



National Rural Safety Strategy



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Abbreviations

Agri SA	-	South African Agricultural Union
CCTV	-	Close Circuit Television
CIG	-	Crime Intelligence Gatherers
CIO	-	Crime Information Officer
CPA	-	Crime Pattern Analysis
CPF	-	Community Police Forum
CPTED	-	Crime Prevention through Environmental Design
CRDP	-	Comprehensive Rural Development Programme
CRDPF	-	Comprehensive Rural Development Framework
CTA	-	Crime Threat Analysis
GPS	-	Global Positioning System
IDP	-	Integrated Development Plan
JCPS	-	Justice, Crime Prevention and Security Cluster
JOINTS	-	Joints Operational and Intelligence Structure
MTEF	-	Medium Term Expenditure Framework
NCCS	-	National Crime Combating Strategy
PCCF	-	Provincial Crime Combating Forum
RDP	-	Rural Development Plan
RPP	-	Rural Protection Plan
SANDF	-	South African National Defence Force
SCCF	-	Station Crime Combating Forum
Sub CPF	-	Sub Community Police Forum

1. Introduction

Government views the safety and security of the rural community in South Africa as a priority. The seriousness of continued acts of violence against the rural community, as well as the high levels of stock theft required that a comprehensive and holistic strategy be formulated to support the creation of a safe rural environment and ensure food security. Rural communities contribute to the welfare and prosperity of the country as an economically viable group.

South Africa is characterized by high levels of poverty and underdevelopment, especially in the rural areas. Statistics South Africa reported that in 2006, 43.74% of the population lived in rural areas.

In the State of the Nation address in May 2009, President Jacob Zuma stated that “comprehensive rural development linked to land and agrarian reform and food security” was priority three on the Medium Term Strategic Framework for 2009-2014.

Farmers, farm workers and residents within rural communities are considered soft targets by criminals. This is due to the remoteness of farms, high market value of properties, large distances between farms and villages and the inaccessibility to the police as well as basic infrastructure, such as roads, to support service delivery.

Rural police stations are often isolated and responsible to police vast areas. The extent and high levels of poverty and unemployment within rural communities creates a particular challenge to policing. Communities are less willing to participate in partnerships with the police. Inadequate response to the needs of rural communities and resource constraints hamper the rendering of effective policing in many rural areas.

It is therefore imperative that for optimal service delivery in rural communities, an effective and sustainable approach based on the following principles is implemented:

- A shared vision
- A collective and integrated approach
- Shared resources and energy
- Community involvement and participation
- Establishment of synergy amongst farmers, the Police, other Departments and the broader rural community
- Rural infra-structural development
- Effective communication networks and mechanisms
- Enhanced investigation and prosecution of perpetrators
- Commitment and dedication
- Sharing of operational information to assist planning, operations and implementation of pro active safety and security measures.



2. Historical overview

Concerns by the SA Agricultural Union (AGRI SA) on increased farm attacks and murders in the farming community led to a Summit on Rural Safety on request of former President Nelson Mandela in 1998.

This culminated in the development and establishment of a Rural Protection Plan (RPP) to address the safety of the rural farming community. The aim of the RPP was to improve safety and security of farmers and farm workers as well as their families and visitors to farms. It further ensured that where attacks were carried out, perpetrators are arrested and prosecuted. This was achieved through the involvement of all stakeholders within the rural environment in a structured and coordinated manner through joint planning, joint operations, implementing preventative measures and monitoring of incidents. The former Commando Units played a major role in the implementation of the RPP.

The RPP comprised of two pillars:

- Home and hearth protection
- Area bound reaction forces (Commando Units)

Rural Safety Priority Committees were established to facilitate the above process through the JOINTS structures at all levels. The role the Rural Safety Priority Committees played was to coordinate the following activities amongst all role players:

- All security related actions pertaining to rural protection
- Establishment of factors that have a negative influence on the safety of the rural and farming community and promote and facilitate effective planning
- Distribution of information to create awareness
- Provisioning of feedback to all role players regarding the RPP
- Monitoring and analysing of attacks on farms

However, the continued increase in attacks and murders on the farming community led to the establishment of a Committee of Inquiry into farm attacks by the late Minister for Safety and Security, Minister Tshwete as well as the Human Rights Commission inquiry into human rights violations in the farming community. Both reports were tabled during 2003 with specific recommendation regarding rural safety issues.

In 2003, President Thabo Mbeki in the State of the Nation Address announced the phasing out of the SANDF Commando System and the creation of a new system.

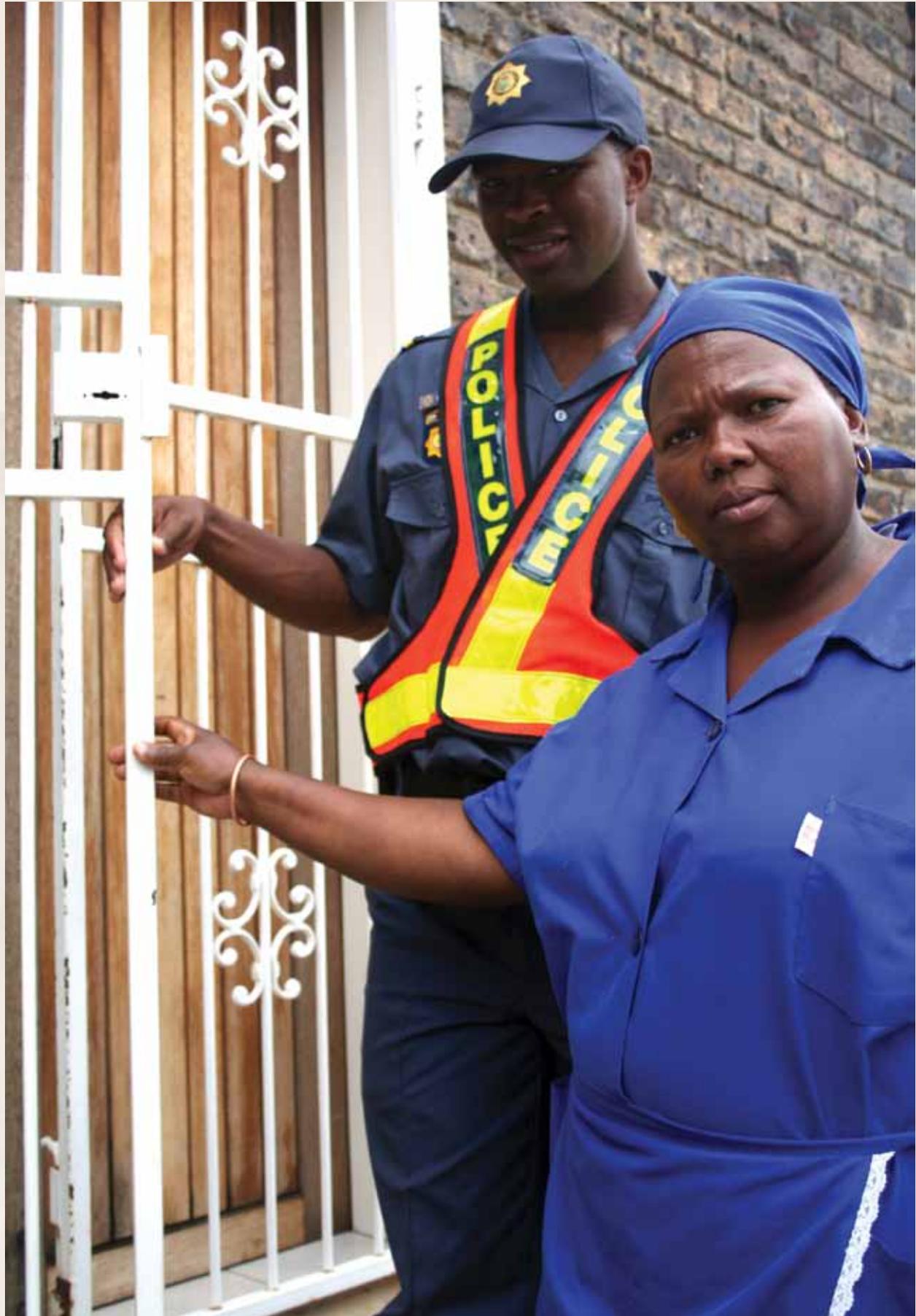
It would further accord with the requirements of all rural communities, and not only focus on the farming community. This fact was echoed by several role players in the rural environment, for example the Human Rights Commission.

The following mechanisms were put in place by the South African Police Service to replace the SANDF Commando System:

- Implementation of Sector Policing
- Tasking of Crime Combating Units for Rural Safety
- Utilization of reservists
- Increase in personnel levels at police stations

Due to the fact that the South African Police Service was made responsible for performing the functions

previously performed by the SANDF Commando Units, it necessitated a review of the RPP and the development and implementation of a process to ensure continued safety of the rural community.



3. Challenges Identified

3.1 Policy Environment

- Outdated Rural Safety Strategy
- Inadequate strategy implementation guidelines
- Insufficient guidance and support from national and provincial levels to support the implementation of rural safety at station level
- Lack of alignment of inter- and intra Departmental policies

3.2 Resources (Human & Logistical)

- Inadequate and suitable resources (human and logistical) at some rural police stations
- Lack of effective and efficient shared utilization of available resources
- Lack of advanced technological support and development

3.3 Rural Development

- Lack of infra structural development and maintenance in rural areas that hampers service delivery
- Responsibility and accountability by all role players and stakeholders
- Migration to urban areas and loss of skills
- Lack of adequate support and assistance to emerging farmers

3.4 Cooperation and Coordination

- Lack of inter- and intra Departmental cooperation and coordination
- Lack of effective cooperation and coordination structures
- Lack of clarification of roles and responsibilities
- Duplication of roles and responsibilities

3.5 Communication

- Ineffective communication mechanisms and networks
- Ineffective inter- and intra Departmental communication
- Ineffective communication with the community

3.6 Community Involvement

- Poor community involvement

- Apathy and negativity from the community
- Poor relationships

3.7 Service Delivery

- Slow response to crime due to large areas
- Low arrest and conviction rate
- Corruption

4. Aim of the Rural Safety Strategy

The purpose of this document is to provide direction and guidelines to achieve safety and security within the rural environment.

The aim of the Rural Safety Strategy is to:

- respond to the needs of rural communities to support food security and economical development;
- to strengthen relationship building within the rural community; and
- encourage all stakeholders in rural safety to work together in a coordinated and integrated manner and engage in joint planning, implementation, monitoring, development and evaluation to combat crime in the rural areas as determined by the National Crime Combating Strategy (NCCS).

The Rural Safety Strategy will enable the South African Police Service to:

- enhance service delivery;
- increase police visibility in rural areas;
- improve police response times;
- create effective and efficient policing in rural areas;
- protect the vulnerable (women, children, elderly, disabled, foreigners) against abuse and exploitation;
- enhance safety awareness;
- support rural development and growth;
- enhance cooperation and establishment of partnerships;
- enhance communication and relationships;
- create community involvement opportunities; and
- improve investigation and convictions.

5. Objectives of the Rural Safety Strategy

The objectives of the Rural Safety Strategy are to:

- improve safety and security within the entire rural environment;
- improve/enhance relationships between the police, farming community, stakeholders and extended rural communities;
- foster and establish partnerships within the rural community that relate to safety and security concerns and issues;
- establish/improve systems to address crime within the rural areas;
- improve/enhance service delivery within rural communities;
- support the implementation of sector policing in the rural environment;
- foster and establish enhanced communication within the rural community among all role players;
- educate the rural community on safety and security matters;
- support rural development, rural growth and upliftment of the rural community; and
- support the development of a vibrant, sustainable and equitable rural community by creating a safe rural environment.



6. Definitions

6.1 Rural Areas

Rural areas are defined as “sparsely populated areas in which people farm or depend on natural resources, including villages and small towns that are dispersed through these areas. In addition, it includes large settlements in former homelands, created by apartheid removals, which depend for their survival on migratory labour and remittances” (Integrated Rural Development Framework 1997: 1).

This definition is relevant for the following reasons:

- it accounts for the complex structure of the rural areas that were created during the apartheid era;
- the definition includes commercial farms but excludes peri-urban informal settlements; and
- it distinguishes two distinct types of rural areas:
 - sparsely populated rural areas primarily for farming and agricultural activities
 - large settlements in former homelands usually referred to as tribal areas.

6.2 Rural Safety

Rural safety refers to all safety and security issues that affect non-urban communities in so far as it deals with human, property and food protection and security.

6.3 Acts of violence against person/s on farms and small holdings

Acts of violence against person/s on farms and small holdings refer to acts aimed at person/s residing on, working on or visiting farms and small holdings, whether with the intent to murder, rape, rob or inflict bodily harm. In addition, all acts of violence against the infrastructure and property in the rural community aimed at disrupting legal farming activities as a commercial concern, whether the motive/s are related to ideology, land disputes, land issues, revenge, grievances, racist concerns or intimidation are included.

Cases related to domestic violence or liquor abuse, or resulting from commonplace social interaction between people are excluded from the definition.

6.4 Strategy

A strategy is a plan that provides for the coordinated means by which an organisation pursues its goals and objectives.

6.5 Rural Safety Plan

A Rural Safety Plan is a tactical plan developed and implemented at police station level designed to include all day-to-day activities and measures to address specific identified rural safety issues in an integrated and coordinated manner by involving all relevant role players in line with the National and Provincial Rural Safety Strategy.

6.6 Farm

An area of land and its buildings used for agricultural and livestock purposes, including cattle posts and rural villages where subsistence farming takes place.

6.7 Smallholding

An agricultural holding that is smaller than a farm, excluding smallholdings where no agricultural activities take place and that is predominantly residential.

7. Characteristics of Rural Areas

The following characteristics of rural areas are important as they impact on policing and services:

- Underdevelopment, high levels of poverty
- High levels of HIV/Aids and unemployment
- Low levels of education and high levels of illiteracy
- Dispersed spatial living arrangements
- Lack of basic infrastructure such as roads, public transport systems, telephones and sports and recreational facilities
- Lack of access to services such as water, electricity, education, training, social services and policing
- Poor communication network systems
- Dominance of agricultural and mining activities as compared to secondary industry and manufacturing as in urban areas
- Subsistence farming
- Vulnerability to natural disasters and difficulty in recovering thereof
- A tendency to prefer traditional forms of political and governance structures as compared to modern bureaucratic systems
- More women than men live in rural areas and the majority of the rural population is under 30 years old

8. Vision

“To create a safe and secure rural environment where all inhabitants can prosper and live without fear.”

9. Mission

Rural Safety will be achieved through a collective, coordinated Rural Safety Strategy which seeks to achieve the following main objectives to:

- enhance service delivery to the rural community;
- adopt and ensure a responsive integrated proactive and reactive policing approach;
- enhance cooperation and coordination amongst all role players and stakeholders
- ensure a sustainable policing approach through the utilization of sector policing as policing method;
- ensure the implementation of the Rural Safety Strategy by engaging with all relevant role players;
- develop, implement and maintain integrated rural safety plans at operational levels;
- establish effective communication mechanisms to support communication amongst all role players and stakeholders;
- ensure effective analysis and communication of crime affecting the rural environment;
- develop and implement appropriate measures and strategies to effectively address rural safety;
- reduce crime levels in the rural community, especially violent crime;
- promote rural development amongst all role players and Government Departments;
- utilize reservists as a capacity (force) multiplier in support of the South African Police Service; and
- ensure effective investigation

10. Regulatory Framework

- The Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996)
- National Crime Prevention Strategy
- White Paper on Safety and Security
- National Crime Combating Strategy
- South African Police Service Act, 1995 (Act No 68 of 1995)
- National Instruction 1/2002: South African Reserve Police Service
- National Instruction 3/2009: Sector Policing
- The Comprehensive Rural Development Programme Framework, Version 1: July 2009
- The South African Police Service Interim Regulations for Community Police Forums and Boards
- Criminal Procedure Act, 1977 (Act No 51 of 1977)
- The Protocol for Access to Farms, 2002

11. Strategy

The Rural Safety Strategy of the South African Police Service aims to address rural safety as part and parcel of an integrated and holistic day to day crime prevention approach, based on the principles of Sector Policing which addresses the needs of the entire rural community, including the farming community.

Sector Policing, as the policing approach will be pivotal to address rural safety in cooperation with the community and relevant stakeholders.

This approach will be supported by crime prevention and service delivery, a rapid reaction capacity at cluster level and utilization of reservists at sector level as force multipliers.

Rural safety on the South African borderline will further be strengthened in terms of integrating and coordinating of local deployment along borderline operations to combat illegal cross border movement of people, goods and contraband.

The above approach aims to sustain and integrate the Rural Safety Strategy by providing a properly trained and resourced capacity to implement rural safety measures.

The strategy further aims to promote effective and dedicated participation, partnership and involvement of internal and external stakeholders in an integrated, joint and coordinated manner.

An Implementation Plan, Rural Safety Toolkit (Implementation Guidelines) and Communication Strategy will be developed and rolled out for implementation at ground level to address rural safety based on the sector policing approach.

The Rural Safety Strategy will be based on the following four pillars:

PILLAR 1: ENHANCED SERVICE DELIVERY

- To improve access to safety and security services and infrastructure
- Adopting a proactive and responsive operational approach
- Implementation of Sector Policing and sector deployment
- Enhanced utilization of reservists
- Enhanced border security
- Enhanced communication
- Availability of information/intelligence to support Intelligence driven operations
- Establishment of an information gathering and sharing capability
- Optimal utilization of all available resources in an integrated manner
- Professional and prompt investigation, as well as effective prosecution

PILLAR 2: INTEGRATED APPROACH

Promote and involve all role players and stakeholders in an integrated and coordinated manner to support improved accessibility and service delivery to the rural community. Enhanced cooperation and coordination of all available resources are required.

PILLAR 3: COMMUNITY SAFETY AWARENESS

- Establishment of Safety Networks (Home and Hearth).

- Creating community awareness and educating the rural community in terms of safety and security issues (pamphlets, posters, booklets, community programs and projects).

PILLAR 4: RURAL DEVELOPMENT

- Promoting effective crime prevention through environmental design (CPTED).
- Implementation of the Comprehensive Rural Development Plan (CRDP).



11.1 Pillar 1: Enhanced Service Delivery

11.1.1 Introduction

An alternative operational approach had to be considered to be implemented within the rural area due to the lack of resources at some police stations in the rural areas, especially a lack of adequate capacity within the Crime Prevention Units.

Dedicated South African Police Service members strengthened by adequate resources and reservists as force multipliers should be available to support the creation of a safe rural community. In view of this it was decided that the optimal and effective utilization of reservists to implement Sector Policing could address this prevailing situation. It could further support the Rural Safety Strategy and the implementation of the Rural Safety Plans at station level.

Implementation Toolkits (standard operational procedures) will be developed to support and guide implementation.

11.1.2 Elements of the Operational Concept - Proactive and Responsive Capacity

The operational approach will be divided into three tiers, viz

- Tier 1: The erection of security border fences fitted with monitors to detect any efforts to cross the border between South Africa and its neighbours. As a further measure to prevent any border crossings static observation posts will be established on high ground on the borderline or close thereto in certain areas. This could be applicable to the borderline between South Africa and Mozambique and South Africa and Swaziland and South Africa and Lesotho.
- Tier 2: It comprises the area from the borderline up to 10 km into South Africa. This serves as the operational zone for the SANDF (when fully deployed) and SAPS members on detached duty until replaced by SANDF deployments. The following operational activities are being performed in this area
 - Vehicle patrols
 - Foot patrols
 - Roadblocks
 - VCPs
 - Waylay operations (based on intelligence)
 - Stop and search operations
 - Mobile Operations
 - Reaction force operations (rotar wing)
 - Establishment of a tactical information capacity
 - Joint borderline operations with neighbouring countries.
- Tier 3: Comprises the demarcation of rural station areas into sectors and the creation of a proactive and reactive capacity at cluster and sector levels.

Based on the concept of Sector Policing

As part and parcel of Community Policing, Sector Policing is seen as the enabling mechanism which organizes and mobilizes individuals within communities to establish the driving force in providing a more effective and person-centred service to the community. As such Sector Policing is also a step towards the development of a modern, democratic policing style to address the safety and security needs of every inhabitant of South Africa at local level.

Sector Policing is thus seen as a method of dividing a police station area in smaller, manageable sectors. The main principles can be summarised as follows:

- Utilizing it as a crime prevention technique which entails an understanding of the causes of crime and the enabling factors.
- Joining the capabilities of the police and the community, and in partnership, launch projects to:
 - identify and address such causes, as well as enabling factors;
 - identify hot spots and vulnerable communities; and
 - address community needs
- Making the most effective use of all available resources at a police station and within the community to address crime.
- Adopting a community oriented problem solving approach.
- Working in close cooperation with the local community.
- Encouraging community involvement, enhanced visibility and patrolling of sectors.
- Delivering quality service provided by officers, enjoying the support and approval of the community and active participation by the community in respect of its own safety and security. In practice a four pronged approach is adopted, namely:
 - The station precinct is divided into sectors;
 - A sector commander is appointed;
 - A sub CPF structure is established within each sector (community involvement to assist the police with operationalisation of functional policing, including administrative issues); and
 - Dedicated teams are designated to the sectors in accordance with operational policing needs.

It will thus entail that the specific rural community is divided up into smaller, more manageable sectors comprising of a number of villages, farms or households. Sectors are in contact and communicate via telephone or radio. In the event of the telephone lines being out of order the radio network can serve as a backup communication system between the police station and/or community. This is a vital element within the safety plan of the specific sectors.

Sector commanders/rural safety coordinators are appointed within the rural sector/s. Further to this, the community identify and elect a community representative as a contact within the community to facilitate liaison between the community and the police. This will ensure quick reaction capability from the sector team and police station in the event of an attack. Contact particulars of the rural safety coordinator/sector commander and the community within the sector must be compiled, shared and made available in case of an emergency to support rapid reaction and response from the Service. A rapid reaction capacity will be established at cluster level to strengthen resources in

rural areas.

Community members within the rural sector should also be able to rely on their own protection as well as support from neighbours and other members within the rural sector to ensure immediate response in times of trouble, awaiting the deployment of the police station. This will necessitate effective communication and contingency planning. The most important aspect of the above-mentioned system is the cooperation, participation and active involvement of each and every community member of the rural sector.

Utilization of Reservists

The essence of the revised reservist system is that of a voluntary system.

The defined role for reservists is predominantly to support crime prevention and/or reduction operations and initiatives at police station level by enhancing police visibility through patrols, as well as strengthening the South African Police Service capacity during high crime periods, special operations and policing in rural areas.

Reservists are recruited from the community where they reside and are utilized within their own community to support the South African Police Service in policing their own area to create a safe and secure environment for all to live in. This includes policing functions, as well as ensuring the general safeguarding and protection of the community, more commonly referred to as area safety and protection. The area protection system encompasses the whole community and therefore even the community member who is not a reservist will enjoy the protection that the system offers.

Reservists will primarily be responsible for the sector area where they reside as part of the sector team, as well as for the safety and security of their own community. They may, however, be utilized within the whole police station area, if a need to address crime exists.

Reservists are further utilized in a broader spectrum of policing as stated in National Instruction 1/2002 (South African Reserve Police Service), namely:

- **Category : -Functional Policing**

A reservist appointed in this category-

- perform general policing functions in sectors as part of the sector team
- must wear uniform
- must perform duties under the supervision of a permanent member during the period of probation
- must be trained in relevant aspects of functional policing applicable to his/her duties as well as additional required job specific/in service training, depending on the area of utilization

- **Category: -Specialized Operational Support**

A reservist appointed in this category-

- must have particular skills or expertise which can be utilized operationally by the Service such as divers, pilots, social workers, etc

Duties to be performed by reservists

Primary responsibilities

- Visible Policing patrols

- Attending to complaints in the sector

Secondary responsibilities

- Cordon and search
- Visits (Farms, schools, etc)
- Crime Prevention Operations
- Awareness in respect of Home and Hearth
- Collection of information (Eyes & ears)
- Road blocks
- Reaction, if required in support of permanent members
- Disaster Management Support
- Investigation

The main focus of reservists within the rural environment will be of a pro active policing approach through increased visibility and creating awareness amongst the community to reduce the opportunity for crime to be committed.

A reactive policing function will also be performed in respect of prevailing emergency situations as first responders to the potential scene of the crime, awaiting the arrival of the local police station.

Cluster and Sector Activation

Proactive

- Day-to-day visible policing supported by patrols and crime prevention operations.
- Reservists who work within sector teams may report on and off duty in the sector at a predetermined assembly point due to vast distances that may have to be travelled to the police station.
- Deployment and other activities are managed and controlled from the predetermined assembly points.

Reactive

- During an emergency, eg acts of violence against the farming/rural community or Priority A crimes being committed, the sector commander is contacted and he/she activates the reservists within the sectors.
- The reservists within the sector immediately react as first responders to contain the situation and the police station is informed to respond. Cluster capacity is informed to further strengthen and support deployment.
- Contingency plans must be in place for identified incidents (violence on farms/rural areas or small holdings, floods, fire, etc).
- Contact lists/directories must be compiled, updated regularly and be available at the community service centre.
- Maps of the total rural environment must be available to deal with emergency situations in a

rapid and effective manner.

- Rural Safety Plans are developed and implemented to address crime in the rural areas.
- Exercises/simulations in respect of the different scenarios must be conducted annually.

Reporting on/off duty

- Where long distances have to be travelled, commanders may authorise reservists to be inspected at predetermined assembling points and be placed on duty by a senior permanent member or Sector Commander to perform patrols and be deployed during emergencies.
- The senior permanent member must telephonically or via radio report to the community service centre commander and request that the reservists be placed on duty by the latter and be issued with a SAPS 10 number.

Arrest and Detention

- Detention will only be allowed at the police station and a suspect will therefore have to be transported to the police station after arrest. Exhibits will also be kept at the SAPS 13 store at the police station.

Information driven

- All activities, such as patrols, road blocks and cordon and search operations must be planned and activated, based on the Crime Threat Analysis/Crime Pattern Analysis, or other information provided by the Crime Intelligence Gatherers (CIG)/ Crime Information Official (CIO) at the police station.
- The Crime Prevention Commander is responsible for ensuring that such information is available at the start of each shift and is communicated to the sector commander/team.
- The Sector Commander is responsible for the deployment of reservists based on the information provided.
- The sector team commander must be briefed at the beginning of each shift by the sector commander during the parade.
- Information reports must be completed and handed over during change of shifts to station management and Crime Information Centres for verification and dissemination.
- Informer databases must be established and maintained at police station level.
- Note of crime indicators must be recorded and communicated.
- Sector Reports must be completed.

Development and Implementation of Rural Safety Plans and Contingency Plans to deal with specific identified incidents

- The National Rural Safety Strategy and Borderline Security Strategy will be aligned.
- The Provincial Rural Safety Strategy will be aligned with the National Rural Safety Strategy.
- Station Commanders must develop Rural Safety Plans that are aligned with the Provincial Rural Safety Strategy.
- Inputs on crime prevention initiatives and priorities must be given annually to be included in the Municipal Integrated Development Plan (IDP).

- Contingency plans to deal with specific identified incidents (fire, flood, violence on farms/rural areas and small holdings, etc) must be developed and be available at the police station.
- Exercises/simulations in respect of the different scenarios (fire, flood, violence on farms/rural areas and small holdings, etc) must be conducted at least annually.

Establishment of an effective communication network

An effective communication network to ensure the success of this strategy is essential.

The following must be in place in the rural sector:

- Radio Communication Networks
- Availability of telephone lines/cellular telephones
- Availability and sharing of contact particulars of the sector commanders
- Availability of contact particulars of contact persons within the rural community
- Availability of communication networks amongst the community
- Establishment of rural sector profiles

Effective Investigation and Prosecution

The following is essential:

- Proper investigation of all cases reported
- Feedback and communication with complainants on regular and ongoing bases
- Close cooperation with prosecuting authorities
- Establishment of Task Teams to address violent rural crime
- Enhanced cooperation and participation between crime prevention and investigating officials regarding modus operandi, follow up information and operations, identifying trends, feedback to complainants, etc.

11.2 Pillar 2: Integrated Approach

Introduction

The success of the Rural Safety Strategy depends on the involvement of all role players in the rural environment, including Government, non governmental organisation, business and the broader community. It is therefore required that;

- Relevant Government Departments take responsibility for the role they play in ensuring a safe rural environment, as well as the development of rural infra structure and upliftment of the rural community and are held accountable for their responsibilities.
- Non-governmental organisations get involved to assist in the development and education of the rural community to create a vibrant, growing and sustainable rural environment.
- Community members take ownership for their own safety within the rural sectors and rely on providing for their own protection as well as support from neighbours and other role

players within the rural sectors to ensure immediate response in times of trouble, awaiting the deployment of the South African Police Service police station or reservist sector capacity.

Identify all role players/stakeholders

The following role players/stakeholders could play a role in rural safety:

- South African Police Service
- Organised Agriculture
- Farm workers unions
- Government (Rural Development and Land Reform, Education, Agriculture, Forestry and Sea Fisheries, Labour, Home Affairs, Social Development, SANDF, NPA)
- Local Government
- Provincial and local Traffic Law Enforcement
- Non governmental organisations
- Civil society
- Business
- Private Security
- Faith based Organisations (churches, temples, mosques)
- Traditional Leadership
- Community Based Structures (women's groups, youth groups, senior citizens groups, etc)
- Community

The community can get involved by:

- joining as reservists or volunteers, or get involved in Community Police Forum (CPF) structures;
- communicating available information that can assist and support the South African Police Service to prevent crime or otherwise to detect and arrest criminals known to the Service; and
- getting involved in structures within the rural sector, such as:

Watch systems

- Residential Watch Systems
- Farm watch
- Small holding watch
- Village watch
- Neighbourhood watch

Industrial/business entities

- Mines
- Game Parks/nature reserves
- Forestry
- Guest houses/resorts

Community patrollers

Community patrollers are voluntary groups of people giving some of their time and taking responsibility within their own communities to help the police make the communities which they reside in safer.

Community patrollers will fall within the domain of the sector commander/rural safety coordinator. Community patrollers will enhance the relationship between the police and communities and it gets people to embrace their role in crime prevention.

The purpose of community patrollers is to:

- provide capacity in the areas within which they reside;
- assist in identifying root causes of crime as well as enabling and contributory factors; and
- act as the eyes and ears of the South African Police Service

Volunteers

Volunteer thus means a member from the community who by choice renders unpaid duties without any requests for remuneration, return in money or other consideration, such as services, skills, knowledge, time, equipment or funding at no cost or expectation of compensation/remuneration from the Service.

Skills, knowledge, time and capacity volunteered will enhance the cooperation and relationship between the police and community and thus facilitate the successful implementation of the Rural Safety Strategy.

Community Police Forums (CPF's)

The involvement of the CPF's in community projects and initiatives that would support the upliftment of the community, addressing socio-economic issues and address crime prevention are essential.

Objectives of the Community Police Forums

- Establishing and maintaining a partnership between the community and the Service;
- Promoting communication between the Service and the community;
- Promoting co-operation between the Service and the community in fulfilling the needs of community regarding policing;
- improving the rendering of police services to the community at national, provincial and local levels;
- improving transparency in the Service and accountability of the Service to the community; and
- promoting joint problem identification and problem-solving by the Service and the community.

Establishment of Partnerships

Fostering and establishment of partnerships in the community that would support the creation of a safe and secure rural environment are essential.

Establishment of Coordination/ Communication Structures

Enhance the functioning of existing coordination mechanisms/structures at all levels to support coordination and cooperation of all activities in a joint and coordinated manner.

A Rural Safety Forum (Rural Safety Priority Committee) must be in place and meet on a quarterly basis at national level. The activities of the National Rural Safety Forum will be managed by a Constitution jointly developed and agreed to by all role players.

A Sub Rural Safety Forum must be in place and meet on a bi-monthly basis at national level as an operational capacity. The Sub Rural Safety Forum will be responsible to:

- monitor all incidents on farms and small holdings as per agreed definition;
- analyse incidents to determine crime trends, crime patterns, modus operandi and hot spots/ flash point areas;
- develop and implement corrective actions or intervention measures to address affected communities and/or provinces;
- identify problem areas within the farming and rural community and develop measures to address such problems;
- sharing of available information with all role players; and
- development of action plans to address identified gaps/shortcomings.

Similar coordination mechanisms/structures must function at provincial, cluster and police station level. Existing policing and other structures must be utilized for this purpose to:

- identify safety and security problems and develop action plans to address such problems;
- establish good relationships with all role players;
- create awareness;
- share information;
- plan and implement pro active crime prevention operations; and
- plan and implement reactive operations.

The following structures could be utilized for coordination, communication and operational planning at all levels:

- JOINTS structures
- SAPS structures, such as PCCF, SCCF
- Community structures, such as CPF, Sub CPF's
- Local Government structures

- Disaster management structures
- Private security structures
- Traditional Leaders structures
- Organised agricultural structures

The following role players should be involved depending on the level at which the structure function:

- South African Police Force
 - Visible Policing, (include Borderline Security and Sector Commander)
 - Detective Services
 - Crime Intelligence
- Relevant Government Departments
 - Department of Agriculture, Tourism and Fishery
 - Department of Rural Development and Land Reform
 - Department of Justice (National Prosecuting Authority)
 - South African National Defence Force
 - Local Government
- Organised Agriculture
- Farm workers Unions
- Ad hoc Representatives depending on identified issues/problems:
 - Department of Social Development
 - Department of Education
 - Department of Labour
 - Department of Home Affairs

The Justice Crime Prevention Structures (JCPS) could facilitate cooperation and coordination at all levels.

Appointment of Rural Safety Coordinators

A rural safety coordinator must be appointed at national, provincial, cluster and police station level to coordinate all activities in the rural community and serve as liaison between the rural and farming community, and the police station.

If adequate resources are not available to appoint a dedicated rural safety coordinator the appointed sector commander can serve this purpose. However, at provincial level a rural safety coordinator must be appointed.

11.3 Pillar 3: Community Safety Awareness

11.3.1 Establishment of Safety Networks

The community should also take ownership to ensure their own safety in partnership with the South African Police Service by establishing safety networks within their communities. Rural communities that know each other and support each other become less vulnerable and pose a threat to the criminal.

Areas of focus could include but are not restricted to the following:

- Crime and violence against person/s on farms and small holdings
- Abuse/exploitation of farm workers
- Crimes against the vulnerable (women, children, elderly, disabled, foreigners)
- Domestic violence
- Substance abuse
- Sexual offences
- Theft
- Juvenile delinquency/child abuse/child neglect
- Stock theft
- Theft of farm produce, input supplies and equipment
- Non ferrous metals
- Crimes motivated by myths, beliefs and ritual killings

Establishment of safety networks includes the home and hearth function, communication amongst the rural community and communication with the South African Police Service.

Home and Hearth refers to those measures implemented by the rural community to protect themselves, as well as the support provided by the South African Police Service in respect of awareness and sharing of safety hints. The basic elements of the home & hearth function thus refer to the implementation of the following:

Physical Measures

- Security Fences
- Dogs
- Security lights
- Communication systems/structures

Public Education and Creating Awareness

- Community Projects and Awareness Campaigns

- Distribution of pamphlets/booklets that deals with the following:
 - Physical security measures
 - Safety tips
 - Legal implications (Use of Firearms, etc)
- Identification/Marking of homesteads
- Farm visits to educate the community
- Information sessions to educate the community

Information Gatherers

- Act as eyes and ears for the South African Police Service and immediately report suspicious behaviour.
- Identify possible indicators of potential danger/attack/suspicious behaviour
- Building of sound relationships amongst all residents within the rural environment.

Access Protocol

- Implementation of a protocol to manage access to farms to support a safe and secure farming environment.

11.4 Pillar 4: Rural Development

Infra structural development within the rural environment is essential to ensure equal accessibility to services and service delivery.

Crime prevention is understood to mean all those activities which reduce, deter or prevent the occurrence of specific crimes by:

- altering the environment in which they occur;
- changing the conditions which are thought to cause them; and
- providing a strong deterrent in the form of an effective criminal justice system.

Certain types of crime can be addressed by altering the environment in which they occur. The environment can be planned designed and managed in such a way that it requires more effort from potential offenders to carry out their criminal activities.

It must also be remembered that what works in one situation might not be appropriate in another situation; because numerous factors influence the type of crime as well as where and when it occurs.

It is necessary that planning and design principles work together with other crime prevention approaches. Crime needs to be addressed through targeted, locally developed interventions that are based on an understanding of the local conditions where the crimes occur. Environmental design interventions, in particular should be developed at a local level and the local authority will be in the best position to take the lead in this regard.

11.4.1 Crime Prevention through Environmental Design (CPTED)

Crime Prevention through Environmental Design (CPTED) is a multi disciplinary approach to deter criminal behaviour through environmental design. Environmental design initiatives should ideally be coordinated by the local authority in collaboration with the South African Police Service.

Research has shown that offenders cannot be literally prevented from committing crime by using CPTED as it is dependent upon changes to the physical environment that will cause an offender to make certain behavioural decisions. Thus CPTED is:

- changing the way communities/environment are designed to make it difficult for criminals to operate; and
- redesign/upgrade existing designs with the intent to reduce opportunities for crime.

Roles and responsibilities

Police

It is essential that local police stations become involved with environmental design initiatives. They are usually able to identify problems related to the physical environment and know where different types of crime occur within their precincts.

Community

Identifying of problems encountered in the areas that they use, for example engage in clean up programs within the area, identify dangerous areas where they feel vulnerable, marking of their residences, etc.

Local Government

Local government is responsible for infrastructure development maintenance and strict enforcement of bylaws to control illegal activities. In this regard the IDP should be influenced to support crime prevention.

CPTED and the Rural Community

- High dense vegetation surrounding the property, gives criminals a hiding place
- Entrances/gates demarcated with thick bushes/flowers make it easy for criminals to hide
- Property/house numbers should be clear and visible to enable a rapid response by the Service
- Avoid very bright security lighting that creates blinding glare and/or deep shadows that hinder the view of potential observers
- Closed circuit television (CCTV) cameras can be used in make the most of where window surveillance is not available
- Roads/intersections/off ramps/stop streets must be free of obstructions
- Liquor outlets/taverns/shebeens should be properly located and not near crèches, schools, playgrounds, etc.

11.4.2 The Comprehensive Rural Development Plan

“The Comprehensive Rural Development Plan (CRDP) is a cross cutting and comprehensive rural development program. It entails the development through all sector departments and clusters within the Medium Strategic Framework (MTSF, 2009-2014) and Governments Programme of Action”. (Comprehensive Rural Development Programme Framework Version 1: July 2009)

The programme consists of three components:

- Agrarian transformation
- Rural development
- Land reform

The CRDP aims at being an effective response against poverty and food insecurity by making the most of and managing natural resources to create vibrant, equitable and sustainable rural communities.

Relevant to the South African Police Service is law enforcement, security and order within the rural communities which will focus on the following:

- Activate Community Policing Forum and Traditional structures to deal with crime and conflicts
- Neighbourhood watch systems and unity amongst the community
- Fostering of a strong sense of Ubuntu
- Villagers committed to safety in their homes
- Dealing with youth offending through the implementation of effective youth programmes, etc
- Participation of the South African Police Service in the CRDP structures at the different tiers of Government
- Development of police stations and improving access to police stations in rural areas

12. Resources

The following basic equipment must be available:

Communication (Radios & radio network, cellular telephones)

- Firearms
- Bullet Proofs
- Vehicles
- Crime Scene kits
- Hand Cuffs
- Tonfas
- Torches

- Small Medical Bag/ First Aid Kits
- Stationary
- Road Block Equipment
- GPS/Maps of rural area
- Aerial Support
- Night Vision
- Spot lights

13. Reporting and Record Keeping

Crimes against person or persons on farms and small holdings must be reported to the Office of the Provincial Commissioner within 24-hours after a crime has been committed, who in return must report to the Divisions: Visible Policing and Crime Intelligence.

Crime to be reported is the following:

Direct Acts

- Murder
- Attempted Murder
- Rape
- Assault GBH
- Armed robberies, including hi-jackings

Indirect Acts

- Intimidation
- Arson
- Malicious Damage to Property

The purpose of reporting is to:

- Monitor incidents at provincial and station level to develop national strategies
- Update and maintain a national operational data base to share operational information for planning purposes
- Analyse, assess and determine national trends and modus operandi to communicate and share such information with all role players and stakeholders in order to implement pro active measures
- Develop and implement pro-active measures to address crime in the rural environment
- Collecting empirical evidence to identify causes of crime and the development and implementation of strategies to improve levels of safety in the rural community.

14. Monitoring and Evaluation

Monitoring and evaluation is a systematic process that sets out a methodology to monitor, measure and assess the effectiveness of the Rural Safety Strategy. The process involves the use of indicators to measure the processes, outputs and outcomes of the Rural Safety Strategy.

Ultimately, the process will identify whether or not the Rural Safety Strategy is able to accomplish its objectives and whether or not there is a positive impact in terms of policing in the rural areas.

The evaluation process will help determine shortfalls, challenges as well as good practices that can be shared and highlight unexpected outcomes which can lead to future valuable planning lessons.

Monitoring and evaluation should be done at national, provincial and local levels.

14.1 Tools for Monitoring and Evaluation

National level

- Minutes of the quarterly National Rural Safety Priority Committee meetings
- Feedback returns from the provinces to determine the number of incidents within the rural environment
- Maintenance of a National Rural Safety database in cooperation with Crime Intelligence which will assist in identifying crime threats, trends, modus operandi and hot spot stations which will be communicated to the provinces for the necessary attention
- Media reports
- Provincial and station visits to ensure the implementation of the Rural Safety Strategy and to identify challenges and good practices as well as to provide support, assistance and guidance
- Comparative crime statistics
- Service delivery surveys

Provincial level

- Minutes of Provincial Rural Safety Committee meetings
- Feedback of incidents from stations to determine the number of incidents within the rural environment
- Station visits to assist/ensure the implementation of the Rural Safety Strategy, as well as to provide support, assistance and guidance

Cluster/ Station level

- Cluster/Station Rural Safety meetings
- Municipal Integrated Development Plan (IDP)
- Report all incidents within the rural environment to the province
- Establish a database of incidents, to identify trends and hot spots

15. Review

The strategy will be implemented over the financial period 2010 - 2014 and will be reviewed every five (5) years, unless circumstances dictate otherwise.

16. Fast Tracking Implementation of Strategy

An analysis of the incidence of crime in rural areas, including stock theft led to the identification of at least 40 x SAPS Clusters to receive priority attention re the implementation of the Rural Safety Strategy.

As far as tactical operationalisation is concerned it is proposed to link the Rural Safety Strategy to the Border Security Strategy since;

- the crime threat related to the two strategic environments are linked to one another as far as various provinces are concerned; and
- resources such as air support and the deployment of a reaction capacity can be utilized in both environments to prevent unnecessary duplication.

For operational purposes the two strategic environments will be divided into three tiers, viz:

- Tier 1: The erection of security border fences fitted with monitors to detect any efforts to cross the border between South Africa and its neighbours. As a further measure to prevent any border crossings static observation posts will be established on high ground on the borderline or close thereto in certain areas. This could be applicable to the borderline between South Africa and Mozambique and South Africa and Swaziland and South Africa and Lesotho.
- Tier 2: It comprises the area from the borderline up to 10 km into South Africa.

This serves as the operational zone for the SANDF (when fully deployed) and SAPS members on detached duty until replaced by SANDF deployments. The following operational activities are being performed in this area

- Vehicle patrols
- Foot patrols
- Roadblocks
- VCPs
- Waylay operations (based on intelligence)
- Stop and search operations
- Mobile Operations
- Reaction force operations (rotar wing)
- Establishment of a tactical information capacity
- Joint borderline operations with neighbouring countries.
- Tier 3: Comprises the demarcation of rural station areas into sectors and the creation of a proactive and reactive capacity to operationalise sectors.

As far as the roll-out of the strategy is concerned it is proposed that 40 x SAPS are targeted for fast

tracking. These Clusters will specifically relate to Tier 3 of the operational concept since the exit / entry plan (SAPS /SANDF) for borderline security is already in an advanced stage. In terms of the Free State Province elements of the plan already form part of the Deed of Settlement in the case Free State Agriculture and 4 others/The President of the Republic of South Africa and 13 others.

The 40 x Clusters will be selected from the following:

	Cluster	Police Stations Stock Theft	Police Stations Incidents on Farms and Smallholdings
Eastern Cape			
1	Butterworth	Nqamkwe	
2	Cradock	Cookhouse Cradock	
3	East London		East London
4	King Williams Town	Stutterheim	
5	Matatiele	Afsondering Maluti Matatiele	
6	Mount Frere	Mount Frere Qumbu Sulenkama	
7	Mqanduli	Mqanduli	
8	Mthatha	Bitye Dalasile Libode Mthatha Ngangelizwe Tsolo	
9	Peddie	Bell	
10	Queenstown		Queenstown
Northern Cape			
1	De Aar	De Aar	
2	Hartswater		Hartswater
Free State			
1	Bethlehem	Bethlehem Reitz	
2	Bultfontein	Theunissen	
3	Ficksburg	Ficksburg	Ficksburg
4	Kroonstad	Kroonstad	
5	Ladybrand	Ladybrand	
6	Mafube	Mafube	
7	Mangaung	Bloemspruit	
8	Phuthaditjhaba	Harrismith Namahadi	
9	Selosesha	Selosesha Thaba-Nchu	
10	Tumahole	Heilbron	
11	Vrede	Warden	
12	Zastron	Smithfield	
KwaZulu-Natal			
1	Dundee	Dannhauser	
2	Estcourt	Amangwe Estcourt Ntabamhlope	

Cluster		Police Stations Stock Theft	Police Stations Incidents on Farms and Smallholdings
3	Greytown	Msinga	
4	Kokstad	Gowan Lea Intsikeni	
5	Kwadakuza	Mapumulo	Kwadakuza
6	Kwamsane	Kwambonambi Kwamsane	
7	Ladysmith	Bergville Ekuvukeni Elandslaagte Ematsheni Ezakheni Ladysmith	Colenso
8	Newcastle	Utrecht	
9	Plessislaer	Bulwer Himeville Plessislaer Taylors Halt	
10	Port Shepstone	Umzimkulu	
11	Ulundi	Nongoma	
12	Vryheid	Gluckstadt Hlobane Mondlo Paulpietersburg Vryheid	
13	Howick	Impendle	
North West			
1	Brits		Brits Hartbeespoortdam Mooiwooi
2	Mafikeng	Mmbatho	
3	Potchefstroom	Ventersdorp	
4	Rustenburg	Phokeng	Rustenburg
Mpumalanga			
1	Elukwatini	Carolina	
2	Middelburg		Middelburg
3	Nelspruit		Witriver
4	Piet Retief	Dirkiesdorp	
5	Secunda	Trichardt	
6	Standerton	Standerton	
Limpopo			
1	Groblersdal	Dennilton	
2	Mahwelereng		Tin Mines
3	Tzaneen		Letsitele Tzaneen
Gauteng			
1	Benoni		Benoni
2	Bronkhorstspuit		Bronkhorstspuit
3	Mamelodi		Kameeldrift
4	Temba		Hammanskraal

In order to implement operational functions on Cluster level it is proposed that the following SAPS capacity

be enhanced or established:

- Stock Theft Investigation Units
- Crime Intelligence
- Rural Safety Units which could be regarded as a rural version of the TRTs.

Crime Intelligence will have the responsibility to:

- Do pattern analyses, identification of hot spots, crime analyses including the determination of modus operandi, suspect identification in cooperation with the Detective Service and Criminal Records and Forensic Science Services, establishment of a tactical intelligence capacity in the Cluster (informer networks, hot line as part of the Cluster JOC and channels of information and intelligence flow).

The Rural safety Units, comprising between 2 -3 platoons and specifically trained for rural operations will have the responsibility to:

- Conduct intelligence driven pro-active operations;
- Serve as a reaction force;
- Suspect tracing and arrests.

In order to deploy 3 x Platoons per identified Cluster a total of 4320 members will be needed.

Pro-active operations will be similar to those being conducted in Tier 1 viz VCPs, observation posts, roadblocks etc. For some of these operations i.e. roadblocks it will be necessary to deploy the units in numbers of not less than a section. The normal operating deployment will however be in sticks of 4 comprising 2 x vehicles with 2 x members per vehicle. Some members of the RSU will be identified to be trained as equestrian members also to be deployed in sticks of four. Members can also be deployed by means of Rhino quad bikes.

To ensure aerial-guided operations for ground forces it is proposed that the 6 x Robinsons R44 helicopters be allocated to rural safety operations. Although the helicopters can provide a cost effective solution in this regard they however have limitations to transport reaction forces. It should however be noted that the rotor wing capacity allocated to borderline operations i.e SAAF could also be utilized for the transportation of ground forces in Tier 3 should the need arise.

The investigation of all cases, except stock theft cases will be the responsibility of detectives on station level. As far as stock theft is concerned, the functions of stock theft units are spelled out in National Instruction 2 of 1999. The mandate is to investigate all stock theft cases where a certain number of stock is stolen, cross-border stock theft cases, enforce the provisions of the Game Theft Act, 1991 as well as activities such as managing stock theft information centres and cooperation with the farming community and Tribal Authorities. In order to deal with stock theft effectively in the 40 x identified Clusters it is proposed that a work study investigation, be launched to determine:

- The required force levels of units in such Clusters; and
- Whether integration of certain units or further decentralization of units should be implemented.

Other role players: The fast tracking of the Rural Safety Strategy will require the participation of various role players other than the SAPS. These include:

- Agriculture: Enforcement of Branding in cooperation with SAPS
- COGTA: Identification and establishment of Government pounds

- Social Development: Projects re social upliftment, rights of women and children in rural communities
- Transport: RTI searching of vehicles i.e. for stolen livestock during roadblocks, stop and search of vehicles (this will include Metro Police)
- NPA: Training of dedicated prosecutors re stock theft cases
- SARPCCO: Joint borderline as well as cross border operations (including military forces of neighbouring countries in case of borderline operations)
- CPF's/Tribal/Traditional structures: Implementation of conflict resolution mechanism in rural communities.

C⁴: In order to ensure an integrated and well orchestrated approach to the implementation of the Rural Safety Strategy, JOCs will be established on the relevant Cluster levels - Commencing with the 40 x priority Clusters. This will entail:

- Operational rooms for coordination, receiving of incident reports, activating reaction groups, hot line, etc.
- JOCOM for regular joint planning and integrated implementation.

Communication: An investigation to be implemented re the most cost-effective way to ensure communication between role players. Cell phone service providers to be included in the investigation.

Budget: Projections re a budget for the implementation of the Rural Safety Strategy was limited to the implementation of Rural Safety Units. These include:

- 4 320 x members x R66 000 = R285,120 million (salary)
- 4 320 x R4 000 = R17,280 million (mobile deployment equipment)
- 250 x R1 000 = R250 000 (spotlights)
- 50 x R350 000 = R17,5 million (night vision)
- 250 x R2 000 = R500 000 (GPS)
- 250 x R1 000 = R250 000 (Binoculars)
- 720 x R350 000 = R252 million (4 x 4 vehicles)
- 100 x R70 000 = R7 million (Rhino's)
- 40 x R5 million = R200 million (operational)
- 6 x R10 million = R60 million (downlinks helicopters)

Total: R839,900 million

Operating and infrastructure costs, for example:

- Fuel for vehicles
- Flying hours for helicopters
- Offices for units to be determined.

Legislative measures:

As a result of numerous problems with the Stock Theft Act and the Animal Pounds Act, the South African Police Service drafted a new “Movement of Animals and Animal Produce Bill” and “Pounds Bill”. The first mentioned Bill was forwarded in 2005 to the Department of Justice and Constitutional Development to promote in Parliament, as that Department administers the Stock Theft Act.

The Ponds Bill was forwarded in 2005 to the Department of Agriculture to promote through Cabinet as the administering departments. Both Bills have not been promoted. It is believed that the adoption of the Bills will improve policing regarding Stock Theft which is a priority in terms of rural development. The Ministers involved should be asked through the JCPS cluster to prioritize the Bills.

17. Conclusion

The Rural Safety Strategy aims to respond to the safety and security needs of the rural community within South Africa by encouraging all stakeholders in rural safety to work together in a coordinated manner and engage in joint planning, implementation, monitoring and evaluation to combat crime in the rural areas.

The strategy provides guidelines based on the four pillar approach namely:

- Enhanced Service delivery
- Enhanced cooperation and coordination between all role players
- Community safety awareness
- Rural development

which will enable the Service to:

- Increase police visibility in rural areas
- Enable enhanced police response times and overall service delivery and access to policing
- Create effective and efficient policing in rural areas
- Protect the vulnerable (women, children, elderly, disabled, foreigners and farm workers) against abuse and exploitation
- Enhance cooperation and coordination by all role players
- Enhance communication
- Create a safe and secure farming community to support food security and economical development



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