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# OPERATIONALISATION OF SECTOR POLICING

## OPERATIONAL GUIDELINES: COMMANDERS AND MEMBERS

# INDEX

# 1. CRIME-PREVENTION TOOLS, APPROACHES AND TECHNIQUES

## This section will –

- introduce crime-prevention tools, approaches and techniques for consideration during the development and implementation of crime-prevention programmes/projects or the deployment of resources to sectors
- explain the objectives, purpose, agenda and operationalisation of information generated at the station's crime-combating forum

In order to effectively stabilise and return crime levels at station level in sectors to normal, it is essential that commanders know about the following aspects in order to support the prevention of crime, planning of operations or crime-prevention programmes/projects, the apprehension of suspects, as well as the deployment of resources:

- Root causes and crime generators
- Crime patterns and threats
- Hotspots
- Modus operandi
- Wanted suspects
- Crime-prevention tools and techniques.

## 1.1 Identify the Problems with Crime

It is of the utmost importance that operational and sector commanders gather correct information to determine the local crime situation in order to –
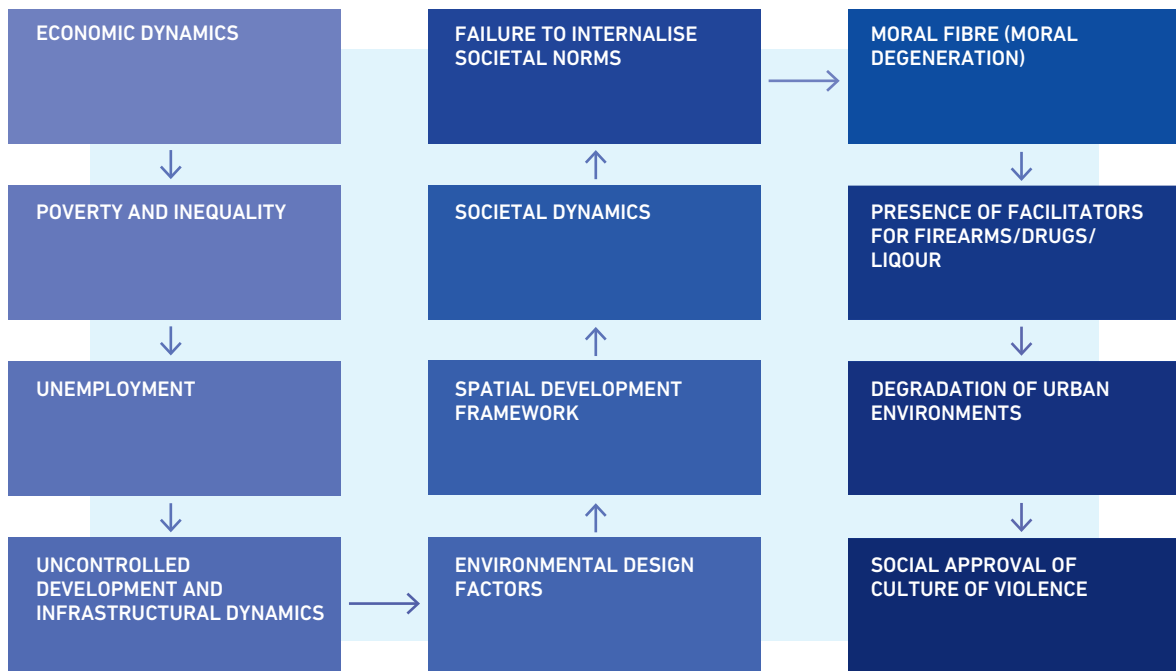
- influence and activate appropriate actions to –
  - prevent crime proactively
  - guide the development and implementation of appropriate corrective measures, actions or crime-prevention operations
  - create awareness and educate the community
  - prevent crime through environmental design to reduce the causes and opportunities for criminal events and to address the fear of crime.

The following aspects could be considered in determining hotspots, trends, tendencies and modi operandi:
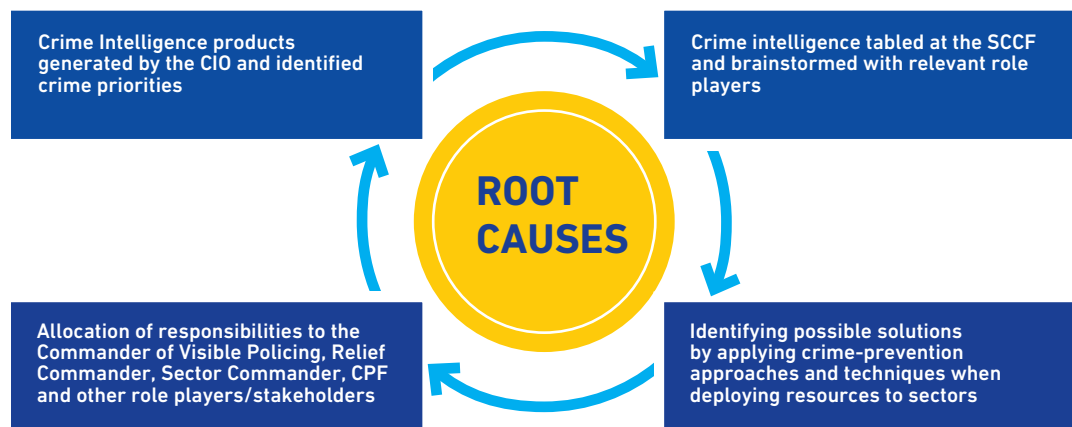
- What types of crimes have been committed?
- Where are the crimes committed?
- At what time are the crimes committed?
- How are the crimes committed?
- How do the rates and risks of crimes differ from the different circumstances and what is causing or contributing to the crimes being committed?
- What is the impact of the crimes on the community?

## 1.2 Identify and Address Root Causes/Contributing Factors to Crime

To address crime proactively, commanders must identify root causes and contributing factors to crime and activate all relevant Government Departments and non-governmental organisations responsible to develop and implement appropriate measures, actions or programmes.

| ECONOMIC DYNAMICS | FAILURE TO INTERNALISE SOCIETAL NORMS | → | MORAL FIBRE (MORAL DEGENERATION) |
|---|---|---|---|
| ↓ | ↑ | | ↓ |
| POVERTY AND INEQUALITY | SOCIETAL DYNAMICS | | PRESENCE OF FACILITATORS FOR FIREARMS/DRUGS/LIQOUR |
| ↓ | ↑ | | ↓ |
| UNEMPLOYMENT | SPATIAL DEVELOPMENT FRAMEWORK | | DEGRADATION OF URBAN ENVIRONMENTS |
| ↓ | ↑ | | ↓ |
| UNCONTROLLED DEVELOPMENT AND INFRASTRUCTURAL DYNAMICS | ENVIRONMENTAL DESIGN FACTORS | | SOCIAL APPROVAL OF CULTURE OF VIOLENCE |

**The following process and information could be considered in order to identify root causes to address crime proactively:**

**ROOT CAUSES**

- Crime Intelligence products generated by the CIO and identified crime priorities
- Crime intelligence tabled at the SCCF and brainstormed with relevant role players
- Identifying possible solutions by applying crime-prevention approaches and techniques when deploying resources to sectors
- Allocation of responsibilities to the Commander of Visible Policing, Relief Commander, Sector Commander, CPF and other role players/stakeholders

## 1.3 Crime Intelligence Products

### 1.3.1 OCTA

• Identification of organised crime activities in the sector.

### 1.3.2 CPA/CTA

• Hotspots
• Trend/tendencies
• Modi operandi
• Profiles
• Wanted suspects.

## 1.4 Crime-Combating Forums

Crime-combating forums have been established at national, provincial, cluster and police station level to manage and monitor crime-combating actions at the respective identified levels. The focus of the CCFs is limited to intelligence-led crime combating, domestic security and operational issues related to these concerns.

### 1.4.1 Purpose of the Station Crime-Combating Forum (SCCF) Meeting

**The SCCF is responsible for –**

• keeping the station's management informed of the crime and security situation in the station's area

• interpreting and analysing the presented information

• operationalising the interpreted and analysed information, for example, planning and implementing relevant police operations/actions to address the crime situation in the station's area

• monitoring the implementation of operational actions

• evaluating the impact of the operational actions

• instituting corrective or alternative measures, if necessary

• activating specialised operational interventions, if necessary.

### 1.4.2 Aspects Addressed During the SCCF Meeting

**The following aspects are addressed during the SCCF meeting:**

• Crime and intelligence overview
  • Station's crime profile: Distribution and extent of crime, threats and priorities
  • Status of crime prevention (Visible Policing) and detection rate (Detective Service) targets according to the Annual Performance Plan of the police station
  • Change in crime (displacement/shifts/updated intelligence) pertaining to the crime priorities of the provinces, clusters and stations, if applicable
  • Detailed description of all serious crimes reported during the preceding period
  • Reference to non-serious crimes, but details need not be provided
  • SAPS 6 comparative crime statistics (monthly/quarterly/annually) – as an indicator to facilitate crime-reduction management
  • Crime pattern analysis – focus on threats, priorities and modi operandi
  • Crime case linkages (common modi operandi, suspects, victims and targets) – indicating repeat, serial or group offences (possibly related to organised crime)
  • All incidents possibly related to the identified National Priority Offences must be escalated via the CCCF to the relevant Provincial Head of the Directorate for Priority Crime Investigation for their attention
  • Report on data integrity, such as Geographical Information System (GIS), quality of statements, IB/OB crime reports, incorrectly registered cases on the CAS, recording of exhibits and successes on OPAM.
• Feedback on operational taskings issued during the preceding period and all other outstanding taskings
• Feedback by the Detective Service in terms of the following:
  • Arrests made during the reporting period
  • Number of bail applications successfully opposed
  • Number of bail applications not successfully opposed – with reasons why
  • Number of wanted suspects outstanding

- Number of wanted suspects arrested
- List of top wanted suspects
- Progress regarding the finalisation of cases
- Case flow management status.
- Operationalisation of the identified crime and security threats, including taskings.

### 1.4.3    Operationalisation

**In order to operationalise SCCF's decisions and taskings, the following should be considered:**
- Identifying and planning appropriate operational actions, such as roadblocks, targeted patrols, cordon-and-search operations, compliance inspections and proactive visits to legal liquor outlets, closing down illegal liquor outlets, VCPs, based on the crime intelligence overview, including the crime pattern analysis, identified threats and modi operandi
- compiling operational plans for all envisaged actions
- ensuring the execution of these operational plans according to the crime and/or security threats
- ensuring the registration, monitoring and assessment of all operational plans, as prescribed
- ensuring the registration of all approved operations on the OPAM System
- ensuring the correct capturing and verification of captured information of successes on the OPAM System
- ensuring proper handling and dealing of persons arrested and exhibits seized, as prescribed in legislation, national instructions and standing orders
- complying with the coordinating instructions from the respective operational centres, such as WAR rooms, JOC, VOC, PROVJOC and NATJOC.

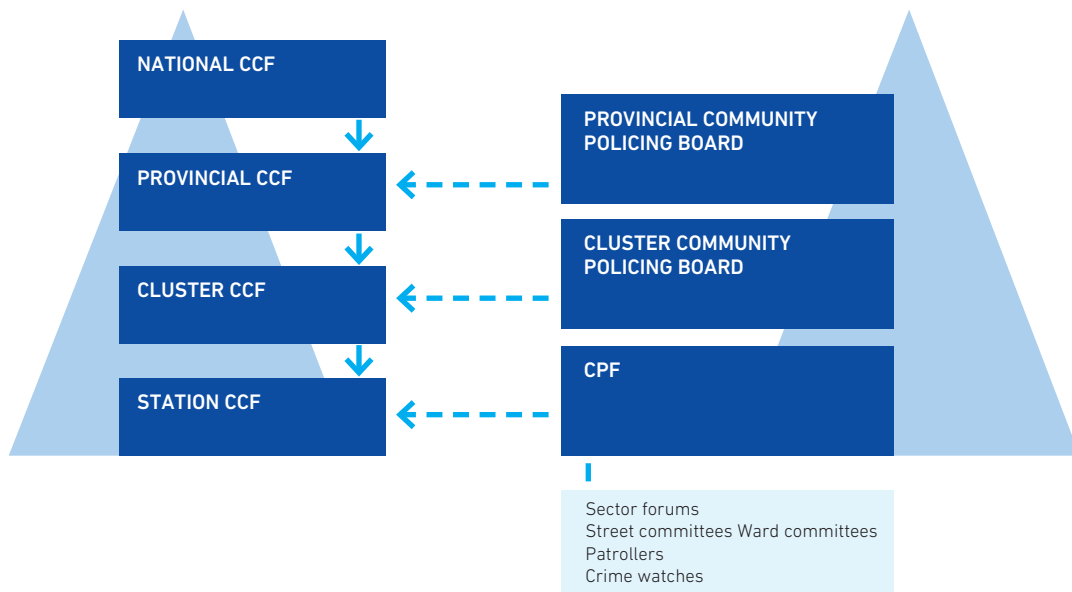### 1.4.4    The South African Police Service's (SAPS) Operational Structure

The crime-combating forums at the respective levels (national, provincial, cluster and police station level) serve as the mechanism to operationalise all SAPS-related activities to address crime in South Africa.
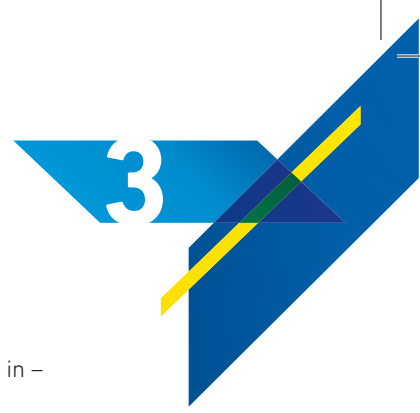
All instructions and taskings that are issued at these respective levels are channelled through the NCCF, PCCF, CCCF and SCCF respectively.

Members of community structures, such as the Community Police Forum (CPF), the CPF subforums, sector forums, which operate at provincial, cluster and police station level, are not represented on any CCF.

It is, however, required that all crime-related matters that are tabled at these community structure meetings be tabled at the relevant CCF for interpretation, assessment, analysis and issuing relevant instructions/taskings to address the priority crimes.

**The following diagram illustrates the involvement of community structures:**

| NATIONAL CCF | |
|---|---|
| PROVINCIAL CCF | ← PROVINCIAL COMMUNITY POLICING BOARD |
| CLUSTER CCF | ← CLUSTER COMMUNITY POLICING BOARD |
| STATION CCF | ← CPF |

Sector forums
Street committees Ward committees
Patrollers
Crime watches

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Information shared during the SCCF meetings could, therefore, be used to guide the Sector Commander in –
- • updating the sector profile
- • creating awareness and educating the community in respect of hotspot areas, threats, trends and modi operandi during sector forum meetings
- • initiating, developing and implementing appropriate programmes/projects to address crime.

Copies of the minutes of the SCCF meeting should, furthermore, be filed in the sector files of the Sector Commander(s), which could serve as proof of deployment of resources in accordance with the crime patterns and threats in the sector.

# 2. ROLES AND RESPONSIBILITIES OF OPERATIONAL COMMANDERS

## This section will –

- • explain the roles and responsibilities of operational commanders in the application of sector policing

## 2.1 The Responsibilities of the Crime Information Official (CIO)

- • Establishing and maintaining a Crime Information Analysis capability at station level.
- • Managing the information received and conducting first and second evaluations of it.
- • Conducting crime pattern and trend analysis as an aid to the patrol officers and the detectives attached to the station.
- • Acting as an aid to the Station Commander and his/her responsibilities to manage the crime-combating process in the station's area.
- • Compiling the station's crime threat analysis from information maintained at the centre.

## 2.2 The Responsibilities of the Station Commander

- • Ensuring that minutes are taken at the SCCF (taskings to the Relief Commander in terms of deployment).
- • Ensuring that proper record of the full proceedings at each SCCF is available for at least six months after the event at station level.
- • Recording all taskings in writing with an indication of accountability.
- • The heads/commanders present at the SCCF meeting must ensure that the taskings are allocated to operational or operational support members.
- • The written taskings must be sent to the Cluster Commander within 24 hours after the SCCF meeting.
- • The Station Commander must provide feedback in terms of the outcomes of all the taskings at the scheduled CCCF meeting.
- • If any serious crime occurs where expert assistance is required, he or she must contact the relevant functionary as soon as possible in order for a member of a specialised unit, as the case may be, to be dispatched to render the assistance required.
- • He or she must, in combating crime and maintaining law and order, use his or her human and physical resources as effectively as possible to ensure effective policing and to promote public confidence in the SAPS.

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## 2.3   The responsibilities of Visible Policing's Commander

- The Commander of Visible Policing at police station level has overall operational command in the demarcated sectors in the station's area.
- Assisting the Station Commander to identify a suitable member(s) to be appointed as sector commander(s).
- Assisting with establishing sector forum(s) in the sector(s) or ensuring that alternative arrangements are in place to interact with the community.
- Ensuring that regular meetings are held, minutes are kept and distributed to all role players.
- Verifying and overseeing the consolidation of the Success-Capturing Report (SAPS 594) and capturing it on the OPAM System.

## 2.4   The responsibilities of the Relief Commander

- Conducting on and off-duty parades during which operational members are tasked/briefed/debriefed in terms of the CTA/CPA and high crime areas
- Ensuring that all **members** on the **relief** are sober, neat and dressed according to dress orders.
- Ensuring that all **members** are in possession of their appointment certificates
- Inspecting all vehicles that are used by his or her **relief**.
- Ensuring that all drivers are in possession of their drivers' licences and that they are authorised to drive State vehicles.
- Inspecting **members'** firearms (SAPS 108) and ensuring that strict supervision is kept over all firearms issued to **members** of the **relief** and that firearms are loaded only on his or her command on the parade.
- Relaying information received from the Crime Information Office and **previous relief commander** to **members** of his or her relief and briefing the **Operational Commander** and his/her **members** regarding the need for specific operations and taskings in their patrol areas.
- Inspecting the **relief** and after having complied with the foregoing instructions, making a brief entry of the particulars of the **relief** in the Occurrence Book (SAPS 10).
- Issuing the Success-Capturing Report (SAPS 594) to the Operational Commander and operational members to be completed after the shift.
- Ensuring that a SAPS 15 is completed and that the Relief Commander indicates the **nature of members' duties.**
- When the members of his or her relief return after being relieved and before reporting off duty, the **Relief Commander** must —
    - inspect them on a parade to ensure that they are all accounted for, sober and injury-free.
    - examine and sign the pocketbooks of the **members** of his or her **relief.**
    - ensure that, before he or she dismisses the parade, the **members** of his or her **relief** unload their firearms and that it is done only at his or her command.
    - supervise the handing in of firearms, vehicles and other equipment, and report any discrepancies in the Occurrence Book (SAPS 10) for the **Station Commander's** information.
    - collect the completed Success-Capturing Report (SAPS 594) at the end of each shift from the Operational Commander and operational members deployed in the respective sectors.
    - verify the information to ensure that information corresponds with the CAS and SAPS 13, and given to the Commander of Visible Policing for consolidation and capturing on the OPAM System by the appointed data capturers.

## 2.5   The responsibilities of the Operational Commander

- The Operational Commander will be responsible for all operational activities in the station's area during a specific shift, including crime prevention, attending to complaints, crime scene attendance and special operations, among other things.
- Taking command and control over the **members on patrol** for the duration of the shift and reporting all policing activities to the **Relief Commander.**
- Taking command and control over all operational policing activities in all the sectors for the duration of the shift.
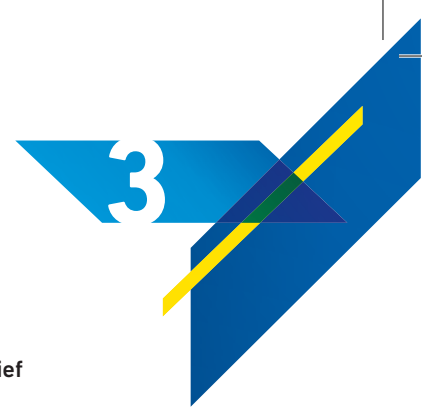
- Drafting a Success-Capturing Report (SAPS 594) after each shift and submitting it to the **Relief Commander** at the off-duty parade.
- Ensuring that patrols are performed efficiently and that **members** comply with the provisions of Standing Order (General) 260.
- Ensuring that complaints by members of the public are attended to.
- Visiting **members** on patrol.
- Devoting himself or herself to training the young and inexperienced **members** correctly, and keeping a vigilant eye on them when they perform their duties.
- The **Operational Commander** must ensure that the following receives particular attention:
  - Maintaining police visibility
  - Suspicious-looking persons and vehicles
  - Business premises, private residences, government buildings
  - Key points
  - High crime areas
  - Bag-snatchers
  - Prioritised and general crime.
- The **Operational Commander** must ensure that thorough planning is done to prevent crime in areas where serious crimes are often committed.
- In the event of a fire at or near the area under **Operational Commander**, he or she must summon the fire brigade, attend the scene without delay and take such action as the circumstances may demand.
- In the event of serious incidents where lives are lost or in danger, suchas an explosion or where a building has collapsed, the **Operational Commander** must immediately contact the Community Service Centre and summon the emergency services.

## 2.6    The Responsibilities of the Sector Commander

- Refer to Chapter 2.

# 3. APPLICATION OF CRIME-PREVENTION APPROACHES AND TECHNIQUES WHEN DEPLOYING RESOURCES TO SECTORS

### This section will –

- explain the difference between primary, secondary and tertiary crime prevention.

## 3.1    Introduction

Crime prevention as a policing approach may be divided into the following three different levels: Primary, secondary and tertiary prevention:

| Primary Prevention | Secondary Prevention | Tertiary Prevention |
|---|---|---|
| • Environmental Design<br>  • Architectural designs<br>  • Lighting<br>  • Access control<br>  • Property identification.<br>• Neighbourhood Watch<br>  • Surveillance<br>  • Citizen patrols.<br>• General Deterrence<br>  • Arrest and conviction<br>  • Sentencing methods.<br>• Public Education<br>  • Levels of crime<br>  • Fear<br>  • Self-help.<br>• Social Crime Prevention<br>  • Unemployment<br>  • Poverty<br>  • Employment/job training.<br>• Private Security | • Identification and Prediction<br>  • Early identification and prediction of problematic individuals.<br>• Situational Crime Prevention<br>  • Problem identification<br>  • Situation-specific intervention.<br>• Community Policing<br>• Crime Area Analysis<br>  • Targeting high crime areas<br>  • Neighbourhood dispute resolution.<br>• Substance Abuse<br>  • Prevention and treatment.<br>• Schools and Crime Prevention<br>  •Work with potential problematic youth. | • Specific deterrence<br>• Incapacitation<br>• Rehabilitation and Treatment. |

**The above figure implies that identified crime problems could be addressed on the different crime-prevention levels or stages of development.**

After identifying a crime problem, the crime-prevention official should consider a range of crime-prevention approaches or techniques to effectively address the problem. The nature of the problem will determine the choice of approach or technique.

In certain instances, a combination of approaches and techniques will be necessary to address the problem. This calls for sound judgement and creative thinking on the part of the operational commanders and crime-prevention officials.

## 3.2 Primary Crime-Prevention

- Primary prevention deals with the very root causes of crime. The police cannot address many of these causes alone and they must be addressed through combined efforts in an integrated and multi-disciplinary approach by national and local government, civil society, non-governmental organisations and the broader community.

### 3.2.1 Environmental Design

- Crime Prevention Through Environmental Design (CPTED) is a well-known example of primary crime prevention and concerns changing the physical environment in such a way that factors that lead to crime being committed, are reduced or completely eliminated.
- Architectural Design refers to the construction of buildings or areas in such a way that it enhances the control over the movement of people and goods and the protection of people and assets, thereby reducing the risk of crime being committed.
- Surveillance, security fences, alarm systems, security lights, burglar guards, marking property for identification, deployment of security guards, among other things, can achieve this. The use of these examples is known as **"target hardening"**.
- This implies that the opportunity to commit a crime is limited.
- The role of the SAPS in primary crime prevention with regard to architectural design will be to advise the community/business sector on measures that may contribute to the hardening of targets.
- A practical problem is that many individuals in the community or business sector "invite" acts of crime in order to claim from insurance.
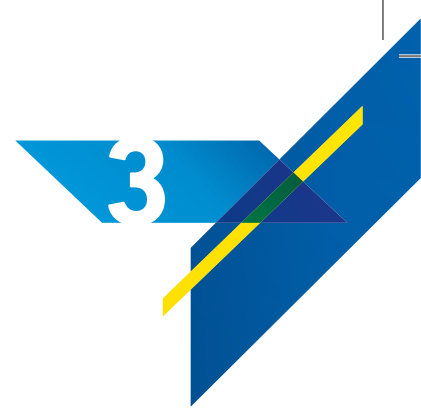
### 3.2.2 Neighbourhood Watch Systems

- Neighbourhood watch systems are examples of community crime-prevention activities with the emphasis on community awareness and taking proactive measures to prevent crime or solve crime problems.
- If properly managed, similar initiatives will contribute to the social control of areas.
- Activities may include organised surveillance of strangers, suspicious-looking vehicles or persons, identification of potential crime targets, finding solutions for crime problems, establishing citizen patrols, developing emergency plans in cases of natural disasters, among other things.
- It is, however, argued that neighbourhood watch initiatives fail in areas where social disorder is evident.
- The crime-prevention official's role in neighbourhood watch systems is of importance as the police and community are dependent on each other to prevent crime effectively.
- The community plays a major role in supplying information on crime to the police.
- Information on crime can be described as the "bloodline" of effective policing.
- It is, however, useless if the community supplies information that can prevent crimes if it is not followed up or attended to by the police.
- The crime-prevention official can be instrumental in providing advice regarding the following issues:
    - Personal safety
    - Target hardening
    - Modus operandi and description of criminals operating in the area
    - Legal aspects
    - Human rights
    - Identifying possible crime problems
    - Gathering crime information/intelligence
    - Communication systems
    - Community patrolling programmes for the purpose of surveillance
    - Training domestic servants in emergency plans.

- CPFs can, in cooperation with the police, play a vital role in establishing and managing effective neighbourhood watch systems.
- Crime-prevention officials should take care that the aims and objectives of these systems are above suspicion and that they operate within the ambit of the law.

### 3.2.3 General Deterrence

- Deterrence can be achieved through an effective criminal justice system and policing service.
- The effectiveness of effective reactive policing can also serve as a deterrent. If police action on criminal activity is certain and swift, potential criminals may be afraid of apprehension and punishment.
- Increased police visibility is also a form of general deterrence. Police patrols and roadblocks are examples that may increase the risk of arrests and punishment.
- Police patrols should be aimed at reducing opportunities to commit crime, identifying potential problems with regard to risks and vulnerability, gathering information about crime problems, reducing fear of crime and taking appropriate action, if necessary.

- **Police patrols**
- Types of patrols are determined by the following factors:
    - Safety of the police member
    - Purpose of the patrol
    - Type and size of area to be patrolled
    - Types of patrols include the following:
        - Foot patrols
        - Vehicle patrols
        - Motorcycle patrols
        - Bicycle patrols
        - Horse patrols
        - Aircraft patrols
        - Police dog handler patrols.

- **Methods of patrolling**
  The methods of patrolling may be described as a strategy or technique of patrolling and include the following:
    - Routine or general patrols
    - Saturation patrols
    - Sporadic patrols
    - Specific patrols.

- The most important factor regarding any patrol is that it must have a specific purpose and be focussed on crime.
- Naturally, the patrol officer will focus on known crime problems.
- Patrols should not be regarded as general patrols, as it is known in the SAPS.
- The patrol officer should always keep the definition of crime prevention in mind when patrolling, be focussed on identifying any factors that may lead to crime being committed and take any necessary action when required to do so.

### 3.2.4  Public Education

- Educating the community on issues relating to crime has a strong, primary, preventative value.
- Education programmes can be launched through the local CPF.
- The crime-prevention official should play a leading role by initiating education programmes at schools, churches and homes for the aged, among other things.
- Topics may include drug abuse, modus operandi of criminals, criminal activity, levels of crime, court procedure, the criminal justice system, and personal safety, among other things.
- Experts on topics relating to crime can conduct programmes in collaboration with the crime-prevention official.
- The media can play a leading role in educating the community.
- Many examples exist where the police and the media collaborate to educate the community.

### 3.2.5  Social Crime-Prevention

- Unemployment, poverty and lack of education are some of the social conditions that contribute to the crime problem in South Africa.
- It is argued that the police can do little to address social problems and that it is the responsibility of the government.
- Although this argument holds some truth, the police can play an active role in social crime prevention.
- Crime-prevention officials should be able to identify areas where signs of social disorder are evident.
- Signs of social disorder may include groups of youths on the streets, graffiti on walls, dirty streets and vacant buildings, among other things.
- To start a social upliftment programme, meetings should be held with community leaders, local government, church leaders, schools, tertiary institutions and the business sector to devise initiatives in order to uplift the community.
- In areas where gang activities exist, it may be necessary to involve gang members to solve problems.
- Initiatives, such as involving volunteers to start clean-up operations, can be introduced by inviting well-known sportspeople to be part of the operation.
- Clean streets can restore a sense of pride in the community.
- The availability of recreational and sports facilities can play an important role in the social upliftment of the community and the reduction of crime.
- Self-help programmes, such as growing vegetables and flowers, can provide an income.
- The involvement of the police in the social upliftment of communities can greatly improve community-police relations.
- It must be noted that social, crime-prevention programmes are long-term and an ongoing process.

### 3.2.6 Private Security

- Private security contributes to primary prevention in the sense that it provides services and products that are aimed at protecting the persons and/or assets by reducing risk factors.
- The crime situation in South Africa caused a boom in the private security industry.
- Some security companies employ high technology and specialised skills to prevent crime.
- The cooperation between the SAPS and the private security industry is often neglected.
- Partnerships between them can play a major role in preventing crime.

## 3.3 Secondary Crime-Prevention

### 3.3.1 Introduction

- A form of secondary prevention is the early identification and prediction of potential criminals with the goal to intervene before the situation becomes serious.
- No clear guidelines on identification and prediction of future criminal behaviour exist. This field is highly specialised.
- A juvenile that engages in petty crime from an early age may be a sign of more serious criminal behaviour in the future.
- The involvement of teachers, parents and the church can play a role in early identification and prediction.
- Effective, social, crime-prevention programmes involving the youth can reduce the chances of future criminal behaviour.

### 3.3.2 Situational Crime-Prevention

- Situational crime prevention is aimed at specific problems, places, persons or times when problems occur.
- This approach implies a systematic approach and consists of the following steps:

  - Studying the problem
  - Identifying possible responses
  - Implementing the intervention
  - Evaluating and adjusting the intervention.

- Clarke and Homel (quoted by Lab, 1997:159) propose sixteen situational, crime-prevention techniques. This model serves as a practical reference guide for crime-prevention officials when they address a crime problem.

## Techniques of Situational Crime-Prevention

| Increasing Perceived Effort | Increasing Perceived Risk | Reducing Anticipated Rewards | Inducing Guilt or Shame |
|---|---|---|---|
| **1. Target Hardening**<br>• Slug rejecter device<br>• Steering locks<br>• Bandit screens. | **5. Entry/Exit Screening**<br>• Automatic ticket gates<br>• Baggage screening<br>• Merchandise tags. | **9. Target Removal**<br>• Removable car radio<br>• Women's refuges<br>• Phone card | **13. Rule Scanning**<br>• Harassment codes<br>• Customs declaration<br>• Hotel registrations |
| **2. Access Control**<br>• Parking lot barriers<br>• Fenced yards<br>• Entry phones. | **6. Formal Surveillance**<br>• Burglar alarms<br>• Speed cameras<br>• Security guards. | **10. Identifying Property**<br>• Property marking<br>• Vehicle licensing<br>• Cattle branding. | **14. Strengthening Morale**<br>• Condemnation<br>• "Shoplifting is stealing"<br>• "Idiots drink and drive"<br>• Roadside speedometers. |
| **3. Deflecting Offenders**<br>• Bus stop placement<br>• Tavern location<br>• Street closures. | **7. Surveillance by Employees**<br>• Payphone location<br>• Parking attendants<br>• CCTV systems. | **11. Reducing Temptations**<br>• Gender-neutral phone lists<br>• Off-street parking. | **15. Controlling Disinhibitors**<br>• Drinking age laws<br>• Ignition interlock<br>• Server intervention. |
| **4. Controlling Facilitators**<br>• Credit card photograph<br>• Caller identification<br>• Firearm control. | **8. Natural Surveillance**<br>• Defensible space<br>• Street lighting<br>• Taxi driver identification | **12. Denying Benefits**<br>• Ink merchandise tags<br>• PIN for car radios<br>• Graffiti cleaning. | **16. Facilitating Compliance**<br>• Improved library checkout<br>• Public toilets<br>• Litter bins |

### 3.3.3 Community Policing

- The concept of community policing will not be discussed in detail, as a training programme already exists.
- The relationship between community policing and crime prevention is important to a crime-prevention official.
- Community policing is largely based on the concept that it "…is a proactive, decentralised approach designed to reduce the occurrence of crime, chaos and the fear of victimisation.
- This can be achieved by the intense involvement of the same police official in the same community, so that residents develop trust and support the police by passing on information and offering help in the achievement of desired objectives".
- Effective crime prevention relies extensively on the interaction between the community and the police.
- Community policing, albeit a policing style or philosophy, can be considered as secondary crime prevention as it involves the police, the community and other role players in identifying problems, finding solutions and implementing interventions.

### 3.3.4 Crime Area Analysis

- A crime area analysis is aimed at gathering information about factors that cause crime and drafting plans to target high crime areas.

### 3.3.5 Substance Abuse

- It has been proven that the use of drugs and alcohol lead to or cause crime.
- The risk and vulnerability factors are greatly increased by the abuse of substances that affect human behaviour.
- The youth is especially vulnerable to substance abuse.
- Drug-prevention and rehabilitation programmes can reduce or eliminate the occurrence of other crimes, resulting from substance abuse.

### 3.3.6 Schools and Crime-Prevention

- Schools should play an important role in crime prevention.
- More and more schools are seeking assistance from the SAPS to address crime problems.
- Violent crimes against teachers, staff and students, vandalism, arson, theft, drug and alcohol abuse and racial tension are some of the major problems experienced in schools.
- The crime-prevention official, in collaboration with school committees, parents, local government and other role players, can play an important role in drafting strategies to minimise or eliminate crime problems at schools.
- These problems are often caused by groups of youths attending school or non-students from the immediate area.
- A School Crime-Prevention Programme involving teachers, staff, students and the surrounding community can be initiated to solve the problem.
- Conflict resolution and diversity programmes can be initiated to resolve racial matters.
- Strategies on improved design, physical security, surveillance and measures to minimise risk and vulnerability can be drafted and implemented by all relevant role players.

## 3.4 Tertiary Crime-Prevention

- Tertiary prevention deals with actual offenders and involves intervention in such a fashion that they will not commit further offences.
- Specific deterrence, incapacitation and rehabilitation refer to the role that the police, courts and correctional services play to ensure that offenders are brought to justice.

  - **Specific Deterrence:** The offender is arrested by the SAPS and sentenced in court.

  - **Incapacitation:** The offender is serving a jail sentence.

  - **Rehabilitation:** Correctional Services and rehabilitation programmes.

- The criminal justice system and the police in particular play an important role in tertiary prevention.
- Tertiary prevention begins the moment the crime is reported and relies on the competence of the police official taking the statement.
- Tertiary prevention relies on the effectiveness of the criminal investigation, arresting the suspect and presenting the evidence in a criminal court.
- The SAPS plays a crucial role in tertiary prevention in that it is the beginning of the criminal justice system.
- The inability of the SAPS to take proper statements, handle crime scenes properly, trace and arrest suspects, collect and prepare evidence, and present evidence in criminal courts, are a few examples of how the police contribute to an **ineffective** justice system.

# 4. DEVELOPING A CRIME-PREVENTION PROGRAMME

## This section will –

- focus on how to develop a crime-prevention programme

**Depending on the nature and scope of any crime problem, the following steps should be followed when developing a crime-prevention programme:**

## 4.1 Define the Problem

    **4.1.1    Gather Crime Intelligence**
    **4.1.2    Analyse and Interpret the Intelligence**
    **4.1.3    Prioritise Crime Problems.**

## 4.2 Draft a Programme Plan

    **4.2.1    Establish the aim and objectives of the plan**
    **4.2.2    Consider crime-prevention options**
    **4.2.3    Identify the role players**
    **4.2.4    Obtain physical resources**
    **4.2.5    Draft a contingency plan.**

## 4.3 Implement the Programme

    **4.3.1    Allocate responsibilities to role players**
    **4.3.2    Activate the programme**
    **4.3.3    Monitor the programme**
    **4.3.4    Debrief the role players.**

## 4.4 Evaluate the Results of the Programme

## 4.1 Define the Problem

### 4.1.1 Gather Crime Intelligence

The success of any crime-prevention programme will depend on the availability of accurate and current information relating to crime.

Accurate and current crime information (crime intelligence) will form the foundation of the whole programme and all available measures and sources must be used **without compromising** the aims of the programme. Gathering crime intelligence is, therefore, one of the most important steps in the development of a programme plan and must be used when compiling a crime profile.

**Types of Intelligence**
It is important to know what type of intelligence will be of value when addressing a crime problem. Information about **what** is happening to **whom**, **when** and w**here** it is happening, **why** it is happening and **who** is responsible, will be crucial. Information about the **total** context of the problem should be gathered.

Intelligence about the following aspects must be obtained to compile a profile of the crime:

**Types of crimes**
If a specific type of crime is committed frequently in the same area, a strategy can be drafted to prevent these crimes from being committed. The uniqueness of certain crimes calls for specific action and techniques of prevention.

Information about other offences that are committed in the same area may be the cause of the crime problem (drug and alcohol abuse). This information is important in developing preventative measures.

**Location of crimes**
The crime-prevention official should carry out a comprehensive geographical analysis. The exact location where crimes are committed and all possible access and escape routes to and from the crime's location must be established and pinpointed on maps. Possible areas where offenders come from must also be identified. This information can also be useful to investigating officers.
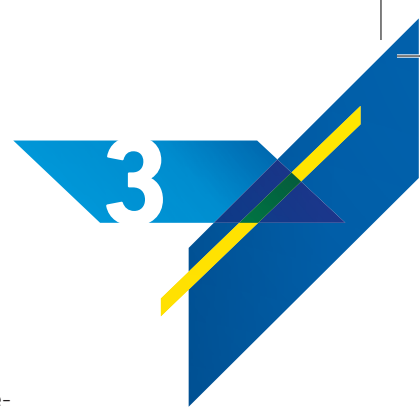
### Times when crimes are committed

The times when crimes are committed, are also important when developing a crime profile. Many crime-prevention operations are launched with the maximum resources, with no effect on the crime problem.

This happens, because the **when?** factor is not considered. The hour of the day, the day of the week and the month of the year must be recorded to focus resources and energy to their fullest potential and maximum impact.

### Methods that are used to commit crimes

Knowing about methods to commit certain crimes is important in order to devise countermeasures, for example, applying a situational, crime-prevention technique.

### Possible reasons why crimes are committed

This information is mostly neglected. Perceptions exist that crime is crime and that the why? is not important. Establishing the causes of crime in a certain area, will enable the crime-prevention official to focus his or her attention on the heart of the crime problem. This approach is a classical, proactive policing approach.

### Risk and vulnerability

The experienced, crime-prevention official should be able to identify potential risk and vulnerability factors. This information must also be included in a crime profile in order to take preventive action, for example, advising potential victims.

### The Impact of crime

The impact of the crime problem can be described as:
**"How serious is the problem and/or what is the financial impact?"**

This information is essential when **prioritising** crime problems and obtaining support for the programme.

### Offenders

Information regarding age, gender, ethnicity, area of residence, physical description, social background, education, occupation, criminal history, modus operandi, motivation to commit crime, social habits, such as alcohol or drug abuse, must be obtained in order to compile a profile of potential offenders.

### Victims

Information regarding people who are suffering from crime is important, especially when compiling a victim's profile.

The victim's gender, age, ethnicity, political affiliation (if applicable to the problem), and victimization history, among other things, can provide insight into the profile of potential victims.
This information is necessary when devising preventative measures based on a victim's profile.

### Possibilities of displacement of crime

When implementing a crime-prevention programme, the possibility that offenders will focus their attention on other areas or change tactics, is obvious.

The identification of possible areas where crime can be displaced to, will enable surrounding police stations to take preventative action.

## Sources of crime intelligence in the SAPS include the following:

### CIO (Crime Information Office)

This useful source is intended to function at national, provincial, area and station level and will focus on the "**where**", "**when**" and "**why**" questions on crime.

### Colleagues in the SAPS

One of the major problems that exist in the SAPS is the lack of cooperation between different branches, units and individual members.

A crime-prevention official should take the initiative to establish good working relationships with colleagues from other units.

Valuable information regarding crime problems may be obtained from -
- The Detective Service
- Members attending complaints
- Victim Support
- Child Protection Unit
- Any other specialised units
- Members of the SAPS residing in problem areas.

**Official police records**

Vast amounts of intelligence may be obtained from police records, such as –
- case dockets
- the CAS (Crime Administration System)
- the IB (Information Book)
- the OB (Occurrence Book), among other things.

When studying all the available police records, the crime-prevention official should gain a wealth of information regarding all types of information that is needed to define a crime problem.

**Police informants**

Information provided by informants can play a vital role in the success of a crime-prevention programme. Because informants come from all walks of life, it is important to establish the motive for providing information. It may be for financial gain, to establish personal control over a given situation, to deviate the police's attention from personal criminal activities or because of genuine concern about crime situations.

Handling informants should at all times be conducted in accordance with prescribed instructions.

**Victims and witnesses of crime**

Victims and witnesses can provide information that is not always available from police records. Aspects, such as the victim's personal security measures (or lack thereof) can provide insight into how the person became a victim of crime.

By interviewing victims and witnesses, crime-prevention officials are able to obtain answers to the "why" question.

**Offenders**

Valuable information can be obtained from offenders with regard to their motivation, modus operandi and conditions that existed at the time of the crime, access and escape routes that were used, how stolen property was disposed of and other criminal activities.

This can be achieved by a sympathetic approach and instilling trust in the offender.

**Own observations**

One of the best ways to gain first-hand information on a crime problem is to perform observation duties. It is important to select dates and times when criminal activity is most likely to occur. Observation with the aid of technology can provide a clear insight into the crime problem.

## 4.1.2   Analyse and Interpret Crime Information

Although the analysis and interpretation of crime information are regarded as a specialised field, crime-prevention officials should be able to make logical deductions about problems in a specific area.
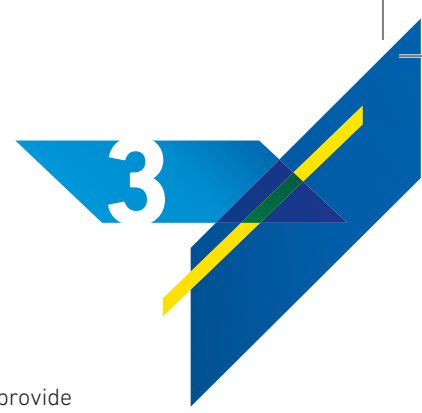
A crime analysis should be a team effort, involving dedicated role players. A proper crime analysis will provide possible solutions.

**A complete crime analysis should provide answers to the following issues:**
- What is the problem?
- What is causing the problem?
- What is the offender's profile?
- What is the victim's profile?
- What is the impact of the problem?
- What are the most important risk and vulnerability factors?
- What is the physical/geographical layout of the affected area?
- What areas may be affected by crime displacement?

The above information is essential when compiling a crime profile.

### 4.1.3   Prioritise Crime Problems

- To prioritise crimes implies that the crime-prevention official must choose which problems must be focussed on.
- This should be a team effort, involving dedicated role players. To prioritise will largely depend on the seriousness of the problem.
- With limited resources at the crime-prevention official's disposal, it is impossible to focus on all the problems at the same time.
- Problems that need urgent attention should be dealt with first.
- The final choice may be focussed on one or a combination of the following:
  - Serious crimes
  - The impact of crime
  - Less serious crimes, causing serious problems
  - Risk and vulnerability factors
  - Geographical areas
  - Access and escape routes
  - Specific institutions, such as schools.

## 4.2   Draft a Programme Plan

A programme plan should provide answers to the following issues:
**What** do we want to achieve?
**How** will we deal with the problem?
**Who** will be involved?
**When** will it be done?

**The following steps should be followed when planning a programme:**

## 4.2.1 Establish the Aim and Objectives of the Plan

- The aim and objectives of the programme should be clearly defined so that all role players understand it.
- The S-M-A-R-T (specific-measurable-achievable- realistic-timeframe) principle should be followed when formulating the aim and objectives of the plan.
- The **aim** of a programme is a broad statement of what must be achieved at the end of the programme, for example, as follows:
    - **"Reducing drug abuse at (identified) school in Centurion"**
    - **Objectives are more specific and refer to specific actions to be taken within specified timeframes and the appointment of responsible persons in order to meet the aim of the programme, for example,**
    - **"Conduct a meeting with school principal and school committee by 2000-04-28"**
    - **"Arrest identified drug dealers by 2000-05-30"**
    - **"Present drug awareness lectures to school children by 2000-06-30".**

- At this stage, tentative objectives can be formulated.
- In most instances, specific objectives can only be formulated after a decision has been made on the crime-prevention option that was chosen and the identification of the role players.

## 4.2.2  Consider Crime-Prevention Options

The most suitable crime-prevention options must be considered to solve the identified crime problem. The nature of the problem will determine which measures are appropriate to deal with the problem.

The choice of options must be intended to find solutions to the problem, which may include the following:
- Solutions that will eradicate the problem completely
- Solutions that will increase perceived effort by criminals
- Solutions that will increase perceived risks to criminals
- Solutions that will reduce anticipated rewards to criminals
- Solutions that will reduce risk and vulnerability factors to victims
- Solutions that will reduce the fear of crime in the community.

In some cases, preventative measures, such as target hardening or patrolling will be sufficient to solve the problem.

In many cases, a combination of preventative and repressive methods, for example, target hardening, educating the community and arresting offenders may be necessary to solve the problem.

Advice from the community on how to solve problems must not be underestimated.

As members of the community are the primary victims of crime, their ideas must be considered as long it falls within the ambit of the Constitution and the Law.

### 4.2.3  Identify Role Players

• The nature of the problem will indicate which role players (partners) should be involved in the programme.

• Role players are those people who can play an active part in solving the problem, people who have direct interest or who are affected by the problem.

• Depending on the sensitivity of the programme, the crime-prevention official must involve role players that will not compromise the programme.

• Role players may be the same people listed under "sources of intelligence".

• Role players may include the Traffic Department.SANDF, Customs and Excise, Nature Conservation, Department of Marine Protection or any other department that can help to solve the problem.

• Crime-prevention officials will be expected to play a leading role in using all other resources at their disposal.

• When addressing a drug problem at a school, obvious role players will include the headmaster, teachers, the school committee, concerned parents, help organisations and of course own specialised units, such as SANAB and narcotic dog handlers.

• Meetings must be held with the selected role players to find solutions to the problem.

• **Forming a partnership with dedicated and trusted role players is a powerful mechanism to solve crime problems.**

### 4.2.4  Obtain Physical Resources

• The nature of the problem and the selected crime-prevention option will indicate the type of physical resources needed for the successful implementation of the programme.

• Usually this is the stage when the best plans fail due to a lack of transport, equipment and most importantly, self-determination.

• This is one of the most crucial phases in planning a programme and crime-prevention officials should not be discouraged when encountering problems.

• Commanders should play a leading role in obtaining the necessary physical resources by negotiating with other units, departments and partners in the project.

• **In many crime-prevention interventions, the necessity for transport and specialised equipment is unimportant. In many cases, success will depend on creative thinking on the part of the crime-prevention official.**

### 4.2.5 Draft a Contingency Plan

• Contingency plans are necessary in case something goes wrong.

• These plans may include other crime-prevention options that are also suitable for dealing with the same problem.

• Contingency plans should be developed by following the same steps as the original plan.

## 4.3 Implement the Programme

### 4.3.1 Allocate Responsibilities to the Relevant Role Players

• After consulting and gaining commitment from all the role players, the responsibilities (objectives) of the plan should be communicated to the designated role players.

• The crime-prevention official should pay special attention to this aspect.

• Many operations in the SAPS fail as responsibilities are not clearly communicated and understood.

• Role players should be briefed on who is doing what, where, when, how and why.

• Methods of transportation and communication channels should also be identified.

### 4.3.2 Activate the Programme

• The programme is activated as soon as the different role players start their designated tasks, as stipulated in the objectives.

• The objectives may have been broken down into smaller, more specific tasks, for example, "Phone Mr Smith (Headmaster) on 2000-04-28 to arrange a meeting".

• Record should be kept of all the activities that are executed.

• This is of particular importance for the planning of future programmes.
• Lessons learned from particular programmes can be of great value to other crime-prevention programmes.

### 4.3.3 Monitor the Programme

• The programme should be monitored constantly to ensure that it is on schedule.

• Regular meetings should be held to provide feedback on progress and to find solutions for possible problems that may arise.

• It is important that focus is maintained throughout the implementation phase and fellow partners and colleagues are encouraged to achieve the aim and objectives of the programme.

• Every action or step that is completed may be regarded as a success.

### 4.3.4   Debrief Role Players

• After completing the programme, all the relevant role players must be debriefed regarding successes, problems encountered, solutions that were devised to overcome problems, own experiences and any other information of value.

• The programme coordinator should document this type of information in order to consolidate the results of the programme.

## 4.4   Evaluate the Results of the Programme

• Evaluation is aimed at measuring the impact of the intervention on a problem that has been identified.

• Effective policing can be judged by the total absence of crime or an obvious decline in crime.

• To measure effective policing is not an easy process. A simple rule to follow is to establish **how the situation has changed since the intervention.**

• The programme coordinator should use all sources at his/her disposal to measure the impact of the intervention.

• The following signs may indicate the effectiveness of the intervention:
  • A decline in identified crimes
  • A decline in signs of social disorder
  • A decline in undesirable characters
  • A decline in street children
  • A decline in prostitution activities
  • A decline in insurance claims
  • An increase in target-hardening efforts
  • An increased number of community members participating in CPF activities
  • An increased number of youth programmes.

• Some results will be observed soon after the implementation of the programme.

• In many cases, the impact will only be observed and appreciated after some time, depending on the scope and aim of the programme.

• The results of the programme should be consolidated and communicated to all the role players that contributed to the programme and the community.

• The local CPF and media can play a role in communicating the results.

• The communication of successful, crime-prevention programmes will enhance police-community relations, reduce levels of fear and ensure increased participation/sponsorship by other role players.

• The communication of successful crime-prevention programmes can also have a deterring effect on potential criminals.