: IS THERE ANYTHING ELSE?

MANAGE THE CHANGE

Once the implementation plan has been finalized, the Implementation Committee should consider:
• implementing the action plan;
• managing the progress of the plan; and,
• managing the changes taking place.

The Implementation Committee will first need to workshop the plan with all the members at the station.

MONITOR AND EVALUATE

The Implementation Committee should play an ongoing role in monitoring and evaluating the progress being made. From time to time, the committee may need to rethink and adapt the action plan. The Implementation Committee should also assist those responsible for specific action steps and direct their efforts. An important part of this task should be to help the relevant parties understand why change is necessary.

KEEP TRACK OF TIMING

The Implementation Committee should ensure that the various action steps are carried out within the stipulated time frames. It may also be necessary to adjust certain time frames to allow for unforeseen problems.

PRIORITIZE CHANGES

It is also vital that the Implementation Committee prioritize the changes it wishes to make. Trying to change too many things at once can be risky and can lead to internal resistance.

BE PATIENT & RECOGNIZE ACHIEVEMENTS

Change is often traumatic and therefore it is important to help members understand and realize the benefits of Community Policing. One of the most important mechanisms for stimulating change is recognition. It is also important to accept that change takes time and that stumbling-blocks and set-backs will develop. Naturally, this calls for a great deal of patience and dedication. Community Policing is definitely not for the fainthearted manager. It demands knowledge, proper planning, perseverance and the will to succeed.

2. Community Profile

Once the internal wheels have been set in motion, it is time to turn to the external dimensions of Community Policing, namely consulting the community, forming partnerships, and engaging in joint problem-solving.

It has been noted that Community Policing must be tailor-made for the community in which it will be implemented. The nature of the community and the needs and concerns of community members should be taken into consideration. In order to determine the nature of the community and the needs and concerns of community members, a Community Profile should be compiled.

A community profile is a planning tool that is used to provide direction to the police in identifying the needs, concerns and perceptions of residents. It normally consists of a number of surveying instruments that are used to obtain a comprehensive "picture" of the nature of the community and the needs and concerns of community members.

A community profile may consist of the following:
- a demographic analysis of the community;
- an unemployment analysis;
- a crime analysis;
- surveys to determine the community's perceptions on:
  - ▸ the crime-problem in general;
  - ▸ the relative seriousness of specific crimes;
  - ▸ police-community relations; the legitimacy and credibility of the police; and;
  - ▸ the standard of police-service;
- surveys to identify: the causes of crime;
- the nature and extent of community fears; and
- the nature of other community needs.

A community profile has the following advantages:
- It will help organize information about the community in a way which will be useful in planning policing strategies;
- It includes the identification of crime problems and public safety issues expressed by local citizens and business owners;
- It is the first step in developing a service which is responsive to the needs and concerns of the community.
- It will assist in identifying key stakeholders and possible participants in the community-police partnership.

It should be noted that a community profile must be update regularly as new issues emerge or the community changes. Furthermore, collecting information for the community profile should involve active interaction and consultation with the community.

Compiling a Community Profile

Demographic analysis

A demographic analysis is not done simply because a statistical report is needed. It is done because a community profile must focus on changing or persistent problems. Population characteristics and trends need to be known in order to identify current and predict future policing problems and community needs.

The first step in the demographic analysis is to clearly delineate the boundaries of the community involved. After this has been done, information needs to be gathered in order to answer specific questions. Demographic data can be obtained from city, town or regional planning departments, the Central Statistical Service in Pretoria, the Human Science Research Council, local universities, provincial government departments and non-governmental organisations and community-based organisations.

The following questions could be considered as part of the demographic analysis:
- The current size of the population in the area
- The ethnic, cultural and/or linguistic composition of the population
- The rate of growth of the population and the rate of urbanisation.

This can be determined by using the following table:

Population Figures	1992	1993	1994	1995	1996
White					
		± %	± %	± %	± %[1]
Coloured					
		± %	± %	± %	± %
Indian					
		± %	± %	± %	± %
Black					
		± %	± %	± %	± %
Total					
		± %	± %	± %	± %

[1] The percentage change in the size of the population can be determined by using the following formula:

$$\pm\% = \left(\frac{PTY}{PPY} - 1 \right) \times 100$$

PTY = This year's popular figure
PPY = The previous year's popular figure

- The age and gender composition of the population
  This can be determined by using the following table:

Age categories		Total	White	Coloured	Black	Indian
0-4	Total					
	Male					
	Female					
5-9	T					
	M					
	F					
10-14						
15-19						
20-24						
25-29						
30-34						
35-39						
40-44						
45-49						
50-54						
55-59						
60-64						
65-69						
70-74						
75+						

Are there any specific fears, perceptions or expectations that can be associated with each of the age categories mentioned above?

What crime or related problems can be associated with each of the age categories?

Generally speaking, what are the age and gender category of people most possible for crime in the area?

Generally speaking, what are the age and gender category of people most victimised by crime in the area?

Changes in the age (or gender) composition of the population may be

determined as follows:

- The level of education

		1994	1995	1996
A	Enter the number of people in the community in a particular age category (e.g. 15-19) in the given year	1 000	1100	1 500
B	Enter the total population	10 000	12 500	14 000
C	Divide B into A and multiply by 100 (A/B*100) to get the percentage of people within the particular age category in the community	10%	8.8%	10.7%

Level of education	A: Number of people	B: Percent of total population (A/total population x 100)
No formal education		
Gr 1 - Gr 3		
Gr 4 - Gr 7		
Gr 8 - Gr 9		
Gr 10		
Gr 11 - Gr 12		
Diploma		
Degree		
Higher diploma or post-graduate degree		

- Type and number of dwellings in the station area
- The average number of people living in a single dwelling
- Type and number of business and manufacturing establishments in the station area
- What is the average size of households in the area?
- How do the community's socio-economic characteristics compare to those of surrounding communities?
- How do the socio-economic characteristics differ among the different population groups within the community?

Unemployment analysis

Because of the correlation between rising unemployment and rising crime figures, an unemployment analysis is very important.

- The following questions can be used as part of an unemployment analysis:
  - What is the size of the economically active population in the station area? (This includes informal employment).
  - How many unemployed people are there in the station area?
  - What is the average income per household?

Crime analysis

Crime analysis provides insight into changing or persistent crime problems in the area. Proper crime analysis is very important because:
- it helps to identify the exact nature of the crime problem in the station area;
- it highlights the fact that individual incidents are often related to one another in terms of territorial distribution, time, and/or persons involved and therefore assists problem-oriented policing;
- it helps to identify groups with a high victimization risk as well as groups with a high propensity for criminality; and
- it helps identify common denominators that can be used to activate and mobilize the various communities of interest ion the area.

The following questions can be used as part of a comprehensive crime analysis:
A: MACRO-ANALYSIS

What changes where there in the overall crime rate in the station area over the past five years?

TABLE CA1: CHANGES IN THE OVERALL CRIME RATE OVER THE PAST FIVE YEARS

	1992	1993	1994	1995	1996	Increase: '92 - '96
Number of serious crimes (as provided and determined by the community)	± %[1]	± %	± %	± %	± %	± %[2]
Number of less serious crimes	± %	± %	± %	± %	± %	± %

[1] The percentage change in the overall crime rate from year to year can be determined by using the following formula:

$$\pm \% = \left(\frac{CRTY}{CRPY} - 1 \right) \times 100$$

CRTY = This year's crime rate
CRPY = The previous year's popular figure

[2] This value can be determined by using the following formula:

$$\pm \% = \left(\frac{CR96}{CR92} - 1 \right) \times 100$$

In order to counter the influence of population growth on crime figures, it is necessary to work out crime rates per 1000 of the population. Crime rates per 1000 of the population will also allow you to compare crime figures from several years and to compare your own crime statistics with that of neighbouring areas. You can determine the crime rate per 1000 of the population by using the following formula:

$$\frac{\text{Number of crimes}}{\text{Total population}} \times 100$$

The following chart can be used to compare the crime rate in two communities (Please note that all crimes should be expressed as crimes per 1000 of the population):

TABLE CA2: A COMPARISON OF THE CRIME RATE IN TWO COMMUNITIES

Type of Crime [1]	COMMUNITY A				COMMUNITY B			
	1993	1994	1995	1996	1993	1994	1995	1996
		± %[2]	± %	± %		± %	± %	± %
Rape								
Assault								
Robbery								
Burglary								
Theft								
Total								

[1] You can adapt this list according to your own needs
[2] The percentage change in the overall crime rate can be determined by using the following formula:

$$\pm \% = \left(\frac{CRTY}{CRPY} - 1 \right) \times 100$$

Which crimes have shown the greatest increase over the past

- 5 years? (Refer to Table CA3)

- 12 months? (Refer to Table CA4)

- 6 months? (Refer to Table CA4)

- month? (Rate per day for each month)

Identify the 5 crimes which have shown the greatest increase over the periods mentioned. Why have these increases occurred? Identify all possible factors that may have contributed to the increase in these particular crimes.

TABLE CA3: THE INCREASE IN CRIME OVER THE PAST FIVE YEARS

Type of Crime [1]	1991	1992	1993	1994	1995	1996	Increase: '92 - '96
Murder							
		± % [2]	± %	± %	± %	± %	± % [3]
Rape							
		± % [2]	± %	± %	± %	± %	± % [3]
Assault							
Robbery							
Burglary							
Theft							
Total							

[1] You can adapt this list according to your own needs

[2] The percentage change in the monthly crime rate can be determined by using the following formula:

$$\pm \% = \left(\frac{CRTY}{CRPY} - 1 \right) \times 100$$

CRTY = This year's crime rate
CRPY = The previous year's crime rate

[3] You can determine this value by using the following formula:

$$\pm \% = \left(\frac{CR96}{CR92} - 1 \right) \times 100$$

CR96 = The crime rate of 1996
CR92 = The crime rate of 1992

TABLE CA4: THE INCREASE IN CRIME OVER THE PAST 6 & 12 MONTHS

Type of Crime [1]	Current Month	M1	M2	M3	Me	M5	M6	M7	M8	M9	M10	M11	M12	Increase over 6 Months	Increase over 12 months
Murder															
		± % [2]	± %	± %	± %	± %	± %	± %	± %	± %	± %	± %	± %	± % [3]	± % [4]
Rape															
		± % [2]	± %	± %	± %	± %	± %	± %	± %	± %	± %	± %	± %	± % [3]	± % [4]
Assault															
Robbery															
Burglary															
Theft															
Total															

How to complete this table:

- Start by completing the column with the heading "Current month". You should enter the latest available monthly crime statistics in this column.
- If, for instance, you entered the statistics for August 1996 into the column marked "Current month", then you will enter the statistics for July 1996 into the column marked "M1", the statistics for June 1996 into "M2", etc.
-

[1] You can adapt this list according to your own needs
[2] The percentage change in the overall crime rate can be determined by using the following formula:

$$\pm\% = \left(\frac{CRTM}{CRPM} - 1 \right) \times 100$$

CRTM = This month's crime rate
CRPM = The previous month's crime rate

[3] You can determine this value by using the following formula:

$$\pm\% = \left(\frac{CRTM}{CRM6} - 1 \right) \times 100$$

CRTM = The current month's crime rate
CRPM = The crime rate mentioned in column M6

[4] You can determine this value by using the following formula:

$$\pm\% = \left(\frac{CRTM}{CRM12} - 1 \right) \times 100$$

CRTM = The current month's crime rate
CRPM = The crime rate mentioned in column M6

Rank the different crimes that occur in your station area according to frequency. This can be done by completing Table CA5.

TABLE CA5: RANKING SERIOUS CRIME ACCORDING TO FREQUENCY

Type of Crime [1]	M4	Rank 4	M3	Rank 3	M2	Rank 2	M1	Rank 1	Current Month	Rank CM	Av. Rank
Murder											
Rape											
Assault											
Robbery											
Burglary											
Theft											
Total											

[1] You can adapt this list according to your own needs

How to complete this table:

• Start by completing the column with the heading "Current month". You should enter the daily frequency for each of the listed crimes based on the latest available monthly crime statistics in this column. The daily frequence of a particular crime can be determined by using the following formula:

$$\text{Daily frequency} = \frac{\text{Number of incidents}}{\text{number of days}}$$

For example, if 120 burglaries were reported to the police during October, then the daily frequency of burglary for October would be 120/31=3.87.

- If, for instance, you entered the daily frequency figures for August 1996 into the column marked "Current month", then you will enter the daily frequency figures for July 1996 into the column marked "M1", the daily frequence figures for June 1996 into "M2", etc.
- Rank the crimes in each column (Current month, M1, M2, M3 & Me) in terms of frequency. The crime with the highest daily frequency will receive a 1 in the "rank" column, the crime with the second highest frequence a 2, the crime with the third highest frequence a 3, etc.
- Determine the average ranking of each of the crimes and indicate this in the column entitled "Av. Rank". You can determine the average ranking of a particular crime by summing the rank values of that crime (Rank 1, Rank 2, Rank 3, Rank 4 & Rank CM) and dividing the total by the number of months (in this case, 5). Note that the crime with the highest average daily frequency will have the lowest average ranking in the "Av. Rank" column.

Hourly, daily, weekly, or monthly fluctuations in a particular crime. This is best done with the assistance of a crime graph.

THEFT OF MOTOR VEHICLES
Number of thefts per day

Figure 1
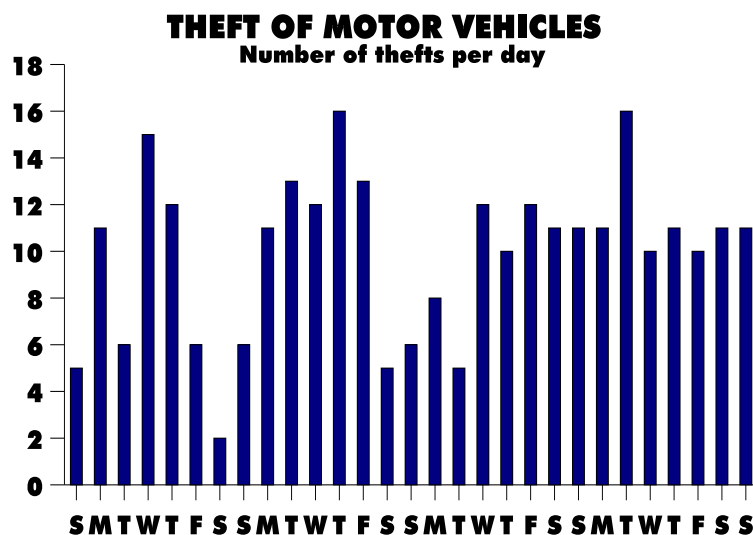
B: MICRO-ANALYSIS

It should be noted that the aforementioned macro-statistics do not provide sufficient information for successful problem-solving. These macro-statistics should, therefore, be supplemented with an in depth micro-analysis of the five (or more) most important crime-problems currently being experienced in the station area. The most important crime-problems in the station area may be chosen in terms of the following criteria:

- The frequency of the crime as determined in Table CA5;
- The impact of the problem - How big a problem it is? How many people are affected? What losses result form the problem?
- The seriousness of the problem - How much danger, damage, loss, public concern, or political sensitivity does the problem generate? Is it an issue that has an impact on police-community relations?
- The complexity of the problem - How complex is the problem? Will the police be able to do something worthwhile about the problem? What are the resource implications for the department?
- The solvability of the problem - What degree of impact can police efforts have on the problem?
- The interest in solving the problem - Despite the validity of the problem, there must be interest by both the police and the community in resolving the issue.

Each of these crimes may be analysed on the basis of the questions contained in Part 5. Answers to these questions will help guide the development of effective responses to the crime problems in your community.

Opinion survey

Obtaining input form the community is a critical component of the community profile. It is possible to determine the opinions of residents in a number of different ways depending on the level of resources available and the nature of the community. Some techniques for obtaining community input include:

- meetings and consultations with local community groups;
- one-to-one meetings with important community leaders and opinion formers;
- community input to the Community Police Forum;
- personal observation;
- analysis of calls for service and complaints against the police;
- analysis of media reports;
- suggestion box at the community service centre;
- stalls at local community functions;
- formal surveys.

Meetings and consultation with local community groups and with important community leaders.

Meetings and consultation with local community groups and with important community leaders may be the most efficient means of learning about the problems, needs and priorities of the community. There are, however, some limitations which must be recognized if this approach is to be used:

- Each group may have a bias towards particular needs or problems. It is, therefore, important that a board range of community groups are identified and contacted;
- The officers designed to undertake these contacts may be asked to explain the rationale for and principles of Community Policing. These officers must, therefore, be well versed in Community Policing and must not create unrealistic expectations;
- Not all community residents are represented by groups. The results of this method must recognize that other opinions may also be widespread in the community.

Community input to the CPF

Another source of information on perceptions and concerns are existing police-community liaison structure. Using these structures to determine community perceptions also has certain disadvantages:

- Each group may have a bias towards particular needs or problems. It is, therefore, important that a board range of community groups are identified and contacted;
- Some communities may not respond to calls for public meetings and where turn-out is low, a meeting will not accurately reflect different community views;
- The perceptions heard at a community meeting are unlikely to reflect those of the whole community - those individuals who feel strongly about an issue are more likely to attend;
- If there is a particular issue of concern in the community or in some segment of the community, it is likely to dominate discussions during meetings. While there may be a time and place for such a focus, this may not be useful for input to the community profile.

Formal surveys

Formal surveys can also be used to obtain community input. Because such surveys can be time consuming, expensive and complicated, a full-scale survey should only be considered when sufficient financial resources and technical expertise are available. It should also be realized that formal surveys are of little use in communities with a high illiteracy rate. If one or both of these conditions are lacking, community input may be obtained through the more informal

mechanisms such as consultation with community groups, suggestion boxes and stalls at community functions.

Whatever the method used, the community's input on the following issues and questions is important:

- The communities perceptions on specific crimes : Are these crimes regarded as serious?
- How do the different groups in the community perceive the crime problem?
- What do members of the community regard as the most serious crime problem or other police-related problem in their neighbourhood?
- How do members of the community judge the appearance, courtesy, helpfulness, and overall competence of the police?
- How, in the opinion of the community, can the police improve their service to the community?
- Do people regard their community as safe? What factors have an influence on the community's sense of security?
- What is the level of prejudice, hostility and antagonism towards the police, or units of the police?
- What factors contribute to these negative perceptions and attitudes?
- Have projects been initiated to change the attitudes of the community?
- How successful were such projects?
- What factors have a negative influence on the community's cooperation with the police?

Conclusion

By now it should be clear that the implementation of Community Policing involves the distinct dimensions, namely an internal and an external dimension. The internal dimension calls for the evaluation and modification of the current strategies, structures, culture and management style in order to support the functioning of Community Policing. It is important to first get one's own house in order before embarking on the external dimensions of Community Policing. It is also crucial to accept that all personnel should be involved in internal change. Participative management is, therefore, a prerequisite for the successful implementation of Community Policing.

The external dimension of Community Policing focuses on the establishment of a partnership between the public and the police. Community Policing is a philosophy which recognises and accepts the role of the community in influencing the philosophy, management and delivery of police services. The community is not simply viewed as a passive recipient of police services, but as an active partner in the decision-making process. This partnership provides the means by which priorities, the allocation of resources, and the problems of crime are addressed. The ultimate goal of this type of policing is to foster a co-operative partnership between the community and the police.

To ensure that Community Policing strategies actually address the specific needs of the community, it is necessary to clearly identify the nature of the community and its problems. This is done through the community profile. In other words, the community profile is the foundation on which Community Policing is built. Not only does it serve as a planning instrument, but it is also used in identifying problems, focusing police resources, and ensuring police accountability.

The importance of a proper and comprehensive community profile will become clear when the functioning of the Community Police forum is discussed in the next chapter.

ANNEXURE A

Clearwater police department customer satisfaction survey

Printed from Griffin. D.L. 1993. Citizen Feedback Line. Law and Order. December : 37 - 40

Citizens in Clearwater, FLY, are considered "customers" of the police department. And, as any well-run organisation knows, what your customers think of your business is important. With this business-world edict in mind, the police department developed a "customer satisfaction" survey three years ago to better serve the needs of the citizenry.

Clearwater is a city of 100 000 permanent residents with an additional influx of about 30 000 seasonally. Located on the west central coast of florida, Clearwater is about 35 square miles, bounded on the west by the Gulf of Mexico and on the east by Tampa Bay.

The survey embraces a philosophy that the department exists to serve the citizens of Clearwater, who are the police department's "customers". But for any business to appropriately serve its customers, it must know what they like and what they don't like, and what they want and don't want.

Traditional survey methods such as phone calls, letters, etc. are inadequate to determine a department's effectiveness. Most people only call or write if they are very happy of extremely unhappy with the way the department responds to their specific complaints. The middle ground and overall judgment are lost.

In 1990 the Clearwater Police Department and the Clearwater City Managers' Office developed an 11-page survey with 32 questions. The questions were designed to obtain feedback in two main areas : (1) the feelings and concerns of the respondents about their neighbourhoods; and, (2) the respondents' feelings about the performance of the police department and its employees.

Through the process, the intent was to gather information from the public that would be useful in evaluating the performance of the police department and in planning future programs and strategies

FORMAT AND CONTENT

The survey instrument was printed on 5" x 8" paper with the police department emblem and seal on the cover. Inside the front cover is a letter from Police Chief Sid Klein and City Manager Michael Wright.

The first section asks nine specific questions about the respondent's neighbourhood and provides space for them to write what they believe are the most significant police-related problems in their neighbourhoods.

The second section is for respondents who have had contact with a police department employee they have had the most recent contact. Then they are asked to rate the appearance, courtesy, helpfulness, and overall competence of the employee. Citizens are also asked two questions concerning their overall satisfaction/dissatisfaction with the encounter. The respondents are asked to detail what specially dissatisfied them about their encounters with police department employees.

The third section is for all respondents, regardless of whether they had personal contact with the police department. They are asked to rate the appearance, courtesy, helpfulness, and overall competence of the department as a whole and to explain how they formed the impression. This is followed by three questions about the police department and the city of Clearwater:

- The members of the Clearwater Police Department respond in a fair and impartial manner when dealing with the racial, religious, and ethnic communities of Clearwater.
- I would feel comfortable calling the Clearwater Police Department for assistance.
- Overall. I feel that the City of Clearwater is a safe place in which to travel, live, work and conduct business.

A write-in section follows the above questions for suggestions on how to make the department better.

The fourth section covers demographics. Respondents are asked or their zip code so the responses can be categorised, and request the residents' status, age, education level, race/ethnic background, children, income, and sex. Finally, there is one page for the respondents to write any comments they feel necessary.

The survey has undergone only minor changes in format since its inception. During 1991, two "special concern" sections were added: one was specific to the Beach District and the other to residents in an area of town where the concept of Crime Prevention Through Environmental Design (CPTED) was implemented.

In 1992, the specific questions for the Beach District were modified to keep up with current concerns. The CPTED questions were dropped since they were addressed in a separate survey conducted by the officers who work in that area. The 1992 final report was formatted differently that the previous two reports. Police management requested more detailed information with regard to each patrol district.

This reactive-formatting enabled district commanders to have a better understanding of what the major concerns were in their respective districts. By breaking down the zip codes individually, the department can apply different problem-solving techniques where they are appropriate.

SAMPLING AND ANALYSIS

The city is divided into three patrol districts, Beach, West and East. Population is broken down by patrol districts and a proportional number of surveys is sent to each district.

Survey recipients are selected randomly from the Clearwater Utility billing list, the most accurate and up-to-date information available. An inherent problem is that the Utility Department serves some homes outside Clearwater city limits. We targeted approximately 2500 people, or about 2 percent of the city's population.

Two weeks before the survey is mailed, an introductory letter signed by Chief Klein and the city manager is sent to the citizens selected. The letter explains the intent of the soon-to-be-delivered survey and asks them to take some time to fill it out.

The survey is then sent with a letter, thanking the respondent in advance for filling out and returning the survey. There is no cost to the respondent to mail the survey; all returns are business reply by mail. All costs of the survey are budgeted annually by the police department.

Survey results are tabulated in a dBase computer program designed specifically for the project. In the three years the survey has been in use, the average return rate in well over 40%, a rate considered exceptional.

The 1992 report, the most comprehensive, was 113 pages. It was submitted to the city commission, the city manager, and to supervisory staff at the police department. With the "final results" in hand, the police department can determine what kind of response is needed for both real and perceived police-related problems.

In the 1990 survey, citizens reported that traffic was their number one concern. This led to the development and implementation of an "Enhanced Traffic Enforcement Program" to supplement the existing traffic team. When the 1991 survey was tabulated, traffic had dropped to the number two concern city-wide. Traffic maintained the number two ranking during 1992.

For two years in a row now, burglary has been the number one concern city-wide, despite UCR statistics that burglary has dropped in Clearwater over the past two years. In 1992, burglary was the number one concern city-wide by almost a 3-to-1 margin. In reviewing burglary cases, the department found that a large number of burglaries are being committed by juveniles truant from school. Bases on the survey results and crime analysis information, the department has stepped up its effort to get truant back in school. Residents in the CPTED "special concerns" area responded favourably to keep the project. Based on their response, the project has been expanded to include other neighbourhoods.

For the most part, the demographic section has shown that the department is getting a fair representation of the city. However, some people do not answer the questions in this section.

Police management uses the survey to get feedback on public concerns and opinions of the department in general. It also enables the public to grade the department on the way it looks and the efficiency of its operations. The survey has opened avenues of communication that have traditionally been closed and is certainly an asset to the department.

The department has fared very well in its overall rating - its "report card" - form the public. Appearance, courtesy, helpfulness, and overall competence have always received a rating of "Very Good/Good" from more than 75% of the respondents. Overall, more than 85% of the respondents said they would feel comfortable in calling on the Clearwater Police Department for help.

The survey gets media coverage with both of the local newspapers running a story before the survey goes out and then a summary of the final report once it is made available.

Douglas L. Griffith, an eight year veteran of the Clearwater Police Department, is the personnel officer and accreditation manager.

For more information regarding the survey, contact Officer Griffith at (813) 462-6284 or write in care of the CLEARWATER Police Department, 644 Pierce St., Clearwater, Florida, 34616.

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CHAPTER 4

Establishments of Community Police Forums and boards

Introduction

In the previous part (Part 3), the internal aspects of Community Policing, namely, the implementation of Community Policing at a police station, branch or unit, was discussed. In this part the emphasis will be placed on the external dimensions of Community Policing and, in particular, community-police consultation through Community Police Forums.

This part will assist the police-community partnership to prevent and combat crime and address community problems.

In this part the following will be discussed:

- The various existing police-community liaison forums and how these forums should be adapted to fit in with the consultation process.
- How a Community Police Forum should be structured.
- A problem-solving process that may be used by a Community Police forum.
- Problems that may occur and how to deal with them.

Working with the community

As police work entails providing a service to the community, the development of a co-operative police-community relationship is vital. As every police officer knows, policing goes well beyond the mere identification and apprehension of suspects. The community expects a lot of their police, both as problem-solvers and as peace-keepers. In fact, the quality of life in a community, to a large degree, depends on the quality of service being rendered by the police.

The most effective method of policing is one in which the community is actively involved. When policing takes place in isolation, it results in an "us-them" working style which, inevitably, leads to conflict. It is also important to note that, if the police take sole responsibility for crime fighting, they must also take sole responsibility if crime is not reduces.

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

to become involved in ensuring safety and security.

Structured consultation between the police and the different communities about local problems, policies, priorities and strategies is therefore essential. The overall goal of structured consultation between the police and the community is to enhance the ability of the police to combat and prevent crime, disorder and fear and to address other community needs in partnership with the affected community.

To achieve this goal, consultation should aim to:

- improve the delivery of policing-services to the community;
- strengthen the partnership between the community and their police;
- promote joint problem identification and problem-solving;
- ensure police accountability and transparency; and
- ensure consultation and proper communication between the police and their clients.

Planning with the community in order to address policing problems

The role of the Station Commissioner and/or the Community Police Officer (CPO) in the Community Police Forum (CPF) differs immensely form their traditional role. Their role no longer involves planning for the community, but rather planning together with the community.

The Community Policing approach is based on the proven assumption that the police alone cannot effectively control crime or address the causes thereof. What is needed, is the development of a joint capacity to prevent and combat crime. Therefore, the police must plan and manage policing problems in partnership with the community. A Community Police Forum is one of the most effective mechanisms for joint planning and problem-solving.

Steps in the establishment of a Community Police Forum

The steps outlined below can be used to guide the formation of a proper Community Police Forum or to guide the transformation of an existing forum. Please note that these steps do not have to be followed rigidly.

STEP 1 : THE ROLE OF THE IMPLEMENTATION COMMITTEE

The Implementation Committee referred to in Part 3 should accept responsibility for initiating and facilitating the process of establishing a Community Police Forum. Where the process of partnership formation is facilitated by the Peace Structures or other facilitators, the police should follow the steps as set out by the facilitating body involved.

STEP 2 : INTERNAL EMPOWERMENT

The Implementation Committee should present a workshop or series of workshops for all the members operating in a particular station area. The aim of these workshops should be to explain the why and how of Community Policing in general and the police-community consultation in particular. It is important that the members of the Implementation Committee become owners of the concept of Community Policing before any such workshops are presented. It is also important that all other police personnel (i.e. members of the specialized units) that may operate in the station area participate in the workshops and become stakeholders in the concept of Community Policing.

STEP 3: ASSESSING THE CURRENT STATE OF AFFAIRS

Find out what type of police-community liaison forum exists in the station area, if any. Decide how best to approach and transform these existing structure in accordance with the stipulations of the Constitution and the principles of Community Policing. External facilitators may be used to assist the transformation process.

STEP 4: LOBBYING "COMMUNITIES OF INTEREST"

The next step is to consult with the various "communities of interest" in the area about the establishment and composition of a Community Police Forum. This is necessary to ensure that the CPF is indeed representative of the community. In this regard, it should be noted that the word "community" in Community Policing does not denote an homogeneous grouping of people coexisting in a particular geographic area. In our heterogeneous society such a view would obviously be totally impractical. The term "Community" rather denotes a particular "community of interest", in other words, a group of people with identifiable needs, concerns and fears as far as safety, security and policing are concerned.

This implies that the geographically defined community in a particular station area can consist of several "communities of interest" such as women, children, business people, the elderly, home owners, tourists, unemployed persons etc. The CPF should, preferably, reflect the views of as broad a range of these "communities of interest" as possible. Communities of interest can, of course, be defined in many different ways, but crime, fear of victimization and policing needs, should, for the purpose of the CPF, be the overriding criteria. This is necessary to ensure that focus of the CPF remains as close as possible to addressing the crime and policing-related needs of the different "communities of interest" within a particular station area.

The community profile can play a very important role in identifying the various "communities of interest" with a stake in addressing crime and related problems. Although the community profile will not, necessarily, identify

specific interest groups or individuals by name, it will outline the following:

- groups, institutions or individuals who have become victims of crime or who are at risk of becoming victims;
- groups, institutions or individuals responsible for a disproportionate amount of calls for service;
- groups, institutions or individuals who may contribute towards solving or alleviating the crime problems being experienced in the community;
- groups, institutions or individuals who have the power or authority to control or help "treat" those causing most of the problems.

This information can be used to involve those groups, individuals or institutions who have a direct stake in addressing the problems of crime. However, most of the time people will want to know "what's in it for me" before being prepared to participate. It is, therefore, important to approach groups, institutions or individuals equipped with relevant information and statistics.

Of course, membership of the CPF should not be restricted to groups identified through the community profile. An open invitation should be extended to all persons living in the particular area to become involved.

The number of "communities of interest" with a direct stake in addressing crime and other related problems will fluctuate and will vary considerably form community to community. It should also be noted that not all "communities of interest" will want to participate fully in the workings of the CPF. The structure of the CPF should therefore be flexible to enable it to adapt to local needs and circumstances.

Initiating this process of dialogue with interested parties may necessitate workshops to explain the concept of Community Policing and the relevant provisions of the Constitution and Police Service Act. These workshops should ensure that everyone understands what is meant by Community Policing.

At this stage, a steering committee may be formed by interested community members and SAPS personnel. Such a steering committee may motivate other community members to participate in the process of establishing a CPF.

STEP 5: HOLDING A GENERAL MEETING

Once the various "communities of interest" have been lobbied, a general meeting of all community representatives should be held. It is important that all community groups should be represented at this meeting. The delegates to the general meeting will then be able to nominate and elect persons to represent them on the CPF.

Although this may seem to be a lengthy process, it is crucial that the

community should be satisfied with the representation and legitimacy of the elected representatives. Some groups with special policing needs may specifically be co-opted to the CPF.

In station areas where the legitimacy of the police is not in question, such a lengthy process need not be followed. In these areas it may be possible to simply invite community representatives to participate in a CPF. Please note that the CPF should, as far as possible, be representative of the community as a whole.

STEP 6: FORMAL CONSULTATION

The group of community representatives who were elected during the general meeting of all the newly elected representatives should be held as soon as possible. At this meeting, attention should be given to the following issues:

• the election of a chairperson (who should be a civilian member of the CPF), a vice-chairperson, a secretary and a treasurer and additional members to form the Executive Committee of the CPF; and
• the drafting of a constitution.

THE ELECTION OF OFFICE-BEARERS

The election of members of the Executive Committee may be postponed until the constitution has been accepted. Should this option be chosen, the members of the steering committee may form an interim Executive Committee. The members of the CPF should decide for themselves how best to deal with this issue.

THE DRAFTING OF A CONSTITUTION

A written constitution has the following advantages:

• it lends structure and authority to the CPF;
• if focuses and directs the activities of the CPF;
• it serves as a marketing tool in that it contains a mission statement and statement of values and objectives that can be communicated to the wider community;
• it determines the management of funds, assets and resources; and,
• a constitution is required by most MECs when funds are allocated to CPFs.

Because drafting a constitution can be a time-consuming exercise, members of the CPF may appoint a technical committee which will then be responsible for preparing a draft constitution.

The CPFs constitution should at least cover the following aspects:

- the name of the CPF;
- a mission statement or declaration of intent;
- a statement of aims and objectives;
- a set of guiding principles and/or a Code of Conduct;
- the functions and mandate (terms of reference) of the CPF;
- the structure of the CPF and the terms of reference of each of the substructures;
- decision-making mechanisms and other procedures to be followed by the CPF and its various substructures;
- procedures for the election of office bearers;
- the terms of office of office bearers;
- procedures for the functioning of meetings;
- the role/position of the police in the CPF;
- how often meetings of the plenary and the various other structures should be held;
- dispute resolution mechanisms; and,
- the management of funds, assets and resources.

Let us look at some of these aspects in greater detail:

A mission statement

The following are examples of mission statements that may be considered:

Mission statement of the greater Orkney Policing Forum

"VISION

It is the CPFs vision to - with mutual co-operation between the South African Police Service and communities which they serve - turn Greater Orkney into the best managed community in the North-West region, with the lowest possible crime levels. We will strive through means of partnership policing, to protect the interests of our community and furthermore, to create a safer community for all its people.

MISSION

- To reflect the policing needs of the community to the police service
- To generate on the basis of partnership, pro-active solutions and advice to satisfy the needs of our community in relation to an efficient police service
- To serve as a forum through which the police gives feedback to the community
- To stimulate and activate the community on a continuous basis to participate in crime prevention"

Umkomaas Community Forum
Statement of our common purpose

"As members of the Umkomaas Community Forum:

We undertake to participate actively in pursuit of the aims, objectives and goals of the forum, without fear or prejudice, in consultation with the needs of the community, to develop and implement a system of policing that reflects community values and which facilitates community involvement to address risk factors and the solve problems.

We aim to foster joint planning and joint responsibility between the Police and the Community as well as Police accountability to the Community through structured consultation. We will mobilise all resources available to the Community and the Police to resolve problems, promote security, and to positively encourage the adaption of policing strategies to fit the particular requirements of the community being served."

A statement of aims and objectives

The following are examples of statements of aims and objectives:

Aims and objectives of the Greater Orkney Policing Forum

"AIMS

- To determine the appropriate range of services that the police will provide to the community through a process of consultation
- To determine how these services will be provided in the sense of appropriate tactics and procedures
- To jointly identify and define potential problems and move to correct them
- To establish formal ongoing mechanisms for consultation and joint planning

OBJECTIVES

- Adaptation of policing strategies to fit the requirements of particular local circumstances
- Mobilization of all resources available to the community in order to resolve problems and promote safety and security
- Accountability to our community through mechanisms designed to encourage transparency
- Broadening of the policing focus from a reactive focus on crime control to a pro-active focus on the underlying causes of crime, violence and disorder"

Aims and objectives of the Soshanguve Community Policing Forum

"The aims and objectives of the forum shall be:

- In consultation with the community and the police to identify and seek solutions to effective crime prevention and problems that may flow form there.
- Set up and maintain effective channels of communication between the SAPS and other such structures in order to ensure regular and liaison.
- To embark upon educative campaigns in matters relevant to crime and its prevention and in this regard to be sensitive to the many and varied causes that contribute to crime.
- To identify and address those factors that impact on crime patterns and law enforcement.
- To facilitate maximum community participation in the activities undertaken by the CPF.
- To initiate programmes to stimulate the participation of youths as individuals and as community members in crime prevention.
- To liaise with other similar forums in order to share and exchange information, resources and jointly plan campaigns.
- To take cognisance of national and international trends in effective crime prevention and community policing and to do whatever is necessary and consistent in achieving the aforementioned aims and objectives."

Aims and objectives of the Greenwood Park Community Policing Forum

"The aims and objectives of the forum shall be as follows:

- The creation of a spirit of co-operation, trust, transparency and accountability between the police and the community and vice versa.
- To improve the understanding of the community of problems being experienced in other zones with particular regard to crime prevention and law enforcement.
- To create mechanisms whereby the police can receive voluntary assistance from the community whether in form of manpower or in material or other assistance, when circumstances require such assistance.
- To ensure that the channels of communication between all sections of the community and the police remain open at all times.
- To hold meetings at intervals of not longer that six weeks at which the following may be discussed:

Crime levels being experienced in any particular zone with particular reference to any type of crime that has become prevalent and to methods being employed to commit such crimes and the methods adopted by the police to combat such crimes.

Precautions considered to be advisable having regard to the prevailing crime levels and the types of crimes that have become prevalent and to the methods being employed to commit such crimes and the methods being adopted by the Police to combat such crimes.

Methods by which information relating to 1 and 2 above should be passed onto the community.

Any other matter that relates to law enforcement, crime prevention and protection or policing in general within the area provided that it falls within the scope of the aims and objects of the forum and provided further that no discussions of any particular case that is being investigated or is due to go to court and which is accordingly sub judice, will be allowed."

A set of guiding principles

The following principles should be established to guide the working of the CPF, its Executive Committee, as well as to the Working Groups:

- Am I being honest?
- Am I contributing to the solution, or adding to the problem?
- Am I respecting the dignity of others and the neutrality and impartiality of the police?
- Am I seeking a practical solution?
- Am I seeking the best (most workable) solution?

The mandate and functions of Community Policing Forums

The legislative functions of Community Police Forums are:

a)   the promotion of local accountability of the [Police] Service to communities and co-operation of communities with the Service;
b)   the monitoring of the effectiveness and efficiency of the Service;
c)   advising the Service regrading local policing priorities;
d)   the evaluation of the provision of visible police services, including-
    i)   the provision, siting and staffing of police stations;
    ii)   the reception and processing of complaints and charges;
    iii)   the provision of protective services at gatherings;
    iv)   the patrolling of residential and business areas; and;
    v)   the prosecution of offenders; and;
e)   requesting enquiries into policing matters in the locality."

CPFs should use these functional powers to:

- improve the delivery of police-service to the community;
- strengthen the partnership between the community and their police;
- promote joint problem identification and problem-solving;

- ensure police accountability and transparency; and
- ensure consultation and proper communication between the police and the community

These aspects are all equally important and should, therefore, receive equal attention by the CPF. Problem-solving without accountability is meaningless, while accountability without joint problem-solving is equally fruitless. The CPF should be actively involved in identifying and solving community problems in order to enhance the safety, security and well-being of the community.

Community involvement should therefore be directed at finding lasting answers to the problems of crime, disorder and fear.

The CPF should therefore contribute towards realizing the overall goal of structured consultation between the police and the community, namely, to enhance the ability of the police to combat and prevent crime, disorder and fear and to address other community needs in partnership with the affected community.

Finally, it should be noted that while the CPF may add to the functional powers mentioned in the Constitution, these powers may not be reduces.

The structure of the Community Police Forum (CPF) and the functions and mandate of its various substructures

The CPF may involve representatives from many interested community groupings and the structure may become unwieldy. The CPF may therefore be structured as outlined in Figure 2 and Figure 3.
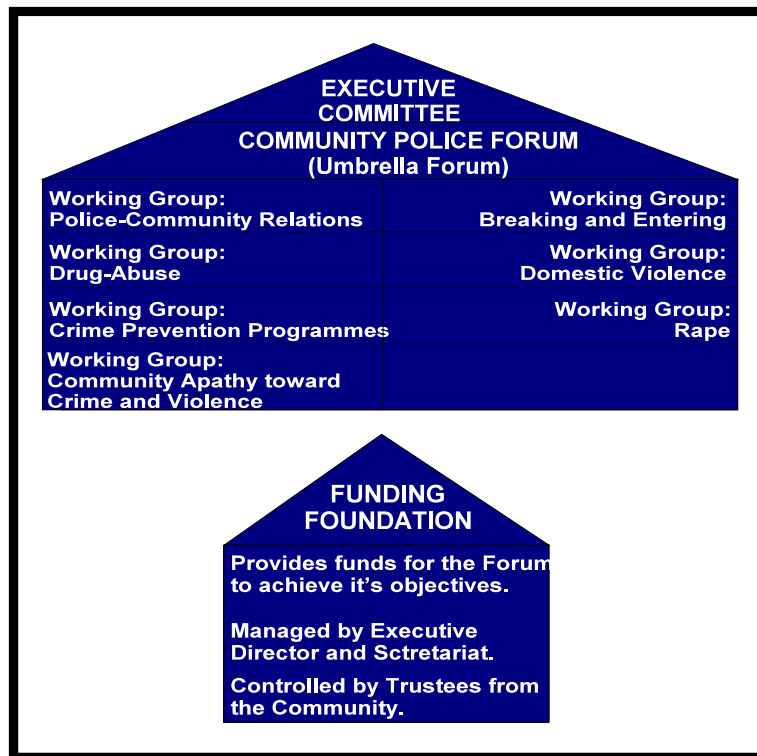
Figure 2

Figure 3

i) All interested parties form a plenary session which meets from time to time to discuss community needs, receive reports from the Executive Committee and Working Groups, and to instruct to these two bodies. A plenary session should at least be held on a quarterly basis.

ii) The Executive Committee should be elected from members of the Community Police Forum and should, preferably, not consist of more than 5-8 members. The members elected to the Executive Committee should be as representative of the broader community as possible and should be impartial, enthusiastic, committed to the goals of community-police cooperation, and, most importantly, have the time to actively participate in the workings of the CPF. The station commissioner should be an ex officio member of the Executive Committee.

The Executive Committee should be responsible for all tasks referred to it by the Community Police Forum and should deal with the day to day functioning of the CPF.

iii) The plenary of the CPF and/or the Executive Committee may identify community representatives and other experts to serve on specific working groups. Members should be appointed to working groups on the basis of their ability to contribute to the solution of a specific problem. Police representatives may be included in working groups when police input is required and when the police are able to participate.

iv) Working groups should be responsible for investigating particular problems and for developing possible solutions. These solutions should, be forwarded to the Executive Committee for approval, maintenance and monitoring. If necessary, the Executive Committee may call a plenary meeting of the CPF to get the necessary approval for a particular proposed solution. A working group should be seen as a short-term body with a single focus. Some working groups, however, such as a working group on police-community relations, may be relatively permanent structures.

The functioning of a CPF will depend on its ability to secure the necessary funding. While it is envisaged that funds for the functioning of CPFs will in future by made available from the budget of the central and/or provincial government, these funds will most probably not be sufficient to cover all expenses and to allow for all the activities and plans of the CPF. A possible solution to this problem may be the establishment of a Funding Foundation.

This Foundation's main objective should be to obtain and control the funds necessary to implement the programmes decided upon the CPF. The Foundation could embark on a fund raising campaign and should explore all

possible sources of funding including local, regional, national and international community and business groups, governmental bodies, non-governmental organizations, etc.

The trustees of the Foundation should, preferably, be elected from community organisations, the business sector and the churches. The Foundation should, based on the recommendations of the CPF, its Executive Committee and/or the working groups, determine how the available funds will be used.

The financial records of such a Foundation should be open to public scrutiny and should be audited annually.

Procedures

Apart from decisions on the structure of the CPF, it is also important to give attention to the drafting of procedures for feedback. This refers to:

- feedback by the Working groups and the Executive Committee to the Community Police Forum; and
- feedback by the CPF to the community.

The success of the consultation process will largely depend on the extent to which the representatives are willing and able to communicate the decisions reached and progress made to their constituencies. The CPF should provide for a communication plan as part of its operational plan and the members of the CPF should be bound by the Code of Conduct to report back to their constituencies on a regular basis. It may be necessary to inform and empower community groups through workshops and training programmes.

GENERAL GUIDELINES

The following general guidelines should also be kept in mind:

- Members of the CPF should do more than attend meetings. All members should actively participate in any plans being developed and in soliciting input from the broader community.
- Knowledgeable guests from both the community and the police should be invited to attend meetings and to participate in activities initiated by the CPF.
- Meetings should be held regularly.
- Members of the CPF should be encouraged to have informal contact with each other and with the police.
- It is important that police personnel do not control or dominate meetings.
- The CPF should also inform the community about police work and the problems being experienced by the police.
- Members of the CPF should have access to the police and police

representatives should seek informal contact with community members.

- It is important that the CPF remain realistic when formulating goals. The temptation to find "quick-fix" solutions should be avoided. Participants need to learn how to deal with difference and difficulties without causing the collapse of the entire process.
- All activities of the CPF should be subject to regular evaluation by participants and by other groups. The community and members of the police (all relevant personnel in the station area) should be informed about, and be satisfied with the progress that is being made.
- The consultation process should be as transparent as possible.

STEP 7: A POSSIBLE WORKING MODEL TO BE FOLLOWED BY THE CPF

In this section, a working model that may be used by the CPF in the pursuance of its goals is described. It should be noted that the model serves as a guide and should, therefore, not be seen as prescriptive policy.

A WORKING MODEL FOR CPFs

In terms of this model, the activities of the CPF can be divided into 5 focus areas, namely:

- community needs;
- resources;
- evaluation;
- transparency; and
- complaints against the police.

The first three focus areas - community needs, resources & evaluation - are directly related to assessing and allocating resources to ensure effective policing, while the last two focus areas - transparence & complaints against the police - relate to the goals of accountability and transparency.

Community Policing Forum

We purpose that in order for the CPF to achieve it's goals and objectives, the following focus areas receive attention:

Focus area 1
Community needs

- community profile
- consultation
- identify priorities
- problem solving
- operational plan

Focus area 2
Resources

- ID resource requirements
- ID resource shortages
- ID alternative resources
- Develop resource plan
- Allocate resources
- Activate resources
- Control

Focus area 3
Evaluation

- Monitoring progress of plan
- Evaluate impact of plan
- Evaluate effectiveness & efficiency of police service delivery
- Performance evaluation

Focus area 4
Transparency

- Community visits
- Open days
- Crime statistics
- Management information
- Accountability

Focus area 5
Complaints

- SERIOUS:
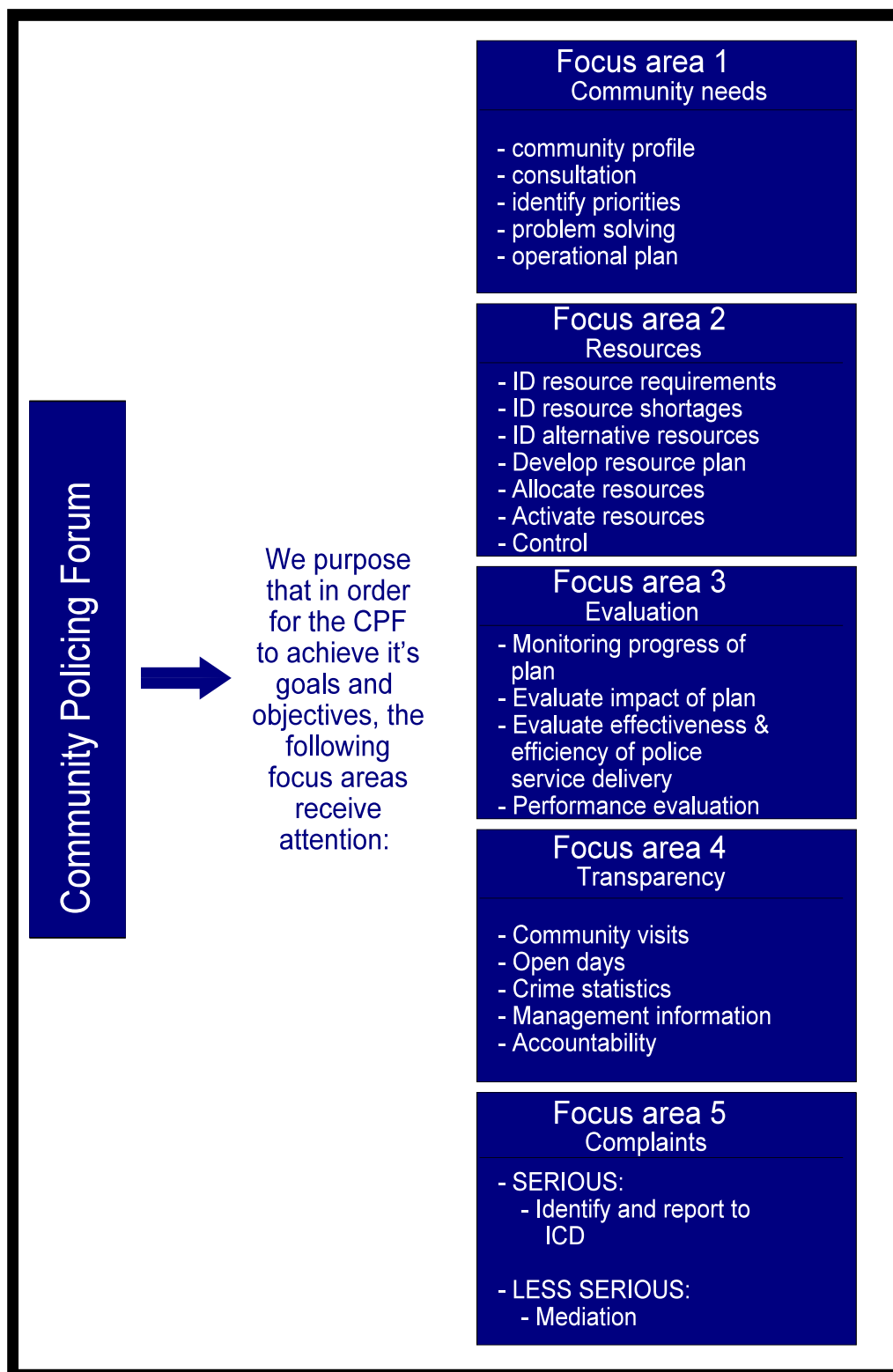   - Identify and report to ICD

- LESS SERIOUS:
   - Mediation

Figure 3

FOCUS AREAS IN THE WORKING MODEL FOR CPFs MATCHED TO THE FUNCTIONS OF CPFs

	THE FUNCTIONS OF CPFs	RELEVANT FOCUS AREA OF THE CPF
a)	promotion of local accountability of the Police Service to communities and cooperation of communities with the Service;	Focus Area 1 : Community Needs Focus Area 2 : Resources Focus Area 3 : Evaluation Focus Area 4 : Transparency Focus Area 5 : Complaints
b)	monitoring of the effectiveness and efficiency of the Service;	Focus Area 3 : Evaluation
c)	advising the Service regarding local policing priorities;	Focus Area 1 : Community Needs
d) i) ii) iii) iv) v)	Evaluation of the provision of visible police service, including- the provision, siting and staffing of police stations; the reception and processing of complaints and charges; the provision of protective services at gatherings; the patrolling of residential and business areas; and the prosecution of offenders;	Focus Area 1 : Community Needs Focus Area 3 : Evaluation
e)	requires enquiries into policing matters in the locality.	Focus Area 1 : Community Needs Focus Area 2 : Resources Focus Area 3 : Evaluation Focus Area 4 : Transparency Focus Area 5 : Complaints

FOCUS AREA 1 : COMMUNITY NEEDS

In terms of Legislation, the community has the power to monitor, evaluate, and advise the police, and to enquire into policing matters. In order to facilitate these functions, an operational plan may be drawn up. The CPF may use the following steps in order to develop an operational plan which effectively addresses the needs of the community.
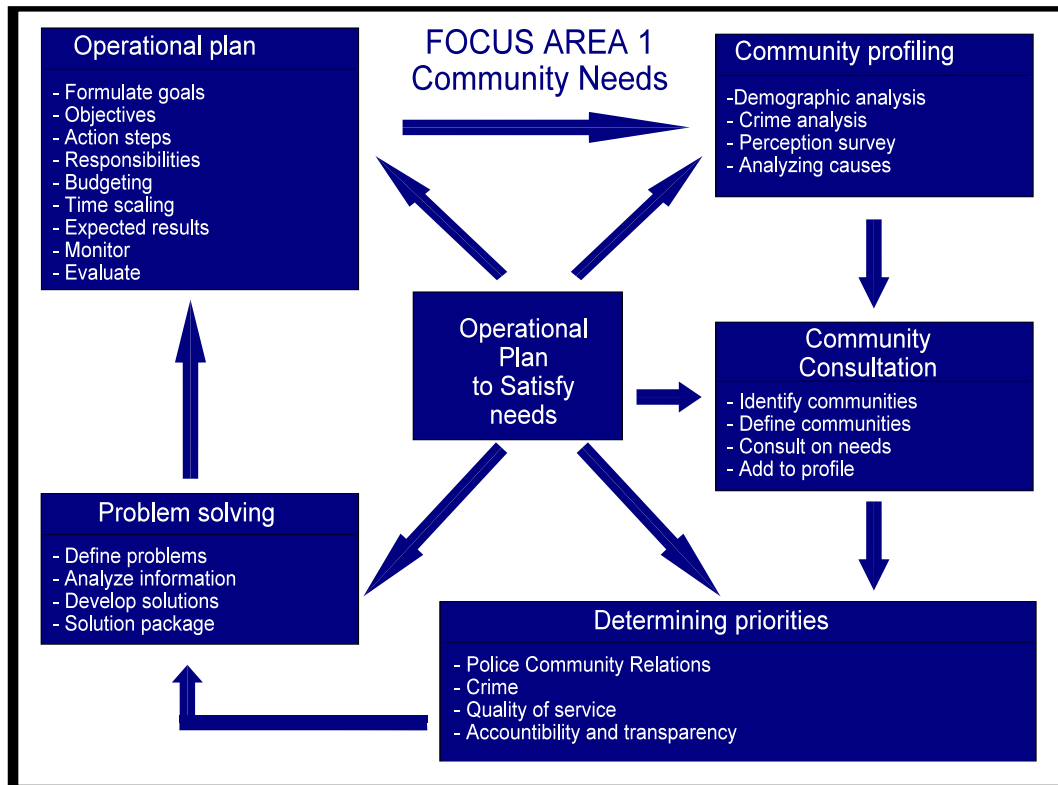
FOCUS AREA 1
Community Needs

Operational plan

- Formulate goals
- Objectives
- Action steps
- Responsibilities
- Budgeting
- Time scaling
- Expected results
- Monitor
- Evaluate

Community profiling

-Demographic analysis
- Crime analysis
- Perception survey
- Analyzing causes

Operational Plan to Satisfy needs

Community Consultation

- Identify communities
- Define communities
- Consult on needs
- Add to profile

Problem solving

- Define problems
- Analyze information
- Develop solutions
- Solution package

Determining priorities

- Police Community Relations
- Crime
- Quality of service
- Accountibility and transparency

Figure 4

Step 1 -   Compile a comprehensive community profile
Step 2 -   Consult the community on their basic policing needs and crime-related problems
Step 3 -   Consult the community to determine priorities
Step 4 -   Introduce problem-solving techniques in order to find the best possible solution to these needs and problems
Step 5 -   Develop a comprehensive operational plan to address all the identified priorities in an effective and efficient manner

Step 1 - Compile a comprehensive community profile

A community profile is a planning tool which will allow the CPF to obtain the best possible information on the needs, problems and priorities of a specific community (PLEASE NOTE: You should refer back the chapter 3 for a complete discussion of the community profile).

The community profile which has been drawn up by the Implementation Committee may be put forward as a proposed community profile to be discussed and updated by the CPF.

Step 2 & 3 - Consulting the community and determining priorities

The process of identifying problems will invariably yield more problems that can be addressed. Because of limited resources, it is necessary to assign some priority to the problems identified. For this purpose, a process of consultation within the CPF will be necessary.

The CPF or its Executive Committee should compile a list of all the policing and crime-related problems and issues that need to be addressed based on the results of the community profile. The next step would be to categorize all inter-related problems and issues. A plenary of the CPF would then have to identify and prioritize two or three specific issues that deserve priority attention. The priorities chosen by the CPF will depend on the needs and fears of the community.

These may include:

Issues related to crime:
• specific crime-related problems such as drug abuse, housebreaking, theft, the hijacking of vehicles, intimidation, etc.;
• the need for more crime prevention programs.

Issues related to police-community relations:
• the need to combat community apathy;
• race relations problems.

Issues related to the delivery of service by the police:
• the quality of service rendered in the community service centre;
• the establishment of mechanisms to promote police accountability and transparency;
• the establishment of mechanisms for feedback on the progress of investigations.

It is important for the CPF to remain realistic when establishing priorities. It is suggested that one or two problems are clearly identified, a clear understanding be developed of what "success" in addressing the problem would mean, and a realistic strategy for dealing with the problem be planned.

Step 4 - Problem-solving

After priorities have been determined, problem-solving techniques should be introduced in order to develop solutions for the chosen problems.

However, before starting the problem-solving process, the CPF or its Executive Committee should first decide whether the issues decided upon require the attention of a working group. If necessary, a working group or groups may be formed to solve the problems referred to it.

Problem-solving involves a specific methodology that is discussed in depth in chapter 5

Step 5 - Implementation plan

Once the problem has been identified, analysed and a strategy to deal with it planned, a comprehensive implementation plan should be developed.

An implementation plan should clearly set out the following:
• goals
• objective
• strategies
• action steps
• responsibilities
• budgeting
• time frames
• monitoring and evaluation criteria & methods

Goals and objectives should always be precise, realistic and measurable, and should aim to address the problem on the short, medium and long term. It is also important to articulate as clearly as possible what the objectives of each strategy are and the criteria to be used to determine their impact.

FOCUS AREA 2 : RESOURCES

Financial, logistics and human resources will be required to implement the plan. Identification and activation of resources should, preferably, coincide with the drafting of an implementation plan as resource availability will affect on the implementation of the plan. (see Figure 6 for more details).
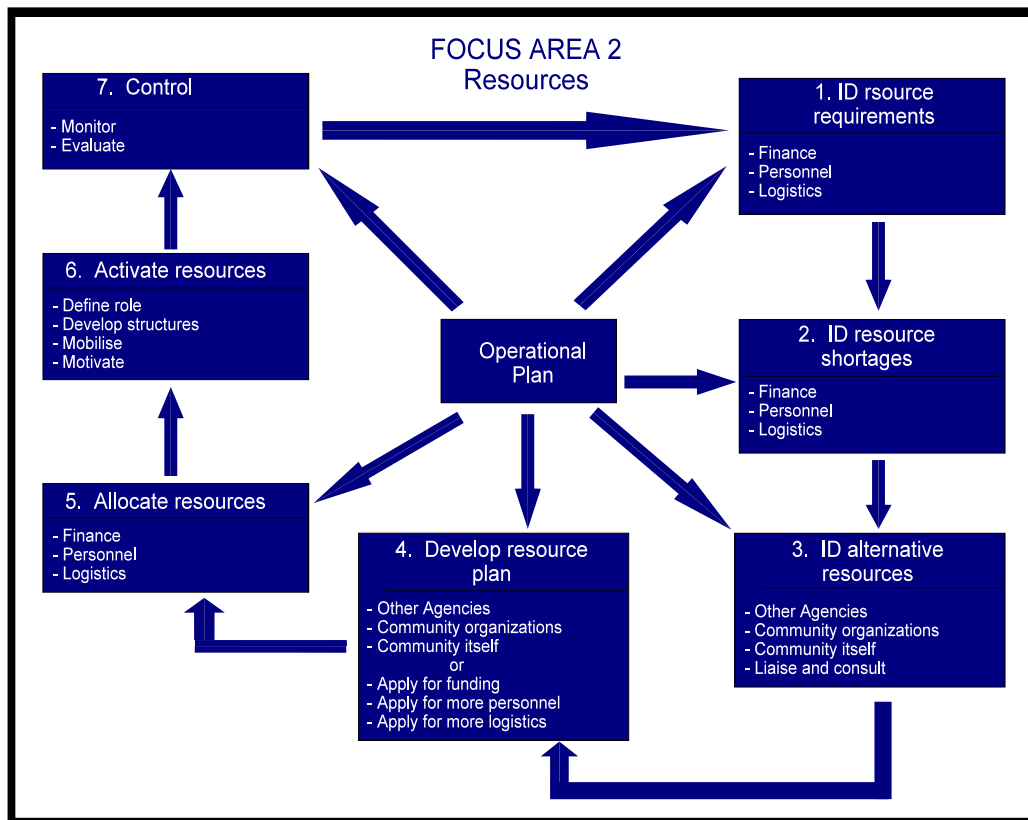
FOCUS AREA 2
Resources

7. Control
- Monitor
- Evaluate

6. Activate resources
- Define role
- Develop structures
- Mobilise
- Motivate

5. Allocate resources
- Finance
- Personnel
- Logistics

Operational Plan

1. ID rsource requirements
- Finance
- Personnel
- Logistics

2. ID resource shortages
- Finance
- Personnel
- Logistics

4. Develop resource plan
- Other Agencies
- Community organizations
- Community itself
        or
- Apply for funding
- Apply for more personnel
- Apply for more logistics

3. ID alternative resources
- Other Agencies
- Community organizations
- Community itself
- Liaise and consult

Figure 6

CPFs should investigate and evaluate the availability of community resources, and to formulate ways and means to activate and mobilize such resources through a process of community and inter-agency liaison and co-operation.

Once implementation and resource plans have been finalized by the working group/s, they should be presented to the CPF or Executive Committee for consideration, approval and implementation. The working groups should ensure that representatives do report back to their constituencies.

The agreed upon action plan/s should now be implemented and be linked to time tables and responsibilities.

FOCUS AREA 3 : EVALUATION

Evaluation is a broad term that usually encompasses the following:

i)   Firstly, monitoring the implementation of a particular operational plan (also known as process evaluation) - is carried out continuously throughout the implementation of the operational plan and starts on the day on which the plan is implemented. It is concerned with determining whether the plan is implemented correctly and deals with questions such as: Are the steps out lined in the operational plan followed properly?

Are there any problems that should be addressed? Should the implementation plan be modified? Is the plan working? If not, why not?

ii)   Secondly, evaluating the impact of an implementation plan (also known as impact evaluation) - This means assessing the consequences or outcome of the implementation plan, in other words, assessing the effect that the plan has on the problem. Impact evaluation is usually done by comparing "before and after" data or by comparing the target community with a comparable "control" group. Questions that could be asked, include: Has the plan resulted in an achievement of the stated objectives? What mistakes were made? Why?

iii)   Thirdly, monitoring and evaluating the genera efficiency and effectiveness of policing in the particular area (also known as general evaluation)

Although evaluation is very important for an implementation plan, it is also a means of ensuring and promoting accountability. The term "accountability" means to answer and be responsible to an external authority. In terms of Community Policing, this means making the police answerable and responsible to the community.

In terms of current legislation, communities may:

i)   monitor the progress the police are making with regard to the implementation of a specific operational plan (process evaluation);

ii)   evaluate the impact of a specific operational plan to determine the success thereof (impact evaluation); and

iii)   to evaluate the general efficiency and effectiveness of the Service, especially as far as the following is concerned:

  ▸   the provision, siting and staffing of police stations;
  ▸   the reception and processing of complaints and charges;
  ▸   the provision of protective services at gatherings;
  ▸   the patrolling of residential and business areas; and
  ▸   the prosecution of offenders (general evaluation).

It should be noted that no monitoring, evaluation or evaluation can be done without the formulation of performance evaluation criteria and the development of evaluation instruments.

It is, therefore necessary for the CPF to build specific evaluation criteria and instruments into Its operational plans.

As far as evaluating the general effectiveness and efficiency of the Service is concerned, the CPF should:

- decide what aspects of policing need to be focussed on;
- decide on standards and performance evaluation criteria;
- develop performance evaluation instruments;
- decide who should be responsible for actually measuring efficiency and effectiveness; and
- decide on the format of feedback to the CPF and to the broader community.

These standards may be included in a local Police Service contract or Station Charter.
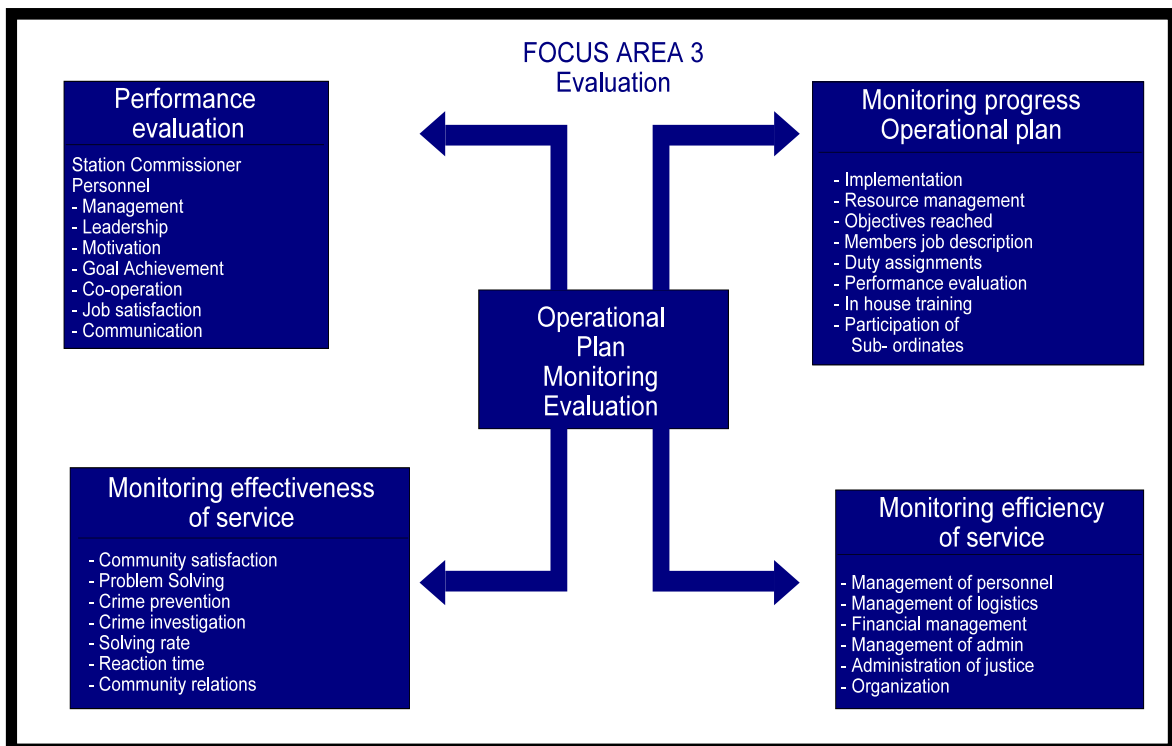

Figure 7

The following evaluation criteria and instruments may be used by the CPF:

Area to be evaluated	Possible evaluation criteria	Possible evaluation instruments
The delivery of service in the community service centre (charge office)	Appearance Friendliness Courtesy Helpfulness Competence / Knowledge of work Ability to solve problems Promptness Efficiency	1. Customer satisfaction survey 2. Evaluation questionnaires 3. Telephonic follow-up of complaints to determine satisfaction 4. Suggestion box in community service centre 5. Police Service Contract
The delivery of service by patrol units	Reaction time in an emergency Appearance Friendliness Courtesy Helpfulness Competence / Knowledge of work Ability to solve problems Effectiveness	1. Monitoring reaction time by way of SAP280 of CAS; report to CPF 2. Customer satisfaction survey 3. Evaluation questionnaires 4. Telephonic follow-up of complaints to determine satisfaction 5. Police Service Contract
Feedback on crime investigations	Was feedback given? Nature of feedback: Was adequate feedback and or information given?	1. Telephonic follow-up of complaints to determine satisfaction 2. Customer satisfaction survey 3. Evaluation questionnaires 4. Police Service Contract
The effectiveness of investigations	Number of reported cases [B] Number of crimes detected (solved) through investigations	1. Report to CPF 2. Number of cases actually solved

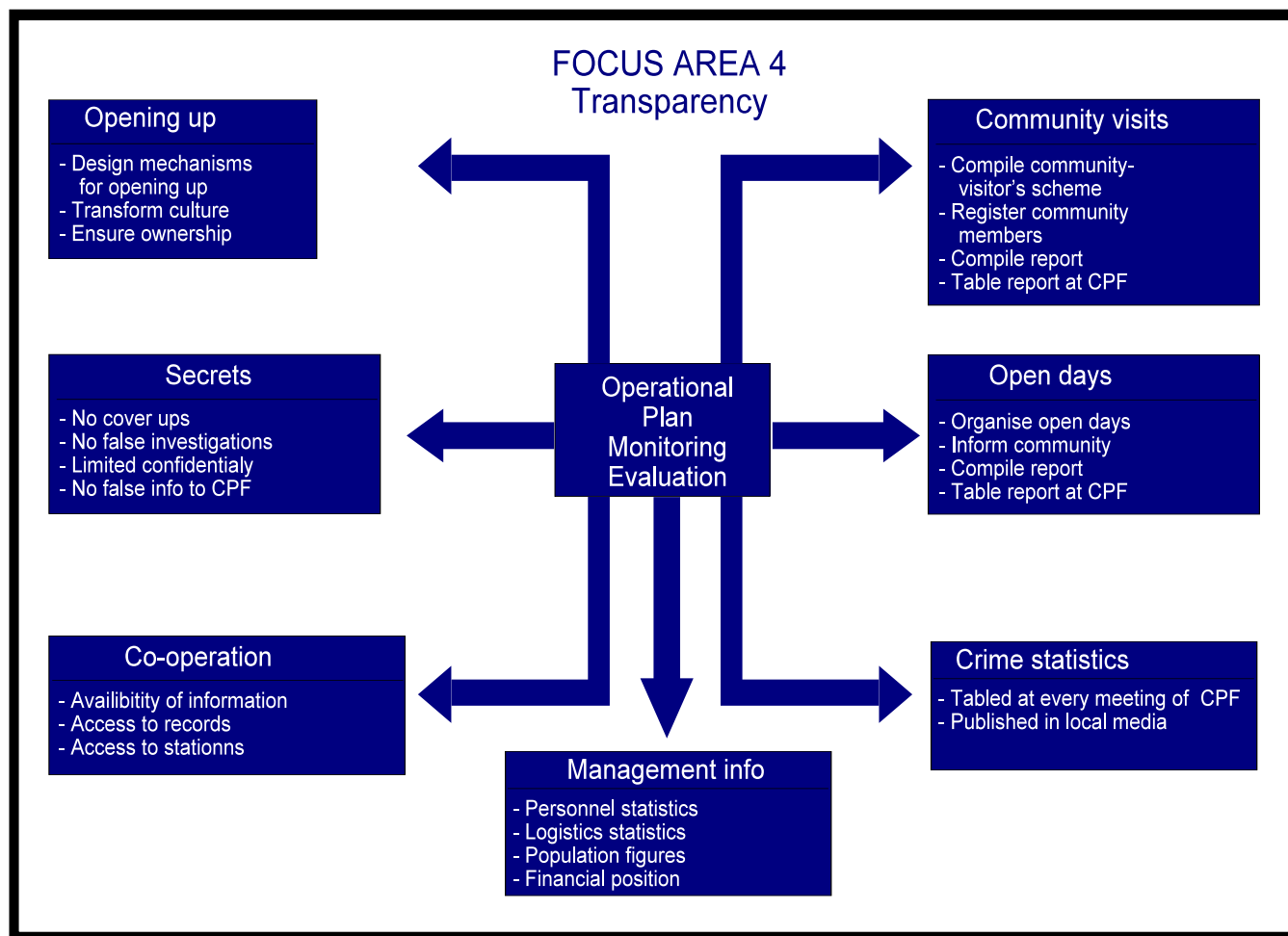| Crime management	Total number of reported crimes -Local priority crimes -Less serious crimes Total number of serious crimes per category (i.e. theft murder, rape, etc.) Total number of crimes per category expressed as the number of crimes per 1000 of the population Changes in: -overall crime rate -overall crime rate expressed per 1000 of population -number of crimes per category Feedback of victims on progress of investigations Number of victims satisfied with the handing of their cases	1. Reports to CPF 2. Customer satisfaction survey in respect of the quality of service rendered to the community 3. Number of cases actually solved.
Success of Community Policing efforts	**Quantitative measures:** Number of letters of appreciation received by the police Number of complaints against the police Number of complaints handed to ICD Number of complaints handled by CPF through mediation Number of follow-up visits to victims of crime Number of security surveys done at businesses or private homes category Number of visits to schools and youth groups Number of community meetings attended and/or lectures given Number of persistent problems solved through problem-oriented policing	1. Customer satisfaction survey 2. Analysis of quantitative and qualitative measures report to CPF 3. Analysis of quantitative and qualitative measures.

| Success of Community Policing efforts | **Quantitative measures:** Resident's satisfaction with services rendered Resident's feelings of safety in their community Whether residents perceive a greater police presence Whether residents have had contact with police officers outside or reporting crimes or other traditional encounters Whether residents know any officer serving in their community by name The results of the Customer Satisfaction Survey Have the police engaged local residents, business people, and organizations in a problem-solving process? What are the working relationship between police and citizens; are police officials acting on this feedback? Do the various problem-solving strategies work? Do community members see the police as accessible and responsive to their needs? Do they have an understanding of what the police are doing to address? Are they themselves involved in efforts to correct existing problems? | 1. Customer satisfaction survey 2. Analysis of quantitative and qualitative measures report to CPF 3. Analysis of quantitative and qualitative measures. |
| Recourse management | How do the number of operational police officers per 1000 of the population compare with that of surrounding stations, branches or units Actual number of operational personnel as a percent of total manpower that can be deployed operationally Number of vehicles, bicycles, etc. used operationally as a % of total transport capability. What is the rate of absenteeism? What is the moral of members? | Analysis of quantitative measures, report to CPF Leave register Interviews with members |

ᴬ This is not a complete list of possible evaluation criteria and instruments and should be adapted as national or provincial standards become known. We would also suggest that the CPF develop its own criteria and instruments in co-operation with the police.

FOCUS AREA 4
Transparency

Opening up
- Design mechanisms for opening up
- Transform culture
- Ensure ownership

Community visits
- Compile community-visitor's scheme
- Register community members
- Compile report
- Table report at CPF

Secrets
- No cover ups
- No false investigations
- Limited confidentialy
- No false info to CPF

Operational Plan Monitoring Evaluation

Open days
- Organise open days
- Inform community
- Compile report
- Table report at CPF

Co-operation
- Availibitity of information
- Access to records
- Access to stationns

Crime statistics
- Tabled at every meeting of CPF
- Published in local media

Management info
- Personnel statistics
- Logistics statistics
- Population figures
- Financial position

Figure 8

B It should be noted that Community Policing can lead to an initial increase in reported crime. the reason for this is that, as relationships between the community and the police increase, community members will report crimes which earlier went unreported.

FOCUS AREA 4 : TRANSPARENCY

The promotion of accountability of the Service to local communities also demands greater police transparency in other words, it means that the police should open themselves up to public scrutiny (see Figure 8).
Several mechanisms can be used to promote police transparency. These mechanisms include:

- Launching Community Visitor Schemes;
- organizing open days at the police station;
- making crime statistics and other managerial information available to the CPF and to the wider community;
- establishing more direct channels of communication between the community and the management of a station, branch or unit;
- inviting members of the CPF to attend management meetings at the

station, branch or unit;

- inviting members of the CPF to address personnel during station lectures;
- inviting members of the CPF to conduct impromptu visits to the station and to Detective Services; and,
- inviting community members to join police patrols.

Of course this leads one to ask: "But what about privileged information? Surely one cannot expect the police to share information on sensitive police operations, the timing of crime prevention operations, the identity of police informants, and cases that are sub judice?" Not all information is privileged and the police should try to be as transparent as possible.

FOCUS AREA 5 : COMPLAINTS AGAINST THE POLICE
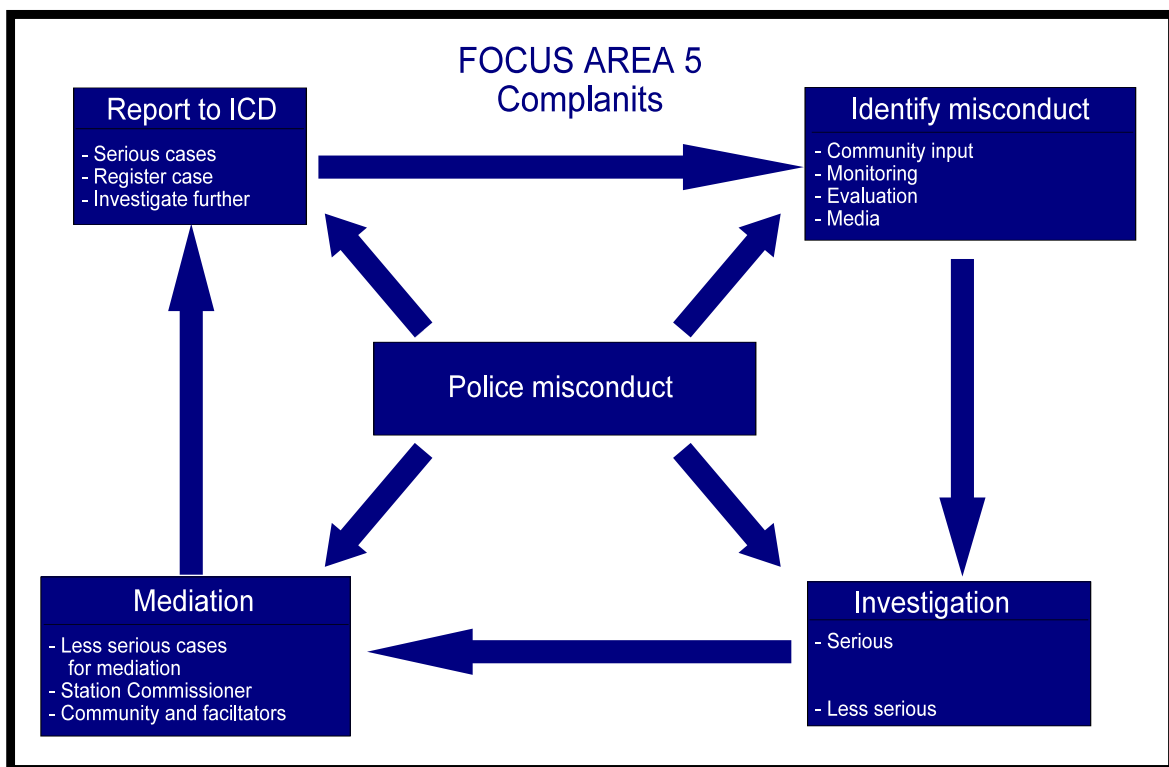
Figure 9

Finally, it is envisaged that the CPF will also play a role in dealing with complaints against the police.

In terms of Legislation, the CPF has the power to enquire into policing matters in the locality concerned.

This means that the CPF may serve as a local complaints centre where members of the community can lodge complaints against the police.

When receiving a serious complaint, the CPF should report the complaint to the Independent Complaints Directorate.

If the complaint is one of a less serious nature, the CPF may decide to act as a mediator in order to resolve the problem.

The following principles are suggested to facilitate this process:

- The CPFs role includes:
  - receiving complaints;
  - requesting enquires;
  - assisting complainants; and
  - being informed about the progress and outcome of investigations and hearings.
- In all cases the audi alteram partem-rule should apply, in other words, the CPF should be willing to listen to both sides of the story;
- Members of the police may be assisted by legal council or their union representatives if required;
- All serious allegations should be dealt with by the Independent Complaints Directorate.

ADVANTAGES OF THE WORKING MODEL

The 'Working Model for CPFs' outlined above has the following advantages:
- If provides a basis for the functioning of CPFs
- It focuses the activities of the CPF on crime and related problems
- It is aimed at the establishment of a positive partnership between the police and the public that allows for constructive joint problem-solving; and
- It respects the operational independence of the police.

Common questions and common problems

1.   Common questions

1.1   What role should political functionaries play in the CPF?

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

1.2   How can criminal elements be prevented from hijacking the CPF?

The involvement of criminals in the CPF affects the credibility of Community Policing and of the criminal justice system in general. It can also seriously jeopardize policing, especially if information of police operations is leaked to criminals.

Members of the Executive Committee of the CPF should therefore be screened before their appointment. This is already required for the appointment of police reservists, persons participating in Community Visitor Schemes, and a screening process was used in selecting members of SDU's/SPU's in Gauteng's East Rand to be trained as reservists.

The CPFs constitution should contain a Code of Conduct which could stipulate that a CPF member will be suspended from his or her responsibilities if charged with a criminal offence.

1.3   Will members of the CPF receive remuneration?

Membership of a CPF should be seen as a voluntary community service.

1.4   Who will be responsible for providing logistics and accommodation for the CPF?

Police managers should accommodate all reasonable requests for logistical support required to ensure the functioning of the CPF. Community volunteers should be invited to assist in providing administrative support and other services to the CPF.

Communities should be encouraged to support their CPF in obtaining (buying, hiring or borrowing) the necessary logistical support. "Equipment libraries" may be set up at area police head quarters to lend out equipment (e.g. overhead projectors, projector screen, sound systems, chairs, tables, flip charts, etc) and to provide specialized services (e.g. making of transparencies, printing of pamphlets, etc) to the CPFs in their area.

1.5   What happens if community groups are not prepared to participate in a CPF?

Community groups cannot be forced to participate in CPFs. The implementation of Community Policing is an organic growth process which will take time and it is, therefore, necessary to identify and deal with the underlying reason for non-participation.

It should also be noted that the CPF is not the only mechanism for consulting with the community. Community input can also be obtained through:

• meetings and consultations with local community groups and organisations;

- one-to-one meetings with important community leaders and decision-makers;
- analysis of calls for service and complaints against the police;
- analysis of media reports;
- formal surveys;
- suggestion boxes at police stations;
- stalls at community functions and open-days at the police station.

1.6 Will CPFs/sub-forums be put in place at satellite police stations? If so, what will their relationship be with the other CPFs in the same sation area?

CPFs may establish sub-forums at satellite police stations in their area or subdivide the station area and establish sub-forums for each of the subdivisions. The relationship between the various sub-forums and the CPF represented on the Executive Committee of the main CPF.

1.7 What channels of communication should exist between the community and the CPF?

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

1.8 What will the role of police reservists be in the CPF?

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

1.9 What is the role of existing neighbourhood watch groups, civil defence groups, SDU's/SPU's & crime committees in the CPF?

All forms of informal policing should be supervised by the CPF. In this way informal policing can be made accountable to the broader community, Codes of Conduct formulated, priorities and co-operation with the police established.

2. Common problems

2.1 The community and community groups are apathetic and do not what to get involved.

People are often apathetic until or unless highly visible crimes such as rapes of

robberies occur in their neighbourhood. This apathy, more often than not, is the result of a lack of knowledge about the frequency and seriousness of crimes committed in the neighbourhood. The Police have a special duty to provide the public with information of what is going on in their community. This can be done by publishing a newsletter which is distributed to every household, conducting security surveys at homes and businesses, liaising with influential groups and decision-makers in the community, etc.

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

2.2   Groups of citizens may be antagonistic towards the police.

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

2.3   Some police officers may feel antagonistic towards segments of the community.

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

2.4   Some police officials may not fully understand the basics of Community Policing and may also feel that they are ill-equipped to effectively deal with citizens or community groups.

Highly developed interpersonal skills and the ability to work with groups are essential for successful Community Policing. Training is, therefore, essential.

2.5   In certain station areas it may not be realistic to initiate one Community Police Forum that includes the whole community.

It may be necessary to start with more than one CPF. Everything possible should, however, be done to interlink and eventually amalgamate the different CPFs over the medium- and long-term. However, sub-forums may be established to address the concerns of specific interest groups.

Conclusion

Because consultation implies certain risks and because the results of

consultation cannot be guaranteed, police officers should demonstrate an open-minded attitude. Officers should be willing to change their views and actions. The consultation process will gain credibility only in so far as police personnel demonstrate a true commitment and a willingness to transform local police practices to meet the needs of the communities they serve.

ANNEXURE A

THE POLICE SERVICE CONTRACT

Police-community relations will probably be one of the most contentious issues at the CPF. The CPF should therefore develop a Police Service Contract. Such a contract should include the following basic themes:

- ensuring quality of service;
- local needs and priorities;
- realistic and measurable criteria for determining and evaluating the effectiveness of policing services;
  For example, a Police Service Contract could include the following:

THE ELEMENTS OF A POLICE SERVICE CONTRACT

WHAT THE PUBLIC CAN EXPECT OF THE POLICE	WHAT THE POLICE CAN EXPECT OF THE PUBLIC
As far as public expectation of the Police is concerned, attention should be given to setting standards for:	Members of the Community Police Forum agree to:
emergency response times	regularly report back to their constituency
the handling of complaints	uphold the principle of police neutrality
feedback on investigations in progress	assist the police in restoring a sound relationship with the community
the handling of victims, especially victims of violent and sexual crimes	assist the police in preventing and combatting crime
the protection of witnesses	institute and participate in neighbourhood watch and other crime prevention initiatives
feedback to the community on crime and clearance rates	
the treatment of suspects and persons in detention	
the functioning of a lay visitor scheme	
the conduct of specialised units	

It is important to remain realistic when drafting a Police Service Contract. For example, it is also unlikely that the Police will be able to do much about the progress of cases in court, as this is the responsibility of other agencies within the criminal

justice system. The CPF or its Executive Committee should be able to monitor whether goals, as set out in the Contract, are being met or whether amendments are necessary. The Contract serves as a means for increasing police accountability to the community.

A mandate for Problem Orientated Policing and Differential Police Response should be included in the Police Service Contract. Once again, a workshop can be used to explain the functioning and benefits of Problem Orientated Policing and Differential Police Response.

The following is a reprint of the "Police Service Charter" of the Metropolitan Police Service.

POLICE SERVICE CHARTER METROPOLITAN POLICE SERVICE LONDON, UNITED KINGDOM

QUALITY OF SERVICE ON THE STREET, IN THE HOME, IN THE WORK PLACE

Effective leadership and supervision, and appropriate training will contribute to the provision of a professional service and officers who are courteous, confident and decisive.
The style of policing will be based on a realistic understanding of community needs and will be communicated to divisional staff and members of the community.
Resources will be organised to ensure that adequate numbers of staff are available to meet demands.
Individual members of staff will be encouraged to take responsibility for their actions, behaviour and appearance.

WE WILL
Be courteous, confident and decisive in providing a service
Officers will spend as much time as necessary when dealing with problems of members of the public e.g. caring for victims of burglary. Officers will ensure that full use is made of all available support services.
Adopt appropriate style of policing
Sergeants and Inspectors will maintain standards by regularly monitoring the handling of incidents. Members of the senior management team will regularly visit officers outside office hours in order to give support and guidance, maintain a working knowledge of divisional problems and reinforce and monitor adherence to standards. Regular local training will be provided for all operational officers with emphasis on the development of interpersonal skills and legislative/procedural changes.
Match resources to demands
Divisions will establish a system for ensuring a police presence at meetings of residents' and tenants' associations, neighbourhood watches and commercial groups (e.g. Chamber of Commerce) to obtain feedback on police performance, an awareness of current problems affecting the community and to keep the public informed of police activities.
Encourage individual accountability
Staff duty times will be determined by the need to react to demands, the out-come of consultation with the public taking account of the needs of officers.

AT THE STATION
Providing a prompt and reassuring service to all, in a way that inspires confidence in our ability to help and advise, and in our readiness to do so.
Employ trained staff on front counter enquiry duties. Those staff will be easily identifiable and will portray an efficient and approachable image. The service provided at front counters will match the demands of the public and will be supervised appropriately.
Facilities at the station will be kept clean, tidy and comfortable and will be treated with respect by all personnel.

WE WILL

Provide a prompt and reassuring service

Ensure sufficient staff are available to deal with members of the public. All callers will be dealt with immediately. When one member of the public is being dealt with and others arrive they will be immediately acknowledged and reassured. Anyone obviously distressed will be given priority and the reason explained to other callers. Callers will be given as much comfort as possible e.g. use of telephone to contact relatives or friends. Staff working in reception will introduce themselves by name e.g. "Good morning, I's Alison Day. How can I help you?" People who attend the station to give assistance will be thanked prior to leaving and where necessary contacted later to be told the final outcome. An explanation will be given to callers as to what will happen as a result of their call, e.g. process procedures, property found etc.

Use trained staff and give appropriate supervision

Reception duties will be undertaken by members of the civil staff. Reception staff will be selected on the basis of their interpersonal skills. Comprehensive local training will be provided prior to taking up their duties. Supplementary training will be provided to keep staff abreast of new procedures. Rosters for reception staff will be devised, based on an analysis of peak demands. Reception staff will wear name badges. Overall responsibility for reception staff rests with the H.E.O., whilst duty staff will be consulted when rosters and working practices are being devised.

Keep facilities clean, tidy and comfortable

Refreshments of any sort will not be taken into the reception area or consumed in view of members of the public. Books and forms will be neatly stored, clearly marked and readily available. The reception area will be the priority for station cleaning staff. The station notice board will be clearly visible and regularly updated with useful information. A supply of pamphlets and leaflets giving advice and guidance will be available. Particular needs of individual callers must be met e.g. seats for the elderly.

ON THE TELEPHONE

Employ properly trained specialist staff on the switchboard to ensure that a prompt, polite and competent response is made to all calls.

Portray our commitment to service by adopting a corporate style of answering the telephone that is professional, helpful and reassuring. The style to be used by all members of staff.

The service provided on the telephone will be monitored and adequate supervision given to ensure the highest standards.

WE WILL

Provide a prompt, polite and competent service on the telephone

Telephone contact with the public at such important points as the crime desk will be manned continuously during periods of peak demand e.g. 7am to 10pm. All personnel, including anyone just passing, will assist by answering telephones and wherever possible taking any necessary action.

Adopt a corporate style of answering the telephone

Where action cannot be taken the reason is to be explained to the caller and of appropriate information will be passed to the officer through use of an official message book that will be supervised. All offices will maintain official message books. Anyone answering a telephone will give his/her name and their specific location (e.g. property store) and ask how they can help.

Provide adequate supervision

Key people employed on station duties involving telephone contact with the public will be specially selected, trained and supervised e.g. C A D staff, crime desk, crime support group.

IN WRITTEN COMMUNICATION

Every piece of written correspondence will be acknowledge promptly, the aim being to reply fully within 10 working days.

The content of written communication will be simple, clear and precise giving as much information as possible.

An organised registration system will be established and maintained to ensure that correspondence is dealt with appropriately and within the set time scale.

External communication will be prepared by specialist typing staff and will be monitored within a quality control system.

WE WILL

Respond promptly to correspondence

All letters received through the post which cannot be answered immediately will be acknowledged. Acknowledgment letters will be sent as interim replies where the relative importance of the person or the topic justifies it. Save in exceptional cases a full written reply will be sent within two working weeks.

Use simple, clear, informative language

Replies will be professionally set out using clear and precise language and will be typed unless of a personal nature. Replies will be as informative as possible. All replies will be on official headed paper and sent in white envelopes.

Set up and use and efficient registration system

The receipt and despatch of letters through the post will be recorded in the Correspondence Register. A member of the civil staff will be designated for the responsibility of recording the receipt and despatch of all letters. The Correspondence Register will be regularly supervised by a designated member of the senior management team to ensure that the above specifications are strictly adhered to.

Present written communication in a professional way

The typing manager will be responsible for the quality of all typewritten letters. Where appropriate, staff involved in the preparation of replies and in the use of the Correspondence Register will be trained.

THROUGH THE MEDIA

An open and informative working relationship with the media will be established to prevent misunderstanding. That relationship will recognise the need to be sensitive to the privacy of individuals, the need for confidentiality and the need to be aware of legal restrictions. Rebut inaccurate and unfair criticism promptly and vigorously.

WE WILL

Be open and informative

Request for interview or information from the national media will be dealt with by a member of the senior management team, consulting the area press and publicity office if appropriate. The Chief Superintendent will maintain regular contact with the editors of local papers/magazines to establish a good working relationship. Regular meetings will be held between representatives of the local press/magazines and a designated member of the senior management team. Topics covered by the meeting will include good work by officers, matters of local interest and local problems. Where officers have performed good work, arrangements will be made for them to attend the meeting to be interviewed, and photographed if requested.

Recognise the need for sensitivity and confidentiality, and be aware of legal restrictions

The divisional management team will be responsible for providing the designated officer with items under the three above headings to be discussed at each meeting. Any new member of the senior management team will be introduced to the local press representatives. Similarly, new press representatives will be introduced to the senior management team and shown round the station. The designated member of the senior management team will ensure that copies of all local newspaper and magazines are obtained and displayed for the information of all personnel.

Rebut unfair criticism

The designated officer will be responsible for checking local press/periodicals and notifying the Chief Superintended of any articles which appear to be inaccurate of unfairly critical. The Chief Superintendent will reply promptly to these articles and discuss them personally with the editor concerned. In all dealings with the media names and addresses of private individuals will not be divulged without the agreement of the individuals themselves. Members of the media will not be given direct access to police records of registers, e.g. crime books, occurrence book. The designated officer will if appropriate receive training. Where a request is received for an interview at the scene of an incident it will be dealt with by an officer of Inspector rank and a member of the senior management team informed as soon as possible.

STATEMENT OF OUR COMMON PURPOSE AND VALUES

"The purpose of the Metropolitan Police Service is to uphold the law fairly and firmly; to prevent crime; to pursue and bring to justice those who break the law; and to be seen to do all this with integrity, common sense and sound judgement.

We must be compassionate, courteous and patient, acting without fear or favour or prejudice to the rights

of others.

We need to be professional, clam and restrained in the face of violence and apply only that force which is necessary to accomplish our lawful duty.

We must strive to reduce the fears of the public and, so far as we can, to reflect their priorities in the action we take. We must respond to well-founded criticism with a willingness to change.

ANNEXURE B
The community feedback program - measuring the delivery of service by patrol units -

The critical link between police effectiveness and community support cannot be overstated. Yet, few law enforcement agencies include instruments that measure community support on a regular basis as part of any internal evaluative component.

The Orange County Sheriff's Department began its Community Feedback Program to gather citizens' perceptions about patrol services in the unincorporated areas of Orange County. While the department had routinely collected data about personnel complaints, such data failed to explain in specific behavioural terms the methods by which police/citizen communication techniques could be enhanced. These data also failed to record a representative sample of the service population, as they focussed only on complaints.

A very simple, inexpensive survey instrument was developed to randomly solicit from victims and informants their perceptions of our performance. Approximately 10 percent of calls for service in which the informant or victim could be identified were targeted, and questionnaires were mailed along with a short letter of explanation from the sheriff.

Each questionnaire was marked as to the type of crime of request for service, the name of the primary officer responsible for handling the call and the area in which the call occurred. Questions were designed to elicit respondents' impressions of the officer's friendliness, helpfulness, promptness and effort, as well as their perceptions to telephone contacts with department when applicable.

Perhaps from the standpoint of formal research methodology, the method is flawed. But from a practical standpoint, consumers were asked very simple, straightforward questions about the service provider's effectiveness, and not many public agencies do that. In such circumstances, the police administrator is looking not for a research program but rather a method by which community support can be measured.

The cost of a community feedback program will vary with each agency, depending on the targeted number of calls for service the agency chooses to survey. During the Orange County program's first year of operation, 6125 questionnaires were mailed, and just under half were completed and returned. The total cost for the first year was $5463, of $1,82 for each written response received.

The survey responses are tabulated as to type of crime, location, whether or not this was the first police contact for the citizen and whether or not the officer explained what was going to happen in the case. The remaining questions were scored on a scale of one to five, with five being the most positive response.

After tabulation and scoring, the completed questionnaires are returned to the officer who handled the call. This is one of the most important components of the program, since it provides timely feedback to the officer, who can then use the information to reinforce of re-evaluate his behaviour. Of course, one negative response may not be significant, but officers are asked to watch for recurring perceptions in the questionnaires they receive.

Questions are often raised about the "scientific" validity of such programs. Was the selection of participants truly random. Are the results reliable. Were the measures appropriate?

The selection of people to participate in a community feedback program can be as random - or as selective - as the agency wishes. Remember, the program's intent is to measure perceptions of the agency

among those who have called on its services, not to gain a random sampling of community-wide opinions of police techniques, goals or abilities. Thus, there may be times when an agency abandons random selection in order to learn how it is perceived in a certain section of the city, or during a certain shift, or on a particular day.

The information gathered through the questionnaires will be valid to the extent that people respond honestly with their perceptions of the service provided. The validity is also affected by our ability to judiciously report the data and the constraints under which they are collected. The appropriateness of the measures used will be determine by the program's indent. If you want to know how citizens perceive your officer's interest, effort and ability, questions that address these areas are certainly appropriate.

While the project is an assessment of community perceptions, it is also therapeutic in nature. Knowing that their individual performance may be evaluated in this manner may cause some officers to use more appropriate behaviour with informants and victims, and may even transfer to their general behaviour with all field contacts.

Usually, the beginning of a community feedback program will be the first time a police agency routinely solicits information from the community about officers' performance.

The key to success in this type of program is the return of the questionnaires to the officers through their supervisors. This not only provides the supervisor with some insight into other people's views of officer performance, but it allows direct feedback to the officer. While it can be argued that insight alone does not lead to change, it can provide direction for the agency, the supervisors and, most importantly, the officers.

Since the Orange County Sheriff's Community Feedback Program began in July 1980, the department has continually collected information about community perceptions of its patrol effort and has received consistently high scores. The program won a National Counties Achievement Award in 1982 and received a resolution of commendation from the Orange County Board of Supervisors. The community feedback program has proven itself a valuable and inexpensive means of assessing community perception of department performance.

Patrol community feedback questionnaires

1.   **Was this your first formal contact with law enforcement?**
        Yes   No

2.   **Did the police officer explain what was going to happen with this incident?**
        Yes   No

3.   **How friendly was the police officer?**
        Extremely friendly
        Friendly
        Didn't notice
        Unfriendly
        Very unfriendly

4.   **How hard did the police officer try to help you?**
        Tried very hard to help
        Tried hard to help
        Did what he/she had to do
        Did not try hard to help
        Did not try at all

5.   **How effectively did the police officer handle your call?**
        Exceptionally well

Well
Did what he/she was supposed to do
Not well
Poorly

6.   **What would best describe the time it took the police officer to arrive at the location of the incident?**
Very prompt
Prompt
Did not notice
Slow
Very slow

7.   **What would best describe the police officer who took your telephone request for service?**
Extremely friendly and helpful
Friendly and helpful
Okay
Somewhat rude and unhelpful
Very rude and unhelpful

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CHAPTER 5

Problem-oriented policing

1.   Introduction

It is a typically busy Friday night for Const de Jager and his partner, Const Manamela - both members of the A-relief. The evening starts with a shoplifting complaint at the local hypermarket - the fourth complaint this week. After 15 minutes of discussion with the angry store manager and another 20 minutes of paperwork, the suspect is safely behind bars and our heroes are "back in service". Will the suspect be convicted and sentenced? Most probably. Will he return to shoplifting after his release? Definitely. Will the arrest mean an end to shoplifting at the hypermarket? No way!

The next complaint takes the "A-team" to 245 Camelia Drive, the scene of a violent domestic dispute. It takes them 15 minutes to sooth the nerves of a frightened mother and her children and another 20 minutes to calm down the intoxicated father. Although no one wants to lay a charge, our heroes emerge with the knowledge that soon they will be back at this address, going through the same routine.

As they drive to the next complaint, the regular Friday night noise disturbance at 214 Anderson Street, Const de Jager thinks to himself: "There has to be another way. There has to be a way to ensure lasting solutions to the many repetitive problems that we face."

Have you ever had similar thoughts? Have you ever felt frustrated and dissatisfied because you know that your best efforts have little lasting impact on most of the problems that you are asked to respond to? If your answer is YES, then please continue reading because there is a solution. Research results spanning two decades have converged on a new approach for delivering police services aimed at persistent and recurring problems such as those mentioned above. This new approach is called Problem-Orientated Policing (also known as Problem-Solving Policing).

This chapter aims to introduce you to Problem-Orientated Policing. It should not be seen as an extensive report on Problem-Orientated Policing, but as a general guideline regarding the principles of problem-solving and the stages in the problem-solving process.

2.   Problem-Orientated Policing

Problem-Orientated Policing can be described as a style of policing which

emphasizes the use of problem-solving techniques as a basis for a more effective police response to repetitive or related crime and disorder problems. In terms of Problem-Orientated Policing, isolated incidents are grouped together as problems, causation is studied, and problem-specific solutions are developed in cooperation with the community in order to address problems and their causes in the short, medium, and long term.

While problem-solving has always been an informal part of policing, Problem-Oriented Policing formally introduces problem-solving as a systematic policing practice.

To fully understand the nature and role of Problem-Oriented policing within an overall policing approach, it is necessary to take note of:

• the difference between Problem-Oriented Policing and so-called "incident-driven policing";
• the relationship between Problem-Oriented Policing and Community Policing;
• the relationship between Problem-Oriented Policing and crime prevention;
• the relationship between Problem-Oriented Policing and the reactive investigation of crime;

THE DIFFERENCE BETWEEN PROBLEM-ORIENTED POLICING AND SO-CALLED "INCIDENT-DRIVEN POLICING"

Problem-Oriented Policing is contrasted with "incident-driven policing", which, until very recently, was the dominant mode of policing in South-Africa and else-where in the world. In the case of incident-driven policing, the Police restrict their focus to isolated incidents or calls for service and respond primarily in a reactive way. The differences between incident-driven policing and Problem-Oriented Policing are depicted in Figure 10& Figure 11.
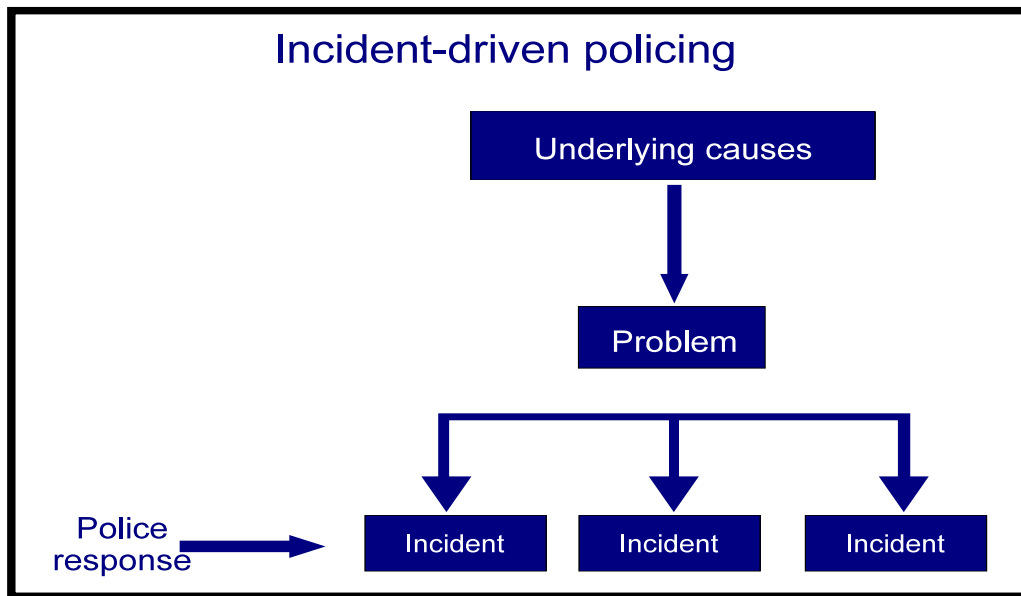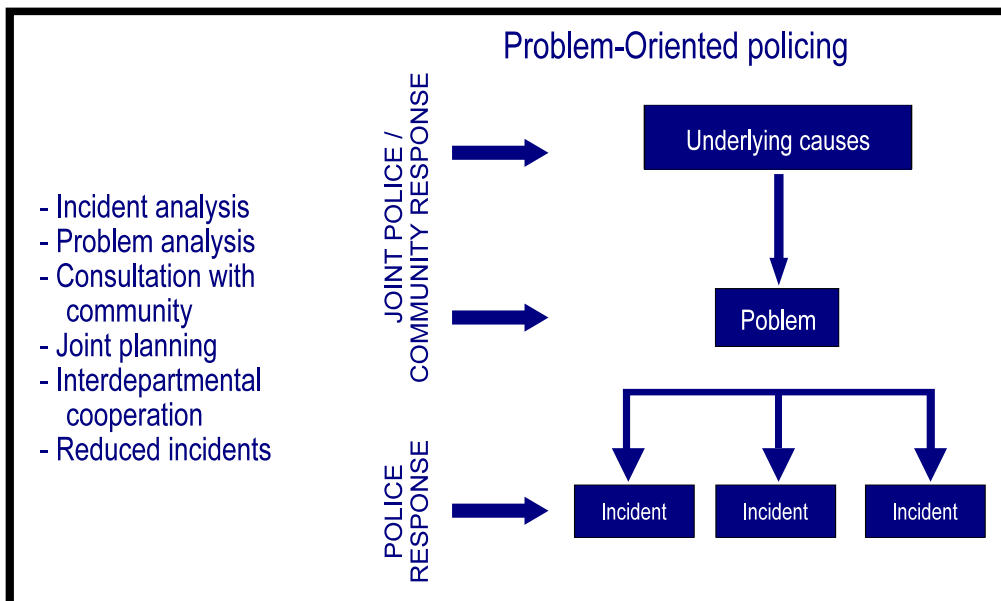
Figure 10

Figure 11

Incident-driven policing has a number of limitations:

- Firstly, it places the primary focus of the police on isolated incidents, calls, cases or events, and ignores the fact that calls or incidents are often related to one another and are the symptoms of deeper-seated problems.
- Secondly, the management and operations of the police are primarily aimed at responding to events as they arise. Little time or resources are devoted to proactive or preventive activities.
- Thirdly, because rapid response is given priority, the information gathered is limited to specific incidents or events and incidents are not analysed in order to determine patterns, tendencies or causes.
- Fourthly, a narrow view of the police role is adopted which means that the response to problems tend to be limited to standard law enforcement strategies such as an increased police visibility or stricter law enforcement. Once again, little effort is directed at preventing problems.
- Finally, the over-emphasis of rapid response inevitably means that little emphasis is placed on the actual impact of policing strategies on preventing or eliminating the problem. In other words, efficiency is valued over effectiveness. Despite the accomplishments of incident-driven policing, its limited effectiveness as a strategy for solving or managing recurring problems must be recognized. Problem-Orientated Policing tries to overcome these limitations by focussing on problems and not simply on isolated incidents. Problem-Oriented Policing can never fully replace incident-driven policing. The Police will always be called upon to respond to isolated incidents. Problem-Oriented Policing, however, means that the Police need to go a step further by actively seeking to identify and deal with the causes of recurring or related incidents.

THE RELATIONSHIP BETWEEN PROBLEM-ORIENTED POLICING AND COMMUNITY POLICING

It is important not to confuse Problem-Orientated Policing and Community Policing. The adoption of a problem-orientated strategy is one of the elements of Community Policing. Problem-Orientated Policing is, therefore, not a substitute for Community Policing. It forms part of the overall Community Policing philosophy and is a problem-solving method which enhances Community Policing. Problem-Orientated Policing strives to involve the community in solving crime and crime-related problems.

THE RELATIONSHIP BETWEEN PROBLEM-ORIENTED POLICING AND CRIME PREVENTION

By now it should be clear that Problem-Oriented Policing has a distinctively pro-active focus. There is, therefore, a strong relationship between Problem-Oriented Policing and traditional crime prevention. The biggest

difference between these two concepts lies, not so much in what is to be done, but in how it is to be done.

In this regard, it is important to not the following:

- Problem-Oriented Policing requires a comprehensive and in-depth analysis of the nature, cases and symptoms of a particular problem. This is generally not the case in traditional crime prevention;
- Problem-Oriented Policing specifically seeks to address the causes of a particular problem while traditional crime prevention usually has a more superficial focus;
- Problem-Oriented Policing seeks to develop problem-specific (tailor-made) solutions and stands in contrast with the traditional "off-the-self" approach towards crime prevention;
- Problem-Oriented Policing emphasises the importance of solutions which consists of short, medium and long term initiatives;
- Problem-Oriented Policing often has a broader vision with regard to the instruments that can be used to solve problems;
- Problem-Oriented Policing places the emphasis on the quality of solutions and not on the quantity of programmes being implemented.

THE RELATIONSHIP BETWEEN PROBLEM-ORIENTED POLICING AND THE REACTIVE INVESTIGATION OF CRIME

Problem-Oriented Policing is not a replacement for the reactive investigation of crime. Its aim is rather to enhance and improve the response of the Police - also as far as the reactive investigation of crime is concerned. Proper problem-workload of patrol officers and detectives alike. Detectives can and should, therefore, be involved in Problem-Oriented Policing.

Detectives can assist problem-solving in the following manner:

- by identifying problems based on the cases that they investigate;
- by compiling comprehensive profiles on the modus operandi and back ground of offenders; and
- by assisting Problem-Oriented Policing Teams in implementing solutions.

3. An overview of the problem-solving process

There are four distinct stages in the problem-solving process:
Stage 1 - Identification
Stage 2 - Analysis
Stage 3 - Formulating a response
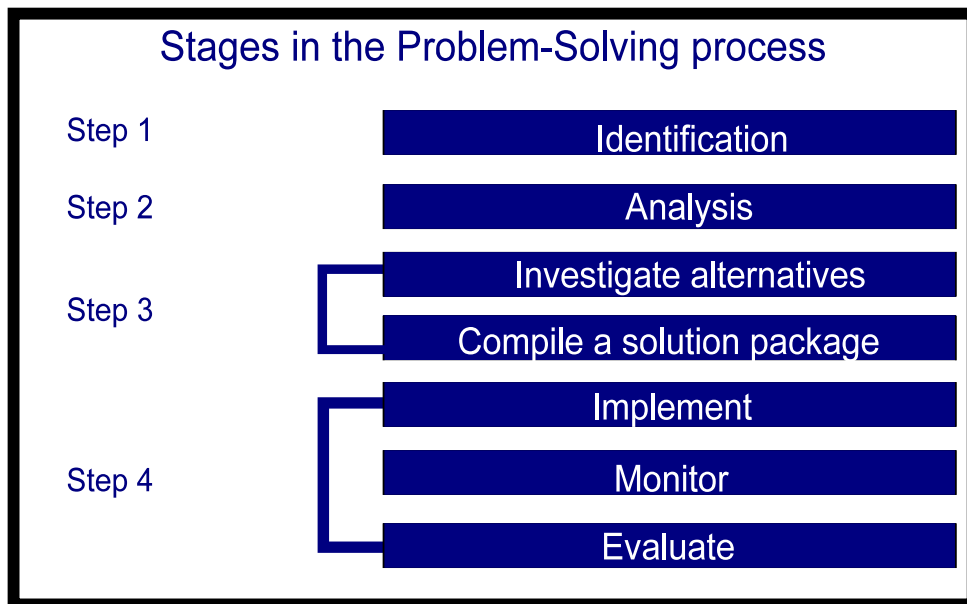Stage 4 - Evaluation

Stages in the Problem-Solving process

Step 1	Identification
Step 2	Analysis
Step 3	Investigate alternatives Compile a solution package
Step 4	Implement Monitor Evaluate

Figure 12

These four basic steps should be followed at all times and short cuts should be avoided.

Let us now look at each of the stages in greater detail:

STAGE 1 - PROBLEM IDENTIFICATION

WHAT IS A PROBLEM?

For an event to be considered a "problem", the following two criteria should apply:

- a problem involves a number of repeated or related incidents
- the problem must be of concern to both the community and the police

A PROBLEM INVOLVES A NUMBER OF REPEATED OR RELATED INCIDENTS

If an incident or call for service is likely to be repeated, or is related to other incidents, it constitutes an appropriate problem for problem-solving. Repeated burglaries at the same address, a particular pattern of vehicle thefts in a particular area, or repeated calls for service form the same address are examples of appropriate problems.

The connection between repeated or related incidents can be made by focussing on one or more of the following characteristics, namely:

Behaviour
- ▸   Look for instances where the same modus operandi was used;
- ▸   Look for instances where the same losses were incurred;
- ▸   Look for instances where the same people - victims, criminals or complainants - were involved;
- ▸   Look for common behaviour by criminals, victims or witnesses.

Territory

Look for incidents that are related to the same location or concentrated in a specific area (e.g. serious traffic accidents at a particular intersection, burglaries in a specific neighbourhood, repeated calls for service from the same address)

As far as repeated calls for service are concerned, it is important to take note of the research done in Boston and Minneapolis (Spelman 1988 : 12). An analysis of the calls for service in these two cities found that 10% of the addresses from which calls were made accounted for 60% of all the calls made. Your own experience will most probably emphasise this fact. In most instances, calls for service cluster around certain trouble spots. It is these trouble spots that have to be "treated" and which form the focus of Problem-Oriented Policing

Persons

Look for problems or incidents that are shared or perpetrated by a specific group of people (eg. vandalism committed by youths).

Time

Are incidents or events related through their occurrence at a particular time (hour of the day, day of the week, seasonal variation)?

THE PROBLEM MUST BE OF CONCERN TO BOTH THE COMMUNITY AND THE POLICE

The problem selected should be a substantive concern of both the police and the community.

ASSIGNMENT 1

Think about the crime and other policing-related incidents that take place in your station area. Group these incidents together using the characteristics outlined (behaviour, territory, persons & time). Make a list of all the problems that you were able to identify in this way (e.g. repeated incidents of shoplifting at a supermarket nearby). Which "communities of interest" are affected by or involved in each of these problems?

WHO IDENTIFIES PROBLEMS?

Problems can be identified by:

The police by way of:	The community by way of:
a review of departmental records	information provided by other government agencies
crime analysis	information provided by citizens' organizations
the analysis of calls for service	information provided by individual members of the community
personal observation	problems identified by the Community Police Forum
information provided by other police officers, for example: 　　　detectives 　　　crime prevention & community 　　　relations personnel 　　　victim assistance units 　　　patrol officers	

Usually, most problems are identified through crime analysis and the analysis of calls for service. Ideally, a data base should be established in which all of the mentioned inputs can be stored and analysed. This will enable local police to obtain an overall picture of all the "problems" existing in their jurisdiction. This broader picture will also assist the police in prioritizing problems as it is impossible to solve all problems at the same time.

1)   Although the community plays a crucial role in the identification and prioritization of problems, it is important to realize the following:

•   Problems identified by community groups or by the Community Police Forum do not necessarily always represent a wide community concern. This is especially as a whole. It is therefore important that the Community Police Forum be as representative as possible.

In some instances the extent of community concern can also be determined by questionnaires or opinion surveys.

•   The community is often more concerned about disorderly behaviour such as noise, abandoned vehicles or assertive vagrants. Although these are legitimate concerns, their over-emphasis is often the result of a lack of information about the extent of serious crime in the neighbourhood.

The police should, therefore, provide the community with the necessary information in order to ensure a more balanced view of community problems. Of course, this does not mean that non-criminal disorder problems should be ignored by the police.

•   In many instances a problem may be the result of conflicting interests between different groups in the community (e.g. conflict between

political groups, between rival taxi operators, or between business owners and hawkers). It is important that neither the police nor the CPF take sides in dealing with these problems. Patrol officers are often in the best position to identify emerging and existing problems. These officers have a wealth of untapped information on a variety of problems and should be made part of the problem-solving process. They should be encouraged to identify problems and suggest possible solutions whether or not they are part of the formal problem-solving process. The capacity of patrol officers to identify problems can be strengthened by instituting flexi-shifts and beats and by encouraging routine contact with residents.

SELECTING PROBLEMS

The process of identifying problems will invariable yield more problems that can be addressed. Given limited resources, it is, therefore, clearly necessary to assign some priority to the problems identified. Problems cannot be prioritized if their full impact and seriousness is not known. It is, therefore, necessary to do a preliminary analysis of the problem before it is prioritized.

Such an analysis should at least try to answer the following question:

- What is the exact nature and extent of the problem?
- What is the impact and consequences of the problem?
- Why should the problem be addressed?
- What is the current police response to the problem and what successes have been achieved?
- Who can the police ask to assist in dealing with the problem?

The answers to these questions should be contained in a preliminary problem statement. The following is an example of a problem statement used in the planning of a burglary-prevention program:

A PRELIMINARY PROBLEM STATEMENT FOR BURGLARY

Frequency
In 1991, 11,835 cases of burglary were reported to the police in Pretoria North. Local victimization studies recorded 16,992 residential burglaries or one for every 12 residents. The 2,965 reported commercial burglaries represented a risk rate of one for every 4,5 business establishments.

Seriousness
Burglary leads to an invasion of personal security, as well as property loss. A victimization study found the citizens fear burglary more than any other crime. Burglary is among the most serious of all property crimes committed in Pretoria North, not only because of its cost in terms of financial losses, but also because of the element of force and intrusion involved. Victims of burglary often react

strongly, reporting feelings that they and their homes have been violated.

Relative threat of offender group

On average only 10% of all burglaries are solved. During 1991 only 120 persons were arrested for burglary. On average each person arrested could be linked to 9 cases.

Reduction Potential

Approximately 30 to 40% of the reported residential burglaries involved entry through unlocked doors and windows. While it is difficult to significantly reduce burglary rates (in part because burglars tend to choose dwellings that afford little opportunity for surveillance) some reduction is possible through better door and window security and increased citizen action. The establishment of a Neighbourhood Watch is one possibility that could be considered. Citizens frequently fail to report burglaries (± 30% are never reported). This is because most citizens are not properly assured and therefore feel no need to report these crimes. A public information campaign could possible help solve this problem.

System response

Police response to this problem is currently limited to reactive crime investigation and increased patrol of problem areas.

Once a preliminary problem statement has been prepared for each of the identified problems, these problems can be prioritized. The prioritization of problems implies a choice based on certain criteria. Before problems can be prioritized, the necessary selection criteria must therefore be drawn up. The criteria should be drawn up in consultation with the Community Police Forum because the criteria should reflect community values. The following factors could be considered as guidelines when prioritizing problems:

- The impact of the problem - How big a problem is it? How many people are affected? What losses result from the problem?
- The seriousness of the problem - How much danger, damage, public concern, or political sensitivity does the problem generate? What are the consequences for the community and the police? Is it an issues that has an impact on police-community relations?
- The complexity of the problem - How complex is the problem? Will the police be able to do something about the problem? What are the resource implications for the police?
- The solvability of the problem - What degree of impact can police efforts have on the problem?
- The interest in solving the problem - Interest in solving the problem should be shown by both the police and the community. After these factors have been considered for each of the identified problems, a redefined list of problems should be drawn up. This list should then be examined by an in-house "evaluation panel" and the CPF and a priority

assigned to each of the problems.

STAGE 2 - ANALYSIS OF THE PROBLEM

Having identified, described and prioritized the problem, the next step is to fully investigate or analyse the problem by gathering and interpreting further information. The information contained in the preliminary problem statement must now be reinvestigated and extended. This is important because seemingly similar problems often differ in important details, and these must be fully understood if a workable solution is to be found. For example, robbery is not a homogeneous category of crimes. One can, for example, distinguish between:

- armed robbery at banks or other business premises;
- armed robbery of cash in transit;
- the hijacking of vehicles
- purse snatching that involves violence towards the victim;
- the holding up of workers at knife point and robbing them of their wages; etc.

Each of these different categories requires a different approach and a different prevention strategy. It is, therefore, necessary to carefully analyse a problem before you develop a solution. Problem analysis is aimed at identifying and understanding the factors that give rise to the problem, contribute to its persistence, or prevent its correction. Once identified, all of these factors become potential targets for change as part of a strategy designed to correct or alleviate the problem. The purpose of problem analysis, therefore, is:

- to determine the causes of the problem;
- to identify factors affecting the problem; and
- to separate the symptoms from the causes.

The proper analysis of a problem is also important because it gives clues of possible solutions.

According to Goldstein (1990 : 82): "[Problem analysis]...should be a broad inquiry, uninhibited to past perspectives' questions should be asked whether or not answers can be obtained, the openness and persistent probing associated with such an inquiry are not unlike the approach that a seasoned and highly regarded detective would take to solve a puzzling crime: reaching out in all directions, digging deeply, asking the right questions."

GUIDELINES TO PROBLEM ANALYSIS

In order to establish the kind of information that needs to be gathered when analysing a problem, it is useful to develop a systematic checklist. In organising your information-gathering process, you should focus on:

- the actors involved in the problem - victims, offenders and witnesses
- incident information such as the sequence of events, the social and

physical context in which they take place, and their effects;
- the responses and reactions by the community and its institutions; including the action taken by the police so far.
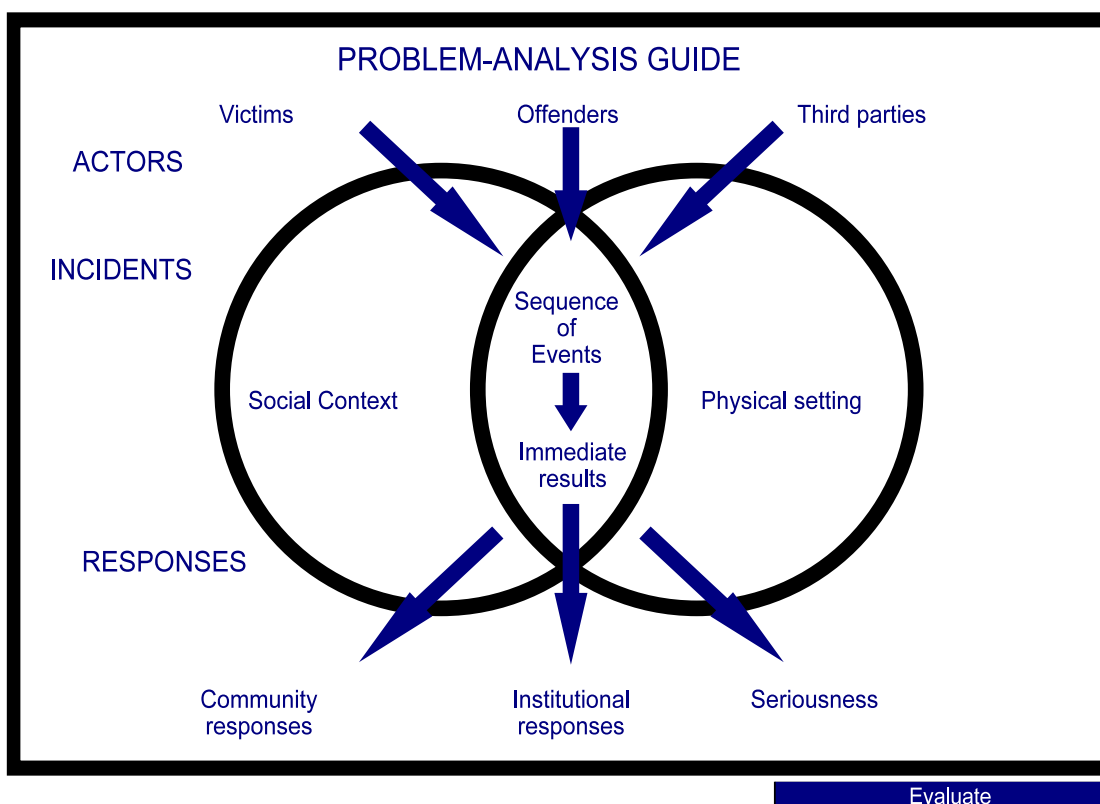
PROBLEM-ANALYSIS GUIDE

ACTORS — Victims, Offenders, Third parties

INCIDENTS — Sequence of Events, Social Context, Physical setting, Immediate results

RESPONSES — Community responses, Institutional responses, Seriousness

Evaluate

Figure 13

The following guidelines and questions should assist you in the analysis of a problem.

ANALYSING THE ACTORS

Problems generally arise from the interaction between people. Someone does something that causes fear or actual harm to someone else. Sometimes the initial action causes a reaction from the person(s) affected by it. In order to understand a problem, we must begin by looking at who the actors are, what they do, how they react, and what the affects of these actions are. Some problems may only involve a few persons; others may involve whole communities. It is, therefore, important to identify who is involved in a problem, and in what way.

A)   Offenders:

Try to determine the following information regarding offenders -
- motivation
- identity or physical description
- age, race & gender (for purposes of identification)

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- social background, including lifestyle, education, employment history
- criminal history
- modus operandi
- precipitating factors influencing behaviour such as drug or alcohol use

B) Victims:

Try to determine the following information regarding victims -
- security measures taken
- victimization history
- race, age, gender, political affiliation (if applicable to the problem)
- reaction to victimization
- relationship of offender
- factors which impact on co-operation with the police
- referral agencies
- counselling sought

C) Third parties:

In many situations, people other than victims and offenders are involved. Some of them may be witnesses, supporters of the victim(s), or supporters of the offender.

Try to determine the following information regarding third parties -
- identify
- involvement and interest in the problem
- factors which impact on their co-operation with the police
- relationship to victim and/or offender

ANALYSING INCIDENT INFORMATION

Analysing incident information involves more than just focusing on what each of the actors did; it involves looking at the whole physical and social context of the incident or incidents.

A) Chronology:
- Are the incidents related in terms of their occurrence at certain times of the day?
- Are the incidents related in terms of their occurrence on certain days of the week (e.g. domestic assaults are usually most frequent over weekends, especially at the end of the month).
- Are the incidents related to specific events (e.g. sport meetings, pay days, school holidays, etc).
- Do the incidents show a monthly or seasonal variation? Why?

B) Physical settings:
- Can territorial "hot spot" be identified, in other words, do these crimes

cluster together at certain locations? How can these "hot spots" be explained?

- Where did the incidents take place (Indoors, outdoors, private vehicles, public transport, deserted locations, etc)?
- Is there something connected to the locations that contributes to the abandoned buildings, environmental hazards, focal points of community activity, possible hideaways, etc.)?
- Can the physical environment be modified in order to prevent a recurrence of the problem?

C) Social context:
- To what groups do the offenders and victims belong? Are these groups in conflict?
- What interests motivate the offenders?
- What actions of the victims contribute to their vulnerability?
- Do sociol-demographic factors impact on the problem (e.g. social intolerance, intimidation, fear, a lack of community cohesiveness, etc.) How?
- How did witnesses / possible witnesses react to the problem? Why did they react in that way?

D) Sequence of events:
- What did the offenders do? To whom? How? When? Where?
- What is the sequence of events that produces the problem?
- Did alcohol, drugs or other factors contribute to the problem? How?

E) Results of events:
- What are the effects of the problem (death, injury, property damage, financial loss, intimidation)?

ANALYSING RESPONSES

A) Institutions:
How do public and private agencies, including the police view the problem? What have they done about it? With what results? What might they be interested in doing now? What factors affect the police's response to the problem? What legal issues affect the problem? Which institutions (public or private) can assist the police in solving the problem?

B) Communities:
How do the members of the community view the problem? What have they done about it? With what results? What might they be willing to do now? Are they willing to work with the police? If so, how? If not, why not?

C) Seriousness:
Is this a serious problem requiring a serious response? If not, why not? If it is serious, how can the community and relevant institutions be made to see its

seriousness? If it is not a serious problem, what should be done about it? Is the public aware of the "total cost" of the problem to society?

POSSIBLE SOURCES OF INFORMATION

In order to find answers to the aforementioned questions, a wide variety of potential information sources can be tapped. These sources include:

• Relevant literature:
The recent growth of research on crime and policing has created a valuable, but seldom utilized, body of relevant information. This information is especially helpful in suggesting possible solutions to problems.

• Police files:
Police services gather, record and process enormous amounts of information on a variety of problems. Unfortunately, the information is often collected for purposes unrelated to problem-solving. Police data collection, therefore, of the requires some adaptation in order to meet the analytical needs of problem-solving. For example, if we wish to identify repeat calls for service, it may be necessary to reprogrammed the computerized information systems at our Radio Control Units.

We would advise you to discuss your data collection an analysis needs with the local branch of information Systems or with the Crime Information Management Centre at Head Office. They will be able to help you develop the necessary systems.

• Police officers:
The personal knowledge of police officers gained from experienced is often very useful. Every attempt should, therefore, be made to collect information directly form the police officers who deal in some way with the selected problem. Special attention should be given to the informal means used by police officials in handling a particular problem.

• Other police services:
It is quite possible that the problem selected for analysis has already been addressed by other police services or units. The information, analysis and strategies used by these services or units may shed valuable light on the problem and may even suggest possible solutions.

• Community sources:
A wide variety of potentially valuable information exists within the community. These sources include victims, complainants, witnesses, community agencies and public institutions. Valuable information can be gained by questioning those affected, by holding public meetings with community groups and by consulting with the local CPF. Various government agencies, such as the Provincial and Local governments, also collect a variety of information on

different aspects of community and neighbourhood life. This information is often freely and readily available.Offenders:

Offenders are an important source of information and should be questioned about -

- their modus operandi and motivation;
- why an offence is committed at a specific time;
- the reasons for selecting a particular target;
- escape routes used; and
- the way goods are disposed of.

ASSIGNMENT 2

Choose one of the following problem scenarios and compile a list of questions that you will use in analysing the particular problem.

Scenario 1:
There are two competing taxi associations in your area, the Silver Wheels Taxi Association and the Squeeze Us In Taxi Association. These two associations are in competition over routes, passengers and parking space at the local taxi rank. The conflict between these two bodies have already resulted in a number of gunfights in which four innocent bystanders were killed.

Scenario 2:
Your station area has the highest per capita incidents of assault with the indent to do grievous bodily harm in the whole area. The Area Commissioner has given you an order to find a solution to this problem.

Scenario 3:
The theft of and from motor vehicles account for nearly 40% of all serious crime in your area. You have noticed that most of the crimes are committed in parking area that belong to King's Safe Parking. Your station commissioner is desperate to find a solution to this problem.

STAGE 3 - FORMULATING A STRATEGIC RESPONSE

Having selected the problem, gathered the information, and completed the analysis, it is now time to do something about the problem. The formulation of a strategic response package represents the heart of problem-solving and is done in four steps:

Step 1 : Determining objectives
Step 2 : Identifying possible solutions
Step 3 : Evaluating possible solutions
Step 4 : Drawing up an implementation plan

In the next section we will give closer attention to Stage 3 of the problem-solving process, namely the formulation of a strategic response.

FORMULATING A STRATEGIC RESPONSE

In the previous section we introduced you to the basic elements of Problem-Orientated Policing. As you will remember, Problem-Orientated Policing is a style of policing that emphasizes the use of problem-solving techniques as a basis for a more effective response to repetitive or related crime and disorder problems. You will also recall that problem-solving involves four distinct stages, namely:

Step 1 : Problem identification
Step 2 : Problem analysis
Step 3 : The formulation of a strategic response
Step 4 : Evaluation of the strategic response plan

In the next section we will pay closer attention to the heart of problem-solving process, namely the formulation of a strategic response Stage 3).

After having selected the problem, gathered the information, and completed the analysis, it is time to do something about the problem. This is indeed what problem-solving is all about - formulating solutions to the recurring problems with which you are confronted on a daily basis. The formulation of a strategic response package, therefore, represents the heart of problem-solving and is done in four steps.

Step 1 : Problem identification

Problem-solving strategies should, at all times, be problem specific, in other words, they should be aimed at solving a particular problem. Not all strategies can hope to accomplish the same objectives.

The following are strategic objectives that could be considered when developing a problem-solving strategy

- Solutions designed to totally eliminate a problem
- Solutions designed to substantially reduce a problem
- Solutions designed to reduce the harm or impact of a problem
- Solutions designed to improve police response to a problem
- Solutions designed to redefine and redirect responsibility for handling problem.

It is extremely important for you to set realistic goals and to accept that you are not able to move mountains. By breaking down a large and complex problem into smaller sub-problems, a more realistic and measurable set of objectives can be developed

Step 2 : Identifying possible solutions

REMEMBER

The aim of Problem-Oriented Policing is to address a problem and its causes in the short, medium, and long term

The search for possible solutions should be done in a broad-minded and uninhibited manner. It is important to "think big" and not to limit yourself to traditional police responses such as stepped-up patrol and increased arrests. Be creative and look at the problem form several different angles. Use your imagination and do not limit you response to a single tactic! Remember: The aim of Problem-Oriented Policing is to address a problem and its causes on the short, medium, and long term.

It must be emphasized that this step does not involve the evaluation of possible solutions. Solutions should, therefore, be placed on the table regardless of their practicality or possible success. In order to find solutions, it may be helpful to conduct a brainstorming session with your colleagues.

The following possibilities can be considered when looking for solutions:

A GUIDE TO POSSIBLE SOLUTIONS

Focused strategies

Where problem analysis discloses that there are specific individuals or groups who are responsible for creating a disproportionate amount of problems in the community, or that some locations ("hot spots") are the focus of problematic activity, efforts targeted at "treating" these individuals/groups or at improving conditions at these locations might be part of the solution.

Focussed strategies can be used to "treat" -

- frequent offenders
- frequent victims
- the sources of repeated calls for service
- groups with a high risk of victimization
- groups with a high propensity for criminality

Inter-agency cooperation

Many problems confronting the police are also partly the responsibility of other governmental or private agencies. Schools, courts, prosecutors, health officials, correctional agencies, social service agencies, traffic departments, and other governmental and private bodies share responsibility for controlling antisocial behaviour or, at least, have the capacity to help alleviate problems that come to

the attention of the police.

Inter-agency cooperation can take several forms, such as -

- referring complainants to other agencies
- coordinating action with other agencies
- demanding more or new services from other agencies

ASSIGNMENT 3

Choose the two most serious crime-related problems being experienced in your station area. Make a list of all the public and private agencies or individual persons that can assist you in solving these two problems.

Mediation and negotiation strategies
Conflict between individuals and groups are often a source of disorder and even crime. The police are in a unique position to solve these problems through mediation and negotiations. In some situations mediation and negotiations, rather than law enforcement, may ultimately be a far more effective use of police resources.

Communication with the public

The police can sometimes effectively bring a problem under control simply by conveying accurate information to the public.

A communication strategy can be used to -

- Educate the public about the seriousness of a problem
- Reduce fear
- Convey accurate information to the public to help them comply with the law or to resolve problems themselves
- Show citizens how they unwittingly contribute to a problem
- Warn potential victims about their vulnerability and advise them about ways to protect themselves
- Explain the capability of and restrictions on the police in dealing with a particular problem

ASSIGNMENT 4

Indicate how you would use a communication strategy aimed at the community at large, the courts, and possible victims in order to solve the following problem. Also indicate all possible communication media that can be used to convey your message.

Scenario:
There are quite a few stud-farmers in your area who farm with Wool Merinos.

These sheep are very costly and a stud-ram can cost as much as R25000. Unfortunately these farmers are the victims of stock-thieves who steal one or two sheep at a time. These sheep are then slaughtered and the meat used for private consumption. Most of the culprits are youths from the local community. When caught, these youths are usually given a suspended sentence. The stud-farmers are not satisfied with the severity of sentences passed by the courts and have threatened to take the law into their own hands.

Organizing and assisting the community to get directly involved in solving their problems

The solutions to some problems are within the capacity of the community to carry out themselves. The police should encourage citizens to become involved in solving their own problems.

Mobilizing the community can take several forms such as -

- forming a Neighbourhood Watch or Citizen's Patrol- recruiting and using police reservists recruiting and using other volunteers
- activating certain interests groups
- activating the victims of crime

Supporting existing relationships of social controls as a means of influencing and controlling the behaviour of persons responsible for creating problems

Some persons, for example, parents, apartment managers, contractors, and building owners, may be in a strong position to influence the behaviour of offenders. If the police can identify and activate such persons, they may be able to shift the primary responsibility for the control of the problem away form the criminal justice system and back to those who have a longer-lasing, more powerful relationship with the individuals who are creating the problem.

Altering the physical environment to reduce the likelihood that problems will occur

This approach, often also referred to as "situational crime prevention", aims to modify and manage the physical environment in such a way as to reduce opportunities for crime, increase the risks and effort associated with an offence, and reduce the profits gained by the criminal.

This is achieved by the use of a combination of the following twelve techniques

THE TWELVE TECHNIQUES OF SITUATIONAL CRIME PREVENTION

INCREASE THE EFFORT	INCREASE THE RISK	LESSEN THE REWARD
Target hardening	Entry & exit screening	Target removal
Access control	Increased formal surveillance	Identification of property
Deflecting offenders	Increase surveillance by employees	Removing inducements
Controlling crime facilitators (Clarke 1992 : 10-21)	Increased informal surveillance	Use the rules

Target hardening

The most obvious way of reducing criminal opportunities is to obstruct the criminal by means of physical barriers. Target hardening refers to the use of locks, safes, burglar proofing and perimeter barriers aimed at preventing or obstructing access to a premises or to valuables on a premises.

ASSIGNMENT 5

There has been a spate of robberies on your town's golf-course during the past few months. The thugs hide out in a wooded area on the edge of the golf-course. This wooded area is next to the eastern fence of the golf-course which borders on a main road. You have notice a gaping hole in the fence which allows access to the wooded area from the main road. Although the management of the golf-course tries to keep the fence in good repair, this is an almost impossible task. Vandals damage the fence as soon as it has been repaired. The wooded area has a very thick undergrowth which serves as a hiding place for the robbers, a sleeping place for two or three local tramps, and even a love-nest for one or two brave couples. The management of the golf-course has indicated that they would not like to cut down the trees as this would spoil the approach to the 17th hole. How would you solve this problem without relying on visible policing?

Access control

Access control, as the term indicates, aims to control access to a premises or system. Usually this is done by way of gates with code locks or guards. Access control to computer systems is achieved by means of passwords. Deflecting offenders - This refers to any attempt aimed at steering unacceptable behaviour in a more acceptable direction. Providing troublesome youths with sports facilities can be seen as an example of this approach.

ASSIGNMENT 6

You are stationed in a inner-city area where there is a large number of high-rise

apartment buildings. Many of the families living in these apartment complexes are single-parent families while, in most other cases, both partners have to work. This means that children are usually left unattended after school. Quite a number of young children have injured themselves while trying to cook lunch. The youngsters also play in stairwells and on sidewalks where they are often injured. The older children roam the streets with nothing constructive to do and engage in all sort of mischief and even criminal activities. To compensate for the lack of parental care, many of the older children have joined gangs where they experiment with drugs. Your station commissioner is concerned about this situation and, especially, the possibility that the gangs may become violent. You have been ordered to find a solution to this problem. What are you going to do?

Controlling crime facilitators

Many objects (such as knifes, firearms etc.) and circumstances act as stimulants for crime and disorder. By removing or controlling the use of these objects or eliminating the circumstances, crime and disorder can be prevented.

ASSIGNMENT 7

A university campus is situated in your station area. The campus is divided in two by a railway line with the women's residences on the eastern side on the railway line and the main academic buildings on the western side. Although a road connecting the east and west campuses crosses the railway line, a large number of students prefer to use an old service tunnel to cross underneath the railway line. The route through the old service tunnel is also the shortest route between the ladies' residences and the academic buildings. Unfortunately this service tunnel, which is situated on railway property, is overgrown, dark and strewn with rubble. Quite a few of the female students have been attacked while using this tunnel. The attacks usually take place at dusk or during the early evenings. About a week ago, a female student and her boyfriend were savagely assaulted when they entered the tunnel. The boyfriend was knocked over the head with a piece of metal pipe and suffered a serious concussion. The female student was dragged deeper into the tunnel and raped by the assailant. This incident lead to a protest march on campus and the burning of a puppet dressed-up to represent the Director of Campus Security. You have been asked by the Director of Campus Security to advise him on how to solve this problem. What do you suggest?

Entry / exit screening

Entry screening differs from access control in that the purpose is less to exclude or obstruct people, than to increase the risk of detecting those who do not comply with entry requirements. These requirements may relate to prohibited goods or objects (such as firearms) or, alternatively, the possession of tickets or documents

Exit screening, on the other hand, serves to deter theft by detecting objects that should not be removed from a protected area, such as items not paid for at a shop.

Formal surveillance - Personnel whose main function is to provide a deterrent threat to potential offenders, such as police, security guards and store detectives, are the principal providers of formal surveillance. Their surveillance role can be enhanced by the use of electronic hardware such as alarm systems and closed circuit television and by changing the internal layout of buildings.

ASSIGNMENT 8

One of the shopping centres in your station area has a large open-air plaza that is surrounded on three sides by double-storeyed buildings. A flea-market is held is this plaza at the end of each month. Although the stalls are placed in neat rows, the aisles between the rows of stalls are very narrow. This means that people literally have to squeeze against one another to get through. Criminals use this opportunity to pick the pockets and handbags Of unsuspecting shoppers. They also grab necklaces and other jewellery from victims and then disappear in the crowd. Although there are a number of security guards on duty, they seem unable to deter these criminals. The situation has reached critical proportions and many of the stall owners have threatened to withdraw from this flea-market. The manager of the centre is concerned that he will loose valuable clientele and has approached you for advice. You do not have enough personnel to increase police patrols at the flea market. How are you going to solve this problem?

Surveillance by employees
Employees, particularly those working with the public, are often in a position to perform a surveillance role.

Informal surveillance
Informal surveillance rests on the assumption that members of the public will recognize criminal activity and report it to the police. Enhancing informal surveillance is a prime objective of the Neighbourhood Watch movement.

Target removal
Target removal is related to target hardening and refers to the physical removal of valuables to a safer location. Music dealers often remove compact discs (CD's) from their covers and display only the empty covers in an effort to prevent shoplifting.

Identifying property
Marked property lessens the reward and increases the risk for the cardinal because:
▸   it is more difficult to sell;
▸   it can easily be identified as stolen; and
▸   the rightful owner can be traced.

Removing inducements
The removal of inducements is related to the diversion leading to crime and disorder. Cleaning up graffiti is an example of this approach because it removes the graffiti vandal's reward, namely, seeing his "work" displayed in public. Consider

the market for stolen goods - educating members of the public that buying stolen goods is an offence may well weaken the market, and, therefore, reduce crime.

Use of rules
Most organizations and institutions have rules relating to the conduct of employees, members and visitors. Often these rules can be used to prevent disorderly conduct.

Selective law enforcement and prosecution
Although Problem-Oriented Policing encourages the use of non-traditional responses, it does not exclude the use of traditional responses such as law enforcement and prosecution. In some instances, law enforcement and prosecution are the only workable solutions to a problem. Law enforcement can however be used in quite a number of ways:

Non-selective law enforcement and prosecution
This alternative refers to the traditional process of identifying, arresting and prosecuting all offenders

Selective law enforcement and prosecution according to specific guidelines
This alternative refers to police crackdowns where certain offenses are intensively policed on an ad hoc basis. This alternative is often used as a short term solution to the problems of prostitution, drunk driving and illegal liquor trade.

The enforcement of laws that are normally enforced by other institutions
Several laws, regulations and ordinances exist that are normally enforced by other institutions. Examples include nature conservation legislation and municipal by-laws. These laws regulations and ordinances can also be enforced by the police or the relevant institution can be asked to step up enforcement.

Use of Non-Criminal laws and regulations
Many problems are subject to various private and public regulations, laws and statutes. These may be used by the police to help solve problems. Thus building codes can be used to enforce crime prevention measures, noise by-laws can be used to deal with unruly tenants, and health regulations can be used to combat overcrowding of flats or buildings of to close down establishments selling drugs.

Municipal authorities and other law makers can also be requested to control certain types of behaviour or crime facilitators by way of new or stricter regulations, ordinances or legislation.

Directly addressing social and economic conditions that may be contributing to problem behaviour
If the police can identify certain social and economic conditions in a neighbourhood that seem to be precipitating problems, then perhaps the police themselves can prevent future problems by working to change those conditions. Providing constructive leisure time activities for youths is an example of this approach.

Ensuring a greater visible police presence

A greater visible police presence can be attained by increasing foot or vehicle patrols, by conducting road-blocks and crackdowns, by setting up satellite police stations, or by setting up community service centres. It should, however, be remembered that these initiatives usually only have a short term, impact.

In summing up the available strategies in Problem-Orientated Policing, one should think about the tools available in a toolbox. In the case of traditional policing, the toolbox is nearly empty and usually only contains law enforcement strategies and a greater police presence. The tools available to the Problem-Orientated Police Officers are much more diverse. We would encourage you to use an many tools as possible. Do not limit your response to a single tactic!

ASSIGNMENT 9

Choose one of the following problem scenarios and indicate how you would go about solving it. You should try to use as many of the problem-solving measures as possible. Do not limit yourself to stricter law enforcement or increased visible policing. These are only two possibilities that you may consider.

Scenario 1

You are a detective at a detective branch which specializes in the investigation of fraud. The fraud cases that are reported to your branch can be divided into the following categories:

- checks that were referred back to the drawer - 55%
- stolen checks that are used to purchase goods to the value of not more than R200 - 15%
- money that is withdrawn from the accounts of people by thugs who have Cards of the victims - 15%
- stolen credit cards that are used to purchase goods at stores that do not have electronic card readers - 15%

You have heard about Problem-Orientated Policing and are of the opinion that you can reduce the number of cases through proactive strategies. How will you go about to achieve this goal?

Scenario 2

You are the commanding officer of the Radio Control and Flying Squad units in a large city. Through repeat call analysis you have determined that one of your most frequent problems is violent domestic disputes in Brandy-and-Cokeville. These incidents normally take place on weekends and, especially, on the last weekend of the month. The police officers under your command are very negative towards these calls because, in most instances, the victim refuses to lay a charge. When charges are laid, the victim usually ends up in hospital. You are of the opinion that current legislation is inadequate and that a more aggressive approach should be used against men who assault women.

You also believe that more should be done to assist women and children to deal with the trauma of domestic violence. Formulate a new policy for dealing with violent domestic disputes.

The following areas should be addressed in this policy:

•   What should be done for the victim - referral to agencies and counselling services
•   What action should be taken against the offender
•   How should women and children be protected and assisted?
•   Which institutions can play a role in implementing the new strategy?
•   How should current legislation be adapted?

Scenario 3
You are the district crime prevention officer in a popular coastal city. Many foreigners visit your city annually and contribute to the city's economic well-being. A well-known Japanese electronics corporation has expressed interest in establishing a manufacturing plan in the city's industrial area. This will provide a much needed boost to the city's economy and will also go a long way towards alleviating the unemployment problem in the non-white section of the population. Unfortunately three incidents involving foreign visitors have occurred which have marred the image of the city and which have placed a question mark on the possibility of Japanese investment.
In the first incident, an unsuspecting Japanese visitor was kidnapped from the city's international airport by a person acting as a taxi driver. The victim was taken to The Valley, a local informal settlement, where he was seriously assaulted, robbed of all his belongings and left to die. This lead the Japanese embassy to officially protest to the Department of foreign Affairs over the apparent lack of police protection to foreign visitors.

In the second incident, the daughter of a prominent local businessman and her two friends from Germany were shot at while leaving a popular nightclub. The Chamber of Commerce has expressed its serious concern over this incident and over what it views as an unacceptable increase in crime in the Central Business District.

In the third incident, a tour coach was sabotaged while parked in the street in front of the 5-star Beach & Sun Hotel. The saboteur/s deflated 4 of the tyres of the tour coach and poured sugar into the diesel tanks. You have received information that a group of gang members were involved in the incident. The same group has also been involved in other acts against foreign visitors. Very few of the gang members have ever been brought to court because foreign visitors usually leave the country before the case is heard.

A delegation form the South African Foreign Diplomat's Association, the local Chamber of Commerce, the Hotel Owners' Association and the local municipality has approached you for assistance. How are you going to deal with this problem?

Step 3 : Evaluating possible solutions

Now that you have identified as many solutions as possible, it is time to evaluate your solutions and to decide on a "solution package".The following guidelines should help you choose between possible alternatives:

- the potential that the response has to reduce the problem and reach the stated goal
- the specific impact the response will have on the problem or on the most serious consequences thereof
- the extent to which the response is preventive in nature, thereby reducing recurrence or more acute consequences that are more difficult to handle
- the degree to which the response intrudes into the lives of individuals and depends on legal sanctions and the potential use of force
- the attitude of the different communities most likely to be affected by adoption
- the financial costs involved in implementing the alternative
- the availability of police resources to carry out the alternative
- the way in which the response is likely to affect the community's relationship with the police
- the ease with which the response can be implemented.

Furthermore the following considerations should also be remembered:

- The strategy chosen must go beyond the incident and address the underlying causes.
- The strategy should provide a long-lasting solution to the problem.
- The solution should provide a substantial improvement for the residents of the community, reducing both harm to then and fear of future harm.
- Where possible, the strategy should also aim to reduce police work load.

Step 4 : Drawing up an implementation plan

Once the problem has been selected, analysed and a strategic response package adopted, it is time to develop an implementation plan to guide the response and to provide a basis for evaluation. An implementation plan should include written statement of the goals, objectives, strategies, responsibilities and time frames. Goals and objectives should always be precise, realistic and measurable, and should aim to address the problem on the short, medium and long term. It is important to articulate as clearly as possible what each strategy is supposed to accomplish, as well as the measures that will be used to determine its impact. Once again it should be emphasised that Problem-Orientated Policing does not exclude law enforcement or visible police patrols. In many instances these two activities will form a very important component of a tailor-made solution package.

HOW TO IMPLEMENT PROBLEM-ORIENTATED POLICING AT YOUR LOCAL STATION

The implementation of Problem-Oriented Policing will probably differ from station to station because of differences in personnel and resources. We suggest that you implement Problem-Oriented Policing according to the following steps:

Step 1 : Form an in-house "evaluation panel"

It is the prerogative of the Station Commissioner to form the Evaluation Panel. Ideally the Panel should, at least, consist of the Station Commissioner, the local Detective Commander, the Commander of the Problem-Solving Team and a member of the CPF. If necessary, other experts may be co-opted to the Evaluation Panel. The functions of the Evaluation Panel should be the following:

- It should guide the adoption and implementation of Problem-Oriented Policing;
- It should be responsible for obtaining a mandate from the Community Police Forum and will also be responsible for drawing up prioritization and referral guidelines in consultation with the CPF.
- It should, in accordance with the referral guidelines, decide whether a problem identified by the Problem-Solving Team affects the community as a whole. If it does, the Evaluation Panel should refer the problem to the CPF for discussion. The Panel will also be responsible for carrying out the decisions reached by the CPF.

- If the problem does not affect the community as a whole, but only certain individuals, businesses or residents, and if the problem can be solved through ad hoc consultation with the affected parties, the Evaluation Panel should be responsible for overseeing and directing the problem-solving process.
- The Panel should, at all times, guide and direct the Problem-Solving Team.
- The Panel must report the outcome of its interventions to the CPF.

Step 2 : Obtain a mandate from the Community Police Forum

After the Evaluation Committee has been formed, it will be necessary to obtain a mandate for Problem-Oriented Policing from your local CPF. Prioritization and referral guidelines must also be drawn up. If may be necessary to hold a series of workshops with the members of the CPF in order to explain the workings and benefits of Problem-Orientated Policing. A media campaign aimed at informing the wider community could also be considered.

It should, however, be emphasized that you can start with Problem-Oriented Policing even if you do not have a CPF in place. If a CPF does not exist, take special care to stay sensitive to the needs, priorities and perceptions of the community. If possible, consult bilaterally with those organisations and interest

groups that will be influenced by your implementation plan.

Step 3 : Form a Problem-Solving Team

The composition of the Problem-Solving Team will be determined by the type and number of problems being experienced, available personnel, and expertise.

The tasks of the Problem-Solving Team should centre around the following:

- responsibility for the identification and description of problems in the station Area. Crime analysis, the analysis of calls for service and the operation of the data base, mentioned in the previous section, should be the responsibility of the Team.
- The Team should be responsible for analysing problems and formulating problem statements. The Team should be responsible for drawing up, implementing, and evaluating action plans.
- The Team should function under the direct authority, and guidance of the Evaluation Panel.
- The Team should provide reports to the CPF.

 The Problem-Solving Team may also be made responsible for:

- coordinating the activities of Neighbourhood or Block Watch;
- liaising with and coordinating the activities of the Police Reservists;
- conducting talks and lectures on crime prevention;
- following up complaints in order to ensure that they have been handled properly (It is especially important to follow up cases of family violence and other violent crimes, sexual crimes, hate crimes (i.e. crimes aimed at particular racial or religious groups), crimes against the elderly, and missing persons.);
- liaising with other service agencies in order to better relations and promote cooperation;
- providing training for members;
- doing routine patrol in problem areas (These patrols should primarily be aimed at establishing positive contact with the residents of the area.);
- launching crackdowns aimed at certain problems;
- assisting in the investigation of high profile crimes.

Step 4 : Conduct in-house training in Problem-Solving

The members of the Problem-Solving Team will need to be properly trained in:

- the use of problem-solving techniques;
- creative thinking skills;
- the use of the different problem-solving approaches and instruments;
- problem analysis and program evaluation; and
- crime analysis and the analysis of calls for service.

Training in the principles and techniques of Problem-Oriented Policing should, however, not be restricted to members of the Problem-Solving Team. It is important that all personnel, including detectives, be exposed to Problem-Oriented Policing. All members should also be encouraged to contribute and to become part of the Problem-Oriented Policing-drive. Where possible, members should be rotated so that they can gain hands on experience in problem solving.

The procedures to be followed by the Problem-Solving Team and Evaluation Panel when dealing with a problem are outlined in Figure 14:
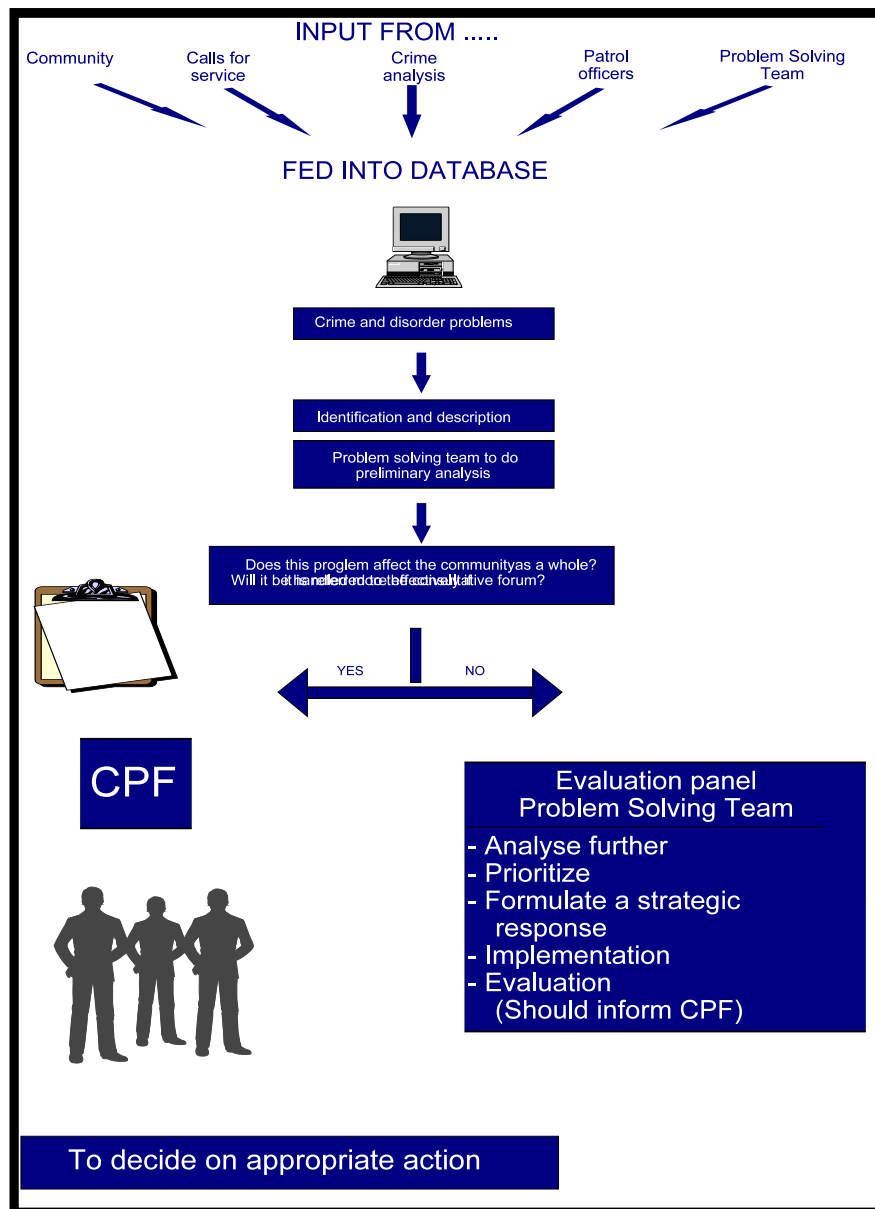

Figure 14

STAGE 4 - EVALUATION

There are a number of reasons why it is important to evaluate problem-solving strategies. The most obvious reason is simply to assess whether the problem-solving strategy is working or not.

There are two types of evaluation to consider as part of any project, namely, process evaluation and impact evaluation. Both are important for different reasons.

Process evaluation is carried out continuously throughout the implementation of the action plan and starts on the day that the plan is implemented. It is concerned with determining whether the plan is implemented correctly. Are the step outlined in the implementation plan followed properly? Are there any problems that should be addressed? Should the implementation plan be modified? Does the plan appear to be working?

Impact evaluation assesses the consequences or outcomes of the strategy or the effect of the strategy on the problem. Impact evaluation is usually done by comparing "before and after" data or by comparing the target community with a comparable "control" group. The questions that should be asked, include: Has the plan resulted in an achievement of the stated objectives? What mistakes were made? Why?

SUMMARY

Problem-Orientated Policing seeks to improve modern policing by emphasizing a proactive and analytical police response to repetitive and deep rooted community problems. Rather than exclusive focussing on offenders as the source of police problems, or on arrest and prosecution as the solution, problem-solving expands the focus of policing efforts to address the full range of causes or conditions that create these problems. Problem-Orientated Policing demands of you to "get smart" and involves a straightforward and logical sequence of steps.

Conclusion

Various experiments throughout the world have shown Problem-Orientated Policing to be a workable and successful approach. The literature abounds with examples where the police, through problem-orientated policing, were able to solve problems after tradition approaches failed to make any impact.

Problem-orientated policing has two other very important advantages.

Firstly, it reduces incidents of crime and social disorder thereby easing the workload of the patrol section and the Detective Services; and,
Secondly, it gives new meaning and status to the function of the patrol officer. Patrol officers are no longer seen as robots but are encouraged to use their imagination, resourcefulness and intelligence in dealing with problems.

In conclusion, see if you can use the information given in this guide to devise a solution for the following problem:

You are in command of the Crime Prevention Unit (Problem-Solving Team) in a big city. There are quite a number of street children (mostly boys) in your station's area. These children sleep in a local part and create a nuisance by begging for money. Quite a few of the children are involved in petty theft and most of them also sniff glue. Three children already died as a result of this habit. Some of the children are involved in prostitution. They almost exclusively sell their "services" to middle aged men from the wealthier neighbourhoods.

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