A CRIMINOLOGICAL INVESTIGATION INTO UNIVERSITY CAMPUS PROTECTION IN SOUTHERN AFRICA - A COMPARATIVE STUDY

by

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ABSTRACT

"Academic communities are far from immune to the crime and violence that plagues our society. College students deserve to feel safe on their own campuses - the everyday challenges of college life are great enough without having to worry about the dangers of working late at the library or walking alone across campus. The daily efforts of campus law enforcement are vital to maintaining a peaceful learning environment for students."

- Bill Clinton - Washington, 5 July 1994 -

(precis of letter by the President of the United States of America when congratulating the International Association of Campus Law Enforcement on the one-hundred year service celebration during their thirty-sixth conference, Seattle, 10-12 July 1994: Campus Law Enforcement Journal, September-October 1994: 15)

ACKNOWLEDGEMENTS

DECLARATION

I hereby declare that the thesis "A criminological investigation into university campus protection in Southern Africa - a comparative study" represents my own work both in conception and execution. All the sources that I have consulted or quoted have been acknowledged by means of complete references.

Gert Charles Rademeyer

DEDICATION

DEDICATED TO

MY WIFE, CHILDREN AND FAMILY,

OLD-COLLEAGUES,

CAMPUS PROTECTION,

and

THE NEW SOUTH AFRICA

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SUMMARY

Any tertiary campus is a place composed of unique people requiring atypical law enforcement in comparison to other communities. Conflict between commonweal interests and proprietary responsibility calls for an unbiased discretionary and non-repressive approach to policing (protection) in a calm atmosphere that is conducive to learning for a tranquil environment sought in academia.

Law enforcement agencies, including university campus protective systems, share the broad and sometimes vague mandate to enforce the law and keep the peace and order among their respective communities.

Although a few studies have been conducted into overseas campus protective systems, no similar research has previously been undertaken in Southern Africa. This scientific research is thus the first of its kind in Southern Africa.

The objectives of this study are therefore primarily -

- to address the short-coming in knowledge about campus law enforcement in Southern Africa. Consequently, this research is aimed to analyze and define the organization and administration of campus protection at selected Southern Africa universities;

- to render a clear account of the role and functions thereof by campus law enforcement personnel by means of breaking down their daily duties and activities, and

- to account for the nature and extent of campus crime during the year 1 January to 31 December 1992.

The exploratory, descriptive and comparative research is positivistic in nature. On the other hand the analytical research method followed, explored and examined overseas and limited local literature available.

The survey-procedure was followed for the purpose of data collection. Pre-structured and coded questionnaires were adopted as measuring-instrument in order to obtain information regarding aspects of diversity relating to organizational and functional campus protection. Ten arbitrary and selected Southern Africa universities were involved in the investigation.

Conclusions and recommendations are vested in statistical information derived from these ten universities. The findings indicate that -

- substantial and noteworthy progress has been made among campus protective systems in Southern Africa. New and improved facilities, modern equipment, beneficial budgets and reformed standard of personnel have afforded a position to the betterment of university campus protection. While some campus protective systems have enhanced the quality of their performance, many fail to efficaciously utilize these benefits in reaching their imminent objective;

- the organizational and administrative functioning of university campus protection constantly show a typical para-military bureaucratic tendency cast in the same mould of the Max Weber's rationalism theory;

- cooperation between higher-learning, campus student personnel and campus protection is a matter of course and augmenting the necessity for a particular framework of a cooperative disciplinary programme in order to prevent apprehensiveness of campus crime;

- although no national or institutional obligation exists for reporting campus crime separately, the research indicates that the overwhelming preponderance of campus crime prevailing, is a contravention of university disciplinary regulations and criminal offenses against private and institutional property and persons (students and personnel). All aspects of campus jurisdiction must therefore be addressed by purposeful campus protective programmes.

OPSOMMING

Enige tersiêre kampus is 'n unieke plek bestaande uit unieke mense wat atipiese regstoepassing vereis vergeleke met ander gemeenskappe. Konflik tussen gemeenskaplike belange, welsyn en eienaarsaanspreeklikheid vestig die aandag op 'n diskresionêre, onpartydige en nie-onderdrukkende benadering tot polisiëring (beskerming) ter bevordering van 'n kalm atmosfeer wat bevorderlik is vir 'n rustige akademiese omgewing.

Polisiëringsinstansies, insluitende universitêre kampusbeheer, deel die breë en soms onduidelike mandaat van regstoepassing en die handhawing van vrede en orde in hul onderskeie gemeenskappe.

Ofskoon enkele studies betreffende universitêre kampusbeheer in die buiteland van stapel gestuur is, is geen soortgelyke navorsing vantevore in Suider-Afrika onderneem nie. Hierdie wetenskaplike navorsing is dus die eerste van sy soort in Suider-Afrika.

Die doel van hierdie ondersoek wentel hoofsaaklik om -

- enige leemte in kennis betreffende universitêre kampusbeheer in Suider-Afrika te oorbrug. Gevolglik is die huidige navorsing gerig op die ontleding en beskrywing van organisatoriese en administratiewe aspekte van kampusbeheer by geselekteerde Suider-Afrikaanse universiteite;

- duidelik en ondubbelsinnig verslag te lewer oor die rol en funksies van universitêre kampusbeheer deur 'n ontleding en beskrywing van sodanige personeel se daaglikse pligte en dienste, en

- die aard en omvang van kampusmisdaad vir die tydperk 1 Januarie tot 31 Desember 1992 statisties te ontleed en te beskryf.

Die ondersoek is eksplorerend, beskrywend en verklarend in aard en omvang. Die navorsingsbenadering toon 'n positivistiese ingesteldheid. Die navorsingsmetodologie wat

gevolg is, behels andersyds 'n teoretiese verkenning van buitelandse en beperkte plaaslike literatuurbronne beskikbaar.

Vir die doeleindes van dataversameling, is gebruik gemaak van die opname prosedure. Gestruktureerde en vooraf gekodifiseerde vraelyste is as meetinstrument aangewend om inligting betreffende 'n verskeidenheid aspekte aangaande organisatoriese en funksionele kampusbeheer in te win. Tien arbitrêr-geselekteerde Suid-Afrikaanse universiteite is by die ondersoek betrek.

Gevolgtrekkings en aanbevelings berus op statistiese inligting afkomstig van hierdie tien universiteite. Die bevindings dui daarop dat -

• wesenlike en selfs merkwaardige vordering op die gebied van kampusbeheer gemaak is in Suider-Afrika. Nuwe en selfs verbeterde fasiliteite, moderne tegnologiese hulpmiddels, voordelige begrotings en verhoogde personeelstandaarde het nuwe gestalte verleen aan universitêre kampusbeheer. Terwyl sekere kampusbeheersisteme daarin kon slaag om die gehalte van dienslewering aan kampusgemeenskappe te verhoog, kan ander oënskynlik nie dieselfde doelwit bereik nie;

• die organisatoriese en administratiewe funksionering van universitêre kampusbeheer vertoon steeds 'n tipiese para-militêre burokratiese inslag geskoei op die lees van Max Weber se rasionaliteitsteorie;

• samewerking tussen tersiêre onderwys, studente, personeel en kampusbeheer noodsaak die vestiging van 'n daadwerklike vennootskap om misdaad en die vrees vir misdaad op kampusse hok te slaan;

• ofskoon geen wetlike verpligting op universiteite rus om afsonderlike verslaggewing betreffende kampusmisdaad te onderneem nie, dui die navorsing daarop dat heersende misdaad op kampusse in stryd met universiteitsdissipline en regsvoorskrifte is. Wetsoortredings is hoofsaaklik gerig teen institusionele en privaateiendom en persone (studente en personeel). Alle aspekte van kampus

jurisdiksie behoort aan doelgerigte misdaadvoorkomingsprogramme onderwerp te word.

CHAPTER 1

GENERAL ORIENTATION AND RESEARCH METHODOLOGY

1.1   INTRODUCTION

Human rights or traditional civil liberties form part of the cultural heritage of
most Western nations and are continuously gaining appreciation and respect in
the world along with the universally accepted value of knowledge.   The
observance of these rights or liberties are traditionally upheld by laws which
facilitate harmonious relationships in all societies. The occurrence of this aspect
of enculteration at all levels of the education system, should logically not change
appreciably in higher education. A greater emphasis should however be placed
upon mature judgement and the sense of personal responsibility in the observance
of established limits of appropriate conduct when entering a university community
(Etheridge, 1958: 1).

Anybody who intends to continue his or her studies beyond school level at a
university, should establish whether this academic institution caters for their
needs by examining its rules, regulations and other useful information.   By
signing the application and registration forms thereafter, constitutes acceptance
of all the rules and regulations which binds him or her, and where necessary, that
of their guardians effectively, irrespective whether they agree with it or not.

Every campus of higher education in a metropolitan or urban setting faces all the
problems of the surrounding jurisdiction. The process of direct involvement and
interlocking cooperation between higher learning and local criminal justice
agencies, is consequently unavoidable. The universal increase in crime is also
being brought to light on every campus, however to a lesser degree than civil
communities (Bordner and Petersen, 1983: xi and 181).   Besides this, every
university is granted jurisdiction by law in making its own rules and regulations.
No courts will interfere unless the rules and regulations are grossly unreasonable

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or if a university institution itself does not pursue the procedures laid down for observance and enforcement thereof.

Universities usually exercise disciplinary jurisdiction through their governing bodies, the council and/or the senate. Generally, the rector or vice-chancellor and certain other university officials will impose punishment in various forms once they are satisfied that offenses have occurred. Allegations of serious offenses are, as a rule, more formally considered by a disciplinary committee which can lead to severe forms of punishment, such as expulsion from the university. An appeal to a university body can differ in procedure (Oakes, 1992: 523 - 524).

Generally, the welfare of a university student is assigned to the student personnel administration whilst the security of the physical facilities and grounds of the university campus is the responsibility of the university campus protective (police) system. The implementation toward securing observance of the rules and regulations can effectively be established by mutual involvement and cooperative relationships between student personnel and campus protective (police) programmes. A student personnel programme can assist students to orientate and observe the rights and liberties established in the rules and regulations of the university (Etheridge, 1958: 2).

Financial constraints, political uncertainties, immoral behaviour and the increase in crime, are becoming continually disturbing to university administrators, parents, guardians and students and are compelling changes in the meaning and purpose of education, from "children went to university merely for the enjoyment of student life" to a more diligent and accountable approach. After suffering massively from highly publicised demonstrations during 1991, the University of Cape Town and some other universities too, treated these upheavals with academic detachment by "giving the students the opportunities to find each other". Their intention was to integrate the students into university life. Dr Stuart Saunders, who was at the time principal and vice chancellor of the University of Cape Town, ascertained that this had lead students, who are from

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totally different political and socio-economic backgrounds, to attain tolerance and understanding at academic level (The Pretoria News, 1991 11 29: 11).

The particular framework of the cooperative disciplinary programme by student personnel and the campus protective (police) system, comprises a broad range of functions of which the actual implementation toward securing observance of the rules and regulations is the most important area, although restricted, for the protective and enforcement services to be rendered by the latter. This necessity is augmented by the increasing utilization and expansion of campus facilities to accommodate the growing interest in securing higher education and which is coupled with disruptive elements of behaviour, but to a lesser degree than civil communities (Bordner and Petersen, 1983: ix-xiii).

The acceptance of protective and law enforcement agencies or police programmes on the campus of universities has extended considerably and reflects an acceptance and a need for protective (police) services (Etheridge, 1958: 1-3). The police (protective system) are perhaps the most visible and active institution of formal social control in modern society. Throughout the last century increasing urbanization, modernization and heterogeneity have, combined with climatic social upheavals and increases in crime, thrust the police progressively into the centre of the public arena where their vital significance cannot be ignored (Bordner and Petersen,1983: ix-xiii).

Police (protective) work is typically depicted in the literature as unpleasant, dirty, difficult, dangerous, requiring long and undesirable hours, as well as highly discretionary. The police (protective system) deal with a wide variety of problems and they come in contact with people from all social strata who hold varying expectations and attitudes towards them. Not only do the police (protective system) enter highly variable social situations but the nature of their encounters are highly variable. Although the principal mission of the police (protective system) is popularly portrayed as reflecting a narrow emphasis upon controlling crime, a prominent theme in the literature dealing with the work behaviour of police (protective system), stresses that the role of the uniformed police (protective) officer is not a strict legalistic one. In fact, policemen

(protective officers) usually engage in numerous activities that are only tangentially related to their responsibilities in law enforcement and that only a limited percentage of police (protective) work involves law enforcement (Bordner and Petersen, 1983: xii and 19-22; Potgieter, 1987: 1-3; Rademeyer, 1982: 14-16; Steadman, 1972: 1-11).

Law enforcement agencies of all types (including campus protection (policing)) share the broad and vague mandate to enforce the law and keep the peace. Therefore, the role of campus protection (policing) in many respects represent the same as the role of national policing, viz. crime prevention, protection of life and property and law enforcement (reactive measures by means of crime investigation). Yet, it seems as if the role of the campus law enforcer remains somewhat unclear. Lack of clarity in definition can be attributed to many causes including the varied historical origins of campus protection (policing), the constant (and even rapid) changing attitudes and actions of students over time, the lack of proper recognition by university administrators and the fact that the growth of the campus protective (police) field in recent years has been so rapid that the role of campus protection (policing) is constantly shifting (Bordner and Petersen, 1983: ix-xiii).

Campus protection (policing) officers perform a wide variety of duties and the extent to which they perform non-protective (police) duties suggests more emphasis on the service function than on law enforcement. They also have long been cast in menial roles with minimum responsibilities and have never attained professional recognition or legitimacy within the university community (Bordner and Petersen, 1983: ix-xiii).

Looking at the unique and individual characteristics of South African universities, one would assert that there are similarities and differences between campus protection (policing) and policing in general (the South African Police Service and private/security police). Campus protection (policing) share many common problems with other police agencies. By virtue of the university's size, economic importance and location, campus protective (police) officers encounter problems similar to those faced in the surrounding jurisdiction (e.g. crime). At the same

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time, however, campus protection (police) typically deal with issues not high on the priority list of other police agencies (e.g. parking, traffic regulations, etc.). Likewise, campus protective (police) officers are also responsible for enforcement of laws and regulations and the apprehension of violators, maintenance of peace and order, preservation of human life, protection of property and the provision of service to the university community they serve, etc.

Campus protection (policing) has two unique qualities:

(i)   Firstly, it serves a clientele that is demographically different from the general population served by the other law enforcement agencies. University protective (police) officers function in an artificial and highly structured environment which brings together a particular group of people to work or study in a geographically limited area for a relatively short period of time. In their daily work, campus protective (police) officers are confronted with educated and professional people, not law violators. Hence, campus protective (police) work is less dangerous and less likely to require repressive action.

(ii)   Secondly, the unique quality about campus protection (policing) that renders it appreciably different from other police agencies, is found in the philosophical orientation to protection (policing). A different philosophy and approach is involved on the part of the campus protective (police) officer who serves an educational community - the emphasis is not on arrest procedures but rather on prevention and the rendering of a service.

       This unique philosophy and approach to campus protection (policing) can ensure the efficient and orderly functioning of any university campus community which is justifiable for an analysis (Bordner and Petersen, 1983: ix-xiii; Etheridge, 1958: 1-16).

1.2   AIMS OF THE INVESTIGATION

The university campus is a unique place composed of unique people requiring atypical law enforcement in comparison to other law enforcement agencies. This orientation calls for a non-repressive approach to protection (policing), which includes commonsense, circumspection, gentleness, compassion and understanding. However, the differences in clientele and philosophy in campus protection (policing) also present several unique dilemmas for the university protective (police) officer in the performance of his or her work.

Firstly, campus protective (police) officers are supposed to maintain a calm, serene and quiet atmosphere at the university that is conducive to learning, but they are also required to maintain this atmosphere in a manner which is appealing to the university community and within accepted community tolerance levels. Thus, the university protective (police) officer is placed in a position where he or she must at the time be omnipresent while maintaining a low profile so as not to "disturb" the tranquil environment sought in academia.

A second dilemma for the university protective (police) officer resides in the conflict between commonweal interests and proprietary responsibility. On the one hand, as officers charged with authority, campus protective (police) officers are ideally expected to enforce all existing rules and regulations embodied in university legislation as well as order on campus. On the other hand, they have a proprietary responsibility towards institutional members and property requiring sensitivity to the community being served. The former calls for an unbiased law enforcement approach to campus protection (policing) and the latter calls for a conflicting discretionary and parental approach (Bordner and Petersen, 1983: ix-161; Etheridge, 1958: 1-16).

Although there has been a considerable amount of research conducted on local police procedures, practices and sentiments, no studies of the campus protective (police) organization were made to date in Southern Africa. Of the few studies that were made overseas in this field of study, all were made in the United States of America and have tended to concentrate on the structural characteristics of

campus protective (police) departments rather than on campus protective (police) officers - especially with regard to their role and function. Moreover, they have tended to place emphasis primarily on the official aspects of campus protection (policing) instead of investigating the every-day reality of the role and function thereof. There is further limited research or literature available to indicate the nature of the objectives or to outline the functions of the protective (police) organizations on the university scene (Bordner and Petersen, 1983: ix-29). For this reason, the objectives (aims) of the study are as follows:

(1)   To address the shortcoming in substantive knowledge about campus law enforcement in Southern Africa. The research is aimed primarily to analyze the organization and administration of campus protection (policing) at selected Southern African universities. The research offers a detailed descriptive account of the organization and administration (nature, function and size) of campus protection (policing) with a tendency towards bureaucracy.

(2)   To render a clear account of the objectives and functions of campus law enforcement officers by means of breaking down their duties and daily activities.

(3)   To determine and compare the relationship between these functions and those of the student personnel bodies (legal competence, campus control, in-house security, communication and partnership).

(4)   To account for the nature (composition, confirmation, disposition) and extent (volume, measure, dimensions) of campus crime during the year 1 January - 31 December 1992 (Bordner and Petersen, 1983: ix-30; Etheridge, 1958: 1-16).

1.3   RESEARCH RATIONALE FOR THE INVESTIGATION

Larger institutions of higher learning tend towards expansion. Simultaneously, the campuses grow, become more complex and conducive to manifest in

administration, organization, physical facilities, residential population, academic offering and behavioural incidents. They therefore became self-contained communities with problems existent in their community counterparts although not compounded by magnitude. It creates a greater need for well-defined procedures and personnel to execute them, to maximize the utilization of facilities and to minimize any risk by campus protection (policing). An investigation of campus protective (police) activities and ascertaining the protective (police) procedures, are in accord with the purposes of campus communities and is consequently important.

The nature of this research is exploratory, descriptive and comparative. It is exploratory in that it gains knowledge and insight of and familiarity with the phenomenon of university (campus) law enforcement which hitherto has been severely neglected. It is descriptive in that it identifies the major components, characteristics and problems of university protection (policing) as an occupation and organization. Finally, the proposed study is comparative in that it makes systematic and explicit comparisons between the data obtained on campus protection (policing) from the selected universities which allow for discrete generalizations, conclusions and recommendations.

The research approach followed in this investigation, is positivistic in nature and any conclusions drawn and generalizations made are based on data drawn from questionnaires from different universities. Positivism represents a particular view of reality. It refers to philosophical epistemology, i.e. the nature of phenomena and the procedures of determining their existence by means of observation as the only means of viewing the "outside world". In the positivistic approach the actualities perceived by the senses are controlled, processed and transformed into science. The general scientific approach is therefore applied in this study (Babbie, 1989: 2-103).

1.4   METHODOLOGY

Methodology refers to an operational framework within which the facts are placed so that their meaning may seem more clearly. Methodology may be

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considered to be a set of procedures designed to achieve clear thinking, the search for truth and understanding and achieving priceless results by a vast variety of approaches that cannot be expressed as a pre-ordained simple formula (Binder and Geis, 1983: 12).

Methodology is therefore regarded as the logic of scientific procedure and means the philosophy of the research process. This includes the assumptions and values that serve as a rationale for research and the standards or criteria the researchers use for interpreting data and reaching conclusions. Methodology represents an overall evaluation of the researcher's work procedure according to certain norms. These norms relate to the methods and techniques of scientific investigation. For this reason, methodology is not only considered to be normative, but also descriptive and comparative (Bailey, 1987: 32; Merton, 1968: 140).

The aims of methodology are as follows:

(1) It makes a study of existing research procedures and standards (norms) as well as the evaluation thereof.

(2) It is a means according to which applicable standards, procedures and techniques could be selected.

(3) It simplifies the task of the researcher with regard to the selection of topics, clarification of terms (concepts), explication of research procedures, the systematising of empirical findings and the writing of research reports (Van der Walt, Cronjé and Smit, 1985: 174-175).

Three major research methods are available in criminological research, namely -

(a)   the case analysis method,

(b)   the method of mass observation, and

(c)   the analytical method.

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The analytical method followed in the study coincides with the scientific approach which represents the global view of researchers when studying the crime problem (Van der Walt, Cronjé and Smit, 1982: 184-191). The analytical method is a planned way of research that can be used as a method in criminology to transform the scientific knowledge into science after the study object, the research technique used and the goals to be reached in the investigation have been placed in criminological perspective. The analytical method has the following functions:

(i)   **description**, where statistics are not only used to describe the extent of crime or other phenomenon, but also its frequency (increase and decrease);

(ii)   **explanation**, where statistics and certain statistical techniques enable the researcher to undertake a comparative study to make associations (correlations) and relations between the study object and other demographic variables; and

(iii)   **prediction**, which allows for control of the phenomenon.

The analytical method is non-particularistic, in other words, both the individual - human (case analysis method) and the group (method of mass observation) approaches belong to it. In the analytical method these two views mentioned are regarded and put into operation as **techniques** of the analytical method. The analytical method makes use of its techniques in three special ways, namely description (for acquiring knowledge), explanation (for acquiring insight) and applicatively (to use the acquired knowledge and insight) for prediction and control. Data of this collection was done by means of the survey method and for this purpose the use of the structured questionnaire was made. Information obtained was supported by pertinent information from limited literature forthcoming (Van der Walt, Cronjé and Smit, 1982: 189-191).

1.5 RESEARCH DESIGN

Science is an initiative venture to broaden existing knowledge. Research design determines the direction of the planning for a strategic inquiry irrespective of the subject. The two major aspects of research design are precise specification of what must be established and determining the method of procedure. Consequently, scientific inquiry is making observations and interpreting what has been observed. However, a plan is needed before observation and analysis can commence. The following aspects applicable to scientific research must always be borne in mind:

(1) Exploration is the attempt to develop an initial, rough understanding of some phenomenon.

(2) Description is the precise measurement and reporting of the characteristics of some population or phenomenon under study.

(3) Explanation is the discovery and reporting of relationships among different aspects of the phenomenon under study. Whereas descriptive studies answer the question "What's so?", explanatory ones tend to answer the question "Why?".

(4) Units of analysis are the people or things whose characteristics social researchers observe, describe and explain. Typically, the unit of analysis in social research is the individual person, but it may also be a group or a social artifact.

(5) Whatever the units of analysis in research, they offer numerous points of focus that might be subjected to research: characteristics, orientations and actions, for example.

(6) Cross-sectional studies are those based on observations made at one time. Although such studies are limited by this characteristic, inferences can be made about processes that occur over time.

(7)   Longitudinal studies are those in which observations are made at many times. Such observations may be made of samples drawn from general populations (trend studies), samples drawn from more specific sub-populations (cohort studies, or the same sample of people each time (panel studies).

(8)   A theory is a general and more or less comprehensive set of statements relating different aspects of some phenomenon.

(9)   A hypothesis is a statement of specific expectations about the nature of things, derived from a theory. Much research is devoted to hypothesis testing to determine whether theoretical expectations are confirmed by what goes on in the real world.

(10)   A research proposal provides a preview of why a study will be undertaken and how it will be conducted. It is a useful device for planning and may be required in some circumstances (Babbie, 1989: 78-103).

The present research is explorative and descriptive in nature and extent. Researcher wants to state clearly that this investigation is the first of its kind in Southern Africa. Due to the scantiness of scientific literature on this topic, an explorative character appears to be inevitable.

1.5.1   DELIMITATION OF THE STUDY

Findings of any research study are necessarily limited by the methods of investigation employed. Mailed questionnaires seemed to be one of the most effective techniques to be used in a criminological investigation into university campus protection (policing) in Southern Africa.

Such a "university" means a university established by an Act of Parliament of the Republic of South Africa (Definition of "university" amended by section 39(1) of Act No. 64 of 1959 and substituted by section 1(b) of Act No. 67 of 1969, by

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section 1 of Act No. 65 of 1977, by section 1(b) of Act No. 83 of 1983, by section 1(b) of Act No. 75 of 1984 and by section 1(b) of Act No. 86 of 1986).

"University Act" means an Act of Parliament establishing any university (sections 1 and 2 of the Universities Act, No. 61 of 1955).

Cassell's English Dictionary defines **university** as "an educational institution for both instruction and examination in the higher branches of knowledge with the power to confer degrees" (Hayward and Sparkes, 1982: 1227).

It is to be expected that the questionnaires could not possibly contain questions related to all aspects in detail of campus protection (policing). Hence, the questions had to be limited. The composition thereof was however aimed to obtain facts and opinions about a specific topic in a consistent and uniform manner, to clarify issues and to evoke elaborative comments in particular areas. The completeness of the information given and the degree of understanding and personal interpretation of the items by the respondents may be considered possible limitations of the study. The examination of published and unpublished materials as an additional technique however gave a better understanding of the systems involved of which all pertinent information from these sources was embodied in the study.

1.5.1.1 Spatial (geographical) delimitation

Researcher has decided to include the following **residential** universities in Southern Africa in this investigation:

(1)   University of Natal (Durban and Pietermaritzburg)

(2)   University of Port Elizabeth

(3)   University of Pretoria

(4)   University of Fort Hare

(5)   Rhodes University

(6)   University of Zululand

(7)   University of the North Western Transvaal (Bophuthatswana)

(8)   University of Cape Town

(9)   University of Durban-Westville

(10) University of Medunsa

(11) University of the North

(12) University of the Orange Free State

(13) University of Potchefstroom for Christian Higher Education

(14) Rand Afrikaans University

(15) Stellenbosch University

(16) Transkei University

(17) University of Venda

(18) Vista University

(19) University of the Western Cape

(20) University of the Witwatersrand

No information was available to substantiate any opinion that the development of protective (police) programmes would probably be more highly advanced in larger universities and therefore, the decision was made to investigate major institutions readily accessible. The twenty universities selected for this study are located in contiguous geographic regions, with comparable educational programmes and with somewhat analogous administrative patterns. For these reasons, evaluation of the programmes in the study was facilitated.

Although the initial planning phase aimed at including all twenty universities for purpose of statistical analysis and description, only thirteen have responded positively. However, after careful editing, the questionnaires received from three universities had to be rejected due to incomplete information, leaving this study with a usable sample of ten universities.

Approved sampling techniques were implemented after the size of each university's campus protective (police) organization had been thoroughly established. Questionnaires were mailed to the above selected universities after the rationale for the proposed study was explained to the relevant university authorities.

1.5.1.2 Qualitative delimitation

The goals of any university should be "a fundamental mission to pursue academic excellence. This ideal is to be pursued in research and the dissemination of its findings for the benefit of society through teaching and learning and by developing the total student toward responsible leadership, creative thinking, sound inter-human relations, moral and ethical maturity and an enterprising spirit. Efficacious strategies should therefore be constantly implemented for the realization of these objects" (The University of Zululand Calendar, 1992: A4, A5, A88 and A89). Residential universities provide facilities for full-time registered students to attend lectures, tutorials and practical work in registered courses during an academic year as well as food and lodging facilities for a limited percentage day-students whilst correspondence universities assure the attainment of the said objects mainly by correspondence (The University of Zululand Calendar, 1992: A4, A5, A88 and A89).

The liberal character of a residential university is established by operating in an open academic atmosphere and is characterized by a climate of academic freedom in which creativity and innovation are encouraged. Students are exposed to a number of different ideas and a rich programme of cultural events. Herewith, faculties are free to express a myriad of beliefs in their classrooms. The presence of student life on a residential campus is another unique feature. These self contained communities inherit some of the problems existent in their community counterparts - the average municipality. Since the expansion of student enrolment and subsequently more buildings after the World War II era, it gave rise to an increase in the campus crime rate and university policing for the protection, preventive maintenance, regulations for student conduct and enforcement of the law in a more professional manner. It is not surprising that correspondence universities universally seldom experience campus disorders (Bordner and Petersen, 1983: xi-xiii and 143-146).

Letters were consequently sent to each cooperating residential university requesting the assistance of their campus protective (police) officers and student personnel administrators. Responses indicating their willingness to cooperate

were received soon thereafter. Only duly employed personnel of each university campus protective (policing) division was included in the survey. This included males and females from all rank structures.

1.5.1.3 Quantitative delimitation

A representative sample of campus protective (police) officers at each of the listed universities were drawn depending on the size of the population group at each location. When found that the population of any given organization was too small for stratification, it was decided to include the whole population. Notwithstanding this, the researcher is of the opinion that the sample is a fair representation of the population.

Questionnaires A and B, were formulated according to the sequence of chapters of this dissertation. It was completed respectively by the head of campus protective (police) services of each participating university and the members of the relevant campus protective (police) system. Thereafter these respondents placed the questionnaires in self-addressed envelopes and returned it to the researcher by post as requested.

On receipt of the completed questionnaires, the responses were carefully edited by the researcher and quantified on a master schedule. The procedures followed in editing the data were -

(1)   to be as accurate as possible;

(2)   to ensure that conformity with the questionnaire was maintained;

(3)   to arrange data in such a manner that comprehensive annotations could be made, and

(4)   to arrange the data in such a manner to facilitate codification and tabulation.

1.6   RESEARCH PROCEDURE AND TECHNIQUES

1.6.1   SAMPLING

Procedures refer to the different steps and phases in a research project. The procedure followed in the present investigation is positivistic in nature. For this purpose, the social survey procedure (method) was implemented to gather factual information regarding campus policing (protection) in Southern Africa. The survey was executed towards the fall of 1993, in other words, prior to the democratic election on 27 April 1994. Questionnaires (see Annexure 2) were mailed to all residential universities and the heads/chiefs/directors of campus protection (policing) were requested to distribute questionnaires to all their protective personnel (see Annexure 1).

Initially, researcher decided to mail questionnaires to all South African universities for two important reasons –

- it would be the only possible way to reach all the respondents scattered all over the country; and

- it would be relatively inexpensive, compared to person-to-person administration (see paragraph 1.5.1.2).

All questionnaires were mailed to the respective universities by means of registered post. Each registered parcel contained a personalized introductory letter, the questionnaire and a self-addressed, stamped envelope. The introductory letter introduced the study and its purposes, carefully explaining why the study is been conducted, the importance of each respondent's answer and the returning procedure (Hy, Feig and Regoli, 1983: 73). Although chiefs/ directors/heads of campus protection departments were requested to distribute and collect the questionnaires in bulk form, anonymity was assured in that all questionnaires were returned without any indication who has completed it. For control purposes, researcher used the accompanying return letter signed by each chief/director/head of campus security to keep record of those campuses who had

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returned their questionnaires. In some cases, researcher had to rely on the postal stamp for identification purposes (Huysamen, 1994: 148-149; Babbie, 1990: 176-177).

The procedure of questionnaire distribution followed in this investigation, follows that of purposive sampling. As pointed out earlier (see paragraph 1.5.1.1) researcher decided to include all residential universities. However, only ten universities were included in the final stage of questionnaire distribution. Consequently, this procedure falls in line with the requirements set by Babbie (1990: 97), namely to deliberately select the widest variety of respondents to test the broad applicability of questions. Non-probability sampling requires the arbitrary selection of respondents in such a manner that the sample obtained may be regarded as representative of the relevant population (Huysamen, 1994: 44-45).

Langley (1971: 46) suggests that it is not the size of the sample in relation to the total population which determines the reliability of a research project, but whether the sample is reasonable representative of the population from which it is drawn. After having taken into consideration the size of the research group, the researcher adopted the view that the sample needs not necessarily to be proportionate to the total population of campus protection officers, because of two reasons -

• the present empirical study of various functional, organizational and administrative aspects pertaining directly to campus protection does not entail full-scale attitude measurement, and

• the data pertaining to university campus protection is solely used to supplement theoretical orientations.

For the purposes of statistical analysis, the data were analyzed by means of the SAS-computer programme by the Human Sciences Research Council, Pretoria. Collected data have been presented in tabular format, reflecting raw scores (N) and percentages (%).

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1.7   STATISTICAL DESCRIPTION OF THE SAMPLE GROUP

The following statistical description of the sample group (tables 1.1 to 1.7), is mainly based on unknown factors which could not be compared with a theoretical frequency from the total campus protective (police) population. These tables are therefore merely intended for the description of the sample group (respondents) and are by no means indicative of attitudes or perceptions pertaining to aspects of campus policing. Figures 1.1 to 1.2 lends further support to the description of the sample group. The bar graphs arranged vertically, make visual comparisons possible at a glance. They are placed in rank-order because they depict differences of type and not of degree.

TABLE 1.1:   SEX   DISTRIBUTION   OF   RESPONDENTS ACCORDING TO INSTITUTION

Institution	Frequency					
	Male		Female		Total	
	N	%	N	%	N	%
Natal (Pietermaritzburg)	12	3,80	1	5,56	13	3,89
UPE	11	3,48	-		11	3,29
UP	25	7,91	-		25	7,49
Rhodes	13	4,12	-		13	3,89
Unibo	72	22,78	6	33,33	78	23,35
UCT	58	18,35	6	33,33	64	19,16
Medunsa	57	18,04	2	11,11	59	17,66
PU for CHE	31	9,81	3	16,67	34	10,18
US	25	7,91	-		25	7,49
Venda	12	3,80	-		12	3,60
TOTAL	316	100	18	100	334	100

* Missing cases = 6

According to Table 1.1, 316 (92,94% of the respondents are males while only 18 (5,29%) are females. In 6 (1,77%) of the cases, gender was not reflected on the questionnaires. It appears that university campus protection seems to be a male dominated occupational environment. This table also reveals that 78 (23,35%) respondents are employed at Unibo, 64 (19,16%) at UCT, 59 (17,66%) at Medunsa and 34 (10,18%) at Potchefstroom. The remainder of respondents are more or less equally employed at the other universities.

TABLE 1.2:   **AGE DISTRIBUTION OF RESPONDENTS**

Age Categories (Years)	Frequency	
	N	%
18-24 Years	30	8,82
25-34 Years	149	43,82
35-44 Years	75	22,06
45-54 Years	54	15,88
55-64 Years	29	8,53
65+ Years	-	-
Unknown	3	0,89
TOTAL	**340**	**100**

Table 1.2 reveals that 149 (43,82%) of the sample group are between 25-34 years, while 75 (22,06%) respondents fall within the 35-44 age group. A total of 54 (15,88%) are between 45-54 years and 29 (8,53%) are older than 55 years. Only a small number are below 25 years of age.

TABLE 1.3:   **MARITAL STATUS OF RESPONDENTS**

Marital Status	Frequency	
	N	%
Never married (single)	91	26,76
Married	224	65,88
Divorced	19	5,59
Widowed	2	0,59
Unknown	4	1,18
TOTAL	**340**	**100**

Table 1.3 shows that the majority of the respondents, namely 224 (65,88%) are married, while 91 (26,76%) were never married. Only 19 (5,59) are divorced, while 2 (0,59%) are widowed.

TABLE 1.4:   HOME LANGUAGE OF RESPONDENTS

Home Language	Frequency	
	N	%
English	85	25,00
Zulu	14	4,12
Xhosa	19	5,59
Afrikaans	62	18,24
Sotho	21	6,18
Tswana	117	34,41
Other	22	6,46
Unknown	-	-
TOTAL	**340**	**100**

According to Table 1.4, just more than one third of the respondents (117 or 34,41%) are Tswana speaking people. A total of 85 (25,00%) are English and 62 (18,24%) are Afrikaans speaking. Twenty-two (6,46%) speak other languages or more than one of the languages listed in the table.

TABLE 1.5:   EDUCATIONAL QUALIFICATIONS OF RESPONDENTS

Educational Qualifications	Frequency	
	N	%
Standard 6	56	16,47
Standard 7	43	12,65
Standard 8	106	31,18
Standard 9	42	12,35
Standard 10	61	17,94
Technical College Diploma	5	1,48
Technikon Diploma	1	0,29
College of Education Diploma	1	0,29
University Diploma	1	0,29
University Degree	6	1,77
Unknown	18	5,29
TOTAL	**340**	**100**

Table 1.5 shows that the majority of the respondents, namely 106 (31,18%) have obtained a standard 8 certificate, while 61 (17,94%) have completed standard 10. A total of 99 (29,12%) respondents have an educational qualification of below

standard 8. Six (1,77%) respondents hold a university degree, while 8 (2,35%) have obtained diploma status.

Figure 1.1 confirms that the majority of respondents in Table 1.5 have obtained a standard 8 certificate. The different frequencies of all the educational qualifications for the ten institutions can be visually compared at a glance. This description further indicates that the majority of respondents hold secondary qualifications, that the majority of campus protective systems require educational standards as a precondition for employment, but that a large number of employees remain in a low category of education.

Educational qualifications
Figure **1·1**

Std. 6
Std. 7
Std. 8
Std. 9
Std. 10
Dipl/Degree
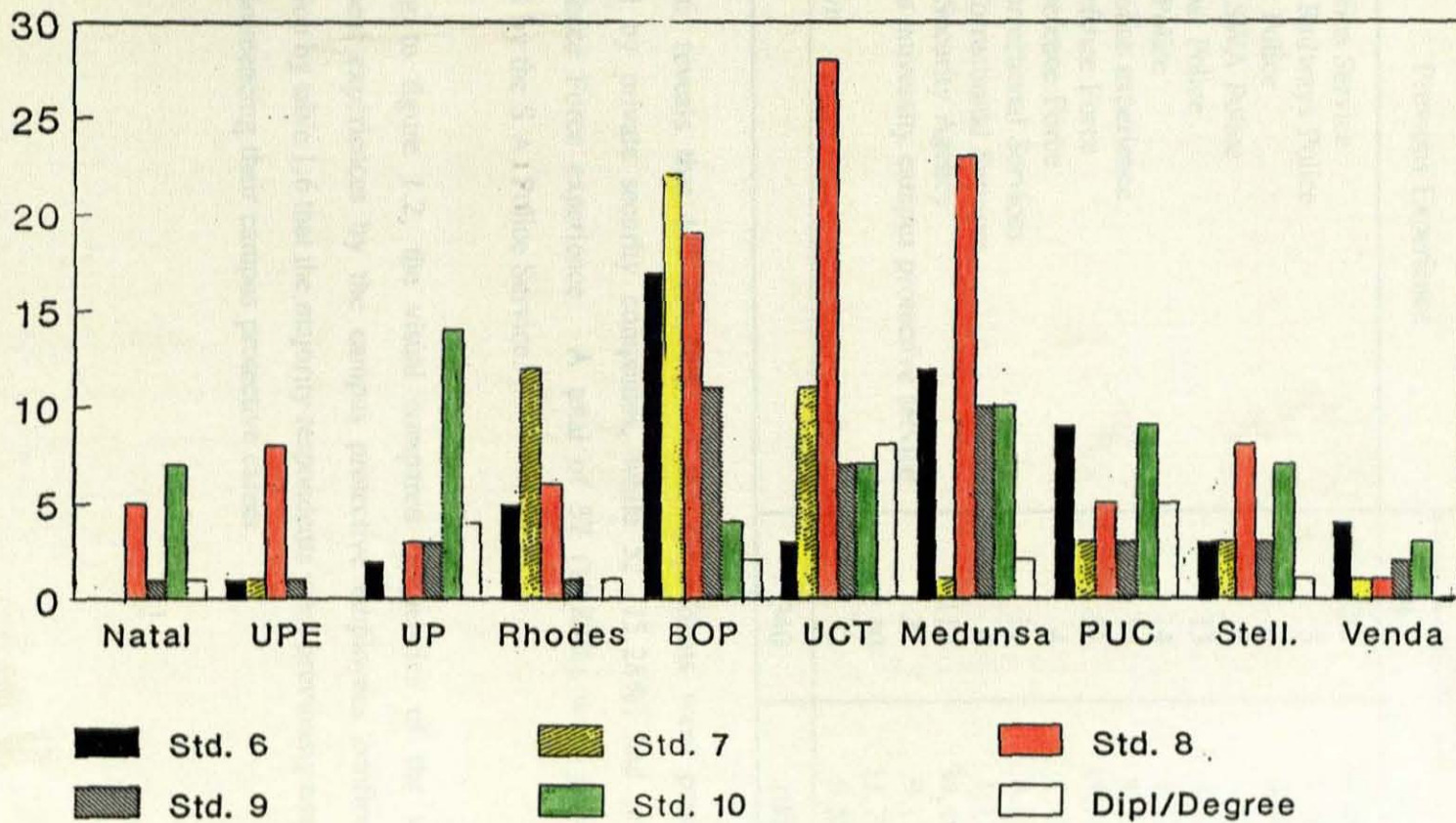
TABLE 1.6: **PREVIOUS EXPERIENCE IN CAMPUS PROTECTIVE SERVICES**

Previous Experience	Frequency	
	N	%
S.A. Police Service	37	10,88
Former Railways Police	5	1,46
Military Police	2	0,59
Former SWA Police	4	1,18
Municipal Police	13	3,81
Traffic Police	4	1,18
Other police experience	14	4,12
S.A. Defence Force	52	15,28
Other Defence Force	4	1,18
S.A. Correctional Services	11	3,23
Other Correctional Services	4	1,18
Private Security Agency	117	34,40
Previous university campus protective service	31	9,17
Other	40	11,75
Unknown	2	0,59
	340	100

Table 1.6, reveals that 117 (34,40%) of the respondents were previously employed by private security companies, while 52 (15,28%) had previous S.A. Defence Force experience. A total of 37 (10,88%) were previously employed by the S.A. Police Service.

According to figure 1.2, the visual compared frequencies of the various employment experiences by the campus protective employees confirms the presentation by table 1.6 that the majority respondents were previously employed before commencing their campus protective career.

Previous Employment Experience
Figure 1 · 2
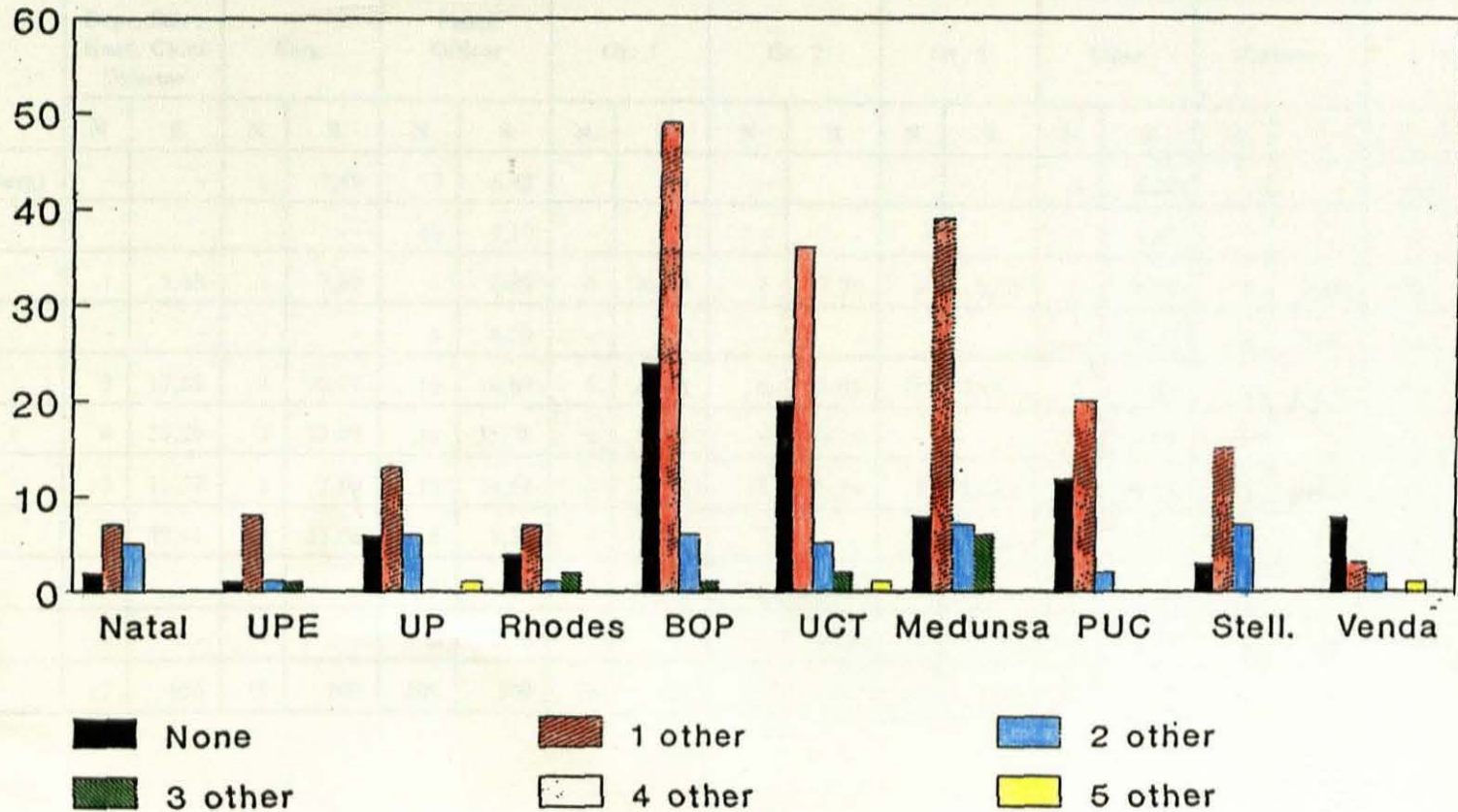
TABLE 1.7: RANK OF RESPONDENTS IN CAMPUS PROTECTIVE SYSTEM

Institution	Rank in campus protective system																	
	Dep-, Sub-, Head, Chief Director		Serg.		Patrol Officer		Gr. 1		Gr. 2		Gr. 3		Other		Unknown		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	-	-	1	7,69	7	6,42	-	-	-	-	-	-	6	8,22	-	-	14	4,12
UPE	-	-	-	-	10	9,17	-	-	-	-	-	-	1	1,37	-	-	11	3,24
UP	1	5,88	1	7,69	1	0,92	6	31,58	4	17,39	3	6,52	5	6,85	5	12,50	26	7,65
Rhodes	-	-	-	-	5	4,59	-	-	-	-	-	-	3	4,11	6	15,00	14	4,12
Unibo	3	17,65	4	30,77	16	14,68	5	26,31	6	26,09	34	73,91	7	9,59	5	12,50	80	23,53
UCT	6	35,29	3	23,08	39	35,78	2	10,53	1	4,35	-	-	13	17,81	-	-	64	18,82
Medunsa	2	11,77	1	7,69	16	14,68	3	15,79	5	21,74	7	15,22	14	19,18	12	30,00	60	17,64
PU for CHE	5	29,41	3	23,08	8	7,34	-	-	-	-	2	4,35	13	17,81	3	7,5	34	10,00
US	-	-	-	-	5	4,59	3	15,79	5	21,74	-	-	9	12,32	3	7,5	25	7,35
Venda	-	-	-	-	2	1,83	-	-	2	8,69	-	-	2	2,74	6	15,00	12	3,53
TOTAL	17	100	13	100	109	100	19	100	23	100	46	100	73	100	40	100	340	100.00

Table 1.7, shows that the majority of the total respondents, namely 109 (32,06%) hold the rank of patrol officer. A total of 17 (5%) respondents hold the most senior rank Head, Chief or Director. Their second in charge that of Deputy- or Sub-Head, Chief or Director. This table also reveals that the most patrol officers are employed at Cape Town, 39 (35,78%).

1.8 EVALUATION OF OVERSEAS STUDIES INTO UNIVERSITY CAMPUS PROTECTION

The research methodology followed in this investigation has a two-fold character:

Firstly, it is a broad literature study in which overseas literature on university campus enforcement was explored in order to ascertain a proper and true picture of campus law enforcement. The venture includes the analysis of the viewpoints of various authorities in this field of study. The limited and existing empirical research on campus law enforcement by the following North American researchers was closely scrutinized:

(1) Adams, G.B. and Rodgers, P.G.: **Campus policing**: The state of the Art. Los Angeles: University of Southern California, Centre for Justice Administration, (1971).

(2) Bordner, D.C. and Petersen, D.M.: **The nature of University police work**: University Press of America (1983).

(3) Calder, J.D.: **Policing and Securing Campus: the need for complementary organizations**: The Police Chief (1974).

(4) Etheridge, R.F.: **A Study of Campus Protective and Enforcement Agencies at selected Universities**: Unpublished Ph.D. dissertation, Michigan State University, East Lansing, (1958).

(5) Gelber, S.: **The Role of Campus Security in the College Setting**: Washington D.C.: Government Printing Office, (1972).

(6)   Iannarelli, A.V.: **The Campus Police**: Hayward, California: Photo-Form, (1968).

(7)   Powell, J.W.: (a) **Professionalizing Campus Security**: Security World, (1967).

(b), (c) **The History and Proper Role of Campus Security: Part one and part two**: Security World, (March 1971)

and (d) **Campus Security and Law Enforcement**: Boston: Butterworth (1981).

Secondly, Southern African literature was examined in order to establish what has so far been researched on campus law enforcement. A minimum amount was traced. Literature was consequently limited to recent contributions at symposiums.

A brief survey of some of the overseas literature dealing with studies containing the problem hypothesis, research approximation, methodological foundation, findings, recommendations and the concepts of general administrative and functional background policy as well as practice which relates to university campus protection, is appropriate:

(a)   Etheridge's investigation

    (i) Theoretical approach

        Etheridge (1958: 1-4 and 200-215) stressed that little research has been conducted in the study-field of university campus protection in the United States of America. In addition, little has been written analysing administrative relationships and organizational framework of the university protective services or describing the appropriate and desirable contributions of the protective agencies of the general regulatory features of universities. The purpose of his investigation

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was therefore to analyze the organization, administration, function, objectives and trends of campus protective and enforcement programmes. It was designed to provide the information which would assist university administrators and directors of protective agencies in becoming more familiar with the general field of university protective work as well as to serve as a comparing-basis and to establish the current status of selected university protective agencies which should be the foundation for further research in the increasing campus population. It was also pointed out by Etheridge (1958: 1-16 and 200-215) that nine major universities located in the contiguous and similar midwestern American geographic regions with comparable educational programmes and somewhat analogous administrative organization patterns, were larger than the majority of other higher education centres. The restricted selection of these participating universities was deemed important because the development of their protective programmes is considered to be most advanced to satisfy these requirements. Limitation of the study to these public supported universities seemed appropriate and a justifiable decision based upon historical precedent and support of law enforcement agencies from monies appropriated from public revenue funds.

(ii) Methodology

Etheridge (1958: 1-32 and 200-215) employed adaptations of the descriptive method of research as this study was concerned with the quantitative and qualitative aspects of campus protective - and enforcement agencies. These specific study-methods used were a structured interview employing an interview outline, personal observation and analysis of printed materials including student handbooks and police manuals. Facts and opinions were collected regarding the organization and operation of the campus protective and enforcement agencies through personal visitation of each university and extended interviews with each protective administrator and student personnel administrator.

(iii) Findings

The analysis of data on campus protection was organized around knowledge concerning the organization and operation of the campus protective and enforcement agencies as well as relationships with the student regulatory programme. It was established that the presence of organized university protective programmes were necessary and contributed to the general well-being of the university community since the significant expansion of campus protective agencies after World War II. Protective authority was granted by the governing board but in addition, campus protective officers were deputized by the county or commissioned by the relevant city. Whilst the personnel office/ officer or personnel administrators were assigned to personnel matters, close cooperation with the campus protective department was apparent in the process of procurement and eventual employment of campus protective officers. Similarity existed of service objectives by university personnel - and administration administrators to those of most protective agencies. The majority of the administrators were assigned to the business affairs division of the university indicating primary emphasis on the protection of the physical features of the campus (e.g., campus buildings, transport, equipment, etc.). They were also responsible for the coordination of campus safety programmes. The nature of the relationships with other safety areas were not defined. None of the protective administrators however indicated that their safety programmes were completely satisfactory (Etheridge, 1958: 1-32 and 200-215).

It was also established that the universities had been designated with disciplinary officials to maintain relationships with the campus protective departments as well as with adjacent law enforcement agencies. They were generally experienced in teaching or academically qualified in administration and delegated with administration responsibilities. Protective experience prior to appointment to the position of protective administrator, protective

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assistant or protective official was an important requirement. Education beyond the baccalaureate level or secondary school education was apparently not a criterion for selection. The minimum educational requirement was generally low. Attempts were made to provide in-service training programmes of varying intensity for new personnel of campus protective agencies, but organized training programmes were however not typical in the agencies in the study. At all the universities a forty-hour week was required from campus protective officers in order to provide a daily twenty-four hour protection. Efficiency was maintained by employing disciplinary measures of reprimands, days off and dismissal. Protective personnel were provided with similar benefits available to general civil service employers. The failure to provide salaries comparable to those paid to police in adjacent communities constituted a morale factor in most of the university protective agencies (Etheridge, 1958: 1-32 and 200-215).

Etheridge (1958: 1-32 and 200-215) further emphasized that protective functions found on the campuses were as widely diverse as those found in communities of comparable size. The amount of attention devoted to incidents relating to major crimes and violence were found to be significantly less than those for traffic and parking violations, misconduct, thefts, drunkenness and sexual deviation. Comprehensive and organized protective records were readily available for protective investigation by plainclothes-men, patrol by radio equipped vehicles and coordination with the radio system of adjacent law enforcement agencies or cooperation between other protective agencies, were most apparent at the local level. Conduct investigations were largely confined to offenses committed on university property. Slightly more than half of these cases, which were referred to the disciplinary officials, were thereafter reported on regarding actions taken. Although the university campus protective systems are an integral part of the student regulatory programme, they made few or no contributions to the regulatory standards. In general, the regulations

originated from the governing bodies of the universities, the offices of the student personnel administrators, or from committees on student life or conduct. Campus protective systems experienced difficulty of being enlightened about all the regulations which they were expected to enforce. At the same time however, disciplinary officials indicated that the campus protective system should contribute to the total educational setting of the campus and assist in the attainment of better citizenship on the part of students. The opportunities to explain the purposes and role of the campus protective programmes were generally not available. Although evidence of the elements of organized public relations programmes were found in the procedures manuals of a few of the campus protective agencies, such programmes were not found among the protective agencies studied. This research further brought to light that the personnel administrators had not realized that the failure to understand or approve of pertinent regulations had been generalized into an area of conflict with campus protection. Similarly, the campus protective system did not realize that their manner of handling violators was causing conflict among the students. Protective administrators and student personnel administrators were unanimous on the most common student misunderstandings of the campus protective system.

(iv) Recommendations

Several recommendations in general became apparent during the study of this work by Etheridge, e.g., encouraging campus protective agencies in their delicate task and students and campus protection in their efforts to develop greater understanding between each other and other staff, cooperation between personnel officials and campus protection in orientating new students in campus protection, a greater effort by committees on student life to assist campus protection in becoming better acquainted with the unique nature of campus communities, encouraging the protective officers to participate in academic classes of behavioural sciences and requiring higher

educational qualifications which should enable an increase in salaries, more attention to the psychological screening of campus protective applicants, increasing training programmes during protective services, including a campus protective course for student personnel training programmes, consulting personnel to determine physical features for greater safety and security during campus planning, encouraging campus protective administrators and campus protective officers to participate in meetings or workshops in an attempt to find solutions for mutual problems, the greatest possible distribution of regulations for student observation, consideration for coordination of campus protective programmes with community programmes during emergency procedures, the clarification of campus protective responsibilities in other areas of campus safety, the careful consideration of greater utilization of student workers to perform clerical tasks for campus protective agencies and the benefits derived from transferring information compiled by the campus protective agencies to permanent student records (Etheridge, 1958: 1-215).

Several suggestions for further research also came to light during this survey, e.g., what constitutes an adequate campus protective system at any institution of higher learning, the effective way to organize the safety and protective services of a campus, what are the attitudes of administrators at higher levels toward the university campus protective system, what are the attitudes of students and staff toward campus protection, how do the university campus protective officers feel about the disposition of cases that have been referred to disciplinary officials, what are the requisites of an effective university campus protective system, what is the soundest method of investigating behavioural incidents in preparation for referral to disciplinary officials, what is the legal status of a university protective system at each campus and what are the implications brought about by the increased dependency upon private motor vehicle transportation at universities etc. These suggestions appear deserving for further research which should contribute to a better understanding of campus

regulatory - and disciplinary programmes, the influences of campus protection and a worthwhile contribution to behavioural sciences (Etheridge, 1958: 1-215).

(b)   Bordner and Petersen's study

(i)   Theoretical approach

Bordner and Petersen (1983: ix-246) emphasized that their study was to gain insight into a southeastern urban university campus protective system of the United States of America and intended to reveal the meaning of campus protection work just as men and women who perform it would see it by taking an action perspective.   Strict adherence of procedures for maintaining the anonymity of this University (use of a pseudonym i.e. Downtown University for a non-specific description of the location of the study), no reference to any State law or city ordinance that might aid identification of where the investigation took place and confidentiality of information obtained from respondents by only assigning code numbers and structural positions, virtually eliminated all potential risks (e.g., loss of job, demotion and criticism from internal or external sources) to both subjects and the University. the nature of the study is exploratory in that it gains insight and familiarity with the phenomenon of campus protection which hereto has been neglected. It is descriptive in that it identifies the major component, characteristics and problems of campus protection as an occupation and organization.   Lastly, the study is comparative in that it makes systematic and explicit comparisons between the data obtained on campus protection with the existing body of knowledge on municipal (local) police.

(ii)   Methodology

Bordner and Petersen (1983: ix-246) also stated that the study utilized a multi-method approach to the investigation of the organization and

everyday activities of an urban university campus protective system. The methods complement each other to maximize the validity of the total methodological effort. Participant observation was selected as the major method of study because it affords opportunities for insights that cannot be obtained by use of other techniques and is the primary means of getting at everyday protection. Intensive interviewing is another general technique of data collection which was utilized in addition to personal observation. Complementary methods such as the content analysis of the university newspaper, analysis of departmental documents (including a protective manual, training materials, forms, brochures, etc.) and of departmental statistical records, supplemented observation and interviews.

(iii) Findings

This study addresses the shortcoming in substantive knowledge of campus protective work. It offers a detailed descriptive account of the organization of a campus protective system and of the world view of what protective officers do, how they are organized, their attitudes and values and the nature of their work. Explicit comparisons are made between the work world of campus protection and municipal police based upon the existing model of campus. The analysis of data on campus protection is also organized around these key features of current knowledge concerning campus protection in an urban context (Bordner and Petersen, 1983: ix-246).

(iv) Recommendations

Bordner and Petersen (1983: ix-246) further pointed out that, given the masses of humanity either passing through or economically dependent upon educational institutions, the sizeable investment in physical plant and increases in crime, the campus protective system occupies a more pivotal position today than was the case in the past. On any given campus, the campus protective system should be

responsible for the safety and security of thousands of people and a multi-million dollar investment in plant and equipment in their daily work. They complement local police by providing a greater degree of protection and enforcement in an area largely overlooked by local police.

(c)   Powell's overview

Powell (1981: 1-241) states that his book "Campus Security and Law Enforcement" was written because of the constant statements of campus administrators that such a book was urgently needed to provide direction and the blueprint depicting what an effective campus security programme should consist of. It was also written to fill an increasing need for a textbook to be used by criminal justice teaching programmes, for those who have security responsibilities and others in need of guidelines for security requirements and assessing the level of security effectiveness on their campus.

No book or significant amount of reference material existed in this field before publication of this book. Although interesting, it does not really present a great deal of unique information or provocative ideas. Instead, it presents a comprehensive overview of where the profession has been and where it appears to be going. A well-balanced view of it, is provided with a fair share of specific examples, practical strategies and helpful suggestions (Powell, 1981: 1-241).

This book's title might turn away some potential readers who are especially sensitive about the words "security". Mr Powell, however, carefully points out that some departments still use non-police names and titles even though they have long since evolved into full scale police operations. He recognizes that the security versus law enforcement approach is one of the most controversial topics on campus today. Powell also observes that it may be relatively unimportant as to whether the department carries the police or security title. The truly important question: "Does it serve the

needs of the campus", remains. He further suggests that any campus department that hopes to successfully cope with increasing crime and other campus problems, has to combine both security and law enforcement approaches, utilizing the best of both and adapting them to the unique needs of the college community (Powell, 1981: 1-241).

The book which has a very extensive appendix, has a number of sample forms included and should serve admirably as a basic introduction to the field for recruits and be useful as a good review for experienced personnel. Campus protective training officers should also find it quite helpful. It is further recommended for reading by numerous administrators who work with campus protective personnel and would like to increase their knowledge and to improve their understanding of this increasingly complex profession. The book may be very helpful as a handy reference to point to and to reinforce and support the programmes of most campus protective directors as well as justify everything they do and need. This book also serves as a convenient measuring stick by which these directors can compare and criticize the progress and development of their own department (Powell, 1981: 1-324).

Powell (1981: 1-241) predicts that the present challenge of crime will undoubtedly continue and is likely to bring new and more serious problems to university campuses. The role or campus agencies will continue to embody the best of law enforcement without surrendering their sensitivity to the needs of the academic community. Campus protection and law enforcement will play an even more vital and integral part of the campus scene in future. The book therefore offers a fairly comprehensive overview of this special field of law enforcement in an even faster pace in its efforts to meet the challenges of the times.

Most of the limited literature available for investigating several university campus protective agencies world wide, was imported from the United States of America. Virtually no material originated from Africa. Countless hundreds of articles, books and dissertations have been written describing all phases of police work but

literature pertaining to methods of organizing university campus protective systems were apparently limitedly available in published form.

With this theoretical basis at my disposal, a fully-fledged empirical investigation based on a comparative study was launched into university campus law enforcement at selected urban and rural Southern Africa universities by means of structured questionnaires.

1.9 DEFINITIONS OF TERMS

Jonathan Swift ascertained that "proper words in proper places make the true definition of a style" (Hayward and Sparkes, 1982: cover). The following words, terms or concepts applied in the study have a definite, specific and logical predicate in the science of criminology and policing:

(1) **Agency** (local criminal justice agencies or protective and law enforcement agencies). This term refers to national, provincial or municipal (traffic) police as well as university or college campus protection (law enforcement) and private security departments.

(2) **Campus protection**. This term also known as "campus control, campus law enforcement, physical security, police services, risk management, security department and technical services", is formal responsible for the functional duties of securing physical facilities and implementing the rules and regulations of a university or college.

(3) **Chief of campus protection**. This term also known as "chief of campus control, chief of security, chief of police services, director or deputy-director of campus control, director or deputy-director of campus protection, head of security, head of technical services and head of risk management", is applied to the individual who is responsible for the immediate direction of all campus security (policing) and enforcement services, i.e., campus protection.

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(4) **Disciplinary programme.** This term used by Etheridge and Truitt in their doctoral studies of campus protection in the United States of America (Etheridge, 1958: 9-10), refers to "all procedures, techniques, administrative actions, follow-up services, processes of orientation and communications and systems of records employed by the university to assist in the prevention of unacceptable student behaviour and to regulate and redirect student conduct which is in violation of any university or public law."

(5) **Disciplinary official.** This term "designates the individual in the student personnel programme who is assigned the responsibilities of maintaining relationships with the campus protective department and of serving as a referral or remedial agent in the disciplinary programme" (Etheridge, 1958: 10).

(6) **Protective administrator.** This term "refers to the individual charged with the responsibility of the campus protective and enforcement agency. He or she might or might not necessarily be engaged in the immediate direction of that body".

(7) **Regulatory programme.** This term "designates a restricted area of the disciplinary programme. It refers particularly to the methods employed by the campus protective department and the student personnel programme which are designed to keep or establish order among the student bodies and to maintain observance of pertinent regulations. Consideration of the regulatory aspects of the academic area is precluded by this term" (Etheridge, 1958: 1-16).

1.10   CHAPTER DIVISION

This thesis is divided into eight chapters, i.e.:

Chapter 1. General orientation and research methodology presents a statement of the problem and its importance, aims of the investigation, research rationale

for the investigation, methodology and research design, delimitation (demarcation) of the study, research procedure and techniques, statistical description of the sample group, evaluation of limited literature available relating to protective (police) agencies of overseas and of Southern Africa, definitions of terms (concepts) and a summary of the organization of the study.

Chapter 2, presents a historical survey of policing in Southern Africa.

Chapter 3, presents a survey of the development of university campus protection.

Chapter 4, is concerned with the occupational entry and socialization of campus protection (recruitment and training).

Chapter 5, is concerned with the social organization and administration of campus protection.

Chapter 6, is concerned with the protection and law enforcement on university campuses. It includes the occupational role and function, perception of campus protective duties, characteristics of campus protective work and campus violations and crime.

Chapter 7, is concerned with campus crime control.

Chapter 8, presents the conclusions, recommendations and implications for further research of campus protection.

1.11 SUMMARY

The most serious problem facing campus protection in a new Southern Africa may be the escalating crime of which the overwhelming preponderance thereof is committed against property. Crimes against the person are presently however minimal. This is a lesser degree manifestation of universal crime patterns. Undisciplined and immoral campus behaviour coupled with the simultaneous

increase of utilization and expansion of campus facilities to accommodate the growing interest in securing higher education, remains disturbing for all and necessitates the re-thinking of all aspects of campus jurisdiction. The involvement and interlocking cooperation between higher learning, campus student personnel and campus protection, is therefore a matter of course and is augmenting the necessity for a particular framework of a cooperative disciplinary programme by student personnel and campus protection (Bordner and Petersen, 1983: 181-219). Consequently, this investigation is in accord with the objectives of offering a detailed descriptive account of the organization, administration and function of campus protection.

CHAPTER 2

THE ORIGIN AND DEVELOPMENT OF POLICING IN SOUTHERN AFRICA

2.1   INTRODUCTION

One of the most critical problems facing a new Southern Africa in the near future and beyond, is the definition of the police role in modern urban and rural democratic societies. The pressing divergent problems with which South Africa is confronted, will never be resolved effectively until that role is defined.

A derivative of the Greek word *"politeia"*, is "police". The meaning of the word "police", entails a system of regulations and the body of employees for executing police functions, namely the enforcement of regulations and laws for the preservation of social order and control of a community or State. This is achieved through exercising the constitutional powers invested by the people themselves in the governing body, especially with respect to those matters affecting general comfort, health, morals, safety and property of everyone. The fundamental fact remains that civilized people take steps for the institution of some form of democratic and governing body and entrust it with the task of framing regulations and laws as well as administering them so that the greatest measure of good would accrue to the majority of people living under its authority. Every society is thus inseparable from its police functions through a police force (Mullik, 1969: 22-40).

Historically, the police roles were generally understood and accepted at first. The contemporary world of all academicians, politicians, businessmen, ethnic groups and lay citizens however, have divergent views of these historic police roles. The lack of consensus has created an atmosphere in which sharp conflict over the rationale for police action flourished and consequently, bitter debate rages throughout every community. History has been now left with contradictory

roles the police are expected to perform. To some people the police are regarded as friends and yet, the armed nemesis of other. The police are expected to perform their role of peacekeeping and crime fighting. As the public developed high expectations and faith in the police, the police themselves believed that they could perform their role in accordance with the public's expectations. However, when disillusionment set in, the public and the police lost faith in each other and in themselves (Steadman, 1972: 1-11).

To restore any semblance of faith in the police by the public and the police themselves, it is imperative to define the police role carefully without distorting reality. A twenty-four hours a day police visibility, whilst functioning a super surrogate service to the community, was a foster belief derived from the historical definition of the police and which achieved the regrettable result. This failure underlines the notion that the two roles of community service and law enforcement cannot be performed with proficiency by an integrated administration in any single police agency. Even if the numbers of police were vastly increased, their training equally improved and their resources expanded, they could not perform the role of community service (i.e., intervening in domestic quarrels, working with dependent and neglected children, handling those who are under the influence of alcohol or drugs, rendering emergency medical or rescue services, acting as a social agency or mediator in lower socio-economic or political problems, etc.) and of law-enforcement (i.e., enforcing criminal laws and regulations by apprehending the suspect or accused, investigating crime, collecting evidence, interrogation of suspects, maintenance of order and safety, combatting organized crime, suppression of disturbances and riots, etc.) with any degree of success because the roles are conflicting and require different skills. No human being can be expected to master these different functions intellectually and jump psychologically from one to another in an instant's notice with success. Few police officials have succeeded and no police agency proved successful resulting in inevitable failure (Steadman, 1972: 1-11).

Before considering possibilities for a new definition for policing, efforts should be made to review the historical development of policing abroad and in Southern Africa which runs parallel to the historical development of the concept of social

control. Changes in people's expectations and relationship between police and the public, are historically rooted in this development (Strecher, 1971: 10).

2.2   THE ORIGIN OF POLICING

In the earliest tribal family, the cluster of families and communities, there was a basic need for social order and harmonious relationship amongst people. This social control in the internal and external environment eventually enforced absolute conformity in behaviour which led to the establishment of rules of behaviour under strong leadership of the father of the family and ultimate, specially appointed members of the community who could guard against imminent dangers. The evolutionary result of man's basic need and methods of maintaining order, is the police role in modern society. Successful internal cohesion of society had to be sound and individuals had to be prepared to cooperate and accept responsibilities in order to overt dangers (Strecher, 1971: 8).

As the communities grew and developed into monarchy rule, the royal guards and soldiers were used to preserve order within the kingdom. This kind of development brought forth increasing economic and occupational specialisation which resulted in class differences and status. Relationships however, depersonalised and moral consensus declined. It became necessary to form rules and regulations for control over human behaviour. The code of Hammurabi (2100 B.C.) was the first written criminal code for defining offenses and prescribing punishments. The Roman Caesar Augustus (27 B.C.) was the first ruler to draw a distinction between military and police functions. He relieved a selected group of soldiers to protect his own person and property. These state or emperor guards ("praetorian guards") were later supplemented by the urban military troops ("cohorts") and night watches ("vigiles") charged with the task of maintaining order and extinguishing fires in the cities. In France, the feudal lords formed the *"marécchausséé"* to keep order on their own lands. In Britain, the Anglo-Saxon sheriffs ("Shire reeve") were given this duty and in the Cape colony of Southern Africa the "geweldigers", "caffres", "fiscalls", "watchers"

and ward-masters etc., were used (Mayet, 1976: 24-25; Van Heerden, 1982: 20-21).

After the fall of the Roman Empire, policing did not develop significantly in any fixed pattern. Laws were spread by "messengers" to inform the people of the King's commands. Social control consisted at that time mainly of a system of individual responsibility and conformity to the rules of behaviour. Severe punishments for any deviations were imposed. Collective responsibility however secured the offender which was brought about by the introduction of the *"posse commitatus"* or "power of the people" whose duty it was to track down the offender and present him for trial before the judges, or in other words, the liability that all men shared to render police service when called upon to do so. The "hue and cry" was a system of raising the alarm when the law had been violated and the community had to participate in tracking down and arresting the offender. This system was the forerunner of the police whistle. Dividing the city into wards for "watchman" duties and patrols by the "marching watch", soon followed. After 1500 A.D., the Industrial Revolution led to the employment of "night watchmen" and "merchant police" for protection of business and manufacturing property against constant theft. Other methods such as the "bailiff" who had to scrutinise strangers, "police of the pouters" who had to keep prostitution in check and the "constables" ("count of the horses") who were employed to assist in keeping the law and order against the increasing crime rate, were applied to improve policing (Mayet, 1976: 25-28).

In 1749, Sir Henry Fielding, an English magistrate, established the first police force in London. The police force was called the "Bow Street Runners". His brother, John Fielding, and S Welch, laid down their first principles of policing, i.e. "let the service of the public be the greatest motive of all those actions which regard your office, - this, properly attended to, will keep you from all officious, wanton acts of power" (a dictum introduced to prevent abuse of power). In 1796 Dr Patrick Calquhoun pointed out to the authorities the need for a properly trained, organised and central body of men to police society which would guarantee individual freedom and prevent disorder. With the passing of the Irish Peace Preservation Force Act in 1814, when Sir Robert Peel was Irish Secretary,

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the history of modern policing began. Sir Robert Peel thereafter introduced the Metropolitan Police Act in 1829 whilst holding office as Home Secretary of England. He was the "father" of democratic policing and was of opinion that -

(i)   the poor quality of policing was a contributory factor to social disorder,

(ii)   the police can never be effective or just if the laws they are required to enforce are so wide in scope and heavy in penalty that they do not receive public support, and

(iii) specialised policing rather than a military force be employed for the maintenance of order and protection of individual rights (Editor: The British Journal of Criminology, winter 1987: 4; Mayet, 1976: 27-30; Van Heerden, 1982: 21-26).

The opinions or ideals of Sir Robert Peel, together with the principles initiated in the Metropolitan Police Act of England, were accepted in England and adopted in other democracies including Southern Africa. The following principles are generally applied to police in democracies to create in all citizens an awareness of the personal and collective advantages of social order:

(1) Policing must centre upon the prevention of crime and disorder as well as securing the safety of the individual and his or her property. A scarcity of crime is one of the signs of effective policing.

(2) Police existence, authority, power to fulfil its functions and behaviour is dependant upon public approval, support and cooperation. This must be recognised by the police as it proportionately alleviates the work-load and pressure.

(3) The police must seek and preserve public favour and assistance by disseminating news of crime with the hope of activating assistance; by constantly demonstrating absolute impartial enforcement of Laws and Regulations; by offering courtesy, friendship, and individual service without

regard to their social standing, creed and ethnic background; by offering of individual sacrifice in protecting and preserving life, and not by pandering to public opinion.

(4) The minimum use of physical force by the police when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation in maintaining or restoring order, should only be applied with utmost discretion. Emotional control is indispensable. Controlled determined action produces better results than brute force.

(5) The police has the responsibility to maintain the historic tradition that law enforcement is the public and that the public is law enforcement. The police are only members of the public who are paid for full-time attention in the interests of an orderly society.

(6) The police must be subject to government control and refrain from even seeming to usurp the powers of authority of the judiciary in avenging individuals, or the State, or in authoritatively judging guilt and punishing the guilt.

(7) The police are expected to lead exemplary lives and have a good appearance which commands respect.

(8) Effective policing depends upon selection, training, education, a probational basis, planning and research as well as administrative necessities such as police registers for distribution of manpower, the allocation of a number for every police member, a centrally situated head office, and organized on a stable semi-military basis.

(9) There must be constant police awareness of a sensitive balance between individual freedom and collective security, of an ever-alertness to the dangers of immoral procedures, unwillingness to sacrifice principles by utilizing evil means to secure good ends, and of a recognition that the stability of the State as well as the continuity and vitality of democratic

ideals depend upon a police service (Mayet, 1976: 24-33; Van Heerden, 1982: 19-27).

The ineffectiveness of many police agencies may be attributed to their failure to observe, adhere or strive towards these democratic principles which should create in all citizens an awareness of the personal and collective advantages of social order. All citizens can be activated in maintaining order in society through the awareness and understanding of the police role.

2.3 THE NATIONAL DEVELOPMENT OF POLICING

The national development of policing in Southern Africa has maintained a character of its own which can be ascribed to its close relation with the history and development on all national levels since the 17th century when this region, The Cape of Good Hope in the Southern hemisphere, became a flourishing halfway sea post and trading centre between the northern and eastern countries. With the expansion of its borders and population, the birth of antagonism came about which necessitated the establishment of police agencies. Their prime duty was of a military nature which dominated their development and cast a shadow over the true meaning of policing until 1910 when the Union of South Africa was established as a sovereign country (Potgieter, 1981: 94).

The first Cape police official, the "geweldiger" or "skout" was appointed in December 1652 to handle the growing crime-rate and contraband trading with indigenous people. He was later supported by banished felons from the East called "Caffres" who were sentenced by banishing them to the Cape. A "fiscal" was appointed in 1689 to combat the increasing incidences of stock theft, arson, and illicit trading, to protect the interests of the Dutch East India Company, and due to the number and nature of the "placaaten" (written laws). The "fiscal" was empowered to conscript from the colony's ex-soldiers a number of men for patrols, guarding of residences, fire prevention, tavern inspection, the tracing of runaway slaves and the investigation of murders and assault. The "night watch" or "rattle watches" were instituted to prevent crime and frighten off prospective wrongdoers by making noise with their rattles. In addition, they had to raise an

alarm ("hue and cry") whenever a crime had been committed so that the local citizens could assist them in apprehending the criminal. In 1780, these watches were supplemented by the "burgher (civilian) watch" under command of the "fiscal". The "burgher watch" was composed of Malays, Hollanders and Englishmen. Cape Town was divided in 1799 in a number of wards by Major-General Francis Dundas. The wards were under control of "ward masters". Their duties were mainly related to the prevention and extinguishing of fires as well as the protection of properties in the course of fires, the tidying-up of their wards, the close surveillance of unemployed persons, and their reports to the "fiscal" on any suspected criminals and dangerous persons. The "rattle watch", the "burghers watch", and the "ward masters" were all retained after the British occupation of the Cape colony in 1806. In 1806, Major John Graham formed a group of Cape coloureds into a semi-military force, the "Cape Regiment", with the object of taking action against stock thefts and the guarding of the Eastern Frontier borders. The citizens were however opposed to the arming of these men because they proved to be undisciplined. They were replaced by the "Imperial Cape Mounted Riflemen" in 1827 (Van Heerden, 1982: 28-31).

Until 1840, the police in the Cape colony were unorganised and incapable of combating crime effectively because there was no systematic crime investigation and the police duties were mainly directed at prevention. The citizens were primarily responsible for protection of their own lives and property. They believed that an organized and efficient police system was incompatible with the basic freedom which society and its individual members were entitled to. This attitude had a negative influence on policing. The evidence of eye-witnesses was the only proof accepted. This resulted in a compensation system under which people were encouraged to sell information concerning crime and criminals. Serious crime was kept to a minimum among the Voortrekkers (citizens who decided to leave the Cape colony and migrate northwards in Southern Africa because they found the Cape laws and governing body unacceptable and believed a prosperous future lay ahead). Although morale amongst the Voortrekkers were high, they still needed a police service for protection of lives, goods, livestock and other property against an overwhelming indigenous population with primitive attitudes. As no regular police or military service was available, it was the duty

of every civilian ("burgher") to combat crime. The growth of towns as trading, administrative and ecclesiastical as well as mining centres in some cases, created unfamiliar problems such as traffic congestion, increasing crime and unrest. This necessitated the calling-up of "burghers" (civilians) for policing duties and were later named "Town field-cornets", "District field-cornets", "Burgher-cornets", or "Field watch-masters". They were responsible for policing in the country towns or districts. The magistrates however had more trust in the non-police officers, the reliable "Politie Ruiters", who were professional agents similar to the "London Bow Street runners" (Mayet, 1976: 24-29; Van Heerden, 1982: 28-30).

The "Cape Constabulary", also known as the "Executive Police of Cape Town", was organised in terms of the Cape "Ordinance No. 2 of 1840" on the lines of the English "Metropolitan Police". It was in 1882 also known as the "Cape Police". With the formation of the "Borough Police" in the country districts of Natal in 1854, the basic duties of the individual citizen to preserve his life and those of his family as well as protecting his and their property, were ceded to an official body. In 1855 the urgent need for a permanent military police guard on the Eastern frontier justified the establishment of the "Frontier Armed and Mounted Police". Although primarily of a military nature, its secondary function of policing was mainly confined to the combating of stock theft in times of peace. This unit was renamed the "Cape Mounted Riflemen" on 1 August 1878. The first ward-masters were appointed in 1857 to regulate traffic in peak hours after traffic congestion on the streets reached a hazardous situation (they were the forerunners of the modern traffic police). Although plain-clothes policemen (detectives) were regarded with suspicion and a threat to the individual's basic right to security, they were however appointed for special purposes since 1859. In terms of the Cape Ordinance, No. 2 of 1880, the first organised detective service was established in Kimberley on 4 May 1882 and was called the "Griqualand-West or Kimberley Police". Their main duty was to investigate illicit diamond dealing (Van Heerden, 1982: 29-31).

Increasing unrest and crime in the towns coincided with the growth of foreigners and treasure hunters. The police were not capable to control the situation. This also resulted in debauchery and undisciplined actions by the police. The

"Rijdende Dienst" of the Orange River colony was consequently formed in 1862 to rectify the situation. Thereafter the "Pretoria Rifle Corps" (1865) and the "Rustenburg Skutters Corps" (1872) were developed for similar reasons. New demands were also made of the police when gold was discovered in 1870 in the Transvaal territory. For the first time provision was made by Act No. 1 of 1871 ("Locale Wetten der Zuid-Afrikaansche Republiek") for a police service, "Sergeanten van Politie", to maintain order. The laxity of the civilians ("burghers") to maintain order evoked Act No. 3 of 1876 (i.e. apprehending vagabonds and vagrants, who were Coloureds, and handing them over to the nearest field cornet). The same principle was applied by the border police such as the "Utrecht Frontier Wacht" (1874), the "Rijdende Politie" at Waterberg (1875) and the "Chef van Politie" at Soutpansberg who were instituted to curb infiltration and gun-smuggling by the Zulus (Van Heerden, 1982: 29-31).

Policing gradually made its appearance in the towns of the Orange Free State due to financial problems, but in 1873, thirteen towns were provided with a police corps. They were however supplemented with services by the Border Police (1862) and the Orange River Colony Police (1902). Although the "Zuid Afrikaansche Republiek Politie" of the young Transvaal republic existed since 1881, it attained legal status in 1895 whilst gold mining, the flow of immigration, and Johannesburg and commerce as well as crime continued to grow. A state of lawlessness emerged in the presence of incompetent policing. In Natal the "Reserve Territory Carbineers" for Zulus was established on 1 April 1883. It was intended for service in Zululand but in 1898 the unit, which became better known as "the wandering one" (the "Nongqai"), were incorporated into the Natal Police. The "Natal Mounted Police" was established to combat stock thefts and contraband dealings in firearms. Its first commander, John George Dartnell, believed in combining military and police duties for a first line of defence but in 1882 it became doubtful whether this dual force had any value. A magistrate's commission was appointed in July 1892 to consider the effectiveness of all police activities in Natal. The amalgamation of all forces in Natal were recommended in 1904. Since 1878, Lieutenant William James Clarke, formerly of the London Metropolitan Police who formed an organised detective branch in the Natal Mounted Police in 1894, tried to persuade the government (in 1898) to accept the

fingerprinting system as a method of identification. It was refused on the grounds that it did not justify the institution of the system as the colony was not yet advanced enough. Clarke, however, went ahead and built up an identification bureau in Pietermaritzburg becoming the forerunner of the scientific era in policing activities in Southern Africa (Van Heerden, 1982: 32-34).

In terms of Proclamation 24 of 22 October 1900, the "South African Constabulary" ("de Zuid-Afrikaansche Konstabelmacht") was established after Major-General R S Baden-Powell was entrusted by Lord Roberts with the task of organising a police force for the Transvaal and the Orange River colonies. The force was essentially a mounted force, army-oriented, and intended for the prevention of crime as first consideration, and the punishment of offenders merely as a secondary function in the rural areas. It operated as a full-time occupation in peacetime. This force was reorganised in 1902 just as the Royal Irish Constabulary and the London Metropolitan Police at the instance of Lieutenant-Colonel R S Godley. Proclamation No. 15 of 1901 made provision for the establishment of the "Transvaal Town Police" for service in the area of Pretoria and the Witwatersrand. In 1902 Sir Edward Henry, father of the modern fingerprinting system, was responsible for organising this police unit. Shortly thereafter an identification bureau similar to that in Pietermaritzburg was set up in Johannesburg. Policing in the country districts were thoroughly reorganised in 1904 with the establishment of the "Cape Mounted Police Force" in order to secure greater unity and efficiency in the rural areas. The "Cape Mounted Riflemen" continued thereafter to exist. Identification bureaux were also established in 1905 and 1906 in Cape Town and Bloemfontein respectively. After the Transvaal and the Orange Free State received the right to self-government, the Transvaal Police Act was passed on 28 July 1908 which made provision for the establishment, the organisation, and control of the "Transvaal Police" which incorporated the "Transvaal Town Police" and the "South African Constabulary". The "Orange Free State Police" was restricted to the Orange Free State. These forces made provision for mounted, foot and detective branches. The "South African Police" became the national police force of the Union of South Africa on 1 April 1913 after the differentiated provincial police

systems were centralised into a single, united force by Colonel Sir J G Truter (Van Heerden, 1982: 31-34).

2.4 THE "SOUTH AFRICAN POLICE" AND THE CONSTITUTIONAL SOUTH AFRICAN POLICE SERVICE

The "South African Police", became a national police force on 1 April 1913 in terms of the Police Act, No. 13 of 1912, i.e. as an independent government department. This centralised police force was entrusted with the following responsibilities in terms of Section 5 of Act No. 7 of 1958 (the Police Act as amended) -

(1) the preservation of internal security
(2) the maintenance of law and order
(3) the investigation of any crime or alleged crime, and
(4) the prevention of crime.

The former "South African Railways and Harbour Police" became a fully-fledged police force in 1934, although Section 57 of Act No. 22 of 1916 previously made provision for the protection of the property of the Railways and Harbours Administration of South Africa by a number of persons. This included the airports and activities connected with the Motor Transport Act (Act No. 39 of 1930). The "Railway Police" was incorporated into the "South African Police" since 1 October 1986 resulting from the establishment of a traffic policing unit as a component of the "uniform branch" of the national police force. Its primary function was to ensure that the policing of the South African Transport property on the railway network, in seaports, and at State airports in national interest as well as public safety occur constantly and effectively (Van Heerden, 1982: 35; White Paper, 1988: 21).

The self governing states in South Africa were Bophuthatswana, Ciskei, Gazankulu, KaNgwane, KwaNdebele, KwaZulu, Lebowa, Qwa Qwa, Transkei and Venda. Each of these states had an independent police force which had gone through a phase of gradual emancipation since their "independence". They were

each responsible for the maintenance of law and order, the investigation of crime or alleged crime, the execution or enforcement of all laws and the prevention of crime within their own territories. After the first democratic election in South Africa, the South African Police became constitutionally known as the South African Police Service since 27 April 1994, when all the national police services were integrated. At the time of this research, the finalization of the new Police Act had not been reached (Van Heerden, 1982: 36; Servamus, April 1994: 4).

2.5 THE MUNICIPAL POLICE

The Durban Borough Police was established in 1895. It was not incorporated into the "South African Police" in 1913 and attended to policing within the Durban city limits. Since 1936 their functions were limited to the implementation of municipal by-laws and traffic control. The majority of South African towns do maintain municipal police divisions and are staffed mainly by Blacks, Coloureds, and Asian members of the public. They are entrusted with the enforcement of the relevant municipal by-laws and regulations, the maintenance of law and order, as well as security in municipal public places such as halls, market areas, hostels, beer-halls and bus termini. Their policing powers are however restricted to those prescribed in particular by-laws and regulations and are not invested with the general powers of the South African Police Service. Nevertheless, the powers of municipal police were designed to enable them to render a social service mainly to Black, Coloured and Asian communities within municipality boundaries and thereby promoting the general welfare of the public. They are therefore regarded as private policing units under control of the relevant municipalities and which contribute towards the general order and safety of society. Their future are presently at stake due to the constitutional process (Van Heerden, 1982: 36-37).

2.6 THE TRAFFIC POLICE

Traffic control was originally included in the duties of the "South African Police". In 1934, when every municipality had its own traffic police operating within municipal boundaries, traffic control finally faded-out in the "South

African Police". By 1956, all traffic policing outside municipal boundaries became the full responsibility of the erstwhile four Provincial Administrations, i.e. of the Cape Province, the Orange Free State, the Transvaal and Natal. Although the traffic policing system became decentralised, activities are coordinated through the Institute of Traffic Officers whereby uniformity is upheld. The present constitutional process will also determine their future (Van Heerden, 1982: 36-37).

2.7   THE MILITARY POLICE

The military police are better known by the name of "provos" which is related to the title of "provost-marshal", the commissioned officer who was the head of the military police in a camp in the field or an officer in charge of prisoners awaiting court-martial or whose primary duty was to keep discharged soldiers in check in the 17th century, England. During the period 1916 to 1922, a military police unit became part of the South African Mounted Riflemen (S.A.M.R.). The Defence Act of 1922 made provision for a police unit resulting in the disbanding of the S.A.M.R. The proposed new unit, the South African Corps Military Police, was formed in 1938. Its name was later changed to the "Military Police Service" in 1939. Its duties and powers are defined in the General Regulations for the South African National Defence Force and include -

(1)   the maintenance of law and order on army territory or property by means of foot or mobile patrol and guard services;

(2)   the investigation of offenses committed by persons who are subject to military law;

(3)   security duty at trials in military courts, supervision and control of detention barracks, and

(4)   controlling the movements of troops, military vehicles or animals (Van Heerden, 1982: 38).

2.8   PRIVATE OR SECURITY POLICE AGENCIES

With the rise of the English Merchant Police in the 18th century, the form of private policing made its debut in commerce and industry. Private police or security police have since been primarily confined to private business organizations and designed to perform guard duties and crime preventive services for the protection of the relevant organization against actual or potential losses. Various private security services have been established during the recent decades for private policing in return for a fee. They have, however, the same powers as those of the ordinary citizens in terms of Section 42 of the Criminal Procedure Act (Act 51 of 1977), i.e. self protection, prevention of crime and powers of arrest. Every person remains responsible for his or her safety and the well-being of their families (Van Heerden, 1982: 37).

2.9   SUMMARY

Policing, originally developed as a people's police. When the people instituted a form of government, the civilized society depended on its police for existence becoming continuously inseparable from each other. Although the task of the police is delegated, it is obliged to remain unprejudiced for its future existence. The police were nevertheless required to supplement their task with individual requests for social aid resulting in saturation in service capability and failure in their commitments. Man and his society are thus historically responsible for the introduction of police roles. Man and his society are therefore entitled to review these roles occasionally and to bring about any changes in policing. Policing by police may be defined in a new Southern Africa as -

> "a national people's institution for the maintenance of public order and
> social control; for the protection of persons and property; for the
> investigation of all crime and apprehension of all violators of the Law
> who are to be brought before the Courts for trial, and for the
> preservation of the peace in collaboration with all parties of society"
> (Mayet, 1976: 33-34; Mullik, 1969: 22-41; Van Heerden, 1982: 38-
> 39).

From what has been written so far, it should be clear that there appears to be no evidence regarding independent campus protection (policing) agencies in Southern Africa.

CHAPTER 3

A HISTORICAL SURVEY OF UNIVERSITY CAMPUS PROTECTION

3.1   INTRODUCTION

Originally, educational institutions handled most campus disciplinary problems internally and depended upon local police agencies, e.g. the "South African Police", known today as the constitutional South African Police Service, and the local municipal police for assistance, but only in criminal violations.   It developed in due course to the formation of a formal police organization structure which was largely the result of factors such as the presence of larger student bodies, more vehicles on campus, the expansion of more buildings to patrol, a rise in the individual crime rate as well as fear of crime, and the potential for disorder arising from student demonstrations. Consequently, the expansion in the functional range of action of university policing followed and included the enforcement of law and regulations of student conduct in addition to the more traditional functions of buildings to patrol, and preventative maintenance. Concurrently with this development, a change in the nature of campus policing personnel was apparent, e.g. the new campus policing officers are generally younger, better educated and trained, and more professional (Bordner and Petersen, 1983: ix-xiii).

Diversity does however exist in present-day campus policing. Three types can be identified, i.e. -

(1)   watchmen or guards still exist who are untrained and whose duties consist of locking and unlocking doors, detecting vandalism, and handling maintenance problems,

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(2)   modern campus security agencies in which the watchmen or guard function has been extended to include pseudo-police functions and are generally involved to some degree with the regulation of student conduct, and

(3)   sophisticated campus police agencies, often headed by former police officers and organised like municipal departments, whose officers have legal authority, project a strong police image in their uniforms and equipment, and are concerned with the straightforward application or enforcement of the law in the academic community but are not concerned with the regulation of student conduct or the academic status of law violators (Bordner and Petersen, 1983: ix-xii).

John W. Powell (March 1971: 18-22; 1981: 3) emphasized that the confusion as to what is the proper role of a university campus police or security agency, is mostly brought about because the need for an efficient policing or security operation was at first not recognised by university administrators, and the growth of this new policing or security field was too rapid to be clearly defined. Powell (March 1971: 18-22; 1981: 3) also emphasized that effective campus programmes have however adopted some of the best aspects of law enforcement and private security to resolve the ever increasing difficult and changing policing problems of our times as reflected at universities.

3.2   ORIGINS OF CAMPUS PROTECTION

Due to the limited research or literature available of the history of university campus policing or security in Southern Africa, researcher had to rely on literature forthcoming from universal developments.

The first "campus police department" was most likely established at Yale University, in the city of New Haven in the American State of Connecticut during September 1894 when two local police officers, William Weiser alias "Bill Wiser" and James alias "Jim" Donnelly, were voluntary and exclusively assigned and hired away to policing positions at that university. The object in view was to promote better "town-gown" relations between the New Haven city community

with its local serving police department and the students, because the educational institution occupied a large segment of the centre of the city, like many other universities, and whatever the students or community did, "seemed to rub off" on the parties concerned. Mass confrontation had often developed in the past. Since then, Weiser and Donnelly, as well as all Yale police officers were allowed to retain the local police authority of power of arrest as they were sworn in as supernumerary police officers. In 1914, Weiser wrote a book entitled "Yale Memories" in which he stressed that the most important function of university campus policing was to protect the students, their property, and the property of the university. This is an appropriate description of the function of university campus policing or security today. Weiser further emphasized the need for promoting good relations with students to win friendship and respect by "good judgement, tact, and plain horse sense" (Powell, March 1971: 18-19; Powell, 1981: 3-4; Powell, July-August 1994: 2-5). There was little need for university campus policing or a security force during the early 1900's as most universities depended entirely upon the local police to attend to any criminal violations whilst most internal student matters were handled through the dean of students' office. During the 1920's and 1930's many universities hired watchmen to do a prescribed beat patrol during the night for the protection and maintenance of university campus property, to act as a fire watch, and to lock or unlock windows and doors. After the repeal of Prohibition in the early 1930's, these watchmen took on other functions dealing with the enforcement of student regulations, e.g. dealing with curfews, prohibiting liquor and drinking on campus, and banning the opposite sex in dormitory rooms. Few violations were reported to the dean for disciplinary action because many of the watchmen, or "campus cops" as they were often referred to, failed to report student violators (Powell, March 1971: 18; Powell, 1981: 4).

The proctor system was adopted by some universities to enforce university regulations and handle student problems. The proctor system of Princeton University consisted of a few plain-clothes proctors working closely with the dean of students' office. It also had a uniformed campus police force which largely carried out watchman duties but did not handle student problems (Powell, March 1971: 19; Powell, 1981: 4).

In the 1950's, some university campus administrators realized their need for an organized, protective and policing force on campus whereupon retired police officers were hired to be "chief" of these policing units. Most of them had no administrative experience and received minimum wages but tried to set up a department similar to the one from which they had retired. The "chief" remained under the supervision of the director of maintenance of buildings and grounds with the emphasis on protection of university property and equipment (Powell, March 1971: 19; Powell, 1981: 5).

3.3 THE EMERGENCE OF CAMPUS PROTECTION AGENCIES

Although financial restrictions and lack of administrative support existed in the early 1950's, the new sphere of university campus security or policing slowly emerged when some heads of campus departments displayed initiative and ability in organizing effective security units. The new professional attitude was manifested in about 1953 when the Campus Security Association was organized (presently known as the Northeast College and University Security Association), by a group of campus security administrators in the North-East of America to foster professionalism and the exchange of information. This originally grew, at the time, out of an idea by the late Mike Kopliner, Head Proctor of Princeton University. Since then, this Association has grown appreciably and has become a regional and professional type association holding annual conferences (Powell, March 1971: 19; Powell, 1981: 5).

A similar organization originated in 1958 after a meeting at the Arizona State University by eleven heads of campus security from mostly large state institutions in the South-West of America. This organization was first known as the National Association of College and University Traffic and Security Directors, but changed its name to the International Association of College and University Security Directors in 1968 (Powell, March 1971: 19).

Yale University, the birth place of campus security or policing, was also among the first educational institutions to recognize the need for an enlightened, well

trained, well organized, and campus orientated security system. In 1960 the title of "Chief of Campus Police" was eliminated when John W. Powell was hired by the late President A. Whitney Griswold (one of the first college administrators to realize that campuses and the community were changing, necessitating security to keep pace), to head Yale's security operations and assume the new title of Director of Security and Associate Dean of Students. He was only answerable to the President and Provost of Yale University, but received excellent support in reorganizing and administering campus security operations resulting in a model of campus policing for other educational institutions to follow. Yale's security officers met the same qualifications as the local New Haven Police Department; they were given an intense seventeen weeks training, and were carefully screened by the University in order to relate to the community. Business suits were compulsory whilst on duty in student areas and courtesy as well as diligent service and efficiency were stressed (Powell, March 1971: 19).

Many campuses realized that their present security system and supervisors were incapable of controlling student dissent in the late 1960's and early 1970's in America. Mass student demonstrations, education disruptions, vandalism, arson, and other similar incidents provided campus security with its greatest impetus towards professionalism when the committees, formed by administrators to solve the crisis, proved to be incompetent. Local as well as State police, were insensitive to the campus scene. The overall philosophy learned from this trying period and bitter experience in the history of American educational institutions, was that these situations on campus had to be controlled with its own personnel rather than outside police agencies. During these years many campus administrators and security directors studied and implemented the security programme of Yale University whose trained young officers were able to cope successfully with student uprising (Powell, March 1971: 19; Powell, 1981: 5-6).

Henceforth, the upgrading of campus policing and supervision was accompanied by all factors that accomplish a professional approach. Well-trained young officers enrolled in degree programmes or had already achieved a degree, professional degree-holding security administrators responsible to answer directly to the president or vice-president of the university, security officers attired in

smart blazer-slacks outfits bearing the university or college seal and name instead of police-type uniforms of the former watchmen, competitive salaries and fringe benefits, relocation from basements and boiler houses to attractive, well-equipped and business-like office space with lockers and squad rooms for officers, new unmarked campus police vehicles for patrol services equipped with mobile radios, and modern efficient two-way F.M. radios for all security officers were emphasized for a low-key but highly professional approach to university campus policing. Truly professional campus police or security departments emerged that could relate to all segments of the campus community. More effective service and prevention of crime were their watchwords. However, the student problems were the challenge. Because the local and State police image was unacceptable and distasteful to students and faculty, the campus security or policing departments continued to depart from the traditional police image (local and State police were commonly referred to as "pigs"). In addition to replacing police-type uniforms to blazer-slacks bearing university markings, the campus police departments or security agencies changed their names from police designations to such names as "Department of Security Services", "Department of Public Safety" or "Department of Safety and Security". Police titles (chief, captain, sergeant, police officer, etc.) were replaced by titles such as "director of public safety", "security supervisor", "security officer", etc. (Powell, March 1971: 19 and Powell, 1981: 5-6).

As pointed out earlier, particulars regarding the history of campus policing in Southern Africa is virtually non-existent. It also appears that campus policing locally encounters similar problems as campus protection in the United States of America regarding the status of individual campus security agencies.

TABLE 3.1: DATE OF ESTABLISHMENT OF CAMPUS PROTECTIVE SYSTEMS

INSTITUTION	DATE OF ESTABLISHMENT
Natal (Pietermaritzburg)	Unknown
UPE	1973
UP	1968
Rhodes	1966
Unibo	1988
UCT	Unknown
Medunsa	1977
PU for CHE	1976
US	Unknown
Venda	Unknown

Table 3.1 shows that university campus protective systems were established since 1966 (Rhodes) in Southern Africa. The most recent established system was in 1988 (University of Bophuthatswana). It could not be ascertained why the system's establishment dates of the universities of Natal (Pietermaritzburg), Cape Town, Stellenbosch and Venda are unknown. Respondents were unable to furnish the day and month of each respective year indicating as well as confirming scanty history documentation available.

Information obtained from ten universities in Southern Africa shows clear variation regarding the status of campus policing at these institutions. Table 3.1 depicts the respondents' perceptions in this regard.

TABLE 3.2: STATUS OF CAMPUS PROTECTIVE CENTRE

Institution	Campus control		Law enforcement		Protective services		Risk management		Security department		Technical services		Other		Unknown		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	-	-	-	-	14	4,12	-	-	-	-	-	-	-	-	-	-	14	4,12
UPE	-	-	-	-	-	-	-	-	-	-	11	3,24	-	-	-	-	11	3,24
UP	23	6,77	-	-	-	-	-	-	2	0,59	-	-	-	-	1	0,29	26	7,65
Rhodes	8	2,35	-	-	3	0,88	-	-	-	-	-	-	2	0,59	1	0,29	14	4,12
Unibo	68	20,00	-	-	4	1,18	-	-	7	2,06	1	0,29	-	-	-	-	80	23,53
UCT	58	17,06	-	-	-	-	-	-	1	0,29	-	-	5	1,47	-	-	64	18,82
Medunsa	53	15,59	-	-	1	0,29	-	-	1	0,29	-	-	-	-	5	1,47	60	17,65
PU for CHE	7	2,06	1	0,29	26	7,65	-	-	-	-	-	-	-	-	-	-	34	10,00
US	25	7,35	-	-	-	-	-	-	-	-	-	-	-	-	-	-	25	7,35
Venda	2	0,59	-	-	10	2,94	-	-	-	-	-	-	-	-	-	-	12	3,53
TOTAL	244	71,77	1	0,29	58	17,06	-	-	11	3,24	12	3,53	7	2,06	7	2,06	340	100%

A total of 244 (71,77%) of the respondents representing different universities have indicated that the status of their campus protective centre is known as campus control. Likewise, 58 (17,06%) indicated the status of their protective unit as protective services. This perception is more or less in line with that of 12 (3,53%) respondents who indicated their status as technical services.

Closer scrutiny of this table reveals that 58 (17,06%) respondents at the University of Cape Town preferred campus control as the appropriate name of their protective services compared to 53 (15,59%) of the respondents at Medunsa, 68 (20%) at the University of Bophuthatswana, 25 (7,35%) at the University of Stellenbosch and 23 (6,77%) at the University of Pretoria. Twenty-six (7,65%) of the respondents at the Potchefstroom University and 14 (4,12%) at the University of Natal (Pietermaritzburg campus) elected to adopt the status of protective services. At the University of Bophuthatswana, 7 (2,06%) respondents compared to only 2 (0,59%) of the respondents at the University of Pretoria perceived their status as a security department.

From the information contained in Table 3.1, it is evident that Southern African University campuses experience some degree of inconsistency pertaining to the status of their respective campus protective system.

TABLE 3.3: RANK OF RESPONDENTS IN CAMPUS PROTECTIVE SYSTEM

Institution	RANK IN CAMPUS PROTECTIVE SYSTEM																	
	Dep-Sub-Head Chief Director		Sergeant		Patrol Officer		Gr. 1		Gr. 2		Gr. 3		Other		Unknown		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	-	-	1	0,29	7	2,06	-	-	-	-	-	-	6	1,77	-	-	14	4,12
UPE	-	-	-	-	10	2,94	-	-	-	-	-	-	1	0,29	-	-	11	3,24
UP	1	0,29	1	0,29	1	0,29	6	1,77	4	1,18	3	,088	5	1,47	5	1,47	26	7,65
Rhodes	-	-	-	-	5	1,47	-	-	-	-	-	-	3	,088	6	1,77	14	4,12
Unibo	3	0,88	4	1,18	16	4,71	5	1,47	6	1,77	34	10,00	7	2,06	5	1,47	80	23,53
UCT	6	1,77	3	,088	39	11,47	2	0,59	1	0,29	-	-	13	3,82	-	-	64	18,82
Medunsa	2	0,59	1	0,29	16	4,71	3	,088	5	1,47	7	2,06	14	4,12	12	3,53	60	17,65
PU for CHE	5	1,47	3	,088	8	2,35	-	-	-	-	2	,059	13	3,82	3	,088	34	10,00
US	-	-	-	-	5	1,47	3	,088	5	1,47	-	-	9	2,65	3	,088	25	7,35
Venda	-	-	-	-	2	0,59	-	-	2	0,59	-	-	2	0,59	6	1,77	12	3,53
TOTAL	17	5,0	13	3,82	109	32,06	19	5,59	23	6,77	46	13,53	73	21,47	40	11,77	340	100%

However, there is consistency in Table 3.2 pertaining to the status of rank in Southern African campus protective systems, i.e. "Head", "Chief", "Director" or "Deputy Head", "Deputy Chief" and "Deputy Director" for the most senior employee and commanding officer, and "Sergeant" or "Patrol Officer" for his subordinates according to seniority of which the former totalled 17 (5%) and the latter 283 (83,24%).

3.4   RECENT TRENDS IN CAMPUS PROTECTION

Recent university campus policing in the United States of America reflects to some extent its rapid growth and has inadequate guidelines for reorganizing campus security or initiating new campus police agencies. Many campus security or police agencies are modelled after local police departments where a university is located and are therefore questionable. Campus police (security) officers in this type of model department (agency) are usually trained at local police training colleges in basic procedures, duties, rules, and regulations whereby a "police philosophy" is acquired. University campus policing however requires a middle road to be successful and to contribute in maintaining a peaceful campus (Powell, March 1971: 20-21).

The strictly police approach to infractions of the law by students on campus which do not warrant arrest and many times are the result of a student being maladjusted in his own attitude toward the law, morals, social concepts, and society in general, quickly alienates a university student community. It also results in the campus police (security) force becoming a minority group removed from the flow of campus life and activity. Consequently, this image can foster dissent and violence and can be used by hard-core extremists to enlist masses of students in violent confrontation (Powell, March 1971: 21).

Another prevalent but rapidly disappearing university campus police (security) force today, is the door-checking watchman-type operation managed by the head of maintenance or buildings and grounds. This type of policing cannot cope with the existing campus problems of recent times and does little to prevent campus situations which can grow and accelerate in violence, injury, damage to property,

and general disorder when allowed to grow and accelerate unattended (Powell, March 1971: 20-22).

Contract private guard service or agency, contract local police force, and hiring of private security officers and qualified directors of security services, have been found on some university campus in North America today. A number of these universities feel that it is more economical and administratively easier. Powell (March 1971: 22) established that one of these universities administered and controlled by the State, used a job description written for guards in mental institutions and that the authorities could not see any difference in these duties. State universities were found with low-level security operations which failed to prevent or alleviate campus disorder and violence through intelligent preparedness and handling. It was also established that many university administrators have no knowledge about security and are consequently easily convinced at first but later disillusioned when the hired security guard is unmotivated, untrained, inexperienced, poorly supervised, and generally not competent to cope successfully with all campus security problems. Another university campus had contract guards alternately between guarding a large brewery and the campus. They were unable to differentiate between their responsibilities with regard to each establishment. This type of campus policing (security) operations proved to be unable to contribute towards the prevention of student disorder or handling situations involving students which actually call for good judgement, ability to converse, reason, and intelligent action because it is a secondary job and has no real reason or motivation (Powell, March 1971: 21-22).

Smith (1988: 81-92) states that crime on campus is subjecting institutions of higher learning and those who run them to a broad new field of civil liability for money damages. Campus decision-makers are at risk unless they act firmly to ensure that a bad situation is not made worse by the failure of the institution to take reasonable steps to protect its students and employees from the ravages of crime. It will mean more campus protective services and higher insurance rates for universities. Several American court cases held since 1984 (Peterson v. San Francisco Community College District and Miller v. State of New York) that plaintive could sue an institution of higher learning for injuries received, in an

attempted rape at a university parking lot and a rape in a dormitory of a university. In the case of Duarte v. State, the defendant was sued for deceit and misrepresentation in the offering of safe dormitory facilities. Plaintive was sexually assaulted and murdered in her dormitory at the university. The university authorities were aware of increased violence on the campus but failed to give necessary warning of it. Where no violent crime existed on campus the plaintiffs lost, e.g. in the case Relyea v. State university students were abducted and murdered when they returned to their motor vehicle after attending an evening class. There had been no forceable danger on campus. The foreseeable American doctrine has become firmly implanted at all universities and colleges. In its essence, it casts upon the institution the duty of protecting those whom it invites onto its campuses and into its programmes from dangers that the institution could have foreseen, either because of a history of crime or because of the dangerousness of persons involved. It represents a departure from the older rule, which imposed a duty on a property owner to warn invitees only of physical dangers in the property itself. Under the old rule, criminal act by third persons could not be characterised as a "dangerous condition" of the real estate.

College and university administrators have many reasons to want to avoid adverse publicity about their institutions. Reports of crime on campus discourage potential students and faculty members. It is detrimental to the establishment of enrollees in order to justify budgets and programmes. Criminal investigations take up much time and are fraught with potential disaster for an administrator who bungles things which can result in damaged institutional morale and reputation or possible civil liability upon the institution and even administrators personally. Crime may be a fact of campus life, but the trained administrator who is forewarned and forearmed can assure that his or her institution will not have to cover before it (Smith, 1988: 81-92).

3.5   SUMMARY

Professional university campus policing has come to stay and is firmly established at many universal educational institutions. Although relative calm now prevails on campus, some campus administrators, however, do not face up to the need for

a professional campus orientated approach to meet the challenge of increasing crime including malicious damage to property, assault, rape, theft, robbery, and possible acts of terrorism, threats to personal safety, and escalating political demonstrations. A professional campus orientated policing or security department or agency has proved to be necessary in order to ensure the safety and well-being of university students, faculties, and staff.

CHAPTER 4

OCCUPATIONAL ENTRY AND SOCIALIZATION

4.1 INTRODUCTION

Smit (1981: 146-177) states that occupational socialization is the process by which the individual identifies with his or her occupation as a social construct and with the associated role of an occupation. This process acts in two directions, i.e. from the recruit to the occupational environment and vice versa. It involves both the acquisition of occupational skills and the acceptance of values, norms and behavioural patterns. It is a process which should result in naive idealism being replaced by informed idealism, but it may have the unintended effect of merely converting idealism into cynicism. The objectives of socialisation include identification, adaptation and conformity. These are achieved through interaction, assimilation, control and training.

According to Smit (1981: 146-177), the novice enters the socialising environment with certain expectations of the occupation and of the occupational socialisation. These expectations are formed during anticipatory socialisation and, if they are distorted or dysfunctional, they have to be corrected during formal socialisation. By its very nature socialisation is not only the cause of certain training dysfunctions, but is also prime reason of such dysfunctioning as cynicism, alienation, occupational anomie and role conflict. In the case of the campus protective system the socialising environment is at the same time a total institution, a bureaucracy and a body aspiring to professional status. These different and sometimes conflicting characteristics hamper socialisation because different goals are set and different methods are used to realise them.

Yale University in the United States of America is believed to be the first educational institution to establish a campus police or protection department (Chapter 3). It followed about sixty-five years after Sir Robert Peel introduced an organizational model in England, viz. the London Metropolitan Police

Department which, in turn, was followed by most Western police agencies since that time. Campus policing or campus protective services thereafter floated somewhere between watchman-style organizations and those oriented towards the Peelian model for municipal policing until the beginning of the mid-sixties when campus police or protective agencies were faced with the dramatic increase of violence, mass demonstrations and crime which demanded the municipally oriented enforcement model. As social unrest today is universally no longer a major problem and since university campuses are confronted with many of the same crime problems found in other communities, a need exists to develop safety measures to assure that campus community members are being protected whilst the calls for non-emergency service and non-enforcement responsibilities presently outnumber the national police-type protection at most campuses. The local police and municipal police orientation and police-type recruitment and training therefore can no longer keep pace with the special protective problems and many varied responsibilities which confront universally campus protective agencies today. This demands special recruitment and training programmes that can be frustrating to campus protection who have only been submitted to and provided with primarily law enforcement recruitment and training. The solution to these problems and responsibilities can be the resources available at most universities which should make it possible for campus protective departments to develop their own recruitment and training programmes (Meadows, September 1984: 60-61; Morgan and Schoemaker, July-August 1981: 32-40).

The selection and training of these campus protective, security or public safety personnel, are major responsibilities of the university campus protective chief, security head or public safety director. It must however be stressed that the procedures, type of operation and personnel are more important than an institution's name in establishing the proper image. The effectiveness of any university campus protection, security or department of public safety programme will depend largely on the campus protective, campus security or campus public safety personnel who have the responsibility of carrying out its daily functions (Powell, 1981: 47-53).

4.2 RECRUITMENT

The personnel management-process for any organization to survive is aimed to secure potential qualified members. University campus protection personnel must therefore be selected and effectively trained and, in turn, must maintain the required efficiency and improve the quality of this system by adopting knowledge and internalizing the accepted expectations of their vocation during campus protection (policing).

Budgetary considerations such as financial restraint are largely the base when formulating any university campus protective system because many academic programmes face serious resource and faculty retrenchments. The campus administrators of the Glendale College, California, in the United States of America recognised that a better-trained and more complete campus protective system was needed to service their 12 000 students and 600 staff in 1982. Their budgetary restraints, however, prohibited a full-time protection programme and led to a decision to staff the force with qualified criminal justice students in order to provide twenty-four hour coverage on weekends and holidays, and approximately eighteen hours of protection during each weekday which could vary depending on needs. In conjunction with the criminal justice programme, local law enforcement agencies and the Dean of Student Affairs, student safety officers were recruited and trained to assume the delicate task of campus protection. The students selected were carefully screened to assure they understand the primary mission of campus protection i.e. the service to a highly educated, freedom-oriented community. Many of these student officers enter campus protection upon graduation. Their participation in the campus protective programme has therefore provided them with practical experience which all serious-minded and employment-seeking students need. The complexity involved in contemporary protection is an outcry for campus protective employees prepared with all qualities higher education has to offer. The value of learning gained through everyday experiences is not diminished. This combination is unbeatable (Meadows, July-August 1984: 22; Meadows, September 1984: 60).

Identifying student volunteers was also part of a community protection programme by the Department of Public Safety at the Michigan State University in the United States of America. It was preceded by a scientific study addressing pressing issues such as student attitudes towards campus protection officers, the nature and extent of the campus crime rate, nature and effectiveness of services rendered to students, and personal contact with campus protective officers. Criticism were inter alia, that it is easier to organize a Neighbourhood Watch System because students were concerned about their property. However, it was argued that students do not own their hostel rooms, often have not yet started a family and that they belong to an age group where their senses of responsibility does not extend beyond the call of their studies. It was further questioned whether students should volunteer to engage in community campus protection when they could be indulging in study and socializing with their counterparts. The critics were proved to be wrong (Potgieter, 1994: 21-23).

Student volunteers known as "Community Police Officer coordinators" were soon established and formed the "solid core" of the campus protective department's functional operations using their own talents and innovations to reduce campus crime and related problems in their area of the campus. Their responsibilities were to build respect and trust, organise and operate the prevention of lost property programmes, establish a local office in a beat area which was equipped with a telephone and an answering machine, identify other student volunteers and resources, assess the nature and extent of the crime problem in their area, assess other student social problems, develop strategies, implement innovative programmes, monitor and adjust results where necessary, promote campus protective goals, and introduce the campus protective personnel to the student community (Potgieter, 1994: 23-25).

Several other benefits and values emanating from student auxiliary protective assistance are assured, viz.:

(1)   They are less expensive than regular campus protective employees.

(2)	They provide an extra set of eyes and ears as well as support in some security functions (e.g. parking enforcement).

(3)	They provide an outstanding mechanism for positive community relations because member students interface with the population on a day-to-day basis which also offers the community a chance to observe that the campus protective department can have some empathy for what they are experiencing It also brings about job experience, the benefits of creating references for future job seekers after graduating as well as a monetary benefit, and a supplement to the education of these students that will be useful to them in their future careers (Allen, May-June 1992: 23-25; Bachman, November-December 1986: 18-19; Smith, 1988: 229-232).

Personnel and organizational superiority can be approached through better personnel management.   Many American campus protective agencies have invested much time and effort in developing fairly extensive sophisticated procedures for personnel recruitment and selection because they have come to realize that their success is dependent upon personnel performing positively on a daily basis throughout their organization.   Background investigations, interviews, written tests, educational qualifications, physical tests, medical checks and oral review boards are examples of preconditions and requirements which prospective employees must overcome for many university campus protective agencies of their public safety departments (Bromley, March-April 1982: 36).

Recruitment of candidates for a campus protective system can commence after introducing the cadet programme which is distributed with application forms. In order to ensure a sufficient number of applicants from which the system can selectively choose the most qualified, aggressive methods of making positions known to prospective applicants are implemented, i.e. the formal basic type (university newspaper, radio, bulletin board, and employment service advertisements) and the informal basic type (dissemination of information about position availability by word of mouth and personal contacts). Positive recruiting efforts can be made by campus protective personnel who can win the interest of relatives and friends because professional oriented and efficient good personnel

will usually recruit equally competent individuals. Military discharge depots, national police departments, and university criminal justice or law enforcement departments or programmes can prove to be a most fertile field of recruiting. A blind advertisement in a local newspaper is also recommended (Bordner and Petersen, 1983: 81; Powell, 1981: 55-56).

All benefits of the university campus protective system (e.g. salaries, promotion, medical care, pension, vacation, fringe benefits such as uniform allowance, accommodation, education- and sport facilities, etc., must be attractive and competitive with other systems in order to compare favourably during recruiting efforts and thereby convincing applicants of the maturity and high standard of the institution. The criteria for candidates during the cadet recruitment programme can be national citizenship, physical abilities, educational qualifications, previous experience, drivers' license, no criminal convictions, have a career interest in university campus law enforcement and commitment to a period of duty (Bachman, November-December 1986: 18-19; Powell, 1981: 53-55).

As not everyone is suited to be a campus protective officer, the recruitment of proper candidates is important. An application or a resume is a one-way communication process because the data recorded is one-dimensional. Due to a background investigation costs, the majority or the document verification process is usually done in the final stages of applicant review after the interview which must be both objective and subjective. Objectivity ensures that inappropriate bias or disqualification from employment for improper or illegal reasons will not occur. Subjectivity is important because intuitive analysis can allow perception beyond what the candidate is projecting or trying to portray. The experienced administrator will see firsthand poor or undesirable employee performance or conduct during the interview process. Signals given by the candidate or encouraged by the interviewer can enlighten the interviewer to critical areas of supervisory and managerial ability and provide clues to the candidate's true personality and work habits. The more substantial the areas covered during the employment interview, the more quantitative the analysis will be (Allen, May-June 1992: 23-24; Bias, March-April 1992: 24; Meadows, July-August 1984: 23; Meadows, September 1984: 60).

Students failing the recruitment phase should be advised of the reasons and counselled on how to correct deficiencies or pursue other career options. A failure does however point out potential problem areas that may impede employment with some agencies (Allen, May-June 1992: 23-24; Bias, March-April 1992: 24; Meadows, July-August 1984: 23; Meadows, September 1984: 60).

Etheridge (1958: 60) stresses that the management of personnel in a campus protective system was one of the most important aspects contributing to success. To maintain efficiency and improve quality the staffing, staffing the best man or woman should be selected and should continue to work at peak efficiency in the system. Any doubt that might exist in the minds of those in the selection process should be resolved in favour of the campus protective system involved.

It is also emphasized by Bordner and Petersen (1983: 81) that the survival of any campus protective organization necessitated a pool of potential members from which to draw, procedures and processes to weed out qualified from unqualified applicants and processes for training those selected to become effective, participating members of the organization.

4.3 SELECTION

The determination of better quality candidates during the selection process of the personnel for a campus protective system is never an easy task. It is one of the most critical factors in determining the overall effectiveness of this system. When a campus protective officer interacts with personnel and students of his or her university as well as members of the public they become officers of a police force in the eyes of all the citizens. When such an officer makes a positive public impression, the system can expect public support, but when the impression is negative, the result thereof can be public criticism and reduced community backing. This underlines the fact that the most critical element in campus law enforcement and protection is people. The selection process of campus protective personnel is therefore an important component of the personnel function in law enforcement administration. It is an encumberment on every protective

administration to give due consideration and diligent effort when selecting the most qualified and suitable individuals. The head, chief or director of the protective operation should make the final decision in regard to who is employed to serve under his command. It is logic that the basic principles of a selection process apply to the selection of factory workers or teachers, lecturers as well as campus protective officers. Every profession has, however, special requirements, standards and characteristics for its employees. A campus protective system is no exception to the rule (Avery, March-April 1992: 24; Nichols, June 1987: 25).

Qualities required for a good campus protective male or female officer can be divided into four categories, viz. physical characteristics, emotional characteristics, intellectual characteristics and moral characteristics, e.g.

(1) Physical fitness is required for normal protection conditions when criminals have to be pursued in a swift manner for their successful apprehension at all times. However, good vision and good hearing are other important physical requirements. Colour identification is an important aspect in the description of a suspect's clothes or vehicle. Identifying strange or unusual sound can alert protective officers and prevent crime, injuries or death.

(2) Understandably, protective personnel could lose his or her temper in a situation of insult, abuse and physical assault. Although emotions are an inextricable part of life, it is important that protective personnel control their emotions. Emotional preparedness ensures situations being dealt with professionally. Emotional stability is of great importance in terms of maintaining discipline.

(3) Intellectual characteristics include writing and reading skills, verbal communication, attentiveness and effective decision making. Protective duties require much written work such as keeping of registers, issuing of permits and writing reports, etc. Skilful verbal communication and written proficiency will always remain effective tools for campus protective officers. Skilful use will often diffuse any situation before the use of force. Being observant has to be linked to decision making. All protective officers

should be able to judge any situation quickly and objectively and act accordingly. A wrong decision could result in wrongful arrest, unnecessary lawsuits and other legal embarrassment.

(4)   Dependability, honesty, trust and loyalty fall under moral characteristics which are important for a protective employee providing a service. He or she does not arrest an offender for removing university property from campus without permission while doing the same him- or herself. Loyalty of a protective employee may be the dividing line between crime and crime prevention, and could be a decisive factor in life and death (Du Preez, 1991: 164-166).

Powell (1981: 56) emphasizes that university campus protection personnel are not like any other employees of the institution. They must be depended upon not only to exercise the best of judgement, often under pressure, but they must be absolutely honest and passes good moral character. They will usually have master keys to all areas, will be exposed to all sorts of situations and temptations and will in effect be largely responsible for the university protective department's image on campus.

It was indicated by Du Preez (1991: 166-168) that other qualities also had to be met by campus protective employees such as tidiness, good office administration and proper telephone manner, e.g.

(a)   A neat dressed, smart and alert protective officer on duty when a member of the public enters the premises of a campus protective system projects a confident image which demonstrates to the public that the officer has faith in his or her employer and working conditions. Protective employees' uniforms should be practical and serviceable that conforms to their work. Their uniforms should always be clean, crisp and neatly pressed. Hair should be neat and ladies' hair worn away from the face at all times to prevent a wrongdoer from grabbing her hair and hindering or hurting her in this way.

(b) The workplace must be kept tidy at all times. In a tidy environment it is easy to spot unfamiliar or suspicious objects or parcels. Likewise, all books and registers must be kept tidy and up-to-date. Entries in registers may under no circumstances be erased, deleted or removed which could lead to deceit and falsified entries. Complete and up-to-date registers enable the head of protection to deal with matters efficiently. Well-kept administrative journals also speak of a competent worker who takes pride in his or her duties.

(c) The protective officer is often the first person who comes into contact with outside telephone calls. The calls should be answered clearly and courteously and the telephone should never be left to ring incessantly. Calls should be answered promptly, since it could always be someone phoning to report an emergency. Unnecessary and long private conversations on the telephone should be avoided, since this blocks the telephone lines. A well-answered telephone call may contribute towards prevention of a fire, an injury or a crime.

Characteristics of university campus environment and conditions to which campus protective officers must adjust to are -

(i) a rather select clientele, compared to the general public outside the campus environment, and who tend to be largely middle to upper-middle class students comprising primarily of young, highly educated individuals, all directly or supportively in the business of higher education;

(ii) a different and unique philosophical orientation to law enforcement emphasizing crime prevention and service over strict law enforcement and arrest;

(iii) a physical environment of an "open access campus community" but still relatively close boundaries with unique characteristics of freely student walks-about at the administrative, educational and residential campuses

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during all hours of the day and night, whilst parking and vehicular traffic is normally congested during lecture hours;

(iv) a campus crime situation mostly in property theft and public order categories with few violent and other serious crimes;

(v) a more vigorous social life than the traditional community which include major sport events, modern concerts, fraternity and sororate parties, etc. The use of alcoholic beverages are usually the rule than the exception and which often produces violations and misconduct;

(vi) there usually exists an internal discipline process for student misconduct that is often used as an alternative to arrest by the campus protective administrators, and

(vii) additional and varied functions that are not traditional law enforcement responsibilities, such as parking enforcement, building security, escorting females, fire safety inspections, and other protection related activities (Nichols, June 1987: 25).

Because campus protective systems differ distinctively from a national-type police force, candidates must be screened carefully to ensure their compatibility with the campus environment. Candidates must therefore complete a detailed application form which should list the applicant's history of education, employment, addresses and similar background information. Prior to checking the background, an interview must be conducted with the applicant to ensure an understanding of job concepts. The chief, head or director of the system should make sure that he or she is fully informed and that their entire adult life is accounted for. Where an unexplained break is shown, the applicant must be asked to give an explanation. This is also applicable regarding the violation of any law or crime convictions. Consequently, the applicant should sign a statement authorizing the release and checking of records pertaining to him (Allen, May-June 1992: 24; Nichols, June 1987: 25-26; Powell, 1981: 56-57).

Because interviewers have different levels of interviewing experience and opinion of qualities in a candidate which cloud the issue of whether he or she is worthy of further consideration, an objective and logical guide for interviewers to use when evaluating each applicant or candidate was developed by Raph R. Avery, an American lecturer in Criminal Justice and an expertise of Campus Public Safety (protection, policing, etc.) at the Wheaton College, Norton and at the Northeastern University. This guide or applicant evaluation form with scales of evaluation, e.g. -

(0-6)   Unsatisfactory - Poor - Fair - Satisfactory - Better than Average - Very Good - Excellent,

for each item of the form, is divided into three categories, i.e.

(aa) Experience and Training (relevant information);

(bb) Interview (impressions of punctuality, appearance qualities, physical fitness, writing skills during application, oral skills during interview and impressions of replies to insightful or relevant questions); and

(cc) Impressions (major impressions of applicant's replies to questions during the interview, assertiveness or confidence, self-understanding, moral character or integrity, understanding of public safety, campus protection, policing, etc., cooperation with other officers, disciplined to enforce laws and regulations appropriately, and reliability to work) (Avery, 1992: 22-23).

Obviously, the needs of each campus protective system are different. However, this form can be modified to meet each specified need. It should guide interviewers in assessing candidates similarly and based on valued qualities. Valuable time and finances can be saved if applicant's physical agility, and a written test designed to measure the individual's IQ and particularly to determine whether he or she can express themselves well enough in writing to compose a coherent, legible report, employing correct spelling and grammar which is indispensable for campus protection, is evaluated before checking all information

and documents. This must be obtained prior to and during the interview. This will decrease the number of less desirable applicants and dilemmas for the system. In the event of passing fitness, IQ and written tests successfully, the next step would be the thorough investigation of all documents and information as well as submitting the applicant's fingerprints to the national police record bureau for clarification. The final step in the screening process entails a complete and detailed background investigation. This should be performed in person by the director, chief or head of the system for effective information rather than incompetent personnel which usually result in civil actions for negligent appointment, negligent assignment, inadequate training, inadequate supervision, etc (Doran, September-October 1982: 20; Powell, 1981: 56-62).

4.4 OCCUPATIONAL SOCIALIZATION (TRAINING)

Training campus protective personnel and students is needed on all campuses. They must be taught how to avoid being victimized, and administrators must be trained both in crime avoidance and in successful dealing with crime after it occurs.

Smit (1981: 146-183) states occupational socialisation is the process by which individuals become part of any occupation. It is a process that acts in two directions, viz. from the recruit or applicant to the occupational environment and vice versa. It involves both the acquisition of occupational skills and the acceptance of values, norms and behavioural patterns. It is a process which should result in naive idealism being replaced by informed idealism, but it may have the unintended effect of merely converting idealism into cynicism. The goals of socialisation include identification, adaptation and conformity. These are achieved through interaction, assimilation, control and training.

The novice enters the socialising environment with certain expectations of the occupation and of occupational socialisation. These expectations are formed during anticipatory socialisation and, if they are distorted or dysfunctional, they have to be corrected during formal socialisation. By its very nature socialisation is not only the cause of certain training dysfunctions, but is also a prime reason

for such dysfunctioning as cynicism, alienation, occupational anomie and role conflict. In the case of the protective system the socialising environment is at the time a total institution, a bureaucracy and a body aspiring to professional status. These different and sometimes conflicting characteristics hamper socialisation, because different goals are set and different methods are used to realise them (Smit, 1981: 146-183).

The foremost *raison d'etre* for any campus protective system is the enhancement of function. Its primary function is protection of assets including people, property and information of which the people are the most valuable asset. Skill improvement to address these concerns, and the promotion of positive attitudes and internal harmony within the system, are matters to be addressed by a well-constructed training programme. Image enhancement will consequently be a major function served by a comprehensive staff development and followed by a concerted public relations effort (Linetty, March-April 1983: 34).

Failing to train university campus protective personnel is detrimental to a member, the system, the institution as well as the staff and students. The vast array of duties which the protective officers are expected to perform could not conceivably be accomplished without basic and ongoing in-service training as well as complete documentation thereof in the officer's personal file. Training has always been one of the major considerations for a campus protective system. Formerly, the only training provided for most campuses was on-the-job training in which the new officer would "break in" with an experienced officer (Harman, May-June 1992: 35; Powell, 1981: 62).

TABLE 4.1: LENGTH OF RESPONDENT'S PROBATION PERIOD IN CAMPUS PROTECTIVE SYSTEM

| Institution | LENGTH OF PROBATION PERIOD | | | | | | | | | | | | |
| | None | | 1-6 Months | | 7-12 Months | | 12 and more months | | Not applicable | | Unknown | | Total | |
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	-	-	-	-	-	-	12	18,75	2	6,91	-	-	14	4,12
UPE	-	-	11	7,05	-	-	-	-	-	-	-	-	11	3,24
UP	4	19,05	3	1,92	4	12,90	4	6,25	6	20,69	5	12,82	26	7,65
Rhodes	-	-	9	5,77	-	-	2	3,12	-	-	3	7,69	14	4,12
Unibo	5	23,81	46	29,49	4	12,90	11	17,19	3	10,34	11	28,21	80	23,53
UCT	1	4,76	56	35,90	1	3,23	-	-	4	13,79	2	5,13	64	18,82
Medunsa	5	23,81	6	3,84	6	19,36	24	37,50	5	17,24	14	35,90	60	17,65
PU for CHE	6	28,57	18	11,54	3	9,68	1	1,56	3	10,34	3	7,49	34	10,00
US	-	-	7	4,49	9	29,03	4	6,25	5	17,24	-	-	25	7,35
Venda	-	-	-	-	4	12,90	6	9,38	1	3,45	1	2,56	12	3,53
TOTAL	21	100	156	100	31	100	64	100	29	100	39	100	340	100,00

TABLE 4.2: LENGTH OF RESPONDENT'S BASIC TRAINING PROGRAMME IN CAMPUS PROTECTIVE SYSTEM

Institution	LENGTH OF BASIC TRAINING PROGRAMME															
	None		1-3 Months		4-6 Months		7-12 Months		12 and more months		Not applicable		Unknown		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	5	6,02	2	1,54	-	-	1	25,00	-	-	6	12,00	-	-	14	4,12
UPE	-	-	1	0,77	-	-	-	-	-	-	-	-	10	20,83	11	3,24
UP	6	7,23	12	9,23	-	-	-	-	3	60,00	2	4,00	3	6,25	26	7,65
Rhodes	-	-	2	1,54	2	10,00	-	-	-	-	3	6,00	7	14,58	14	4,12
Unibo	30	36,15	34	26,15	-	-	-	-	1	20,00	6	12,00	9	18,75	80	23,53
UCT	10	12,05	28	21,54	9	45,00	1	25,00	-	-	9	18,00	7	14,58	64	18,82
Medunsa	15	18,07	24	18,46	6	30,00	1	25,00	-	-	5	10,00	9	18,75	60	17,64
PU for CHE	9	10,84	19	14,62	1	5,00	-	-	-	-	4	8,00	1	2,08	34	10,00
US	-	-	6	4,61	2	10,00	1	25,00	1	20,00	15	30,00	-	-	25	7,35
Venda	8	9,64	2	1,54	-	-	-	-	-	-	-	-	2	4,18	12	3,53
TOTAL	83	100	130	100	20	100	4	100	5	100	50	100	48	100	340	100,00

TABLE 4.3: LENGTH OF RESPONDENT'S IN-SERVICE TRAINING BY CAMPUS PROTECTIVE INSTITUTION

Institution	LENGTH OF IN-SERVICE TRAINING															
	None		0-1 Week		2-4 Weeks		5-6 Weeks		6 and more weeks		Not applicable		Unknown		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	2	15,39	1	2,08	5	3,97	-	-	1	7,69	5	6,41	-	-	14	4,12
UPE	-	-	-	-	-	-	10	52,63	-	-	-	-	1	2,33	11	3,24
UP	3	23,08	8	16,67	8	6,35	-	-	-	-	1	1,28	6	13,95	26	7,65
Rhodes	-	-	3	6,25	3	2,38	-	-	1	7,69	3	3,85	4	9,30	14	4,12
Unibo	2	15,38	2	4,17	40	31,75	4	21,05	2	15,39	18	23,08	12	27,91	80	23,53
UCT	3	23,08	20	41,67	8	6,35	-	-	3	23,08	22	28,21	8	18,60	64	18,82
Medunsa	2	15,38	3	6,25	38	30,16	1	5,26	1	7,69	8	10,25	7	16,28	60	17,64
PU for CHE	-	-	5	10,41	19	15,08	2	10,53	1	7,69	4	5,13	3	6,97	34	10,00
US	1	7,69	-	-	1	0,97	2	10,53	4	30,77	16	20,51	1	2,33	25	7,35
Venda	-	-	6	12,50	4	3,17	-	-	-	-	1	1,28	1	2,33	12	3,53
TOTAL	13	100	48	100	126	100	19	100	13	100	78	100	43	100	340	100,00

In-Service Training Programmes
Figure 4·1

Legend:
- 0 weeks
- 0-1 weeks
- 2-4 weeks
- 5-6 weeks
- 6+ weeks

Categories: Natal, UPE, UP, Rhodes, BOP, UCT, Medunsa, PUC, Stell., Venda
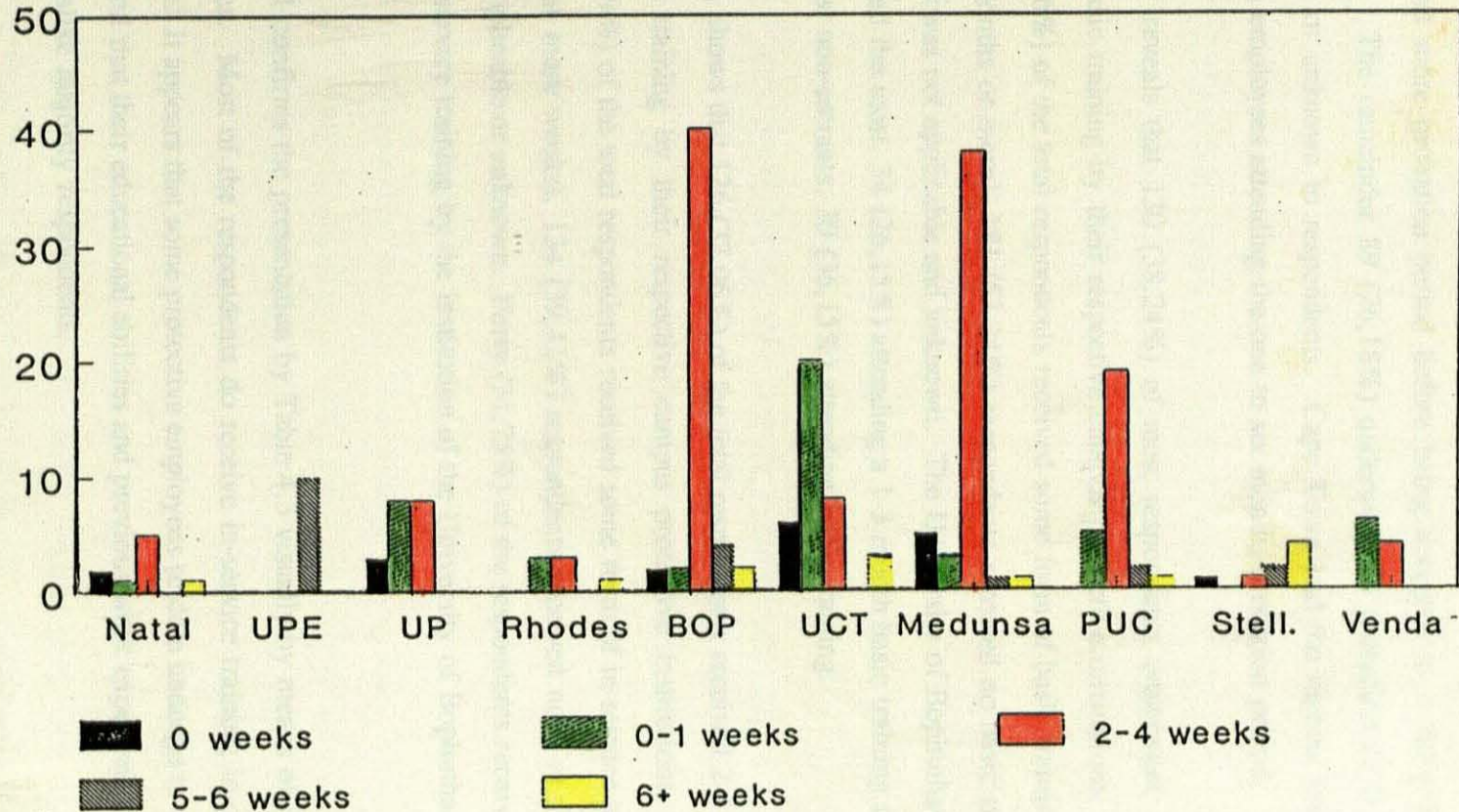
According to Table 4.1, most campus protective employees undergo a probation period, namely 156 (45,89%) underwent a one to six months probation period, 31 (9,12%) a seven to twelve months probation and 64 (18,82%) a twelve months and more probation period before being accepted as a fully fledged colleague. The remainder 89 (26,18%) underwent no probation or it is not applicable or unknown to respondents. Cape Town had the highest level, 56 (35,90%), employees attending the one to six months probation period.

Table 4.2 reveals that 130 (38,24%) of most respondents underwent 1 to 3 months basic training by their respective campus protective institutions, whilst 159 (46,76%) of the total respondents received some form of basic training (i.e. 1 to 12 months or more), 181 (53,24%) respondents received no basic training at all or it was not applicable and unknown. The University of Bophuthatswana (Unibo) had the most, 34 (26,15%) attending a 1-3 month basic training as well as the most non-entrants, 30 (36,15%) attending basic training.

Table 4.3, shows that 126 (37,06%) of the total respondents received 2-4 weeks in-service training by their respective campus protective institutions, whilst 206 (60,59%) of the total respondents received some form of in-service training (i.e. 1-6 or more weeks), 134 (39,41%) respondents received none at all or it was not applicable or unknown. Forty (31,75%) of the respondents received 2-4 weeks in-service training by the institution of the University of Bophuthatswana (Unibo).

Figure 4.1 confirms the presentation by Table 4.3 visually by means of various frequencies. Most of the respondents do receive in-service training in campus protection. It appears that some protective employees seldom undergo in-service training and that their educational abilities and previous work experience are the lowest, unlike majority respondents.

Difficulties can occur in establishing adequate training programmes for university campus protective officers irrespective of the department's size. Reasons such as no mandatory minimum standards of training for any law enforcement officer, problems in scheduling, instructor's adequacy and time availability, adequacy of

instructional location and material, etc., can often be cited as a motive not to offer in-house training programmes. This should not overshadow the need for some form of in-service training for protective officers. An existing training facility of any policing or Criminal Justice department in the area to draw upon could be beneficial. However, training campus protective officers in a national police school, college or academy, or in a provincial, municipal or security training centre for law enforcement, has its weaknesses. These training institutions offer training in topics that may not be totally relevant to the campus protective system. They are also inclined to adopt a police philosophy which places too much emphasis on arrest, use of weapons, defensive tactics, and police procedures instead of preventative measures against crime. Outside training may further persuade campus officers to join these institutions at the cost of their relevant campus system. Any university must finally decide what training resource to identify. Whether there is any or none and bearing in mind the factors of a candidate's prior experience, training necessities and cost-effectiveness of various training programmes, it must be determined in the shortest period of time what the most comprehensive training is available for all personnel (Bromley, January-February 1981: 36; Powell, 1981: 62-65).

Powell (1981: 63) warns against the implementation of too many training programmes thrown together merely because someone has suggested the need for training. He emphasized that the subject matter of these programmes is not well thought out but depends too much on "who can we get to talk". A campus protection head, chief or director should have the major responsibility to set up and administer his or her system-orientated training programme which should be fundamentally an in-house training programme that follows a regular schedule and carefully formulated curriculum. One individual can be designated as training officer, in addition to other duties, and assume the responsibility for administering the training programme for larger campus protection systems. However, a uniform training programme for all campus protection officers can be set up by national coordinators in all regions whereby travelling costs, etc., can be minimized.

A regular variable among American students and practitioners of campus protective administration, is in-service training which is either pursued with vigour, totally ignored, or given passive recognition. The first is the least popular. Passive recognition is a larger category whilst a great number are rather stymied in initiating a programme that would suit their needs and the needs of the campus community than purposefully ignoring it. Unfortunately, the conditions of the national economy and consequently the budget of a university campus protective system is the first most important consideration to conduct for in-service training programmes. However, the head, chief or director of the system should make a concerted effort to obtain the necessary funds when insufficient funds exist because the continuous training of campus law enforcement personnel is vital to maintain an efficient and effective professional campus protective system. Lack of knowledge could also result in illegal acts by protective officers and subject the institution and the system to costly and time consuming legal suits in addition to possible criminal and civil action against the personnel involved (Dowling, July-August 1982: 44; Strunk, July 1978: 45).

Prior planning is fundamental to any successful training programme whether it be the selection of instructors, determining the subject matter or any other aspect of training. Dowling (July-August 1982: 44), who is a member of the American Training and Professional Development Committee of the International Association of Campus Law Enforcement Agencies, suggests approximately three months for necessary arrangements which should be finalized one month prior to the start of the training session. This offers the individual in charge of the training programme sufficient time to handle any unforseen problems during the last month. The curriculum should then be firmly established and subjects for consideration should include: Orientation, Campus Protective Regulations, Policies and Procedures, Traffic Law, Criminal Procedure, Investigation Procedures, Radio Procedures, Community Relations, Crisis Intervention, Crime Prevention, Mock Crime Scenes, and Field Work (e.g. discipline, confidentiality, courteousness, positions and functions of the system staff, uniform appearance, standard operating procedures, payroll and scheduling procedures, watchful and listen concept against crime, buildings checks and key control, parking and traffic control, escorts, special assignments, dispatching and radio news, form guidelines

and report writing, patrol operations, self-defence and fire-arms training, etc.). In-service and supervisory courses should be supplemented with management responsibility, budget development, creative problem solving, supervisory problems, principles of human relations, personnel evaluation, public and media relations, etc. (Bishop, July-August 1988: 39; Bromley, March-April 1982: 37-38; Dowling, July-August 1982: 45; Grubersky, May-June 1985: 8).

The final product of any campus protective training course should exactly be what was intended, i.e. professional campus protective officers or managers and administrators. Training time-schedules should preferably not be overloaded. However, depending on the availability of work-time, training programmes that are alternatively one week, three to eight weeks or longer, have been implemented in America. Each trainee is evaluated on a weekly basis using a rating scale, but eventually evolved in some practical on-the-job training by senior and experienced officers. Whatever the length of the training course, the American directors, heads or chiefs of campus protective systems, have recognized since the 1960's that campus protective services have become a large, complex business in the size of the job to be done and in the size of the public expectations from the campus protective services. Consequently, the need for specialized training seems inevitable. They feel that if a campus protective system has to be ran in a responsible, effective and efficient manner, its administration has to possess a broad knowledge and understanding of the principles and practices of modern business management. This resulted in a cooperation of campus protective systems with the New England Institute of Law Enforcement Management (NEILEM) whose philosophy is to provide for the campus protective systems an infusion of ideas and support for research (Bishop, July-August 1988: 38-39; Grubersky, May-June 1985: 8).

NEILEM's task was to find a central and leading institution in management, i.e. Babson College. After a curriculum for a short supervisory course had been developed, its next task was to select the best faculty available whose professional educators could understand the unique problems of campus protective work. These educators discussed the responsibility of management and leadership, development and the communication chain, social order and social changes, and

organizational behaviour. Several creative problem-solving exercises were put to the trainees, challenging them to "stretch their heads". The performance appraisals, stress management and organizational behaviour were also discussed. The trainee comments thereafter were overwhelming positive and they indicated to recommend the training programme to their colleagues. The training programme was thereafter refined and continuous efforts to provide specialized, practical management training to campus protection systems added another dimension to the efforts of the cooperation between the campus protective systems and NEILEM (Bishop, July-August 1988: 38-40).

Decision making remains a component of specialized practical management training and concern of campus protective systems. Smit and Botha (1985: 88-108) emphasizes that decision making is probably more important than performance itself. Actions are in fact the consequence of decisions that have been taken. These decisions have a decisive effect on behaviour in the overall structure and actualization of objectives. Leaders must continually make decisions. The wisdom of these decisions will depend on available information and advice. When decisions are made without resort of facts, or without considering the results of research and the outcome of similar situations previously experienced in practice, an indifferent decision can be expected. The accumulation of indifferent decisions gives rise to indifferent administration. In general, decision making is defined as thought which leads to a conscious act in a situation, in which a choice must be made between two or more options, in order to arrive at a conclusion about what will best promote institutional goals.

Decisions cannot be made at random. Decision making is a logical process in which attention must be paid carefully to all the following subsequent elements, i.e. -

(1)   The classification of the problem, in other words, generic, unique, exceptional or new.

(2)   Definition of the problem.

(3)   The questions that have to be solved.

(4)   The decision as to what is right rather than what is acceptable.

(5)   Planning of behaviour to implement the decision.

(6)   Feedback to determine whether the decision is valid or effective. This seems to be a simple process, but it is actually very difficult to effect because one is inclined to decide on the basis of emotional considerations rather than on the basis of rational logic. Usually a decision is as good as the process whereby it is taken. Consequently decision making necessitates training (Smit and Botha, 1985: 88-108).

4.5   SUMMARY

The philosophy that training is a continuous process for all university campus protective officers to be really effective, must be recognized. This should be followed up by seniors issuing instructions and giving constructive criticism and guidance to their subordinates. The most important factor is instruction. Instructors should be drawn from law enforcement and higher education areas. In addition to lecture and discussion, a variety of lecture techniques should be encouraged, e.g. audio-visual programmes by means of slides and films obtainable from libraries of educational institutions. This emphasizes the maintenance of funded libraries for the free use of campus protective employees (McBride, May-June 1991: 35; Powell, 1981: 65).

Elements such as commitment from the head, chief or director of a campus protective system, administrative control of the training programme, the role of field training, the role of and input from committed lecturers and teaching styles, the training programme duration, standardized evaluation, balancing budgetary considerations with the needs of the campus protective system and providing professional services to the community, should be considered to provide a solid foundation on which a campus protective training programme can be built. They can be adapted by the systems to meet the training needs of university campus

protective officers. Since university campus protective systems have many of the same problems and stresses encountered in other criminal justice departments and communities, it is necessary to incorporate internship training and to encourage campus protective officers to share information and experiences as well as to adhere to high professional standards of conduct (Doran, September-October 1982: 24; Editor of *Campus Law Enforcement Journal*, May-June 1992: 11; Grubersky, May-June 1985: 9-11; Meadows, September 1984: 61; Schrink, May-June 1993: 15-18).

Human resource management in law enforcement service has and will always be a very expensive business. To achieve personnel and organizational excellence, the price is justified. It is therefore necessary to continue to select well qualified personnel, to invest time and effort in those officers already serving campus protective systems, and to seek better methods to enhance the skills of those officers employed or to weed them out in a timely fashion. The best method of dealing with the poorly qualified staff is not to absorb them in a new programme automatically, but to move them over to a new area as they become qualified, e.g. create a new position with the advanced qualifications and new salary level. Allow the current staff to apply, then select those who are qualified or who stand to qualify after training. Those who do not or cannot qualify could be moved to other non-protective positions if available, or laid off. Another option is to create a protective section of less qualified employees. There is, however, strong agreement that there is a need for better trained personnel. Reorganization and budget cuts require difficult decisions. Campus protective managers must make these decisions in coordination with the personnel and administrative departments of the university. The precedent broad guidelines should lessen the training dilemma of which the planning stage will be the most important (Bromley, March-April 1982: 39; Dowling, July-August 1982: 45; Jacobson, November-December 1982: 32; Shaffer, November-December 1983: 33-34).

CHAPTER 5

SOCIAL ORGANIZATION AND ADMINISTRATION OF CAMPUS PROTECTION

5.1 INTRODUCTION

It is relatively unimportant whether a campus protective organization carries a specific title, e.g. campus control, - law enforcement, - police, - risk management, - security, - protective services or unit, - technical department, or the department of public safety. It is, however, most important that the campus protective system does serve the needs of its campus community. If it projects the right image and the campus community has confidence in and respect for its operations, then its title and the titles of its organizational structures and personnel are relevant. Any university campus protective organization today must therefore have a progressive protective and law enforcement approach to handle increasing crime and other problems efficiently. It must always be sensitive to serving a campus community, i.e. adapt this approach to the campus it serves (Powell, 1981: 26-47).

The critical survey of the American university campus protection by Bordner and Petersen (1983: 7-9), points out that campus protective systems, like other organizations, interact with the rest of the social structure by direct influence on elements of the external environment. Against this, the external influences, such as population ecology and demography, culture, law, economy, technology and politics, have far-reaching consequences for the character of a campus protective organization and operation resulting in primary different protective styles. These styles may vary from a generally campus protective service, emphasizing counselling and referral rather than arrest in a common life style environment, to a watch or legalistic campus protection service according to senior personnel orientation in a society of diversity. It may also be a watch oriented campus protection service emphasizing informal processing i.e. "street justice" in urban areas where officials are part of the political machine, or a reform and

legalistically oriented protection service which stresses formal processing in urban areas. Campus protective systems, like other formal organizations, also operate in a complex and contradictory normative environment which place them in a dilemma, generate tension and often lead to improper protection. Further, they are independent and autonomous agencies operating in an unbiased manner in the interest of the campus community but are also obligated to their funding source for survival and therefore must operate realistically in the interests of the power structure. Biased campus protection can therefore prevail when general interests come in conflict with the interests of the power elite. It is generally noted that legal regulation of public conduct is inconsistent with the protection of civil liberties. Campus protection is therefore expected to protect society against crime and other threats to order which, at the same time are expected to extend procedural safeguards to persons responsible for crime and disorder. These contradictory expectations place a considerable burden on campus protection.

Many university campus protective systems in other countries now employ student workers for assistance, i.e. for secretarial duties such as typing reports, making copies, distribution of campus parking permits, answering questions regarding parking tickets and ticket disputes, dispatches, answering telephone calls such as medical emergency calls, monitoring campus-wide fire alarms, theft alarms, etc. Their daily involvement in higher education enables them to gain skills that help them to perform many necessary protective functions. Students can earn wages to help defray the ever-increasing costs of tuition. They can also be involved with their campus in an active helping capacity and gain vital practical experience in campus protection and social service work. For all involved, the relationship between a university campus protective system and its student body, is a logical and beneficial one and their utilization sensible (Bachman, November-December 1986: 18-19).

All campus protective systems are able to extend a hand of friendship to their communities while they differ philosophically on some issues. Mutual satisfying agreements can be reached on most issues, but double standards tend to cause frustration. Increasing cooperation between the campus protective system and local police can combat a rising crime rate on campus. Joint patrols and an

expanded computer link between the system and commanders of local police stations are positive possibilities. The need for a more humanistic approach to campus protection and law enforcement will always remain essential (Bess and Galen, February 1982: 41-43; Tricarico, May-June 1992: 28-33).

5.2   THE THEORY OF BUREAUCRACY

Van Heerden and Potgieter (1982: 6-18) emphasize that Max Weber never defined the concept of bureaucracy, but formulated its characteristics or principles (The theory of social and economic organization). He declared that they constituted the rational content of bureaucratic organization (Albrow, 1970: 40-41). He regarded bureaucracy as a social system oriented to directing the economic activities at the beginning of the Industrial Revolution. This "system" was based on the power of exercising influence in institutions by means of rules, reason and the law. Weber described his creation as a social machine that became distinguished in reaction to malpractices, viz. personal subjection, nepotism, inhumanity, emotional inconstancy and inconsistent pronouncements, that preceded the Industrial Revolution. He maintained that man's only hope of "survival" in that time lay in his ability to rationalize, in other words, his ability to reason, to use his brains and his hands. Social roles within a bureaucratic context became institutionalized and were reinforced by legally-upheld tradition. Rationally and predictable behaviour were necessary to eliminate chaos and unforseen consequences. Arbitrary whims had to make room for technical skills which received priority. Weber defined bureaucracy as follows:

> "Bureaucracy is like a modern judge who is a vending machine into which the pleadings are inserted together with the fee and which then disgorges the judgement together with its reasons mechanically derived from the code" (Etzioni, 1969:1).

Weber's primary interest in the study of institutions focused on:

(1)   *identification of the characteristics of an entity that would constitute a* "bureaucracy",

(2) description of such an entity's growth and the reasons for the growth,

(3) isolation of related social changes, and

(4) determination of the effect of bureaucratic institutions on the realization of objectives.

The latter interest set Weber apart from other writers about institutions, since he wanted to show extent bureaucratic institutions would offer a rational solution to modern problems. Furthermore, he wanted to determine whether bureaucratic institutions could overcome the limitations of individual decision-making by means of specialization, division of labour, etc. (March and Simon, 1958: 36).

The definition of bureaucracy as a hierarchical structure of authority consisting of different levels of authority controlled by rules and regulations, follows logically from Weber's view of formal institutions. This applies particularly where he uses bureaucracy as synonymous with the concept institution, though pointing out that bureaucracy has a dual connotation, i.e. negative - stemming from laymen and referring to a cumbersome organization full of red tape - and positive, i.e. that it has been organized as a unity in terms of the principles he had formulated to fulfil certain functions with the greatest efficiency (Etzioni, 1969: 14). The term bureaucracy derives from "bureau" which means office. Every office, and not the individual office-bearer, is vested with authority (Garner, 1977: 88). Johnson (1968: 298) sees bureaucracy as a hierarchy of different levels. There are different officers at every level and an executive manager at the head of the bureaucracy. This definition relates closely to the view held by Miller and Form (1964: 249), namely that bureaucracy is a pyramidal structure or organizational units.

Downs (1967: 26) maintains that bureaucracy generally refers to specific institutions. Whisenand (1971: 71) differentiates between the concepts management, administration and bureaucracy so as to eliminate possible confusion in their use. He contends that "management" refers to actions aimed at rational cooperation in an institution, that "administration" refers to

management and organization, and that problems arising from the concept of "bureaucracy" derive from its negative connotation. References to a bureaucracy as a clumsy, impersonal, irritating and inefficient organization are unjustified. In point of fact, bureaucracy refers to a particular organizational model whose primary aim is to achieve a delegated objective as efficiently as possible (Van Heerden, 1976: 110).

Eisenstadt (1959: 303) points out that literature about "bureaucracy" is often characterized by a dichotomous view of the concept. On the one hand it is regarded as an instrument or mechanism for the successful and effective implementation of certain objectives. In terms of this view, bureaucracy is a combination of the rational and effective implementation of objectives and the rendering of a specific service. On the other hand bureaucracy is seen as an instrument of "power" for the control of other individuals, and as an instrument for the constant expansion of this "power" for the benefit of either the bureaucracy itself or certain individuals or masters. "This two-fold attitude may be observed in varying degree in classical writers such as Weber, Mosca and Michels" (Becker, 1970: 68). Weber in particular approached the individual in a bureaucratic institution as an "instrument" to be manipulated at will without taking the whole person into account.

Since police institutions are bureaucratically-oriented, Norris (1973: 3) defines a police bureaucracy as individuals within formal institutions. According to Gross (1975: 59) this view of a police institution as a typical bureaucracy can be traced to Sir Robert Peel, the greatest police reformer in England. In 1829 he paved the way for the bureaucratic nature characteristics of modern police institutions. One of his main principles was that a police institution should function like a military unit, since effective functioning within the framework of police institutions largely depended on bureaucratic techniques, careful structuring, detailed rules and regulations and unity of command. At that time bureaucracy was defined as a hierarchical arrangement of positions consisting of rules for uniform behaviour and with characteristic impersonality in the situation of mutual relations (Gross, 1975: 59). The military character of police institutions represents a piece of historical irony. Peel's basic supposition was

that effective policing should not enforce order by way of physical violence, like a military power, but that it should maintain order like a civilian power (Smit, 1979: 37).

The influence of bureaucratic principles did not remain confined to institutions with a military-orientation. In fact, the classical bureaucratic model became the dominating facet in practically every society and has been accepted as representative of the *status quo* of its time, as it were, "to meet the particular needs of the day ... and for a structure within which a large number of people could be organized" (Stinchcombe, 1980: 49-50; Van Heerden and Potgieter, 1982: 6-18).

5.2.1 MAX WEBER AND RATIONALITY

Rationality is the main theme of Weber's theory of scientific work. Development of the concept of rationality spurred him on to study economic, governmental, religious and political organizations. He emphasized the interaction between institutions and society. He came to the conclusion that rationality developed through capitalism, science and bureaucracy. He consequently regarded bureaucracy as a major institution - solely to determine the rational relationship between the bureaucratic (formal) structure and its goals. His analysis led to the conclusion that there are three types of organizational power centres that determine the rational relationship:

(1) *Traditional authority.* This implies that individuals accept orders from seniors (supervisors) since this has always been the custom (Whisenand, 1971: 80-82). It is based on the view that a certain person has a predestined right to exercise authority (Gaines and Ricks, 1978: 154). Munro (1974: 50) thinks that Weber's view of traditional authority rests on the belief that a person's superior position is his customary or traditional due. The father as the head of the family or of a sib is a prominent example of traditional authority.

(2) *Charismatic authority.* Weber borrowed the term charisma from Rudolf Sohm. It is a "gift of grace ... to characterize self-appointed leaders who are followed by those in distress and who need to follow the leader" (Gerth and Mills, 1958: 52). Charismatic authority is the acceptance of orders because of the impact of the leader's (the senior's) magnetic personality. Although charismatic leaders are generally prominent in political and religious institutions, they can also be found in police institutions (Whisenand, 1971: 81). *The leader's personality is the crucial factor* (Gaines and Ricks, 1978: 154).

(3) *Rational-legal authority.* This means that authority is accepted as justified because it corresponds to the abstract rules of the bureaucracy (Whisenand, 1971: 81). Supervisors in present-day bureaucratic institutions base their right of control on legal authority (Munro, 1974: 50). Weber believed that the best way of establishing rational-structural relationships was through the implementation of rational-legal authority. Neither the traditional nor the charismatic kind of authority is acceptable to police institutions, since:

(a) both lack systematic division of labour, specialization and stability (Whisenand, 1971: 81);

(b) traditional authority frequently results in authority being left in the hands of incompetent people; and

(c) the result of charismatic authority is that an institution becomes too dependent on such a leader (Gaines and Ricks, 1978: 154).

The type of power employed determines the degree of alienation on the part of subordinates. If they perceive their seniors' power to be legitimate and accept it as such, Weber's power centres are transformed into authority centres (Whisenand, 1971: 81).

Tosi (1975: 3) asserts that rationality is a characteristic feature of major institutions. The rationale for the establishment of an organizational structure is the logical and scientific direction of the institutional activities of individuals who are concerned with the effective realization of objectives. If the institutional

activities of individuals are goal-oriented, the means for the realization of the objectives can be implemented in an effective and rational way. Rationality is partially effected through goal-factoring which implies that a primary goal is subdivided into sub-goals (it is factorized). The onus for the effective realization of sub-goals rests with every office-bearer and depends on the degree of authority each has for the performance of his duties.

Eisen (1978: 57-61) also endeavours to remove obscurities from Weber's concept of rationality, since Weber's inconsistent use of the term rationality makes high demands on the reader's interest and concentration. Eisen distinguishes six components of rationality:

(i)   *Purpose.* This is an individual's conscious intention to achieve a predetermined objective.

(ii) *Calculability.* This element enters when both the means and the objectives are taken into consideration.

(iii) *Control.* This is an essential means to an end in individuals' rational acts and behaviour.

(iv) *Logical.* This involves the effective formulation of rules for the control of individual behaviour and the logical expectations in connection with this behaviour.

(v)   *Universality.* This element refers to universal abstraction, rules and impersonality.

(vi) *Systematic methodical organization.* This refers to the effective achievement of a desired objective in institutions characterized by specialization where "a whole person become a part the better to achieve a desired whole, whether in the factory ... in bureaucracy, or in a pantheon of gods" (Eisen, 1978: 60; Van Heerden and Potgieter, 1982: 6-18).

5.2.2   PRINCIPLES OF BUREAUCRATIC ORGANIZATION

Weber's analysis of institutions was aimed at postulating an ideal type. Although he was aware of the disadvantages of such an ideal institution, he ignored them

because of the importance he attached to a standard or model. However, he was not blind to the weaknesses of the rational-legal structure. Not only is there constant external pressure on bureaucrats to deviate from institutional norms, but over a period of time an individual's adherence to bureaucratic rules declines (Whisenand, 1971: 81). Such negative influences create a special, but typical, organizational dilemma. To function effectively, an institution requires a special type of legitimization, rationality, rigidity, and so forth.

Furthermore, the ability to accept rules and orders as legitimate, particularly if they conflict with individual desires which often happens in bureaucracies, requires a degree of self-denial which is difficult to maintain.

Because of his concern for the frailties and fragility of a rational-legal authority structure, Weber incorporated safeguards against external and internal pressure into every bureaucratic principle so that the bureaucratic structure could at all times sustain its autonomy. Even though the principles or elements are not equally prominent in every bureaucracy, Weber felt that the more elements a bureaucracy possessed, the more rationally and effectively it should function (Whisenand, 1971: 81-83).

Gaines and Ricks (1978: 155) point out that the characteristic features of Weber's ideal type are not typical of any one particular institution. In point of fact, he endeavoured to differentiate between a bureaucracy - led by a specific leader - and an institution. The basis of his ideal type is the assumption that man is fundamentally a rational being who acts rationally. Rational organization can be a result of this characteristic. According to Weber a bureaucratic structure must contain various elements to function rationally (Van Heerden and Potgieter, 1982: 6-18).

5.2.2.1 A system of rules and routines

Rules are the focal point of institutional behaviour in a bureaucratic structure since they standardize behaviour and effect continuity. They eliminate the

necessity of finding new solutions for every conceivable situation; similar or identical situations can be treated in the same way (Whisenand, 1971: 82).

Weber regarded certain characteristics of his bureaucratic structure as universal. He saw the rules in this light, since, in the first instance, they define the procedures for individual behaviour. Secondly, they determine the interrelationship between a bureaucrat and his colleagues, the clientele and his seniors. The relationship with the clientele is impersonal, because the content of the rules has an impersonal flavour. Thirdly, the rules determine the hierarchy in the institution in terms of the number of control levels, the degree of authority of each office and the span of control (Dunkerley, 1972: 21-22).

Other reasons for a system of rules and routines are:

(1) It serves as a criterion for production output - in other words, the rules determine the institution's acts and the means applied to make productivity possible;

(2) it coordinates the complex activities for the sake of uniformity;

(3) particularly in the case of police institutions, rules direct a bureaucrat's behaviour towards the clientele in the sense that they standardize decisions. The prescribe uniform behaviour - especially if the clientele insist on equal treatment and the elimination of discrimination; and

(4) it controls administrative operations, for instance finances and budgets (Downs, 1967: 60-61).

In other words, rational organization is the opposite of temporary and unstable relationships. The principle of a system of rules and routines effects continuity because of uniform behaviour, which in turn, increases rationality (Van Heerden and Potgieter, 1982: 6-18; Whisenand, 1971: 82).

5.2.2.2 Division of labour

This implies a specific sphere of competence where institutional activities (functions) are divided systematically, sufficient authority is delegated to

subordinates to perform their functions and the necessary means of compulsion are clearly defined. Every member of the institution must be fully informed about his task (function), and he must also have the necessary authority for it. Furthermore, he must know the limits of both task and authority so that he will not overstep the boundaries and interfere with the functioning of the entire institution (Whisenand, 1971: 82).

The division of labour implies specialization which promotes proficiency by which the institution benefits (Blau and Scott, 1963: 32). Dunkerley thinks that the division of labour, as Weber saw it, amounts to a splitting of the total organizational goal into specific clearly defined tasks (Dunkerley, 1972: 25).

Tosi (1975: 3-4) points out that specialization is an indispensable dimension of complex institutions, since it involves a specific classification of the activities that have to be performed by members of the institution. The arrangement of activities has to be rational and effective. There are two types of specialization. In the first place there is the division of labour where specific tasks are analyzed, divided into sub-tasks and assigned to an individual or individuals for performance. In this way tasks are learned quickly and easily, and it leads unquestionably to greater efficiency. Another advantage is that it facilitates personnel replacement. In the second place, specialization also refers to social specialization where individuals and not the work *per se* are subject to specialization. This means that an individual possesses skills that cannot be routinized. It is obvious that a systematic division of labour is imperative for the rational functioning of a police institution in the realization of its primary objective (Etzioni, 1964: 53; Van Heerden and Potgieter, 1982: 6-18).

5.2.2.3 Hierarchy of authority

In a bureaucratic organization the positions occupied by individuals are determined hierarchically; in other words, every office is under the supervision and control of a higher office (Whisenand, 1971: 82). This implies that conformation to institutional rules is subject to systematic control (Etzioni, 1964: 53). The hierarchy of authority also refers to a system of senior-

subordinate relationships where every subordinate level of authority is subject to the supervision and control of the level directly above it (Gerth and Mills, 1958: 197).

The hierarchy is related to the institutional goal. It consists of different degrees of authority at the various levels of the pyramidal structure and unites, as it were, the authority relations of the various authority levels. In other words, the hierarchic authority structure is a "uniting factor" that coordinates the different institutional activities so that the primary police goal - the maintenance of order - will be achieved with the greatest possible efficiency (Tosi, 1975: 3; Van Heerden and Potgieter, 1982: 6-18).

5.2.2.4 Expertise

The rules regulating the conduct of an office-bearer may be technical rules or norms. The rational application of the rules is based on specialized training. Technical skill and knowledge constitute the basis of an office-bearer's authority (Whisenand, 1971: 82), and of promotion on merit. The office, not seniority, determines the demands made of an individual and his capabilities. Weber's idea was that knowledge and training should be a bureaucrat's source of authority. This does not imply that these qualities are a substitute for legitimization. In fact, legitimization is granted to an individual on the basis of his technical skill and his knowledge (Etzioni, 1964: 53-54; Van Heerden and Potgieter, 1982: 6-18).

5.2.2.5 Written rules

Administrative acts and the formulation of decisions are controlled by written rules. These are often regarded as red tape, yet a written interpretation of norms and the application of rules is imperative for consistency, accuracy and stability in an institution (Whisenand, 1971: 82). Blau and Scott (1963: 32) make it clear that a formal system of rules and regulations controls institutional decisions and acts.

Etzioni (1964: 54) asserts that, although written rules and the concomitant maintenance of records, files, etc. may appear irrational, they give rise to a systematic interpretation of norms that cannot be replaced by verbal communication.

Written rules and regulations are regarded as synonymous in police institutions. Both are used to control and direct individual behaviour. Regulations, however, involve more than rules, since they prescribe the obligations and responsibilities of individuals. Rules have the following qualities:

(1) *clarity* - they are simple to understand and always in written form;

(2) *inflexibility* - they leave no room for discretion, have to be enforced uniformly and cannot be changed impulsively to suit individual emergencies;

(3) *restrictiveness* - they command and forbid and leave no room for deviation or for personal initiative;

(4) *authoritativeness* - they are explicit and sanctioned;

(5) *offensiveness* - this applies particularly to people who doubt the necessity and validity of the rules; and

(6) *promote decision-making* - they supply a specific framework for individual behaviour and responsibility.

The aim of these principles, according to Weber, is to promote rational decision-making and administrative efficiency. He sees bureaucracy as the most effective form of organization, since, in the first instance, specialists with the necessary expertise are placed in the best positions (offices) to take the right decisions. Secondly, the rational and stable pursuance of institutional objectives becomes possible through individual members' disciplined action which is controlled by the application of abstract rules and coordinated by a hierarchy of authority (Blau and Scott), 1963: 33). Since Weber's contribution to organizational theory is widely acknowledged and appreciated, the principles he advocated have far-reaching influence. Even modern police institutions can hardly deny the effect of his principles on their organizational structures (Whisenand, 1971: 83).

Weber held up the bureaucratic institution as a functional model, since it could achieve the highest degree of efficiency - precisely because of the principles he advocated (Dunkerley, 1972: 25-26). He was obsessed with the formal functioning of the bureaucratic model and lost sight of the internal tension and conflict in such a structure (Merton, 1968: 251; Van Heerden and Potgieter, 1982: 6-18).

5.2.3 CRITICISM OF WEBER'S BUREAUCRATIC STRUCTURE

Although Weber regarded his ideal model as extremely effective, his critics have not always been pleased with it. Under certain conditions his bureaucratic principles reveal dysfunctions and deficiencies. Much of the criticism of his theory of rationality, however, is invalid, since his critics forget that his bureaucratic model is merely an ideal type and not a working or empirical model (Dunkerley, 1972: 26).

Blau and Scott (1963: 33) support this by declaring that Weber did not construct the average administrative institution, but endeavoured to formulate its characteristic features.

The main points of criticism of Weber's model are the following:

(1) The most common criticism is that Weber overemphasized the functional aspect while forgetting the *dysfunctions* it manifests (Johnson, 1968: 290). The main aim of Weber's one-sided study of formal institutions was to determine the contribution of the formulated "elements" of his ideal type to the efficient functioning of a bureaucracy. He does not attempt to isolate the dysfunctions of the various elements or to examine and expose the conflict caused by their collective influence (Blau and Scott, 1963: 34).

The first reaction to Weber's functional model came from Robert Merton, an American sociologist. He illustrated the negative effect of Weber's principles on the effective or rational functioning of a bureaucracy

(Dunkerley, 1972: 27-30). Merton's dysfunctional approach is explained later in the chapter.

(2) Weber is also criticized because he concentrated exclusively on the formal structure of bureaucratic institutions while ignoring by implication the existence of an informal structure, which would satisfy some of the needs of bureaucrats (Diamant, 1962: 83). The needs of the formal structure had priority, and the place and role of bureaucrats was not taken into account.

Selznick also criticized Weber for his obvious indifference to the power of bureaucrats. Because he (Weber) overemphasized the formal aspects, he neglected the aspect of bureaucratic dynamism which leads to a search for personal power (Diamant, 1962: 79).

(3) Weber paid no attention to conflict and tension in a bureaucracy between discipline and authority in the hierarchic context on the one hand, and discipline and authority based on expertise and scientific knowledge on the other hand (Waldo, in Etzioni, 1969: 15). Weber obviously had a dual institution in mind, a "Janus-faced organization, looking two ways at once ... it was administration based on expertise; while on the other hand it was administration based on discipline .." (Diamant, 1962: 72).

(4) Weber neglected to specify the origin of bureaucratic rules. One can assume, however, that he had rules originating at the apex of the pyramid in mind, because of his inflexible emphasis on discipline (Johnson, 1968: 291).

(5) Since Weber's hypotheses lack empirical verification, they have no scientific confirmation as yet (Johnson, 1968: 290). In other words, his approach to the analysis of bureaucratic institutions was not based on empirical grounds, but purely on the ideal type he constructed (Blau and Scott, 1963: 33). Bennis (in Etzioni, 1969: 2) maintains that this is why many aspects of his organizational model - for instance its methodological weakness - have come under fire.

(6) Weber neglected to make a meaningful distinction between the various types and subtypes of rational bureaucracies (Johnson, 1968: 290). Critics also object to his distinction of three watertight authority centres, because the three types of authority are not discussed in the mixed form in which they occur in practice (Whisenand, 1971: 83).

(7) Critics object to his ideal bureaucracy for since his principles are based on an imaginary creation, they cannot be applied to concrete bureaucratic institutions, least of all to major police institutions (Whisenand, 1971: 83). However, it was not Weber's purpose to standardize a model that takes every aspect of reality into account. His aim was to identify certain administrative components of a specific type of institution. A general definition would therefore appear to be difficult; rather he should have described the ideal type in terms of what it is not. In the first place the underlying idea is that it is not typical in all respects. Secondly, it does not refer to a logical category or a simple type. Thirdly, it is not an extreme type (Dunkerley, 1972: 26).

Further criticism in this connection is that Weber's creation is too culture-bound. His findings lean too much on his observation and impressions of the former Prussian army which was an authoritarian institution (Angell, 1971: 185).

Bennis (in Etzioni, 1969: 2) criticizes the following deficiencies in Weber's approach to bureaucratic structures:

(a) it does not leave sufficient room for personality development;

(b) it stimulates conformity and "groupthink";

(c) it does not consider informal aspects;

(d) the control and authority systems are outdated;

(e) it lacks an adequate juridical process;

(f) there are insufficient means of eliminating conflict between the various ranks and particularly between functional units;

(g) it obstructs the flow of communication (and new ideas) because of the hierarchical division of labour;

(h)   human resources are not fully utilized because of mistrust and fear of the consequences;

(i)   it cannot assimilate the inflow of new technological and scientific proficiency; and

(j)   it changes the personality structure of the individual.

Despite criticism of the classical bureaucratic dispensation - particularly its immobility, red tape and concomitant inefficiency - Stinchcombe (1980: 49) maintains that it cannot be dissolved for lack of a superior alternative. It creates a picture of orderliness, rationality and structural proportion in a world increasingly characterized by disorder and insecurity.

It is obvious from the foregoing that Weber successfully developed an organizational theory and created an ideal type. However, he overemphasized the expected consequences of the rational element. In the process he absolutized the functional aspect of the formal structure which is aimed at the satisfaction of institutional needs, the realization of predetermined goals. He ignored the side-effects of such an approach (Van Heerden and Potgieter, 1982: 6-18).

5.3   CAMPUS PROTECTIVE BUREAUCRACY

Bordner and Petersen (1983: 9-13), summarized that organizations generally display characteristics of an ideal bureaucracy, i.e. -

(1)   an intricate hierarchy structure and channels of communication;

(2)   division of labour with functional specialization and task differentiation;

(3)   selection by fixed criteria of merit;

(4)   promotions based on competitive examinations, competence and seniority;

(5)   job security in the form of salaries, medical care, pensions, etc.;

(6)   documentation, registration of files and other red tape;

(7)   emphasis on rules and regulations in guiding and controlling the activities and actions of members;

(8)   work as the primary occupation; and

(9)   impersonality and authority in office rather than in person.

They established that some protective orientated organizations deviate in several major ways from this ideal model of bureaucracy, e.g. protective activities guided by rules and regulations which simply do not always work in practice, essentially because the rules are ineffectual and cannot be written to comprehend every situation and cover all contingencies unequalled due to the diversity of campus protection, and hence, variability and discretion rather than standardization characterized campus protective behaviour. These rules and regulations are also essentially unenforceable because supervisors have no reliable way to determine what protective workers in the field are doing during an eight-hour shift of situational justified actions.

Bordner and Petersen (1983: 9-13), also found that the area of personnel relations of an ideal bureaucracy was another way in which campus protective organizations did not fit. These relations are impersonal in the ideal bureaucracy, but display a sense of in-group solidarity and a high degree of cohesiveness among all campus protective workers irrespective of seniority or rank. Impersonality between superiors and sub-ordinates in protective organizations, is blunted by two features, i.e. a shared common functional experience within the system and a shared sense of defensiveness which is a suspicion of outsiders who cannot be trusted. Although protective organizations do not conform totally to the said criteria of an ideal bureaucracy, it is clear that they do exhibit many of the features of a bureaucracy and in many ways are similar to other formal organizations. Bureaucratic emphasis upon efficiency, the impossibility or achieving the organizational goals of crime prevention, apprehension of violators and order maintenance, result in the deceptive manipulation of criteria to assess protective efficiency in order to give the appearance of meeting organizational goals efficiently. A reliance on statistical records to assess protective efficiency, often become ends in themselves and are altered to give the appearance of efficiency. The formal bureaucratic structure also undermines and acts as a barrier to professionalism in protective organizations, e.g. whilst the key element in professionalism is the exercise of discretion, the command organization of the protective system threatens professional status because it expects personnel to follow orders and obey rules regardless of their judgement. Furthermore, those personnel with higher and

specialized education are rarely utilized in challenging assignments resulting little advancement in the protective system and consequently a lack of pride in being a campus protective officer (Bordner and Petersen, 1983: 9-13).

There are generally two indispensable features of campus protective organizations. The first is located within a university administrative structure, i.e. under a vice-president, a physical plant department, or the dean of the student office, which operates autonomously to other departments within a university and maintains a separate identity and function. The second feature refers to the public safety and security concept, i.e. functions of the university which are related to the elimination of campus environmental hazards, such as fires and accident control. Besides this, it is also related to the protection of property, life and order, such as the prevention of crime and disorder and law enforcement in an academic community which is embodied in one professional administration under one director, chief, or head (Bordner and Petersen, 1983: 37-38).

According to the survey by Bordner and Petersen (1983: 38-40), nearly all American campus protective departments display a relatively fixed division of labour with clearly defined duties and responsibilities like bureaucratically structures organizations. Their highly centralised bureaucratic authority vested in formalized positions, are hierarchically organized with protective officers at each level reporting to their supervisors at a higher level. They all ultimately report to the Chief. Division of their tasks is organizationally arranged by means of administrative staff and line functions. The administrative personnel is entrusted with maintaining and increasing organizational efficiency which is accomplished by coordinating and integrating member activities. Generally, there are two major administrators, viz., firstly the Director (head of staff of protection) vested with and responsible for the overall administration and operation of the protective system. He is also responsible for all aspects of personal safety and the well-being of the campus community, the protective system, and the fire and safety programme as well as the direct management of student aides who supplement the protective function. Secondly, the Chief of the protective system assumes the responsibilities of the Director in his absence, but

is directly responsible for the overall administration and coordination of all the divisions and personnel within the system on a daily basis. He is responsible for establishing operational procedures with regard to the responsibilities of the system, recruitment, personnel management, discipline, press relations and maintaining a liaison with other protective systems. Staff and line personnel constitute the two basic types of personnel found within the protective organization. The line division is usually the largest sub-division within the system in terms of the number of personnel. It is composed of those forces organized to provide delivery of protective services such as traffic control, patrol and the investigation of other services which are field activities. The staff division of the organization, is composed of those forces organized to operate personnel administration, forms and records control, equipment supplies maintenance, personnel orientation, training, investigation, key control and crime prevention.

Line operations or fieldwork, is organized into three watches or shifts. Each shift is composed of supervisory personnel, e.g. a lieutenant, a sergeant, a corporal and patrol personnel. The lieutenant, as shift commander, has to ensure that his or her shift operates properly by means of general supervision of beat activities and manpower, maintenance of daily personnel, records, monitoring of personnel performance, developing and implementing strategies of patrol, carrying out of special orders of the director, head, or chief, recommending disciplinary actions, scheduling of personnel, etc. The sergeant is responsible for the shift in the absence of the lieutenant and may conduct all his or her functions. Most of the sergeant's time is usually spent in vehicle patrol, responding to non-routine problems, and exercising supervision of the patrol personnel. Corporals, the lowest level supervisors on each watch, assume the responsibilities of upper-level supervisors in their absence, engage in flexible foot patrol responding to routine and mundane problems whilst exercising close supervision of foot patrol personnel, acting as a liaison between all rank structures of the personnel, and are instrumental to on-the-job training and indoctrinating new personnel in the policies, practices and procedures of the protective system. Most of the protective personnel are patrol - or public safety officers, the backbone of the organization. Their duties comprise the basic function of campus protection.

However, each university campus protective member is in the position to perform all duties of the system. Patrol personnel are responsible for patrolling all campus buildings and grounds, enforcing laws and arresting offenders, conducting investigations of all criminal, traffic and other incidents, controlling and directing traffic, inspecting campus buildings and grounds for safety hazards, and providing general public services to those on campus, etc. Lack of specialists may be attributed to little call for specialization on campus and the relatively small size of a campus protective system (Bordner and Petersen, 1983: 40-42).

Bordner and Petersen (1983: 42-55), point out that the use of military ranks enhance internal efficiency by making status distinctions clear and reminding the campus protective personnel of their position in the system. However, the absence of military formality in primary relations between superior and subordinate are neither formal, impersonal nor friendly informal (personal). For example, communications often cut across rather than go through a rigid chain of command when a campus protective system is relatively small and a concentrated force with all subordinate personnel having daily contact with a variety of ranked personnel. Consequently, they are not socially or physically isolated. Little emphasis is placed on protocol and ceremony resulting in minimum informal attention to rank. Furthermore, all patrol personnel perform all tasks without status differentiation on the basis of assignments. The basis of criteria for progress or advancement of any campus protective member, is simply doing the job in a neat appearance with a positive attitude and a humanistic approach which is not a comparable measure nor the basis of status differentiation among members.

Maximum manpower should be available when the greatest demand for service is needed. For example, a campus protective system operates 24 hours a day, 7 days a week, 365 days a year of which patrol service is provided around the clock and is divided into three watches or shifts of 8 hours each, i.e. the day shift (07:00 to 15:00), the evening shift (15:00 to 23:00) and the morning shift (23:00 to 07:00), of which the day and evening shifts demand the greatest concentration of protective personnel. The main reason being that most student classes start at

08:00 and end around 22:00. The most common features of shifts include preparation for patrol and the organization of operations. The requirement to report for duty no later than 20 minutes before the hour that a shift begins, is necessary to check in at the operations-briefing room or centre to ensure attendance is recorded and all necessary equipment is available, inspected and noted. During this time, all shift members should be briefed by shift superiors about necessary information needed to perform their routine duty. The operations centre is the nerve centre of a campus protective system where shift records, a permanent daily log-book, records and files, equipment, and telephone- and radio communications are kept and walk-complaints are attended to under supervision. A telephone- and radio communication network serves an important consultive function for campus protective personnel. Its potential use as a supervisory tool increases control over the movements of protective personnel and thereby enhances supervision (Bordner and Petersen, 1983: 40-79).

Any university campus system, as a bureaucratic organization, should have effectual rules and regulations which are relevant to the behaviour of its members. Any violation thereof should also result in disciplinary action. It is therefore inevitable that those members who engage in some form of misconduct will require re-examination, disposition and disciplinary action. The disciplinary process should be handled internally within the campus protective organization and based on consistent policy, i.e. the rules of conduct must apply equally to all personnel and every member is entitled to due process and to the right of appeal. Greater supervision will always increase control and consequently decrease undisciplined action. Well established control suggests that campus protective command is less precarious and more bureaucratic (Bordner and Petersen, 1983: 45-63).

The best leaders or commanders set in motion a continuing learning process that assists their subordinates develop a tolerance of their own struggles and accelerates the unfolding skill and contributions that would not have been possible without the influential attention of the dedicated leader. Trust for the head, chief or director as leader of a campus protective system, i.e. the organization and administration, is communicated only by example and not from procedure

manuals, training sources or annual award ceremony speeches. Personnel watch their commander who need to be on top of every aspect of their organization at every moment. Demands by the campus community (e.g. all faculty administrators and staff, students, parents, guardians, student unions, alumni, etc.), and by the commander's or director's own staff as well as the local community, need attention and are all part of the job. The real challenge to a director, is to handle the traditional responsibilities plus new demands, and to do it with a dwindling budget. It is important to note that streamlining protective operations help to lessen overall resentment and anxiety at the academic institution by displaying administration's willingness to trim protective areas (Temple, March-April 1982: 18-20; Traver, January-February 1992: 31-33; Whitman, March-April 1992: 20-21).

Directors must also be able to adapt constantly to changing rules and regulations of their institution and accordingly review and update the mission of the institution's protective system as necessity dictates. The mission statement should always remain a living document which reflect the system's purpose, its responsibilities and ultimate objectives, i.e. the importance of the protective organization on its campus. Most administrators and supervisors will readily acknowledge the importance of planning as a management function, yet, in practice they frequently fail to give planning adequate attention. However, daily- and weekly patrol plans, are well-known to be useful management tools to ensure that the management function is being properly carried out. The only way campus protective directors can increase the efficiency of their operations, provide increased services to constituents, handle the ever-increasing stress on resources and to cope with smaller budgets, is to involve everyone in their department in the process of management, and view themselves as part of the team, i.e. its coach with a job to teach and to motivate. The prime education for all employees will always be "you belong". To achieve all this as director in a leadership role, a director obviously need to be a competent administrator of upper-management who looks out for and has direct interest in the total environment of the university. A director's actual placement on the organizational chart is less important than his or her credibility as an individual who thinks clearly and with vision. The chief indicator of wholesale respect by

any boss for any employee is the willingness to give unabashedly of themselves as counsellor (Harmon, July-August 1981: 35; King, March-April 1991: 22-23; Posner, November-December 1985: 21-22; Traver, January-February 1992: 31-33; Whitman, March-April 1992: 20-21).

5.4   JURISDICTION AND AUTHORITY

A university can be looked upon as a town or city (microcosm) that experiences all its specific problems as far as crime is concerned. The only difference from campus to campus, is the degree of crime dictated by the urban or rural location of the institution, the rate of crime on campus, the type and location of its residential, administrative and faculty or other buildings, protective operations and other factors. When any institution accepts staff, personnel, students and the general public, it should assume moral responsibility for providing adequate protection for all. However, the question of its legal responsibility remains undecided. A university does have the authority by law to call the South African Police Service whose duties are the maintenance of law and order, the investigation of crime or alleged crime and the prevention of crime. The institution may also obtain an interdict from the Supreme Court of South Africa to maintain law and order on its premises, but is responsible for enforcing such sanctions. All persons in South Africa are private persons and have powers of arrest as laid out by Section 42 of the Criminal Procedure Act, No. 51 of 1977 (as amended), i.e. arrest any person without a warrant -

> "(1)   who commits or attempts to commit in his or her presence, or whom he or she reasonably suspects of having committed an offence under Schedule One of the said Act (e.g. murder, culpable homicide, rape, robbery, serious assault, arson, housebreaking, theft, fraud, etc.);

> (2)   whom he or she reasonably believes to have committed any offence and to be escaping from and freshly pursued by a person whom such Private Person reasonably believes to have authority to arrest that person for that offence;

(3) whom he or she is by any law authorised to arrest without a warrant in respect of any offence specified in that law;

(4) whom he or she sees engaged in an affray;

(5) whom he or she has pursued after the fugitive had committed the said offence. Another private person can give assistance after been informed the reason of the pursuit, and

(6) who commits an offence in the presence of the private person who is the lawful owner, occupant or person in charge of the property on which the offence was committed."

However, should the university have an understanding with the local police department that they do not come on campus unless requested to do so, and campus protective operation is of a low-level, then the students, staff and visiting members of the public will experience insecurity as the institution is virtually issuing an open invitation to all criminals to engage in their acts with the odds much lower that they will be apprehended than in the outside community. A campus population has therefore a lawful right to ask and demand for at least as high a level of protection as they would enjoy in the outside community. Sir Robert More (1516: Book I: "Utopia"), emphasized that:

"... you must not forsake the ship in a tempest, because you cannot rule and keep down the winds ... and that which you cannot turn to good, you can at least make less bad." (Becker, 1973: Preface; Powell, 1981: 13-14; Act No. 7 of 1958 (the Police Act) as amended: Section 5; Cubitt, 1993: 23).

The law grants universities wide scope in making their own rules and regulations, and no courts will interfere unless these rules or regulations are grossly unreasonable, in conflict with the Interim Constitution or if a university itself does not follow the procedures laid down for observance and enforcement thereof. Universities exercise disciplinary jurisdiction over students and staff through their governing bodies, the council and/or senate. Offenses can attract

punishment in various forms. In most instances the disciplinary rules will specify procedures for dealing with the breaches of the rules or regulations. Generally, the vice-chancellor or the rector and certain other university officials, e.g. the wardens of residences, will have a summary jurisdiction, i.e. the power to impose a punishment (usually a fine), once they are satisfied that a breach of the regulations or rules has occurred. A disciplinary committee, as a rule, will consider allegations of a more serious nature, such as cheating at an examination, which necessitates a more formal procedure and a punishment which can go as far as expulsion from the university. Severe forms of punishment justifies an appeal to the council or a committee of the council or some other university body. These appeal procedures differ greatly from university to university (Universities Act, No. 61 of 1955 as amended; Oakes, 1992: 523-524).

University jurisdiction granted by State stature, viz. the Universities Act, No. 61 of 1955 (as amended), is formally delineated by policy. The major effect of this formal policy, is to restrict the authority and duties of a university campus protective system in the relevant campus area regarding the discipline of, and matters of common interest to a university. Advocate J.J. Labuschagne emphasized in his paper: "Update on the law and procedures relating to campus protection services", presented at the Fifth Annual Meeting of the Campus Protection Society of Southern Africa on 9 September 1993 at Pietermaritzburg, that significant changes are presently taking place in establishing a new democratic Southern Africa which directly or indirectly affect the profession of campus protection and which will probably necessitate a new way of thinking about their authority and duties dominated by a Bill of Human Rights. He is of the opinion that the interpretation of the meaning and content of some of the human rights, is one of the potentially greatest causes of conflict in which campus protection may become involved. Human rights may be divided into various categories. Group rights deal with culture, language or religion. Individual human rights mainly deal with the relationship between an individual and the State. A Bill of Human Rights in a new Constitution of South Africa will change the supreme power of Parliament which could enact fair or unjust legislation in the past. Each statute enacted by Parliament of the new South Africa will, under the Bill of Rights, be subject to the testing powers of the

Supreme Court to determine whether a new law is fair and just. Recognition will then be given to the legitimate claims of individuals to the human rights of equality before the Law and consequently justice for all which is recognised and enforced world-wide. Greater respect and effective protection of human rights world-wide include "first generation rights", e.g. the right to liberty, the right to the protection of life, the right to property, the right to freedom of movement, the right to freedom of speech, the right to privacy, the right to assemble and to demonstrate, the right not to be arbitrarily detained, the right to legal representation, and also procedural rights which encompass rights that operate in the event of arrest, detention, trial and sentencing. "Second generation rights" include the right to education, medical care, housing, equal pay for equal work, food, etc. "Third generation rights" or "peoples rights", include the right to peace, the right to a clean and safe environment, the right to self-determination, control over natural resources, etc. (Labuschagne, 1993: 1-4).

Advocate J.J. Labuschagne (1993: 4-16), also pointed to the present unilateral use of authority on the campus which is seriously questioned today and on the way out of no return. He consequently proposed the following modern day approach in continuously modifying the management, administration and organization of campus protective systems:

(a) Campus protective personnel must timeously change their attitudes to spare themselves a lot of anger and frustration as the universal quest for Human Rights has come to stay. The opportunity is now available to move away from the "them-and-us" attitude, so common in campuses today. A *esprit-de-corps* will not be totally impossible should campus protective management take the initiative and respond to this opportunity.

(b) Campus protective management must manage and not be managed by a situation. It must be proactive, not merely reactive, but entrepreneurial enough to use all management skills formally and informally in order to be on the top of any situation by developing a strategy for handling and managing student affairs.

(c) A new campus protective *management culture of transparency must be* developed allowing students more freedom to participate and negotiate in decisions that affect them on campus. This requires more campus protective tolerance to student criticism of protective management styles and systems, and it also requires the opening up of student membership into more committees by the protection system where student views can be ventilated in order to ease the pressure in the committee instead of handling their unruly opposition outside. Democratic participation and negotiation can only be communicated as clearly as possible to indicate opposition, but *also to leave room for further discussion of possible alternatives and finally,* for further review.

(d) Communication and negotiation expertise can only be obtained by means of knowledge and experience. It is the key manoeuvre in solving any grievance. Students must, e.g. be politely reminded, whilst refusing to wait for a decision on the management side, that since they would themselves have consulted before presenting a grievance and demanding an immediate solution, management must also be allowed to consult before a final *decision is made. This action will buy breathing space and allow anger and* tension to decrease in the student body.

(e) University management should create a post to be responsible for the student relations on a full-time basis, as its interface with the students. The person should be deliberately and carefully selected as a negotiator with listening skills, who is energetic and who has a capacity to cushion a high degree of abuse from students. This post must receive extensive publicity as a two-way communication system between students and management and *available for consultation at all times. This person should employ* aggressive marketing principles, continuously seek student dissatisfiers, keep abreast of the times which calls for constant meetings and inform university management verbally and in writing of student agitation or boycotts. This will avert a dangerous situation and save management from unpleasant surprise or embarrassment.

(f)   A student grievance procedure must be established and clearly stated in writing. It must be emphasized to students that one of the main rules of settling student disputes, is to allow internal institutional authority to be given the first chance to resolve an issue before it goes to the public, that every effort and restraint should be made by both sides to the dispute and to use drastic measures only as a last resort. An odd form violent behaviour may occur against all expectations and reason when students behave selfishly and in an undisciplined manner, just for kicks or when they decide to be more political than the institution is prepared to allow for. Such attitude will call for drastic measures as a last resort.

'(g)   Every opportunity should be seized for campus protection personnel to be in touch with other campus protective systems, within the constraints of the scarce resources available in order to discuss bilateral issues concerning campus protection. The Campus Protection Society of Southern Africa (CAMPROSA) can, for example, play an invaluable role. Student relations should be a permanent point on the agenda of each meeting.

5.5   COMMUNITY RELATIONS

Being a member of a university campus protective system is a very challenging position and one of the most important and difficult tasks in a university community. He or she are representatives of the university with whom most citizens will have contact. Their unique role of campus protection can bring about prevention of crime by fulfilling their law enforcement duties and consequently harmony to the campus community or, aggravation of the campus community discord. Public support is imperative if campus protection is to be effective, i.e. by gaining respect and confidence for the campus community they serve, will ultimately lead to successful protective operations. It is no easy task for any campus protective system to single-handedly gain respect and confidence because a university environment can be particularly problematic. The public generally hold contradictory opinions about law enforcement. They welcome official protection, but resent official interference. A combination of freedom

and restraint is needed on the university campus where campus protection must be conducted in a spirit of impartiality, giving fair treatment to all.

Helpfulness by service without being too lenient rather than suppression or too repressive, but more business-like in dealing with the public, will result in support and cooperation within the campus community. By "selling" their profession to the community by means of thorough professional actions every hour of duty, a campus protective system can earn a reputation as a professional campus protective organization and not the stereotyped image of security guards or municipal police that many community members perceive to have of campus protection (Bordner and Petersen, 1983: 66-67; Wood, July-August 1986: 39).

Every member of the campus protective system is a public relations officer or an image-maker at initial public contact when assistance and protection is sought. Their problems should be approached with understanding and compassion. Personal conduct and professional bearing during contacts play an important role in the image that protection members create in the minds of the public. Appearance is an indicator of personal standards as well as the standards managed by the protective system. Appearance and expression in calming enraged people, apprehending an intoxicated person, or dealing with a rape victim, reflects a member's attitude. This attitude can be displayed by facial expression, tone of voice, choice of words and above all, the actions by a member. Close and polite attention to a complainant does a far better job than one who is indifferent. Friendliness, courtesy, willingness to serve, fairness, and honesty during service without giving an impression of doing a complainant a favour, are qualities that have universal appeal. People in contact will hereby understand that campus protective personnel devote their lives to the responsibilities of service to the community. Those campus protective members who can handle difficult situations, emotional people, and human conflict by restoring peace without negative reaction, distinguish themselves. Positive guidelines for members are:

● Treat every individual impartially.

- Disregard personal feelings and acknowledge the need to provide service to the campus community.

- Be moderate, tolerant, impersonal, and exercise self-restraint in daily contact with people.

- Never resort to verbal or physical abuse. Using profanity or derogatory terms relating to a person's creed, colour or race, is unacceptable behaviour.

- Use only the amount of force necessary to overcome resistance when the use of force is necessary to effect an arrest (Bordner and Petersen, 1983: 68-72; Wood, July-August 1986: 39).

Dealing with uncooperative public is an unenviable task. However, community relations remains important for all protective administrators and justifies the creation of a public information office. Its purpose is to coordinate community relations efforts under one voice, to improve media relations both on and off campus, and to dispense information to the public and the media with the goal of establishing an open, honest relationship while maintaining a measure of control over the flow of information. A press release system for the public information office is perhaps one of the most simple and effective methods to improve relations between journalists and campus protective systems. Any antagonism that might exist between the campus protection system and reporters are often caused by the behaviour of a few persons from each profession. Operational conflict is unnecessary because there are no serious philosophical differences that permanently divide the press and campus protective systems. Public cooperation necessitates the maintenance of an ongoing relationship with the press. It is important to take the initiative and regularly articulate and disseminate the system's mission, goals and needs to the community. The campus press might be very helpful in this regard which justifies regular meetings between campus protective systems and newspaper personnel. Training for media encounters will therefore be only beneficial to all parties and can also help to diffuse some of the belligerence and defensiveness that are often the result of campus protective and press confrontations. Unfortunately, law enforcement and media representatives tend to meet under undesirable conditions. To fulfil one of the components of positive organizational leadership, the initiative can be

taken to turn the tables and with entrepreneurial skills overwhelm the media with friendliness. This may dismay traditional law enforcers who believe in secrecy and lack of trust in the media. By changing their way of thinking and trying this positive approach to media relations as well as being at least civil under more trying circumstances when the media wants something, will probably encourage them to publish or report urgent requests by campus protective systems, e.g. the much needed new crime prevention programmes, crime alert information, or new procedures for subjects such as parking. It is an opportunity for the law enforcement community to assist the media and to derive advantage for themselves. The news media also have their slow days when news is limited for publication on paper or on the air. This is, for example, the time to invite the media to attend protective courses and ride-along programmes during fieldwork, etc. Obviously, some ground rules would need to be established. Cultivation of working relationships with student editors and broadcasters can produce a potential resource for feature stories or coverage of events (Nielsen, March-April 1983: 16-17; McAuliffe, September-October 1986: 7-8; Schilske, September-October 1984: 13; Wood, July-August 1986: 39).

Prevention of crime is recognized as a primary aspect of campus protective services world-wide. It is, however, one of the most difficult to promote. Unfortunately criticism of each other by the campus community or the campus protective system will always exist, whether it be exaggerated, biassed, unfounded, or valid. The majority will always be positive when the protective systems do not rest on their laurels. Campus protective systems will always be part of the community they serve and should use all the sincere friendship and support they can get. By clearly defining their role with necessary documentation and by promoting sincere concern for the welfare of the people on campus, the protective systems will enjoy a better understanding from students, staff and other employees. In overcoming false assumptions, a public safety education programme will promote positive actions on the part of students, staff and other employees of the institution. By learning preventive measures, members of the campus community will be able to assist in reducing opportunities for criminal incidents or accidents. By promoting proper emergency procedures, the protective system, the public safety departments (ambulance, first aid and fire

services), as well as the *reporting campus community will benefit from this* endeavour. The university campus is filled with resources which can be utilized at minimal expense for the public safety education programme. The development of a communication strategy to maximize the programme's impact, proper planning, coordination with those who have authority and ability to help reach the specific audience, can only promote the programme. Resources, such as community members who have personal or professional communication skills, media resource centres who can provide both materials and instruction to assist, working relationships with student editors and broadcasters who can produce a *potential resource for feature stories or coverage of events, can develop a* communication strategy. By presenting a multi-faceted and balanced programme in content and method of communication, e.g. crime prevention as well as crime reporting, the campus community can be better informed of the various tasks performed by the campus protective system. Each particular medium, e.g. broadcast, video tapes, slides, speakers' bureaux (for meetings and lectures), manuals for operational procedures, bulletins, pamphlets, newsletters, posters and other print or publications, display of telephone numbers of protective services, standard complaint forms, as well as involving student and faculty staff in *selection committees, commendation boards and special task forces of protective* systems in a multi-media approach, has its own strengths for maximum effect. It leaves no outlet unturned, so to speak. People tend to give stronger support to programmes and ideas they have helped to develop (Nielsen, January-February 1987: 25-29; Schilske, September-October 1984: 12-15; Wiley, May-June 1986: 43-44).

5.6   SUMMARY

A university campus protective system must direct its efforts primarily at crime prevention and law enforcement to be successful. However, its personnel will always experience frustrations during their role and functions because of the very nature of their work, e.g. being criticized for doing their job. There are some on campus who believe they do not belong there in the first place. This problem can also stem from the manner in which they conduct themselves. Individual incidents often determine the community's perceptions of the system.

A defensive posture can develop thereafter which could be at odds with the entire campus community and lead to a situation where the system becomes a minority on campus, completely removed from its mission to meet the needs of the campus it serves. Isolation may be a natural consequence of being a director, chief or head of a campus protective system. Nevertheless, communication is an important leadership skill that requires an ability to listen, the courage to ask and being available. The onus rests on campus communities to reach out. It is also the responsibility of the organizational structures to maintain interest in and communication with all subordinates. Directors have a fundamental obligation to impart the principles and practices of crime prevention and law enforcement to each member of their personnel before they can be expected to implement them. Persistent efforts to advocate the needs and programmes of campus protection through a humanistic approach, viz. based on the interests and ideals of man, should lead to significant accomplishments. Campus communities, like any other society experience human conflict which necessitates the employment of law enforcement and crime prevention. It must be expected and accepted - yet the organization and administration of any campus protective system must steer its own course in order to preserve its integrity (Greenberg, March-April 1987: 42; Herdt, November-December 1985: 29-30; Jackson, May-June 1986: 38-39; Nielsen, November-December 1988: 31).

Nielsen (January-February 1991: 32-33), stressed that, by bringing the campus protective system and the student affairs departments close together and encouraging them to work as a campus team, is a risk worth taking. He has personally experienced overall positive results after arranging such a transfer at the University of Maryland, Baltimore in the United States of America. Thereafter, the relative protective system received more personnel, financial support and cooperation. A clearer understanding of its role and responsibilities has since developed. A key factor in this reorganization has been a gradual change to the system's orientation toward a role that is both law enforcement and service directed. Nielsen proposed that all members should be exposed to a variety of programmes to maintain and improve the campus protective system's relationship with students, staff and faculty, e.g. the creation of a community relations section for the system which is a full-time job, daily, monthly and

annual reports of the system's activities which summarize incidents handled, services performed and trends of development. Besides this, sub-sections that include organization, philosophy, community service, law enforcement, human relations during affirmative action, assignments, management, traffic enforcement, crime prevention, training, scheduling, budget, alarm systems, K-9 operations, as well as a summary of yearly statistics, charts and graphs, etc. Other programmes include regular protective logs in the campus newspaper, parent-orientation during question-and-answer sessions, one page hand-outs which include crime statistics and information of measures and precautions taken to make the campus safer, crime-prevention lectures, videos, television- and radio announcements. Key persons of the campus community receive copies of all mentioned publications. Nielsen further stressed that the campus community has the right to hear it all and that the protective system is under obligation to share it with them (Nielsen, January-February 1991: 32-33).

The influence of local newspapers should never be overestimated, and neither should the influence of the media be underestimated. Their support and endorsement is indispensable for promoting the professional ideals and standards of campus protection so as to better serve the educational objectives of institutions of higher education. The campus protective system should at least be in the forefront trying to make the necessary changes and adjustments and taking a proactive rather than a reactive approach. By assisting the media, the system attempts to take the initiative with regard to media relations. Openness and honesty can help move things in the desired direction. Appropriate facts or circumstances can be shared. Rigidity and isolation may encourage the media to portray the campus protective system to be spotted with unbending rogues and unrealistic fools. The proper balance of information is difficult to maintain, but there may be room for some give and take. The more campus protective systems can do to encourage mutual cooperation and understanding, the more they and the media ought to be able to accomplish in the long run. Moving campus protective systems toward realism may be a practical step toward meaningful change (Ferrier, May-June 1988: 39; McAuliffe, September-October 1986: 9; Nielsen, March-April 1983: 17-18).

CHAPTER 6

CAMPUS PROTECTION AND LAW ENFORCEMENT

"... a special prayer and song to fill the many, many needs of those who protect and enforce law should stem from a very humble heart, not clouded by thoughts of glorious deeds

Give me, O LORD, your strong support
As I walk my beat each day,
Fill my mind with greatest wisdom
For decisions made along the way.

Make my shield a shining emblem
Of physical courage and moral right,
Protect me through each tour of duty
On brightest day or darkest night.

Let my aim be true when needed,
Strong steady hands and vision clear,
With the outcome never questioned
Through each day, each month, each year.

May I merit respect from every person
And last of all, this I pray,
Grant me friendship in the eyes of CHILDREN
As I patrol each right-of-way ..."

(Ruggeri, July-August 1984: 2).

6.1 INTRODUCTION

Noteworthy changes have taken place in most campus protective systems throughout the world since the termination of World War II. Universities and their protective systems have since increased in size and their sphere of activities have changed from a primary emphasis for providing watch and security services to providing a wide range of services in campus traffic regulations, investigation of campus irregularities and crime, and other areas of normal protective services. However, the definition of campus protection in terms of theoretical classification has remained unclear to date. It can be attributed to many causes, i.e. varied historical origins, changing attitudes and reactions of students over time, lack of recognition by campus administrators, the need for efficient protective operations on campus, and the fact that the growth of the campus protective field in recent years has been so rapid that the role of campus protective personnel is constantly shifting. Over and above that, defining the proper roles and functions of a campus protective system is difficult because the operation must be programmed to meet the needs and general attitudes of the campus it will serve. The most universal commonly objectives referred to in the limited literature covering campus protection which was available during this research, were to protect life and property, to provide protective services, to enforce campus laws and regulations, to prevent and combat crime, to control traffic, and to serve as investigators of campus violations (Bordner and Petersen, 1983: 115; Etheridge, 1958: 87 and 136; Powell, 1981: 29).

The presence of crime in national communities is a serious concern of the law enforcement profession as well as the society at large. Historically, the causes and origins of crime have been the subjects of investigation by many disciplines. However, no definitive conclusions have yet been reached. A number of factors affecting the volume and type of crime that occurs from place to place, have been delineated, e.g. the density and size of the community population and its surrounding area, variations in composition of the population, particularly age, structure, economic conditions, cultural conditions (such as educational, recreational and religious characteristics), effective strength of law enforcement agencies, administrative and investigative emphases of law enforcement, policies

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of other components of the criminal justice system (i.e. prosecutorial, judicial, correctional and probational), attitudes of citizenry toward crime, crime reporting practices of citizenry, stability of population with respect to transient factors, etc. (McGovern, January-February 1981: 40-48).

The protection of university campuses should not only assure the physical safety of all its citizens and property, but moreover should also assure an emotional-and-human relations climate that encourages the free exchange of ideas. In such a security climate, as well as in return for it, each campus individual should voluntarily accept a share of the responsibility for the security of all and be willing to perform whatever duties this commitment may require. Besides this, bitter lessons have been learned in the United States of America about the need for professionalism in campus protection since the student disturbances that began in the 1960's. Campus protection or security then meant a few watchmen aided by faculty who were expected to protect life, university property and academic freedom. This expectation failed and continued to fail through the student unrest during the Vietnam War until the present times known for undercurrents of rapid social change and intergenerational animosities polarizing campuses. Although campuses are experiencing a period of quietness today, overt evidence of these conditions can be expected to manifest again. Many institutions have since upgraded their amateur approach to student protection to an investment in professional protection which is paralleled in industry due to political campaigns affecting about every aspect of American life. This chain of events are universal which necessitate increased commitment to security and reassessment of the individual situation of all universities. Questions will arise whether the time, energy and money invested in expensive protection services are being well used and whether such an investment will protect the institution and its community? Unless these expenditures for campus protection have been accompanied by appropriate concern for student and other rights, trouble may lie ahead. A well-run campus protective system is also seen as an alternative to the use of local police by establishing a climate of freedom and self-management in which the local police will not be needed. Once called, the local police may have to supersede on-site authorities and take over depending the nature of complaint or violation. However, unusual occasions may occur that could necessitate

professional campus protection systems to request local police assistance. The inter-relationship between the campus and the community will always mandate some continuing relationship with the local police (Gossman, August 1977: 134-135).

Walsh and Donovan (1989: 187-197), of the Department of Administration of Justice of the Pennsylvania State University in the United States of America, point out that the analysis of the research which examined the crime effectiveness of a private police department in a limited campus area, found that private policing or university campus protective systems can be an effective crime prevention factor. The effectiveness of this effort can be attributed to the relevant style of policing or protection, i.e. a highly visible, proactive community-oriented crime preventive patrol strategy. Campus protection should be considered a professional service which goal is to provide a safe and secure campus community. The methods used to achieve this goal should include all the ways and methods in which local police (public) and campus protection (private police) have established and maintained community safety.

6.2 OCCUPATIONAL ROLE AND FUNCTION

The use of a protective officers-to-population ratio dates back to the early days of law enforcement when, because of lack of statistics and other data, national administrators of policing set up the ratio system to determine their police staffing (e.g. one police officer for each 2000 citizens). No such magic formula can be utilized today to determine personnel needs. Every campus protective system should have its own budget in order to be solely responsible for determining the number of personnel, their employment, and scheduling in consolidation with the needs of the staff which will prevent other university departments dictating protection needs. The protective system will, however, have to consider a variety of factors in establishing its size, e.g. the -

(1) location of the campus, because crime and protective problems usually tend to increase in urban rather than rural areas;

(2)   general layout and composition of campus, because a self-contained campus serviced by its own roads, is easier to protect than a campus spread along public thoroughfares, buildings and facilities;

(3)   nature and type of terrain, because some universities are bordered by expansive gardens, lawns, wooded areas, water areas, freeways or other barriers that form a protective buffer between the campus and the outside community;

(4)   type of campus protective operation, because a low-level protective operation must depend largely on the local police for response. A professional, self-sufficient protective system will only have to call for outside police assistance to handle certain emergencies;

(5)   degree and effectiveness of outside police coverage, because a campus located in an area in which local police coverage is inadequate due to their busy schedule, a protective system will need more personnel in order to cope with its protective programme and own problems without outside assistance;

(6)   age, type and architecture of buildings, because the newer buildings are usually easier to protect than older buildings which have elaborate structures and surroundings;

(7)   electronic protective devices, because staffing needs may be reduced if certain buildings and critical areas are protected by alarms or closed-circuit television;

(8)   twenty-four-hour coverage of one post because a three-shift and a twenty-four-hour-a-day coverage of each post requires five protective officers or more when considering two off-days each week, sick leave and vacation;

(9) quality of supervision, because good supervision will help to reduce staffing needs, i.e. determining the necessity of one or more protective officers for certain functions, and

(10) K-9 (canine) assistance, because qualified patrol dogs lessen the necessity of human assistance for its handler for certain functions which are a hazard (Bordner and Petersen, 1983: 115; Powell, 1981: 68-70).

6.2.1 SUPPORTIVE OCCUPATIONAL WORK

The critical surveys of Bordner and Petersen (1983: 16-18), brought to light that, from a historical point of view, there has been a vast expansion of campus protection resulting a great variety of tasks and responsibilities other than law enforcement that society has increasingly transferred to the campus protective system, e.g. the regulation and control of traffic on campus has become a general duty of campus protection. Notwithstanding, campus protective systems have required many duties by default because they are on duty 24 hours a day. In particular, problems that arise during weekends or late at night are perhaps of necessity referred to the campus protective system because no other agency is available to respond to matters once not remotely thought to be campus protection. A number of studies suggest that although the principal mission of campus protection is popularly portrayed as reflecting a narrow emphasis upon controlling crime, a prominent theme in the literature dealing with the work behaviour of campus protection stresses that the role of campus protective officers is not a strict legalistic one and that they usually engage in numerous activities that are only tangentially related to their responsibilities in law enforcement or that only a limited percentage involves law enforcement. These studies conclude that the protective officer on the beat spends more than half his or her time as an amateur social worker playing supportive rather than a law enforcement role. Despite this, the studies found that campus protective officers continue to define their role in terms of law enforcement and that they themselves and the public evaluated campus protection against functions such as arrest and crime control which campus protective officers rarely perform.

TABLE 6.1: OCCUPATIONAL STATUS OF RESPONDENTS IN CAMPUS PROTECTIVE SYSTEM

Institution	POSITION IN CAMPUS PROTECTIVE SYSTEM													
	Admin		Functional		Admin and Functional		Auxiliary		Other		Unknown		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	1	7,14	8	3,28	5	10,20	-	-	-	-	-	-	14	4,12
UPE	-	-	10	4,10	1	2,04	-	-	-	-	-	-	11	3,24
UP	1	7,14	18	7,38	5	10,20	-	-	1	7,14	1	12,50	26	7,65
Rhodes	-	-	7	2,87	3	6,13	1	9,09	2	14,29	1	12,50	14	4,12
Unibo	3	21,43	64	26,23	5	10,20	2	18,18	3	21,43	3	37,50	80	23,53
UCT	5	35,71	42	17,21	12	24,49	1	9,09	2	14,29	2	25,00	64	18,82
Medunsa	-	-	44	18,03	3	6,13	6	54,55	6	42,85	1	12,50	60	17,65
PU for CHE	4	28,58	24	9,84	6	12,24	-	-	-	-	-	-	34	10,00
US	-	-	15	6,15	9	18,37	1	9,09	-	-	-	-	25	7,35
Venda	-	-	12	4,91	-	-	-	-	-	-	-	-	12	3,52
TOTAL	14	100	244	100	49	100	11	100	14	100	8	100	340	100,00

TABLE 6.2: DESCRIPTION OF PROACTIVE CAMPUS PROTECTIVE ACTIVITIES*

Institution	Foot patrol		Vehicle patrol		Foot and vehicle patrol		Access control		Observation duties		Protection of property		Traffic control		Other		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	8	4,10	-	-	4	4,88	5	2,30	9	4,95	12	4,78	10	6,67	-	-	48	4,40
UPE	8	4,10	-	-	2	2,44	11	5,07	3	1,65	11	4,38	3	2,00	-	-	38	3,48
UP	13	6,67	1	14,28	3	3,66	7	3,23	12	6,59	15	5,98	12	8,00	1	12,50	64	5,86
Rhodes	12	6,15	-	-	2	2,44	1	0,46	12	6,59	13	5,18	7	4,67	1	12,50	48	4,40
Unibo	52	26,67	1	14,28	14	17,07	59	27,19	37	20,33	63	25,10	32	21,33	-	-	258	23,63
UCT	34	17,44	3	42,86	19	23,17	43	19,82	44	24,18	43	17,13	26	17,33	4	50,00	216	19,78
Medunsa	36	18,46	1	14,29	13	15,85	45	20,74	25	13,74	46	18,33	18	12,00	1	12,50	185	16,94
PU for CHE	15	7,69	1	14,29	10	12,20	19	8,76	15	8,24	16	6,37	15	10,00	1	12,50	92	8,41
US	11	5,64	-	-	13	15,85	19	8,76	20	10,99	24	9,56	20	13,33	-	-	107	9,80
Venda	6	3,08	-	-	2	2,44	8	3,67	5	2,74	8	3,19	7	4,67	-	-	36	3,30
TOTAL	195	100	7	100	82	100	217	100	182	100	251	100	150	100	8	100	1092	100,00

* Estimated number of activities executed

TABLE 6.3: DESCRIPTION OF REACTIVE AND ORGANIZATIONAL/ADMINISTRATIVE ACTIVITIES*

Institution	Reactive				Organizational/Administrative										Total	
	Crime investigation		Staff/Student discipline		Control room duties		Clerical		Supervisory		Training		Managerial		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	8	5,93	2	2,44	8	5,59	1	2,33	6	7,23	2	4,65	1	6,67	28	5,15
UPE	4	2,96	7	8,54	-	-	-	-	-	-	-	-	-	-	11	2,02
UP	8	5,93	1	1,22	5	3,50	1	2,33	5	6,02	2	4,65	-	-	22	4,04
Rhodes	10	7,41	7	8,54	8	5,59	5	11,63	7	8,43	3	6,96	3	20,00	43	7,90
Unibo	17	12,59	11	13,41	17	11,89	1	2,33	8	9,64	6	13,95	2	13,33	62	11,40
UCT	36	26,67	17	20,73	45	31,45	14	32,56	21	25,30	10	23,26	5	33,34	148	27,21
Medunsa	21	15,56	19	23,17	25	17,48	6	13,95	12	14,46	9	20,95	2	13,33	94	17,28
PU for CHE	11	8,15	8	9,76	11	7,69	12	27,91	11	13,25	8	18,60	2	13,33	63	11,58
US	12	8,89	6	7,32	22	15,38	3	6,96	12	14,46	1	2,33	-	-	56	10,29
Venda	8	5,91	4	4,87	2	1,43	-	-	1	1,21	2	4,65	-	-	17	3,13
TOTAL	135	100	82	100	143	100	43	100	83	100	43	100	15	100	544	100,00

* Estimated number of activities executed

Table 6.1 reflects the occupational status of campus protection officers. A total of 244 (71,77%) of the respondents indicated a functional orientation regarding their job description, while a total of 49 (14,41%) performed administrative and functional activities. Compared to other institutions in the sample, campus security officials at Unibo (64 or 26,23%) were employed in a functional capacity, while 44 (18,03%) at Medunsa and 42 (17,21%) at UCT were so employed. It is within this functional orientation where proactive, reactive and other related functional are being executed.

Tables 6.2 and 6.3 provide a statistical breakdown of campus protective functions. It appears from Table 6.2 that proactive functions or activities received more attention than the reactive and administrative activities. Like Table 6.1, tertiary institutions such as Unibo (258 or 23,63%), UCT (216 or 19,78%) and Medunsa (185 or 16,94%) devoted more attention to these activities, compared to the other institutions. It appears, however, that Stellenbosch university (107 or 9,80%), PU for CHE (92 or 8,41%) and UP (64 or 5,86%) also had a great deal of emphasis put on proactive functions.

Table 6.2 further reveals that -

- the protection of staff, student and institutional property;
- access control; and
- observation duties received a fairly greater deal of attention than is the case with other functional activities, such as traffic control.

It appears, however, that foot and vehicle patrol still remain the backbone of proactive activities. On the other hand, control room duties required more attention compared to other administrative functional activities such as supervision, in-service training, etc. Responsive actions also accounted for a fair deal of attention.

Analysis of what campus protective officers actually do on a daily basis, is a key aspect and provides insight into the protective role on campus. Studies in the

United States of America sited the following functions in the order most frequently mentioned:

(1) control of parking and traffic on campus;

(2) enforcement of campus regulations, apprehension of violators of campus regulations and the law, security of campus buildings and grounds, protection of campus citizens and their property, and inspection of fire-hazards during daily basis-patrols, and

(3) criminal investigation on campus.

These traditional protective services as well as indirect campus protective functions, i.e. maintenance of a records system, registration of vehicles on campus, collection of motor vehicle assessments, provision of lost and found services, delivery of university goods, and other miscellaneous services, were listed as routine field work (Bordner and Petersen, 1983: 115; Etheridge, 1958: 105).

6.2.1.1 Traffic control

Traffic control is probably the greatest single concern of university protective systems world-wide. This problem is directly related to the increase in the number of vehicles in countries as a whole since World War II. Almost every employee and student of a university wants to use the parking area closest to his or her office or lecture facilities and they simply do not want to walk a block or two from parking lots to their destination. They often ask where they may park before accepting a university position or registering for a course because many regard parking as a right and not as a privilege. This important issue on campus provides campus protective patrolmen with three basic responsibilities with respect to traffic services, i.e. -

(1) direct and control traffic at congested points to provide for the free and safe movement of vehicles, and/or pedestrians;

(2) enforce traffic laws and issue citations for moving and non-moving violations throughout campus, and

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(3)   investigate motor vehicle accidents which occur on university property
which is limited to preliminary reporting and finalized by the local police
(Bordner and Petersen, 1983: 122-123; Etheridge, 1958: 117; Powell,
1981: 185).

Vehicles used by the campus population is no longer a luxury but a necessity for
many which causes problems because the universal total capacity of parking
spaces is less than the number of cars trying to utilize them at any given time.
Parking entrance can only be controlled if parking facilities are situated on
campus property.   Entrance control can vary from cashiers to permits and
automatic gates.   Parking itself is regulated by parking bays whether parking
entrance on campus is controlled or not.   The basic responsibilities of a campus
protective officer assigned to a parking area are limited to patrolling the area for
crime, accidents, illegal parking and keeping traffic moving by eliminating the
backup of vehicles on campus streets and consequently the free-flow of traffic in
neighbouring public streets.   Traffic control can be perceived as unpleasant
because of exposure to weather elements and dangerous because of personal
danger inherent in the situation. Campus protective officers usually view traffic
control as a hard assignment because of the unpleasant contacts with the public
that are likely to occur.   Abuse is most common when parking is limited or
traffic-flow becomes congested. Traffic enforcement on campuses is usually
handled on a low-key basis due to the limited scope of campus protective
authority, university policy, lack of direct reward to the system, and difficulties
in issuance. The fulfilment of everyday traffic control functions on a campus is
more of a service and safety role than a law enforcement role.   Even the
approach campus protection take in performing their everyday traffic duties
suggests more of a service orientation than a law enforcement orientation
(Bordner and Petersen, 1983: 122-131).

6.2.1.2 Patrol

It is generally recognized among campus protective officers that patrol is the
most effective service-method of preventing crimes from occurring due to the
high visibility and continuing presence of uniformed patrolmen and patrolwomen

in every campus area. Patrol is the surveillance of public places on campus for the purpose of preventing crime, apprehending criminals, assuring public safety, the protection of buildings, and grounds, etc. Campus patrolling differs from local police patrolling because the bulk of campus protection is on foot due to the ecology and physical layout of the campus which precludes motor patrol to a certain extent and thereby dictates to protective officers to walk the beat and to get the job done. They are also required to patrol on foot in all campus buildings in contrast to local police who are seldom compelled to check the interiors of buildings except during the investigation of crime. A happy medium should exist between foot and mobile patrols depending on the size and composition of the campus, the number and location of buildings and other facilities, the type and number of protective problems and crime, and the number of protective personnel (Bordner and Petersen, 1983: 115-116; Powell, 1981: 75-76).

Powell (1981: 76), pointed out that campus protective officers walked a beat or were assigned to a fixed post before the advent of the automobile in America. Thereafter foot patrols were gradually replaced by mobile patrols for two main reasons, i.e. increasing crime demanded fast and often multiple response, and the growth of urban areas necessitated an increased coverage and consequently for economic reasons, limited foot patrols. However, the walking-beat concept has returned since the 1980's and are primarily designed to detect and deal with pedestrian crimes such as muggings, assaults, robberies, theft, and rape. Some of these foot patrol areas are covered by protective officers in plain clothes that assume an appearance which will blend with the campus population. Organizationally, foot patrols are highly structured at American universities. Well equipped patrol officers receive daily assignments and are ideally required to make at least four rounds at two-hour intervals in a specific zone of the campus which is allocated to each of them. Usually patrol officers are called off patrol to perform other tasks, e.g. suspicious person searches, accident investigations, direct traffic during emergencies, lockup and openings of buildings, etc. The time spent on these other tasks reduces the time spent on patrol and precludes full completion of all the assigned rounds. These patrol patterns are also varied to combat the organizational structure inherent in patrol. The limited time schedule and responsibilities for thorough coverage, however,

precludes the patrol officer to individually alter his or her patrol pattern on a routine basis. Observation remains the main function during foot patrol to detect the "out of the ordinary". A primary function of this observation is directed toward the security of campus buildings, e.g. inspection of these buildings for safety and fire hazards, protection against illegal entry and searching all buildings (lockups and openings). In the actual day-to-day function, patrol officers actually perform traditional "guard" duties although they try to be as proactive as possible with respect to all crime prevention aspects (Powell, 1981: 75-77; Bordner and Petersen, 1983: 115-118).

Bordner and Petersen (1983: 115-120), pointed out that mobile patrols supplement foot patrols by patrolling in a well marked conspicuous manner as an effective means of preventing and repressing crime because it discourages potential law breakers. Motor patrols can cover a wide geographic area checking areas not readily possible to foot patrol officers. Each car should be equipped with emergency equipment, e.g. first aid box, blanket, road flares, flashlight, etc., which can be used to be of service to those in need. Mobile units can further be used for routine patrols in parking areas for safety hazards, e.g. vice, car thefts, robberies, rape, etc. Routinely the mobile units are stopped by those seeking directions, other information and assistance when transport has broken down after dark. Motorcars and scooters are traditionally used for mobile patrols in America. Although scooters have been found to be too cold for the winter and too hot for the summer, they are both practical and economical for use in an urban setting and cover a wider area than a man or woman walking. Ideally car patrol is a two man patrol composed of a designated senior patrol officer as driver and supervisor as passenger. The rationale behind this policy is to keep the car moving even if the supervisor is called out to respond to a call. However, manpower shortages can preclude a two man mobile patrol. In contrast to local police, campus mobile patrols should never get involved in high speed chases.

On many American campuses, mobile patrols are used exclusively and excessively. Indolency and consequently incompetency has taken its toll due to refusal to walk. Mobile patrols limit personal contact with students whilst foot

patrols foster excellent public relations because of the foot patrol officer's demeanour and the fact that he or she personally gets to know and talks to students and others in their zones. Excellent rapport with people are hereby built and knowledge of all areas on campus is brought to standard. Mobile patrols unfortunately lead to abuses such as leaving the campus area for non-protective and private reasons. Sufficient personnel should therefore be provided to cover the main campus by foot patrols. This will provide superior coverage and will enable the campus protective system to better relate to and gain the confidence of the campus community who, accordingly, will feel safer (Powell, 1981: 77).

6.2.1.3 Investigation

Universally, serious crimes are actively investigated beyond the taking of an initial incident report by a campus protective officer. Whilst the preliminary investigation is the responsibility of campus patrolmen, the follow-through and finalization of all criminal investigations falls under the jurisdiction of the local police. Bordner and Petersen (1983: 120-122) and Powell (1981: 86-89) brought to light that American campus protective officers are aware of this limitation to their functions and indicated dissatisfaction with this state of affairs. Officers feel that the lack of follow-through on cases dit little to enhance their self-image or their image within the community and see the use of plain-clothes protective personnel as an effective means of solving and reducing campus crime. Many campus protective officers are not well acquainted with the provisions of the act in the United States of America providing police authority and believe they are "policemen" with arrest powers anywhere. This can lead to false arrest suits. The picture of over-zealous law-enforcement behaviour and lack of investigative capability in campus protective systems has changed drastically since 1980. The campus administrators now recognize the need for a trained investigative unit and practically every American campus protective system has some type of investigative unit patterned somewhat after the local police detective bureaus today. The main reason for this change has to be attributed to the escalating crime problem and the dissatisfaction by the campus population with the restricted recording of initial information and follow-up investigation. This change was prompted by the fact that the local police are so busy and usually

understaffed that they are most willing to have campus investigators assume the responsibility for investigations of the majority of incidents and crimes on their campus.

Every campus protective system should have investigative competence that usually entails having one or more experienced, trained investigator assigned to a special unit. They should be experienced protective officers with the ability to conduct interviews, report factually, and think logically. These individuals will have to know thoroughly the laws governing the interrogation of witnesses, suspects, and subjects, as well as the rules of evidence, search, seizure and arrest. Great care will have to be taken with their selection because of the importance in solving and preventing crime and because they will be dealing with and interviewing various segments of the campus population. The protective system's image will be enhanced or weakened by the quality of their service. It was proposed that campus protective services should avoid the "detective" title of the local police, but rather instead, the more applicable "investigative officer" or "investigative specialist" because of political sensitivity, should be adopted. There should be a clear understanding and policy with local police in regard to investigations on campus. Establishing open communication with outside law enforcement agencies is vitally important for ensuring discreet, orderly and control of information and good cooperation during investigations. The formation of capable, innovative and effective investigation units on campuses have produced excellent results in not only solving but also preventing campus crimes whereby campus protective systems have become more professional and self-reliant (Bordner and Petersen, 1983: 120-122; Powell, 1981: 86-89).

6.2.1.4 Indirect services

In addition to the more traditional American campus protective services, these systems also provide innumerable indirect and helping services of which many result of custom and tradition, e.g. attending fire alarms, actual fire, smoke reports, gas fumes, elevator malfunction, water leakage and commode overflowing alarms, assisting the handicapped, escort duties on campus, maintaining a lost-and-found property section and other miscellaneous duties. All

indirect services are services the campus community desires. As long as a campus protective system has sufficient manpower, these obligations will continue. Social services are usually taken for granted, i.e. administering immediate and temporary first aid to the sick, injured or the aged until such time when professional assistance can take over, guaranteeing safe passage through campus to ladies at dusk, furnishing information and direction, assisting motorists and other vehicle drivers with mechanical problems, delivering emergency messages, assisting security agencies when delivering or receiving large amounts of money at campus administration offices, etc. Campus protection consequently necessitates a comprehensive administration providing *int. al.* a file system covering all aspects as well as maintaining incident records of all direct and indirect services rendered. The significant feature brought to light by American campuses is the ratio of service reports to criminal reports. In each year the number of service reports far exceeds the number of criminal reports, e.g. four to one since 1978. This suggests that American university campus protective officers are largely engaged in service activities just like their local police counterparts and universal policing (Bordner and Petersen, 1983: 132-133).

6.3 PERCEPTION OF CAMPUS PROTECTIVE DUTIES

One way to gain understanding of the role and function of campus protection is through analysis of how protective officers themselves perceive their role and function on campus, viz. their definition, image or perception of real campus protective work. Critical surveys of Bordner and Petersen (1983: 135-141) *int. al.* pointed out that campus protective officers face a genuine identity problem on American campuses, i.e. are they campus protection or security? Many feel that the campus community think of them as security and not protection (police). In contrast, the majority perceive themselves as campus protection officers and not security officers due to sound reasons such as greater training in law. Generally the lack of a well defined protective identity on campus creates problems for protective officers resulting their authority being questioned by the public of which the majority questions are traffic related. In contrast to local police who are inclined to use force and violence as an accepted solution when authority is challenged, campus protective officers back down and

virtually never resort to violence when challenged because of the very nature of the campus environment in which they work and the emphasis upon temperance of authority within the system. Campus protective officers feel that they are not in a position to use any means of authority to gain control over everyday situations when challenged. This causes frustration. They desire to be identified and ironically seek to identify with local police because of the negative stereotype associated with the security guard. The findings of these surveys indicates an apparent discord between what protective officers know and believe they are (police) and the behavioural tasks they actually perform on a routine everyday basis (security) which is a source of discontentment with their work. Several campus protective officers suggested during the surveys that a great deal of the dissatisfaction and confusion of their role could be alleviated by reducing the security functions they are required to perform and by simply hiring security agencies to supplement campus protection. However, the majority see their work as a combination of police functions and security functions resulting a unique profession, viz. campus protection.

6.3.1 LEGAL BASIS FOR EXISTENCE

The analysis of the research by Bordner and Petersen (1983: 141-149) suggests that legally and structurally university campus protective officers are police, but functionally they are more security. They accept a conception of their role that includes functions other than law enforcement. The surveys brought to light that the role of the uniformed campus protective officer is not sharply defined but it includes a mixture of enforcement, service, prevention and security functions. This conception is supported and reinforced by an ideology of the campus protective system which stresses a philosophy of service and prevention. A strong emphasis on public relations with key-roles of courtesy and ethics is found within the system. All protective officers are aware that recognition within the system can be gained, e.e. receiving lavish public praise through performance of service task-work. This service ideology is so strong among protective officers that they often go beyond the call of duty, e.g. paying transport fees to a student who was stranded enabling him to reach home. (The money was returned the next day). It was also established that although protective officers

are proud of their indirect services to the campus community, they are disappointed in the fact that they are not generally recognized by the campus community for providing them just that. Nevertheless, the surveys indicated that protective officers upon the whole accept these service functions as part of their role and actually enjoy the assistance aspects of their job.

TABLE 6.4: LEGAL BASIS FOR EXISTENCE: PROTECTION OF PERSONS AND PROPERTY

| Institution | Frequency | | | | | | TOTAL | |
| | Yes | | No | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	14	4,29	-	-	-	-	14	4,12
UPE	11	3,37	-	-	-	-	11	3,24
UP	25	7,67	-	-	1	10,00	26	7,65
Rhodes	12	3,68	2	50,00	-	-	14	4,12
Unibo	76	23,31	-	-	4	40,00	80	23,53
UCT	59	18,10	2	50,00	3	30,00	64	18,82
Medunsa	58	17,79	-	-	2	20,00	60	17,64
PU for CHE	34	10,43	-	-	-	-	34	10,00
US	25	7,67	-	-	-	-	25	7,35
Venda	12	3,69	-	-	-	-	12	3,53
TOTAL	326	100	4	100	10	100	340	100

According to Table 6.4, Unibo (76 or 23,31%) has a positive perception of the legal basis for the existence of the campus protective system. It devoted more attention to the protection of persons and property, apparently because of a greater contingent of campus protection officers. However, UCT (59 or 18,10%) and Medunsa (58 or 17,79%) also catered for this kind of proactive function on their respective campuses, compared to UPE, Rhodes and Venda, who show relatively low frequencies in this regard.

TABLE 6.5: LEGAL BASIS FOR EXISTENCE: PROVISION OF PROTECTIVE AND PUBLIC COMMUNITY SERVICES

| Institution | Frequency | | | | | | Total | |
| | Yes | | No | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	13	4,53	-	-	1	1,96	14	4,12
UPE	10	3,48	-	-	1	1,96	11	3,24
UP	23	8,01	-	-	3	5,88	26	7,65
Rhodes	9	3,14	1	50	4	7,84	14	4,12
Unibo	58	20,21	-	-	22	43,14	80	23,53
UCT	58	20,21	-	-	6	11,77	64	18,82
Medunsa	51	17,77	1	50	8	15,69	60	17,64
PU for CHE	32	11,15	-	-	2	3,92	34	10,00
US	22	7,67	-	-	3	5,88	25	7,35
Venda	11	3,83	-	-	1	1,96	12	3,53
TOTAL	287	100	2	100	51	100	340	100

Table 6.5 shows Unibo (58 or 20,21%) and UCT (58 or 20,21%) both attach great value to the provision of protective and public community services. This perception is also catered for by Medunsa (51 or 17,77%). PU for CHE, UP, US, Venda, Natal (Pietermaritzburg) and UPE show relatively low frequencies to this aspect of legal basis for existence.

TABLE 6.6: LEGAL BASIS FOR EXISTENCE: ENFORCEMENT OF LAWS
AND REGULATIONS, AND PRESERVATION OF PEACE

Institution	Frequency							
	Yes		No		Unknown		Total	
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	14	4,67	-	-	-	-	14	4,12
UPE	11	3,67	-	-	-	-	11	3,24
UP	23	7,67	-	-	3	8,57	26	7,65
Rhodes	10	3,33	2	40,00	2	5,71	14	4,12
Unibo	59	19,67	1	20,00	20	57,14	80	23,53
UCT	61	20,33	1	20,00	2	5,71	64	18,82
Medunsa	54	18,00	-	-	6	17,15	60	17,64
PU for CHE	34	11,33	-	-	-	-	34	10,00
US	23	7,66	1	20,00	1	2,86	25	7,35
Venda	11	3,67	-	-	1	2,86	12	3,53
TOTAL	300	100	5	100	35	100	340	100

According to Table 6.6, UCT (61 or 20,33%) and Unibo (59 or 19,67%) perceive the enforcement of laws and regulations and preservation of peace as one of the most important aspects of a legal basis for their existence. This perception is shared respectively by Medunsa, PU for CHE, UP and US as well as Natal (Pietermaritzburg), UPE, Venda and Rhodes to a lesser degree.

TABLE 6.7: LEGAL BASIS FOR EXISTENCE: APPREHENSION OF VIOLATORS OF LAWS AND REGULATIONS

| Institution | Frequency | | | | | | | |
| | Yes | | No | | Unknown | | Total | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	13	4,92	-	-	1	1,69	14	4,12
UPE	1	0,38	8	47,05	2	3,39	11	3,24
UP	20	7,58	1	5,88	5	8,48	26	7,65
Rhodes	10	3,79	2	11,77	2	3,39	14	4,12
Unibo	52	19,70	2	11,77	26	44,07	80	23,53
UCT	58	21,97	2	11,77	4	6,78	64	18,82
Medunsa	48	18,18	1	5,88	11	18,64	60	17,64
PU for CHE	30	11,36	-	-	4	6,78	34	10,00
US	21	7,95	1	5,88	3	5,09	25	7,35
Venda	11	4,17	-	-	1	1,69	12	3,53
TOTAL	264	100	17	100	59	100	340	100

According to Table 6.7, UCT (58 or 21,97%), Unibo (52 or 19,70%) and Medunsa (48 or 18,18%) reflect the highest frequency of perception for the apprehension of violators of campus laws and regulations as legal basis for the existence of campus protective systems. The other institutions resort to it to a lesser degree.

TABLE 6.8: LEGAL BASIS FOR EXISTENCE: RECOVERING LOST OR STOLEN STUDENT AND UNIVERSITY PROPERTY

Institution	Frequency						Total	
	Yes		No		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	14	5,04	-	-	-	-	14	4,12
UPE	10	3,60	-	-	1	2,50	11	3,24
UP	19	6,83	4	18,18	3	7,50	26	7,65
Rhodes	11	3,95	2	9,09	1	2,50	14	4,12
Unibo	60	21,58	1	4,54	19	47,50	80	23,53
UCT	51	18,35	7	31,82	6	15,00	64	18,82
Medunsa	51	18,35	3	13,64	6	15,00	60	17,64
PU for CHE	31	11,15	-	-	3	7,50	34	10,00
US	19	6,83	5	22,73	1	2,50	25	7,35
Venda	12	4,32	-	-	-	-	12	3,53
TOTAL	278	100	22	100	40	100	340	100

Table 6.8 reflects Unibo (60 or 21,58%) and UCT (51 or 18,35%) as well as Medunsa (51 or 18,35%) to emphasize the aspect of recovering lost or stolen student and university property as a valuable legal basis for their existence. It is relatively shared by the other institutions.

TABLE 6.9: LEGAL BASIS FOR EXISTENCE: INVESTIGATION OF CRIME AND MISCONDUCT BY STUDENTS AND PERSONNEL

Institution	Frequency						Total	
	Yes		No		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	11	4,42	2	6,90	1	1,61	14	4,12
UPE	7	2,81	3	10,34	1	1,61	11	3,24
UP	16	6,43	6	20,69	4	6,45	26	7,65
Rhodes	8	3,21	2	6,90	4	6,45	14	4,12
Unibo	50	20,08	3	10,34	27	43,55	80	23,53
UCT	50	20,08	7	24,14	7	11,29	64	18,82
Medunsa	46	18,47	3	10,34	11	17,75	60	17,64
PU for CHE	30	12,05	-	-	4	6,45	34	10,00
US	20	8,03	2	6,90	3	4,84	25	7,35
Venda	11	4,42	1	3,45	-	-	12	3,53
TOTAL	249	100	29	100	62	100	340	100

Just as the apprehension of violators of laws and regulations, Table 6.9 reflect UCT (50 or 20,08%), Unibo (50 or 20,08%) and Medunsa (46 or 18,47%) to attach great value to the investigation of crime and misconduct by students and personnel of their campus protective systems. The other institutions also resort to it to a lesser degree.

TABLE 6.10: LEGAL BASIS FOR EXISTENCE: MAINTAINING PEACE AND SECURITY OF COMMUNITY TO ENHANCE CHARACTER AND REPUTATION

| Institution | Frequency | | | | | | Total | |
| | Yes | | No | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	14	4,96	-	-	-	-	14	4,12
UPE	11	3,90	-	-	-	-	11	3,24
UP	23	8,16	-	-	3	5,56	26	7,65
Rhodes	8	2,84	1	25,00	5	9,26	14	4,12
Unibo	54	19,15	-	-	26	48,15	80	23,53
UCT	55	19,50	3	75,00	6	11,11	64	18,82
Medunsa	54	19,15	-	-	6	11,11	60	17,64
PU for CHE	30	10,64	-	-	4	7,40	34	10,00
US	22	7,80	-	-	3	5,56	25	7,35
Venda	11	3,90	-	-	1	1,85	12	3,53
TOTAL	282	100	4	100	54	100	340	100

The aspect of maintaining peace and security of community to enhance character and reputation as a legal basis for existence of campus protective systems, is confirmed by Table 6.10. UCT (55 or 19,50%), Unibo (54 or 19,15%) and Medunsa (54 or 19,15%) reveal this the most. They are respectively followed by PU for CHE, UP, US, Natal (Pietermaritzburg), UPE, Venda and Rhodes.

TABLE 6.11:   LEGAL BASIS FOR EXISTENCE: CONTROLLING
                TRAFFIC AND ENSURING FREE MOVEMENT AND
                ADEQUATE PARKING

| Institution | Frequency | | | | | | Total | |
| | Yes | | No | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	14	5,49	-	-	-	-	14	4,12
UPE	3	1,18	6	20,00	2	3,64	11	3,24
UP	18	7,06	6	20,00	2	3,64	26	7,65
Rhodes	9	3,53	2	6,67	2	3,64	14	4,12
Unibo	61	23,92	-	-	19	34,54	80	23,53
UCT	31	12,16	15	50,00	18	32,72	64	18,82
Medunsa	55	21,57	-	-	6	10,91	60	17,44
PU for CHE	29	11,37	-	-	5	9,09	34	10,00
US	24	9,41	-	-	1	1,82	25	7,35
Venda	11	4,31	1	3,33	-	-	12	3,53
TOTAL	255	100	30	100	55	100	340	100

Table 6.11 reveals that controlling traffic, ensuring free movement and adequate
parking are mostly one of the most basis aspects for existence of campus
protective systems. Unibo (61 or 23,92%), Medunsa (55 or 21,57%), UCT (31
or 12,16%) and PU for CHE (29 or 11,37%) lead the way and are followed by
US, UP, Natal (Pietermaritzburg), Venda, Rhodes and UPE to a lesser degree.

TABLE 6.12: LEGAL BASIS FOR EXISTENCE: SUPERVISION IN KEEPING PEACE AND PROTECTION OF PROPERTY

Institution	Frequency							
	Yes		No		Unknown		Total	
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	10	4,33	2	7,14	2	2,47	14	4,12
UPE	2	0,86	7	25,00	2	2,47	11	3,24
UP	18	7,79	5	17,86	3	3,70	26	7,65
Rhodes	7	3,03	1	3,57	6	7,41	14	4,12
Unibo	47	20,35	-	-	33	40,74	80	23,53
UCT	35	15,15	9	32,15	20	24,69	64	18,82
Medunsa	51	22,08	1	3,57	8	9,88	60	17,64
PU for CHE	30	12,99	1	3,57	3	3,70	34	10,00
US	22	9,52	-	-	3	3,70	25	7,35
Venda	9	3,90	2	7,14	1	1,24	12	3,53
TOTAL	231	100	28	100	81	100	340	100

It appears, according to Table 6.12, that Medunsa (51 or 22,08%), Unibo (47 or 20,35%), UCT (35 or 15,15%) and PU for CHE (30 or 12,99%) seem to regard supervision in keeping peace and protection of property a most legal basis for the existence of campus protective systems.

It appears that Unibo, UCT and Medunsa have the most positive perception of campus protective systems' basis for existence, i.e. maintaining peace and order and preventing campus crime and disorder.

Most university campus protective officers feel that their system is a real deterrent to crime. However, there is no way to assess accurately the overall deterrent impact of their work. The prevention ideology is so strong among campus protective personnel that the effectiveness of the system and staff is qualitatively measured by the absence of campus crime and disorder rather than by the number of arrests by the local police. The basic idea is that the attitudes that students form through contact with campus protective officers are attitudes they will take with them into society. Consequently, university law enforcement can teach by example what good effective law enforcement is and have a major

positive impact on the image of protective officers which students take with them into the community (Bordner and Petersen, 1983: 141-153).

TABLE 6.13:   ATTITUDES PERTAINING TO SALARY

Institution	Frequency							
	Favourable		Unfavourable		Unknown		Total	
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	2	1,29	12	9,30	-	-	14	4,12
UPE	11	7,09	-	-	-	-	11	3,24
UP	12	7,74	10	7,75	4	7,14	26	7,65
Rhodes	8	5,16	-	-	6	10,71	14	4,12
Unibo	55	35,48	4	3,10	21	37,50	80	23,53
UCT	31	20,00	31	24,03	2	3,57	64	18,82
Medunsa	13	8,39	30	23,26	17	30,36	60	17,64
PU for CHE	9	5,81	22	17,05	3	5,36	34	10,00
US	11	7,10	13	10,08	1	1,79	25	7,35
Venda	3	1,94	7	5,43	2	3,57	12	3,53
TOTAL	155	100	129	100	56	100	340	100

According to Table 6.13, Unibo (55 or 35,48%) perceives salary as the most important and favourable benefit a campus protective system has to offer. UCT (31 or 20%) has the same attitude. Medunsa, UP, US, UPE, PU for CHE, Venda and Natal (Pietermaritzburg) also show the same attitude, but low frequencies in this regard.

TABLE 6.14: ATTITUDES PERTAINING TO WORKING CONDITIONS

| Institution | Frequency | | | | | | Total | |
| | Favourable | | Unfavourable | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	11	4,64	3	5,57	-	-	14	4,12
UPE	11	4,64	-	-	-	-	11	3,24
UP	15	6,33	9	16,67	2	4,08	26	7,65
Rhodes	11	4,64	1	1,85	2	4,08	14	4,12
Unibo	45	18,99	13	24,07	22	44,90	80	23,53
UCT	51	21,52	5	9,26	8	16,33	64	18,82
Medunsa	43	18,14	6	11,11	11	22,45	60	17,64
PU for CHE	23	9,71	8	14,81	3	6,12	34	10,00
US	22	9,28	2	3,70	1	2,04	25	7,35
Venda	5	2,11	7	12,96	-	-	12	3,53
TOTAL	237	100	54	100	49	100	340	100

Table 6.14 shows UCT (51 or 21,52%) and Unibo (45 or 18,99%) as well as Medunsa (43 (or 18,14%) to attach great value to working conditions. PU for CHE, US, UP, Natal (Pietermaritzburg), UPE, Rhodes and Venda show relatively low frequencies to this aspect of attitudes pertaining to working conditions at their respective institutions.

TABLE 6.15:   ATTITUDES PERTAINING TO STAFF DISCIPLINE

| Institution | Frequency | | | | | | Total | |
| | Favourable | | Unfavourable | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	10	5,29	2	3,39	2	2,17	14	4,12
UPE	11	5,82	-	-	-	-	11	3,24
UP	14	7,41	6	10,17	6	6,52	26	7,65
Rhodes	6	3,18	-	-	8	8,69	14	4,12
Unibo	37	19,58	8	13,56	35	38,05	80	23,53
UCT	40	21,16	19	32,20	5	5,43	64	18,82
Medunsa	32	16,93	7	11,87	21	22,83	60	17,64
PU for CHE	17	8,99	6	10,17	11	11,96	34	10,00
US	18	9,52	3	5,08	4	4,35	25	7,35
Venda	4	2,12	8	13,56	-	-	12	3,53
TOTAL	189	100	59	100	92	100	340	100

According to Table 6.15, UCT (40 or 21,16%), Unibo (37 or 19,58%) and Medunsa (32 or 16,93%) reflect the highest favourable frequency of perception for staff discipline as campus protective benefit. The other institutions agree to it to a lesser degree.

TABLE 6.16: ATTITUDES PERTAINING TO STUDENT DISCIPLINE

| Institution | Frequency | | | | | | Total | |
| | Favourable | | Unfavourable | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	10	6,49	3	4,48	1	0,84	14	4,12
UPE	8	5,19	-	-	3	2,52	11	3,24
UP	17	11,04	4	5,97	5	4,20	26	7,65
Rhodes	5	3,25	-	-	9	7,56	14	4,12
Unibo	34	22,08	1	1,49	45	37,82	80	23,53
UCT	27	17,53	26	38,81	11	9,24	64	18,82
Medunsa	23	14,94	13	19,40	24	20,17	60	17,64
PU for CHE	16	10,39	5	7,46	13	10,93	34	10,00
US	11	7,14	7	10,45	7	5,88	25	7,35
Venda	3	1,95	8	11,94	1	0,84	12	3,53
TOTAL	154	100	67	100	119	100	340	100

Table 6.16 reflects Unibo (34 or 22,08%), UCT (27 or 17,53%) and Medunsa (23 or 14,94%) to emphasize student discipline as beneficial to campus protective systems. It is relatively shared by other institutions.

TABLE 6.17:   ATTITUDES PERTAINING TO WORK BENEFITS

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	11	5,26	3	4,69	-	-	14	4,12
UPE	3	1,44	8	12,50	-	-	11	3,24
UP	16	7,66	4	6,25	6	8,96	26	7,65
Rhodes	12	5,74	1	1,56	1	1,49	14	4,12
Unibo	46	22,00	2	3,13	32	47,76	80	23,53
UCT	52	24,88	8	12,50	4	5,97	64	18,82
Medunsa	27	12,92	17	26,56	16	23,88	60	17,64
PU for CHE	16	7,66	10	15,62	8	11,94	34	10,00
US	22	10,53	3	4,69	-	-	25	7,35
Venda	4	1,91	8	12,50	-	-	12	3,53
TOTAL	209	100	64	100	67	100	340	100

Table 6.17 reflect UCT (52 or 24,88%), Unibo (46 or 22,00%) and Medunsa (27 or 12,92%) to attach great favourable value to work benefits at their respective institutions. This is also shared by their counterparts to a lesser degree.

TABLE 6.18: ATTITUDES PERTAINING TO TRAINING

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	9	4,64	2	3,92	3	3,16	14	4,12
UPE	4	2,06	-	-	7	7,37	11	3,24
UP	14	7,22	7	13,73	5	5,26	26	7,65
Rhodes	6	3,09	-	-	8	8,42	14	4,12
Unibo	43	22,16	-	-	37	38,95	80	23,53
UCT	34	17,53	21	41,18	9	9,47	64	18,82
Medunsa	38	19,59	6	11,76	16	16,84	60	17,64
PU for CHE	24	12,37	2	3,92	8	8,42	34	10,00
US	11	5,67	12	23,53	2	2,11	25	7,35
Venda	11	5,67	1	1,96	-	-	12	3,53
TOTAL	194	100	51	100	95	100	340	100

The aspect of training for all campus protective employees as beneficial to all protective systems is mostly favourably confirmed by Table 6.18. Although all respondents reveal the same attitude respectively to a lesser degree, Unibo (43 or 22,16%), Medunsa (38 or 19,59%) and UCT (34 or 17,53%) show the highest frequencies in this regard.

TABLE 6.19: ATTITUDES PERTAINING TO GRIEVANCE PROCEDURE

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	9	5,73	3	4,35	2	1,75	14	4,12
UPE	9	5,73	-	-	2	1,75	11	3,24
UP	11	7,01	4	5,80	11	9,65	26	7,65
Rhodes	7	4,46	-	-	7	6,14	14	4,12
Unibo	30	19,11	7	10,14	43	37,72	80	23,53
UCT	35	22,29	16	23,19	13	11,41	64	18,82
Medunsa	23	14,65	14	20,29	23	20,18	60	17,64
PU for CHE	15	9,55	8	11,59	11	9,65	34	10,00
US	14	8,92	9	13,04	2	1,75	25	7,35
Venda	4	2,55	8	11,60	-	-	12	3,53
TOTAL	157	100	69	100	114	100	340	100

According to Table 6.19, UCT (35 or 22,29%) has the most positive perception to grievance procedures in the campus protective system. This is also catered respectively by all other respondents to a lesser degree.

TABLE 6.20: ATTITUDES PERTAINING TO COMMUNICATION WITH SENIOR MEMBERS

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	11	4,51	3	8,57	-	-	14	4,12
UPE	11	4,51	-	-	-	-	11	3,24
UP	18	7,38	4	11,43	4	6,56	26	7,65
Rhodes	9	3,68	-	-	5	8,20	14	4,12
Unibo	50	20,49	2	5,71	28	45,90	80	23,53
UCT	50	20,49	10	28,57	4	6,56	64	18,82
Medunsa	40	16,39	7	20,00	13	21,31	60	17,64
PU for CHE	25	10,25	2	5,72	7	11,47	34	10,00
US	25	10,25	-	-	-	-	25	7,35
Venda	5	2,05	7	20,00	-	-	12	3,53
TOTAL	244	100	35	100	61	100	340	100

It appears, according to Table 6.20, that Unibo (50 or 20,49%) and UCT (50 or 20,49%) as well as Medunsa (40 or 16,39%) seem to regard attitudes pertaining to communication with senior members a most important and favourable aspect of any campus protection institution. This is shared by all respondents to some extent.

TABLE 6.21: ATTITUDES PERTAINING TO COMMUNICATION WITH OTHER MEMBERS

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	12	4,76	2	8,33	-	-	14	4,12
UPE	11	4,37	-	-	-	-	11	3,24
UP	18	7,14	2	8,33	6	9,38	26	7,65
Rhodes	9	3,57	-	-	5	7,81	14	4,12
Unibo	50	19,84	1	4,17	29	45,31	80	23,53
UCT	51	20,24	8	33,33	5	7,81	64	18,82
Medunsa	41	16,27	3	12,50	16	25,00	60	17,64
PU for CHE	27	10,71	4	16,67	3	4,69	34	10,00
US	24	9,53	1	4,17	-	-	25	7,35
Venda	9	3,57	3	12,50	-	-	12	3,53
TOTAL	252	100	24	100	64	100	340	100

Table 6.21 reveals that favourable attitudes pertaining to communication among other members of campus protective institutions are one of the most basic aspects for survival. UCT (51 or 20,24%), Unibo (50 or 19,84%) and Medunsa (41 or 16,27%) as well as US take the lead. They are followed by UP, Natal (Pietermaritzburg), UPE, Rhodes and Venda to a lesser degree respectively.

TABLE 6.22: ATTITUDES PERTAINING TO COMMUNICATION WITH STUDENT AND PERSONNEL ADMINISTRATORS

| Institution | Frequency | | | | | | Total | |
| | Favourable | | Unfavourable | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	11	4,78	2	4,44	1	1,55	14	4,12
UPE	11	4,78	-	-	-	-	11	3,24
UP	14	6,09	5	11,11	7	10,77	26	7,65
Rhodes	9	3,91	-	-	5	7,69	14	4,12
Unibo	54	23,48	-	-	26	40,00	80	23,53
UCT	37	16,09	19	42,22	8	12,30	64	18,82
Medunsa	38	16,52	9	20,00	13	20,00	60	17,64
PU for CHE	27	11,74	2	4,45	5	7,69	34	10,00
US	25	10,87	-	-	-	-	25	7,35
Venda	4	1,74	8	17,78	-	-	12	3,53
TOTAL	230	100	45	100	65	100	340	100

The aspect of communication with student and personnel administrators at all university campuses, is favourably confirmed by all respondents reflected in Table 6.22. Unibo (54 or 23,48%), Medunsa (38 or 16,52%), UCT (37 or 16,09%) and PU for CHE (27 or 11,74%) reveal this the most. Some respondents (65 or 19,12%) of the total are unsure or unfavourable (45 or 13,24%) in this respect.

TABLE 6.23:   ATTITUDES PERTAINING TO COMMUNICATION WITH
               ACADEMIC STAFF

| Institution | Frequency | | | | | | Total | |
| | Favourable | | Unfavourable | | Unknown | | | |
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	10	4,31	4	11,76	-	-	14	4,12
UPE	11	4,74	-	-	-	-	11	3,24
UP	17	7,32	1	2,94	8	10,81	26	7,65
Rhodes	9	3,88	-	-	5	6,75	14	4,12
Unibo	51	21,98	1	2,94	28	37,84	80	23,53
UCT	45	19,40	15	44,12	4	5,41	64	18,82
Medunsa	34	14,66	7	20,59	19	25,68	60	17,64
PU for CHE	25	10,78	3	8,83	6	8,10	34	10,00
US	20	8,62	1	2,94	4	5,41	25	7,35
Venda	10	4,31	2	5,88	-	-	12	3,53
TOTAL	232	100	34	100	74	100	340	100

Just as communication with other university employees and students, Table 6.23
reflect Unibo (51 or 21,98%), UCT (45 or 19,40%), and Medunsa (34 or
14,66%) to attach a great favourable value to communication with academic staff.
The other institutions also share this attitude to a lesser degree.

TABLE 6.24: ATTITUDES PERTAINING TO COMMUNICATION WITH OTHER STAFF

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	11	4,37	3	10,72	-	-	14	4,12
UPE	11	4,37	-	-	-	-	11	3,24
UP	20	7,93	2	7,14	4	6,67	26	7,65
Rhodes	9	3,57	-	-	5	8,33	14	4,12
Unibo	53	21,03	2	7,14	25	41,66	80	23,53
UCT	48	19,05	11	39,29	5	8,33	64	18,82
Medunsa	38	15,08	6	21,43	16	26,67	60	17,64
PU for CHE	28	11,11	2	7,14	4	6,67	34	10,00
US	24	9,52	-	-	1	1,67	25	7,35
Venda	10	3,97	2	7,14	-	-	12	3,53
TOTAL	252	100	28	100	60	100	340	100

According to Table 6.24, Unibo (53 or 21,03%), UCT (48 or 19,05%) and Medunsa (38 or 15,08%) reflect the highest favourable attitude pertaining to communication with other staff. It is relatively shared by other respondents.

TABLE 6.25: ATTITUDES PERTAINING TO OTHER

Institution	Frequency						Total	
	Favourable		Unfavourable		Unknown			
	N	%	N	%	N	%	N	%
Natal (Pietermaritzburg)	-	-	1	10,00	13	4,14	14	4,12
UPE	1	6,25	-	-	10	3,19	11	3,24
UP	1	6,25	-	-	25	7,96	26	7,65
Rhodes	1	6,25	-	-	13	4,14	14	4,12
Unibo	4	25,00	-	-	76	24,20	80	23,53
UCT	-	-	-	-	64	20,38	64	18,82
Medunsa	9	56,25	1	10,00	50	15,93	60	17,64
PU for CHE	-	-	-	-	34	10,83	34	10,00
US	-	-	-	-	25	7,96	25	7,35
Venda	-	-	8	80,00	4	1,27	12	3,53
TOTAL	16	100	10	100	314	100	340	100

Table 6.25 shows Medunsa (9 or 56.25%) and Unibo (4 or 25%) to favour all positive attitudes towards campus protective systems. Whilst this is obviously shared by most respondents, some find it difficult to express their views.

However, Unibo, UCT and Medunsa are the leaders when showing the highest awareness of positive attitudes to campus protection.

6.4 CHARACTERISTICS OF CAMPUS PROTECTIVE WORK

Certain general features or characteristics of every occupation of role incumbents saturates their daily work, i.e. campus protective work tends to produce certain common characteristics among campus protective personnel also known as a "working personality".

6.4.1 ROUTINE WORK

Bordner and Petersen (1983: 22-29 and 155-160), further reports that despite the fact that campus protective officers perform the same variety of functions daily,

they eventually perceive it to be routine work because of the continuous sameness. Of all these functions, the security-related functions have been found to be the most disliked with emphasis on stationary tasks. Despite their disdain for the daily security functions, most campus protective officers recognize their general value and necessity. They also feel that a potential for danger in their work is ever present but that it is rarely realized. There is, however, a tendency among protective officers not to be willing to assume the risk of campus protection. Lack of this willingness to share the risks of campus protection, suggests that they are in reality unaggressive in looking for action whilst on patrol. In the long run the lack of danger in university protection might increase the potential for danger to campus protective officers.

Bordner and Petersen (1983: 160-164), state that surveys indicate that campus protective officers also perceive their work as unpredictable which stems from ignorance of clients before contact, varied daily assignments, and little control of what they may actually be called on to do. The campus protective work setting encourages repetitive routine patterns of work behaviour, i.e. patterned walking of patrols to detect unsecured doors, unauthorized persons, etc., which requires slow-paced diligence and attention to detail. Much of the work is menial and routine in nature with hardly any action, excitement, intellectual stimulation, or interesting aspects for long periods to break the daily routine work. Notwithstanding the frequent routine and occasionally boring protection work noticeably lacking in challenge, especially for the educated, most protective officers are of opinion that there are ways of coping with it by occupying their minds with control techniques, e.g. by reading, playing games, thinking of their tasks, and disciplining their minds that boredom is part of their work and accept it. In addition to these techniques, the organization of work also helps to routinely perform a variety of different daily tasks to break the monotony. Furthermore, protective officers are also assigned to different areas on different days on a rotate basis in order to experience different situations.

6.4.2   EXPRESSION MODE

The highly visibility of campus protective officers makes it difficult for them to avoid public scrutiny and complaint. This is particularly observed on foot patrols. Norms regarding these patrols cannot be abused for the sake of tired feet. Early but completed patrols leaving more time for a rest is, however, acceptable. Should such a patrol be uncompleted, it will be observed as "abusing" the system. The fact that campus protective officers are not allowed to make decisions on their own except if they are supervisors, e.g. decision-making for an apprehension during a foot patrol by a protective officer who has some reservations about the matter, and necessitates a superior to be called in for this task as outlined by the American surveys, is a prime source of discontentment among university campus protective officers. They view their lack of freedom of thought and decision as usurping their authority, reducing their self-respect and confidence in their ability to do their work as well as decreasing their satisfaction with their job (Bordner and Petersen, 1983: 164-171).

6.4.3   STRESS

Long term stress, is reported by the Editor of the *Campus Law Enforcement Journal* (November-December 1985: 14), to be a contributing factor in at least eighty percent of today's illnesses. The following characteristics found in the lives of some citizens, including protective officers, indicate that he or she may be suffering from stress:

(1)   the need to work, even if illness prevails;

(2)   always in a hurry;

(3)   impatient behind the wheel when driving;

(4)   speeding when driving;

(5)   worrying about being a few minutes late to a meeting or an event;

(6)   doing more than one thing at a time, like talking on the telephone whilst reading a report;

(7)   skipping lunch or eating at the desk in order not to lose time from working;

(8)   often taking work home;

(9)   having difficulty sharing feelings with husband or wife; and

(10) the need to drink in order to unwind.

Indications of stress may also be tension, headaches, mood swings, depression, anxiety, difficulty in concentrating, occasional memory loss, and insomnia.

Although campus protective officers are subject to many of the same pressures as their local police counterparts, and as previously pointed out, are rarely confronted with dangerous situations, the most of them do not view university campus protective work as a high stress occupation. However they are concerned with their positive self-image which is threatened by negative situations, e.g. verbal abuse whilst directing traffic, questioning of their authority, abuse by superiors, etc., which are usually sporadic. Not all stress is bad and it certainly is not avoidable. For example, when chasing a vehicle being operated in a reckless manner with obviously disregard for all the safe driving rules on campus property, the chase has produced a shot of adrenalin in the campus protective patrol officer's bloodstream causing tension. After stopping this vehicle and obeying normal safety precautions and using his radio to report his location and request particulars of vehicles' owner from campus control, the protective officer leaves his patrol car with flashing red lights and approaches the offending vehicle whilst recalling all lectures on safe vehicle approaches taught during his training as well as previous incidents of protective officers who were assaulted by offenders. He looks for danger signs and more adrenalin is pumped through his system to pique his alertness and is ready for the worst to happen. When he finally looks into the offending vehicle, he sees a slightly sheepish teenager who has just had an argument with a girlfriend. It is expected from the relevant protective officer to appear calm and collected in such a situation, swallow it all and politely request the adolescent-offender's licence, notwithstanding all the tension and adrenalin pumping through his system. The result of this situation is stress for the protective officer and little else. After about three to ten years of patrol duties, this protective officer will experience progressive job stress. Although ninety percent of a campus protective officer's work may be boredom and ten percent panic, the latter amounts to job stress after several years. The

protective officer might be lucky and his career a success or, he will start fearing the traffic chase and the stopping of the offender resulting avoidance of duty which inflicts more stress upon himself with negative consequences for himself and the system. There is a ray of hope, however, as more and more campus protective systems such as those in the United States of America, recognize the problem of burnout and job stress and adapt stress prevention programmes (Bordner and Petersen, 1983: 171-172; Metcalf, March-April 1985: 24-27).

Too many changes and conflicts in a single year might reach a danger point in a protective officer's life and result in physical and emotional problems. There may be nothing one can do about these life changes and conflicts, but steps can be taken to reduce the stress that is created by these events. Simple, practical and constructive things you can do for yourself can help in keeping or achieving good mental health. It can actually make life run more smoothly and easily. The Editor of the *Campus Law Enforcement Journal* (September-October 1984: 29), suggests the following simple, practical and constructive remedies:

(1) Build physical strength by a healthful diet and daily exercises such as a simple walk around the block.
(2) Escape for a while by reading a book, attending some entertainment or taking a vacation.
(3) Work off anger by gardening or attending to your hobby.
(4) *Stand your ground in a calmly manner and acknowledge your faults.*
(5) Remember that no one can be perfect in everything.
(6) Take one task at a time and set a routine and schedule programme.
(7) *Do something for others.*
(8) Seek professional advice and help.

Although campus protective officers may be subjected to periods of stress, the American surveys indicate that stress is not an all pervasive feature of everyday university campus protective work.

6.4.4 SOLIDARITY

The data of American surveys also suggest that solidarity does exist among university campus protective personnel and can be based upon self-protection rather than a deep bond among co-workers. Bordner and Petersen (1983: 6-27 and 173-179) emphasizes solidarity to be a subjective feeling of belongingness to a group, as well as a sense of unity, loyalty, common identification, and inclusiveness. However, the development of solidarity among members of most policing institutions is a latent function of training in that the norms of defensiveness, professionalism and depersonalization, taught during training and reinforced in early policing experience, are carried with them into the law enforcement field. Furthermore, the need of support in dangerous situations and the isolation from the rest of society appears to enhance solidarity among the members of these institutions. Police literature generally identifies a distinctive subculture or code among law enforcement members by which they can live and consequently provides a basis for self-respect and support which is to some degree independent of civilian attitudes. When a police officer puts on his or her uniform, they enter a district subculture governed by norms and values designed to manage the strain created by his or her specific role in the community. One of the chief elements of this police subculture is a norm of secrecy, i.e. a rule of silence which requires officers to refrain from providing information about their colleagues or criticizing their fellow officers. There is the notion that police deviance and corruption in the United States of America are group phenomena reflecting solidarity rather than an individual phenomenon which may be fruitfully analyzed from a subcultural perspective. In contrast to the high degree of loyalty, mutual concern and solidarity among members of policing institutions, the development of cliques and coalitions occur for mostly specific secretive purposes. This confirms that the policing brotherhood is far from a harmonious and trusting one, e.g. it implies that policing solidarity may be undermined by relatively commonplace circumstances everyday, lying between the members of various policing institutions themselves as well as between their field officers and their supervisors. However, there does not appear to be a strong sense of solidarity or brotherhood among American university campus protective officers as a whole. They do not report fellow officers for minor rule infractions and

occasionally cover for each other. The majority indicated in the surveys that they would report a fellow officer for drinking on the job because such action would render him or her dysfunctional if they were needed. What little sense of bondage and cohesion does exist in campus protection, derives more from the supervisory-subordinate rift and personal friendship than from a more general, deep loyalty to co-workers.

The following are some factors which mitigate solidarity among campus protective personnel, viz. the lone working hours of patrol officers without a partner or buddy system to influence their work expectations which are the greatest influence on their work, the nature of campus protective work does not necessitate colleague support on an everyday basis, e.g. one officer is sufficient to secure doors, or escort a female student to her car, etc., campus protective officers are seldom involved in situations of danger, i.e. fights, arrests, and work mostly in a violence free environment, their work environment does not encourage a high degree of solidarity, e.g. no places of socializing exists before or after duties, protective officers however, are constantly in the public eye and their image within the system precludes them from getting together in public, the high turnover of protective personnel diminishes opportunities where they can build comradeship or just get to know each other, the campus protective environment at a university does not encourage a high degree of solidarity among protective officers, they will occasionally cover for each other, they are far less clannish and less likely to socialize with their co-workers, and in short, campus protective officers do not display the same degree of solidarity as their local police counterparts (Bordner and Petersen, 1983: 177-179).

6.5   CAMPUS VIOLATIONS AND CRIME

Upon investigation conducted in selected nine mid-western American universities by Etheridge (1958: 3, 13, 48-52), it was found that most university campus protective systems of these universities kept a duty manual which embodied permanent orders and regulations issued by their chief campus protective administrators, as well as specific ordinances of their institutions that affected their entire campus protective systems. Among the ordinances to be enforced by

the systems were those relating to smoking, student conduct, bicycles, traffic, parking, abandoned property, book removal, grounds protection, and control of peddlers. Some manuals were worded in general, e.g. "enforce university regulations as applicable". However, a trend was noticed that campus protective systems were being given more specific ordinances to enforce, e.g. traffic or motor vehicle ordinances which left less room for judgemental decisions on the part of the campus protective officers. It is anticipated that disciplinary measures will be administered by a board or a committee of any organization or institution such as a university campus protective system because the maintenance of effective intra-departmental discipline is essential for efficient and satisfactory attainment of campus protective objectives subject to the scrutiny of the public and to the pressures of prevention of unlawful acts. Etheridge also observed that the campus protective administrators of the nine selected universities, had the authority for administering disciplinary measures, or the protective administrators in conjunction with the directors of personnel had the authority for administering disciplinary measures.

Notwithstanding, Bordner and Petersen (1983: 181-198), stresses that the statistical data of American surveys point to the fact that crime does exist on university campuses as elsewhere in society, and that it must be contended with by campus protection. Such campus crime problems are common to urban and rural areas and therefore, one would expect that the campus protective system would be the same as policing in society in general. The American statistics do not represent the total volume of crime at universities because it is only based on crimes reported to the university campus protective systems or crimes known to the systems. However, many campus crimes go unreported to, or undetected by the campus protective system and the local police (Lunden, September 1983: 66-68).

6.5.1   THE "*in loco parentis*" AFTERMATH

Powell (1981: 9-10), emphasizes that when American students were accorded the same rights and privileges as any American citizen by the American Supreme Court decision in 1961 in the case of "Dixon vs. the Alabama Board of

Education", the *"in loco parentis"* concept under which educational institutions had operated for many years (i.e. the university acted as an away-from-home parent in imposing discipline), its rules and regulations was struck down. This required universities to abide by strict legal procedures. The change was undoubtedly one of the factors contributing to student demands, demonstrations and dissent thereafter. The American student citizens achieved their rights, but with these rights the parental-type rules and procedures that had protected them in the past disappeared and led to increased crime and protective problems, e.g. some of these changes that provided opportunities for the outside criminal or undesirable, were completely unrestricted access to campuses, the abandonment of university regulations and curfews, free access to dormitories at all hours, co-educational dormitories, and the demise of "house mothers or fathers" and similar adult positions in dormitories, as well as fraternities and sororeties (Bordner and Petersen, 1983: 206-207, and 218).

6.5.2   THE NATURE AND ENCOMPASSMENT OF CAMPUS CRIME

People will have to realize that crime no longer skirts the invisible barrier between campuses and the surrounding communities. The problem of escalating crime on university campuses, like the urban and rural communities, has been identified in several sources as the major challenge to campus protective systems. As their counterparts in the local police, it is a basic function to deal with those problems related to crime which is universal. Although crime of the urban and rural areas has filtered onto the campus, the law enforcement agencies such as the national (local), provincial (regional) and municipal agencies, etc., are not in an adequate position to provide pro-action (protective) services for Southern Africa's universities which have many of the universal crime related problems (Bordner and Petersen, 1983: 181; Hermesch, July-August 1983: 22-23).

The critical survey of Etheridge (1958: 3, 13, 179-193), conducted in nine selected mid-western American universities pointed to the wide variety of activities on the university campuses involving the attention of their university protective systems. An analysis of these incidents concerning the restriction of students, revealed uniformity in three areas, i.e. of motor vehicle use or parking,

misconduct, and thefts. Motor vehicle violations were a primary cause for action by a campus protective system. Student misconduct, which was not defined and included sexual deviation, was cited as the next common activity involving the system. Thefts or larceny were also listed as a common and third undesirable student activity necessitating the system's attention. Not more than half the universities indicated that the use of intoxicating beverages by students was a common concern on campus. Other less frequent protective-student contacts were forgery cases, contacts in conducting investigations, accidents, building-use violations, group-misconduct cases, and student arrests for civil violations. The lack of proper student orientation to the range of jurisdiction and the role of protection on campus were recognized as common causes of misunderstanding or sources of concern with protective officers and consequently, the latter was sometimes the cause of criticism by students and faculty alike. Students did not fully understand or like the regulations that their campus protective system was expected to enforce. Similarly, the manner in which students were treated at the time of calling attention to a violation, was a source of conflict. The most commonly mentioned student misunderstanding or source of concern with a campus protective system was in the area dealing with traffic, parking or general motor vehicle control. The next most frequently mentioned item of conflict was the manner in which the protective officers handled personal situations involving students, e.g. issuance of violation notices or apprehension for infractions of law. However, there were some areas of common understanding on the part of the campus personnel and the campus protective administrators.

Upon investigation conducted by Bordner and Petersen (1983: 231-243 and 186-198) of a large urban university in a southeastern American state whilst maintaining the institution's anonymity through the use of a pseudonym for its name, i.e. the Down Town University, it was found that the overwhelming preponderance of the escalating crime on campus since 1980 was crime committed against property, e.g. theft, larceny, and burglary. Crimes against the person were minimal. In addition, less than four percent of the serious crimes on campus in each year were violent in nature. This suggests that in the course of their work university protective officers are not likely to encounter serious crimes of a violent or personal nature. These officers were consequently aware

that they do not work in a "high action" environment with respect to personal and violent crime. The essentially three major types of crime were theft by taking, sex offenses, and criminal trespass. Since few campus crimes were actually solved and cleared by arrest, it was impossible to know from objective review of the records exactly who were committing those crimes. The arrest reports suggest that "off campus persons" present the most formidable problems. The problem is that arrest records are not a valid measure of who is committing that gets caught and/or who gets caught that is arrested. The finding suggests the campus is vulnerable to attack from within as well as from outside. However, uncertainty prevails who is committing crime on campus. Furthermore, data suggests that most campus crimes occur during office hours when the campus is most open and accessible in virtually every area of the campus.

It was indicated by Powell (1981: 10-13), that over ninety-eight percent of the approximately 375 American colleges and universities that were represented at a series of one-day campus security workshops held in the late 1970's across the country and sponsored by the National Association of College Auxiliary Services, replied to questions concerning their problems and concerns by stating that their greatest problem was crime, particularly theft. Some years earlier the most common answer would have been, "student dissent". However, no answers indicating that students were a problem, even remotely suggested, were received except that they were careless about locking their doors and accepting some security responsibility. Few institutions indicated that parking was their greatest problem which would have been the number one problem about twenty years ago. Other concerns were an open campus, complete lack of key control, the faculty will not accept their share of security responsibilities, convincing the campus administration of the need of professionalism to fight crime, no money, and apathy of the community, particularly the campus administration. These representatives further reported that the students were major victims of campus thefts, with their dormitory rooms and parked vehicles the main targets. Theft of university property and shoplifting from book stores in the petty larceny category ranked behind the student victims of theft. Approximately seventy percent of outsiders accounted for campus thefts whilst a relatively small percentage of students and certain categories of campus employees did steal.

However, reductions to the theft problem occur presently which are contributed by the overriding and more professional security approach through effective patrols, follow-up investigations, preventive measures, and educational programmes involving the entire community. Unfortunately, serious crimes against the person seem to be increasing, e.g. rape and other sexual offenses, frequently drug-related arm robberies, vicious attacks often involving knives and other weapons, and similar offenses. These types of crimes soon cause a campus community to demand immediate professional campus protection and response and increasingly encourages student leaders to participate in campus protective programmes.

6.5.3   FEAR OF CRIME

Campus crime can be seen as creating an obstacle of fear between all campus citizens because of its impact upon the degree of trust that people have in others and their willingness to help one another, i.e. its effect on the level of human interaction in society. Therefore, the fear of crime does pose a serious threat to the level of integration in society which can destroy the atmosphere necessary for learning at any educational institution. Hitherto, criminal incident records and fear-of-crimes were not allowed at most universities because administrative authorities wanted to create and maintain a safe and peaceful image of their institutions. This social problem is indeed worthy of exploration which has been the focus of numerous American studies in recent years. Several scientists have presumed that the same causable factors are important in explaining fear-of-crime levels in both victimized and non-victimized persons. Several variables have been used to explain fear of crime in previous studies, viz. gender, race, age, community size, and education, as well as indirect victimization, i.e. exposure to media, and previous victimization. These studies pointed to interesting facts, among non-victimized students the gender appears to be consistently related to fear of crime, viz. white and black females reported higher fear-of-crime scores than their male counterparts because women perceive themselves as favourable targets of offenders and victims of a wider array of crimes regardless of their racial background. Watching television news and race stories were the only significant predictors of male students' fear of crime, viz. black males expressed

greater fear of crime because of the racial climate on predominantly white television violence programmes. Like their male counterparts, females who watched television news programmes or read newspapers on a regular basis, reported higher fear-of-crime scores. One can only speculate as to the manner in which the media can exert influence on females. Exaggerated incidents of victimization of those similar to the respondents, could possibly result in a heightened level of fear of crime. Among non-victimized students, the results of these exploratory studies show that gender and the media exert strong influences on student's fear-of-crime scores (Adams and Ray, July-August 1993: 33-35).

The university authorities and their campus protective systems who are responsible for the life safety on campus must not only conduct an investigation of violations and crime but also must be prepared to deal with a panic-stricken and fearful campus population. The professional investigations of violations and crime take time, cooperation and skill. Dealing successfully with a frightened campus community is as necessary as successfully dealing with violations and crime, but it takes more time and patience by the collective action of the community, authority and protective system (Johnson, July-August 1985: 5).

Some Southern Africa campus authorities and students have indicated their disapproval, discontent and disdain in the media during recent years for the rising crime levels on campuses. Besides this, many students were angered and protested against the way authorities have dealt with crime on campus. Campus violations such as students blocking the thoroughfare of campus citizens for the purpose of canvassing support to form a front against their Student Representative Council with regards to the Council's alleged excess and unnecessary expenditure, and "ridiculous" elections as well as protesting against writing a test on Saturdays, students protesting at a university's official ceremony to honour contributors to peace because the university was allegedly "tainted with racism, sexism and colonialism", rampaging university workers and sympathetic students slashing portable pools packed with fish, almost scuppering a Ph.D. student's three-year project to develop a cheap source of protein, tipping campus dustbins, damaging campus fish ponds, destroying potplants, disrupting lectures, intimidating other students because of the worker's wage disputes, and defying

an official ban on student initiation practices which have sometimes been bizarre and violent in the past, are examples of campus misconduct reported in the South African news media since 1991 (*The Pretoria News*, 1991-03-27: Campus News column; the *Weekend Argus*, 1993-04-3/4: 7; the *Sunday Times*, 1993-08-08: 7; the *Weekend Argus*, 1993-02-20/21: 1 and 3).

6.5.4   VOLUME OF CAMPUS CRIME AND PERFORMANCE

Campus crime such as alleged rape, gang-rape, attempted rape, sexual harassment, prostitution, live sex shows and pornographic publications, malicious damage to property, assault, theft of student and university property and possession of illegal and lethal weapons, which were committed by university students, also received simultaneous and eager media attention. Many female victims of these alleged violations and crimes did not hesitate to give their point of view of these felonies and misdemeanours as well as expressing their dissatisfaction about the way university authorities and student councils dealt with these issues when confronted by reporters of the media. A relatively small number of students who were accused, were found guilty by a university disciplinary committee. They were given only suspended sentences. However, there were victims who hold a view that suspended students should undergo monitored rehabilitation for a year with particular emphasis on non-sexism, inter-party democracy, and political tolerance as well as regular visits to clinics of victims of assault to be included in the programme. Some of the relative university authorities, committees of inquiry and student councils indicated to the press that they were keen to communicate and negotiate with all relevant parties, that few complaints had been received to-date of which many were unfounded due to lack of substantial and sound evidence, that they do encourage students to discuss their grievances with them in order to negotiate a solution, and that the investigation of alleged victimized students could be a difficult problem to solve if people involved could not be identified. These authorities, committees and councils see an inquiry as the beginning of an educational programme about a problem and of steps to be implemented to deal with this problem. A code of conduct defining acceptable student behaviour and an accompanying monitoring system, as well as media and residence rules for countering sexism, racism and

other forms of discrimination, and an effective policy on crimes committed on campus, were foreseen for the near future. Safety proposals such as better lighting in "trouble spots" on campus, bedroom inspections and installation of surveillance cameras, restricted access to university as a whole and to university residences, a reshuffle of campus control to include more women and possibly even students who will all receive specific training to deal with crime victims, dog patrols at night in unsafe areas, and setting up a sexual harassment panel whose members are trained to deal with all cases, as well as an interim electoral ombudsman, and an interim electoral commission to manage the election process on campus, were reported to e receiving urgent attention at the relevant institutions. An attitude of "no toleration" of sexual assaults at some universities resulted in a sharp decline in the number of sexual assaults in the past two years (*The Pretoria News*, 1991-03-27: Campus News column; *Sunday Times*, 1991-12-08: 3; *Weekend Argus*, 1992-03-28: 3; *Sunday Times*, 1992-04-05: 32; *Weekend Argus*, 1993-02-20/21: 1 and 4; *Sunday Times*, 1993-03-28: 5X; *Weekend Argus*, 1993-04-3/4: 7; *Sunday Times*, 1993-08-08: 7; *Weekend Argus*, 1993-10-16/17: 11, 1993-10-23/24: 15 and 1993-11-13/14: 7; *Rapport*, 1994-01-30: 4).

TABLE 6.26: TOTAL ACTIVITIES

	Frequency*					
	Reported by seniors		Reported by Others		Total	
	N	%	N	%	N	%
Student misconduct	39	8,76	41	7,21	80	7,89
Staff misconduct	16	3,60	26	4,57	42	4,14
Drunk- and Disorderly behaviour	32	7,19	31	5,45	63	6,21
Misusage of university property	23	5,17	34	5,98	57	5,62
Parking offenses	36	8.09	25	4,39	61	6,02
Traffic accidents	23	5,17	27	4,75	50	4,93
Other traffic offenses	9	2,02	15	2,64	24	2,37
Malicious damage to property	28	6,29	34	5,98	62	6,11
Molestation of Students/Staff	13	2,92	17	2,99	30	2,96
Trespassing	31	6,96	37	6,50	68	6,71
Assault (common)	17	3,82	31	5,45	48	4,73
Assault (serious wound(s) inflicted)	13	2,92	19	3,34	32	3,16
Rape	7	1,57	12	2,11	19	1,87
Other sexual offenses	4	0,90	11	1,93	15	1,48
Public Indecency	10	2,25	15	2,63	25	2,47
Housebreaking with intent to steal and theft	21	4,72	33	5,80	54	5,33
Forgery and Uttering	11	2,47	9	1,58	20	1,97
Theft of motor vehicles	20	4,49	28	4,92	48	4,73
Theft of bicycle/motorcycle	23	5,17	26	4,57	49	4,83
Theft	33	7,42	41	7,20	74	7,30
Robbery	7	1,57	14	2,46	21	2,07
Murder	1	0,23	7	1,23	8	0,79
Riotous Behaviour	16	3,59	19	3,33	35	3,45
Illicit weapons	10	2,26	16	2,81	26	2,56
Other (specify)	2	0,45	1	0,18	3	0,30
TOTAL	445	100	569	100	1014	100

* All universities

Table 6.26 reveals that respondents rendered reactive campus protective services to the following cases according to sequence in total, and respectively:

Student misconduct	(80 or 7,89%)
Theft	(74 or 7,30%)
Trespassing	(68 or 6,71%)
Drunk- and Disorderly behaviour	(63 or 6,21%)
Malicious damage to property	(62 or 6,11%)
Parking offenses	(61 or 6,02%)
Misuse of university property	(57 or 5,62%)
Housebreaking with intent to steal and theft	(54 or 5,33%)
Traffic accidents	(50 or 4,93%)
Theft of bicycles/motorcycles	(49 or 4,83%)
Theft of motor vehicles	(48 or 4,73%)
Assault (common)	(48 or 4,73%)
Staff misconduct	(42 or 4,14%)

The total frequency of other activities were below 40 or 3,95%. Attention is drawn to the fact that cases in total of Rape were 19 or 1,87%, Other Sexual Offenses 15 or 1,48%, and Molestation of Students or Staff 30 or 2,96%.

6.6   SUMMARY

Educated and professional campus clientele that are demographically different from the general population served by the local police, as well as the different philosophical orientation to civil protection, i.e. a non-regressive law enforcement approach of concern for the maintenance of the atmosphere conducive to learning and the protection of the campus community from criminal and non-criminal hazards than policing inherent to the local community, are unique qualities about campus protection that render it appreciably different from its local police counterpart. Consequently, all campus protective systems are faced with the contradictory normative expectations of exercising authority by enforcing all existing rules of law and order on campus, and tempering authority by practising responsibility for institutional members and property requiring sensitivity to the

community being served (Bordner and Petersen, 1983: 221-228; Smith, 1988: 27; Potgieter, 1992: 1-24).

Universal protective functions on American campuses were found to be as widely diverse as those found in national communities of comparable size. The amount of attention devoted to incidents relating to major crimes and violence were found to be significantly less. The most commonly mentioned campus protective activities were related to traffic and parking violations, misconduct, theft, drunkenness, and sexual deviation which were comprehensively maintained in records and readily available. However, American students are rightfully asking for at least as high a level of security as they would enjoy in the outside community. More and more student leaders are consequently taking part in campus security and safety programmes which are centralised at most institutions (Etheridge, 1958: 202-209).

The most serious problem facing university campus protective systems during the coalescent and evolutionary period of the new Southern Africa, may be the escalation of campus violations and campus crime clearly pervading this contemporary African region and other universal domains of which the overwhelming preponderance thereof are the contravention of university disciplinary regulations and the commitment of criminal offenses, e.g. alcohol and drug abuse, disorderly behaviour, vandalism, malicious damage to property, traffic violations, assault, sexual abuse and harassment, attempted rape, rape, theft, fraud, etc. (Table 6.26; Potgieter, 1993: 79-87; Etheridge, 1958: 205; Powell, 1981: 7 and 13; Thembela, 1992: 1-3).

Presently, only national crime, including campus crime, of those cases which physically come to the attention of the South African Police Service, are formulary reported to the Department of Statistical Services of South Africa, by means of the statistical form 08/01. There is no obligation on tertiary institutions, from a legal point of view, to report campus crime individually and exclusively to this Department. Furthermore, crimes committed on university campuses and incorporated in official national statistics, are not reported separately from those committed in the larger community of Souther Africa.

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These campus-related crimes are incorporated in the "Annual Report on Prosecutions and Convictions" issued by the said Department in Pretoria. The crimes represent only serious crime and misdemeanours under "Part I and Part II of the Code List of Crimes" reported to and recorded by the South African Police Service. This formulation makes it impossible to respond with any degree of accuracy as to whether nation-wide criminal acts are occurring more frequently or less often on the university campus and consequently, cannot depict a true picture of campus crime. Notwithstanding, crime on the vulnerable campuses of Southern Africa is a reality which should be addressed through purposeful campus protective management as well as security awareness, i.e. educating the students and staff about personal safety measures and the safeguarding of private and institutional property (Potgieter, 1993: 79-87; Thembela, 1992: 1-3).

Whenever campus crime statistics are individually and exclusively obtained by universities or other researchers, caution should be exercised in making comparisons as university crime statistics are affected by a variety of factors such as demographic characteristics of the surrounding community, ratio of male to female students, number of on-campus residents, accessibility of outside visitors, size of student enrolment, etc. Inter-campus comparisons are also inappropriate if predicted solely on the similarity of student enrolment and ignoring the total institution population which also includes faculty and administrative personnel, support, service and maintenance employees, and the periodic swelling of the population by reason of major sporting and other recreational activities which take place on institutional property. Consideration must also be given to the location of the institution within a rural or urban setting. Further consideration would relate to the administrative philosophy of a university and its commitment of adequate resources to maintain effective campus security, public safety, and law enforcement programmes designed for the protection of the entire institutional population and the protection of institutional property. Should, however, there be any value in comparison of "crime on the campus" with overall crime rates throughout a country, we will rate that based on this comparison, that a campus with the exception of the crime with highest rate, is the most crime free community in a nation (MacKay, 1992: 1-10; McGovern, 1982: 16-17).

CHAPTER 7

CAMPUS CRIME CONTROL

7.1 INTRODUCTION

In democratic institutions, laws, regulations, policies, etc., are made "by the people, for the people and of the people through elected and appointed representatives, and no one is above the law". Since the Code of Hummarabi (1800 B.C.), which is an example of "order maintenance" with a valuable historic perspective, Aristotle's ponderance over the relationship of the individual to the state over the relationship of the individual to the state over 2500 years ago in Athens of Ancient Greece, the more recent Anglo-Saxon, European and American political and legal system developments, as well as the inception of constitutional developments in Southern Africa, continuing attempts have been made to resolve this issue in favour of individual rights and collective security and protection. From the 18th century the founding fathers of a nation such as the United States of America embodied this question in their constitution (1787) and when challenged resulted in a Bill of Rights (1789) designed to protect individual abuse and infringement. From the time of Plato's "guardians" in Ancient Greece who were police or protectors of social order whilst on civil duty, these police or protectors were considered to be representatives of the people, i.e. "the police are the people and the people are the police". This being the case, the "police" or campus protective officers enjoy the right of any citizen to enter upon and remain within any university campus or boundary. Laws written by "representatives of the people" seldom exempt university campuses, students, faculties, and staff from sanctions. Equal treatment for all, including the "police" or campus protective officers and members of the academic community, tends to preclude special treatment for anyone. To do so would be discriminatory. Freedom and safety for all is a key principle of democracies of today. However, both ultimate freedom and safety remains fiction when an intruder threatens others with physical harm or deprives somebody of its lawful possession, for example. The "police" are normally called to neutralize the

threat and dispossession and to return the environment to normal. It is therefore evident that a legitimate role does exist for the local police and/or a campus protective system on a university campus in any democratic society. If the premise is accepted that the "police" have a right to be on a university campus and the important questions concerning their exact role to play and whether or not the local police or a campus protective system should respond to calls on a university campus in their jurisdiction are debated, then the available options in this regard are relatively simple, i.e. a university can elect to do nothing and rely upon the local police for protection or invest in a private security contract or, legislation permitting, create a protective system on campus. Fortunately legal decisions are supportive of the principle that institutions must provide a "safe and secure environment". The local police are usually overloaded with work, understaffed and mostly unenlightened to handle indigenous and emergency situations of a university environment. A private security contract can obviously seldom be dedicated to a campus on an inclusive basis. The ultimate option today is a university campus "in-house" protective system which can be effectively managed and properly supported to protect the campus personnel, students and other campus citizens or "invitees", to deter and detect any crime on campus, and consequently become "guardians and protectors of learning" (Bristow, 1992: 1-7; McBride, May-June 1987: 39-41).

The word "university" comes respectively from the Middle English and Latin words "université" and "universitas - universitatis" that means "of all things" or "the whole world". These phrases are adequate descriptions of how university campus protection must be handled. Therefore, a campus protective system must cope with all aspects of protection from protecting students to visiting dignitaries as well as student property to a campus administration complex. Since crime exists on campus, it must be controlled and prevented, i.e. by protecting the general public of the institution from criminal activity and other hazards. In the performance of their crime prevention role on a university campus, a university campus protective system must try to be as proactive as possible. Campus protection is not only the responsibility of the system, but also of the entire campus community. Prevention programmes can only be effective as the campus community wants it to be (The Reader's Digest Oxford Complete Wordfinder,

1993: xxii, xxiii and 1714; Bordner and Petersen, 1983: 198; Editor of the *Security World Magazine*, August 1981: 31).

7.2 CRIME GOES WHERE CRIME PAYS

Lieutenant Jymes Carter, an experienced campus protective officer and graduate of the California State University of Los Angeles in the United States of America (Carter, March-April 1984: 36-39), emphasizes that a community should be defined in terms of clientele as well as geographical boundaries. The hybrid design of campus security for the University of Los Angeles was formed by virtue of the unrestricted 411 acre university site containing 16 million square feet of buildings, approximately 60 000 campus citizens, 19 000 parking bays for motorcars and the limitation of only eight entrances to the nine campuses on this site which together account for about 60 percent of the university's crime problem (Editor of *Security World Magazine*, August 1981: 32-38).

The chiefs of the nine campus protective departments of the university protective system also discovered a truism, i.e. their campus community itself which ultimately determines the kind of law enforcement it will support. This was brought about by their unique challenge which makes it incumbent upon them to develop professional organizations which respond to their own community needs. Unfortunately the criminal element also goes along with the demographic flow and tends to ply its trade in this affluent setting thereby creating special policing or protective problems. Law Enforcement should ask itself the rhetorical question whether crime does not go where crime pays? However, the campus chiefs created a new form of "administrative gamesmanship" amongst their nine campus protective departments in the university protective system as well as the police and agencies of the nearby beach towns to cope effectively with the increased police or protective demands since they all hold responsibility for law enforcement (Carter, March-April 1984: 36-39; Editor of *Security World Magazine*, August 1981: 32-38).

The Community Safety programme was consequently brought in effect which is a prototype design for the nine campuses and dealing successfully with a wide

range of security and safety problems since 1981 due to its diverse combination structure of professionals and para-professionals, i.e. a mix of Californian state police officers, parking enforcement officers, students, private security personnel, environmental health and safety personnel and radiation safety specialists. Many of these protective officers are graduates. They all hold membership of various professional policing and protective organizations at some point in each of their professional law enforcement careers in order to meet the ultimate challenge, using acquired skills in the important areas of handling crisis situations and relating effectively to young persons. To accomplish this, they actively serve on various campus committees, provide and receive input on matters which affect their day-to-day operations and have a standing mission to identify and respond to protective service needs of the university campus. These individuals are intentionally cross-trained in different disciplines for multiple purposes of safety and security, e.g. policing any type of crime problem, enforcing parking regulations, protection of all campus citizens, the property of individuals, faculties and campus administration, maintenance of alarms, handling of radios, fire control, ambulance and other emergency medical duties, the restriction of access to the campus including campus dormitories and hospitals, and the handling of police dogs for the investigation of crime resulting cost effectiveness. These employees of the Community Safety programme became the eyes and ears of the university protective system and are equipped with handheld telephones and radios on local police frequency (Carter, March-April 1984: 36-39; Editor of *Security World Magazine*, August 1981: 32-38).

Since 1976 additional security for the University of Los Angeles was however provided by the non-sworn student staffed Community Service Officer unit with a mere eight-person staff. It was later increased to approximately 180 people and developed some of the most successful crime prevention programmes because they were designed to embrace both community safety and public service functions. Among their innovations are the "Escort Service" which is available to any female on campus during evening darkness or early morning hours and which has responded to more than 8 000 requests in a single month, property engraving, free bicycle registration service, motor-bicycle patrols, jog-a-long, residential hall network committees, crime prevention hotline, operation lock-

down, evening transport operations, campus safety lighting, and parent/student orientation (Bristow, 1992: 1-7; Carter, March-April 1984: 36-39; Editor of *Security World Magazine*, August 1981: 32-38).

These students of the non-sworn auxiliary unit within the university protective system, are all specially trained for crime prevention and emergency medical services and are responsibly supervised as part-time employees with slightly above the minimum wage scale in salaries on a monthly basis through mostly special funding sources. They also provide security for special events such as sport activities and fire protection enabling the Community Safety programme to respond positively to critical calls. These students are unarmed and clothed in fitting private wear to increase their visibility and professional image ensuring satisfactory and regular campus protection. Their duties further encompass all traditional security duties in an industrial location such as response to key lock-ups, money escorts, watching the loading dock, and some crime prevention presentations. The said university campus protective system is also considering the recommendations of their security surveys, i.e. increasing the personnel of the unit by 32 officers every three years, card access systems particularly in campus dormitories, sodium-based lighting all round the campus and closed circuit television which are expected to be of significant value when cutting crime in parking structures, a computerized telephone system and surveillance cameras. The Los Angeles campus protective system further sees the coordination of private security and public law enforcement to be a preview of the future everywhere because they develop an umbrella of safety people who can complement one another. The traditionally checking of all doors on a foot beat and answering all burglar alarms, are seen to be no longer feasible but will have to be done by private security which consists of two types of security guards, i.e. one, which is more thoroughly trained, has had a more extensive background check and is armed, and the other type, which checks all people whilst stationary, at entrances and outlets. This increased role of private security in protecting society and the increase in former protective or police duties, will lead to a tremendous charge in public attitudes of their professionalization as well as beneficial for both sides (Bristow, 1992: 1-7; Carter, March-April 1984: 36-39; Editor of *Security World Magazine*, August 1981: 32-38).

Campus protective systems cannot and should not accept crime prevention programmes alone. Only if this responsibility is shared by the entire university and all the various departments involved in student development, can responsive and effective programmes be designed and implemented. The question invariably comes up during the establishment of ongoing crime prevention programmes whether such programmes will be successful? Clearly, the measurement of success or failure in these programmes can be difficult. It may occur, for instance, that a campus prevention programme will experience an increase in reported criminal activity and not a decrease. Therefore, statistically, crime prevention in the truest sense may not be initially realized. Some measure, other than a reduction in crime could be used in the analysis of a campus protective system's crime prevention programme. The product of the system's ultimate goal to involve university students, faculty and staff in taking steps to make the campus a safer place, can be measurement changes. Today university students are often described as being career or job directed and opposed to being issue or cause oriented. This may or may not be an accurate reflection of all campuses. There has been strong evidence of a willingness on the part of some people on American campuses to become actively involved in crime prevention and which is confirmed in the records of several successful investigated criminal cases (Henston and Burkhart, September-October 1986: 30-33; Bromley and Gonzalez, November-December 1984: 17-18).

7.3   CRIME PREVENTION AND CRIME REDUCTION

Henry Fielding, known today as a novelist and political satirist, was a major figure in criminology during the 18th century who identified three objectives to reduce crime, viz. developing a strong police force, organizing an active group of citizens and initiating action which would serve to remove some of the causes of crime and conditions under which it appeared to depend. Over the last several decades, there has been increasing recognition of the importance of citizen participation in the fight against crime. Traditionally, the strategy of physical presence of police officers on preventive patrol has been the chief means used by British and American police departments in order to accomplish the crime prevention objective, i.e. through the physical presence of police officers and

through the deterrent effect of their visibility. The patrol function was mostly responsible for the accomplishment of order maintenance or peacekeeping involving continual exercise of discretion about the apprehension of suspects, criminal investigation, testifying in court, and assisting criminal prosecution of offenders. A distinction developed between "order maintenance" or "peacekeeping" which is encompassed by the phrase "crime prevention" of Sir Robert Peel, the founder of modern policing in 1829, and the invocation of the apprehension process. The principal object to be attained was the prevention of crime by uniformed police or protective officers who are "unarmed, do not interfere idly and unnecessarily with the public, and who possess a perfect command of temper". Consequently the crime prevention function and order maintenance role merged at the outset of policing or protection in the personality and abilities of the police of protective officers. These proactive functions are still merged or encompassed by the British and American preventive patrols when a person in appropriate circumstances is approached in an appropriate manner for the purposes of investigating possible criminal behaviour. These confronted individuals may then decide to change their plans for committing a crime on that particular occasion or maybe for all occasions. Such proactive policing and protection against crime or crime control is the hallmark of effective crime prevention and detection. It was only since the 1950's that the British launched a crime prevention campaign and developed many new techniques of crime prevention which were gradually introduced into the rest of the world (Glavin, November-December 1986: 26-30; Greenberg, September-October 1988: 23-26).

Boyd, Director of Police and Public Safety at Morgan State University, Baltimore, Maryland, in the United States of America (July-August 1992: 38-39), outlines that the mission of his directorate is to provide responsive, responsible, and professional law, order, and security services to the university community. The performance of this mission focuses explicitly on the protection of life, property and preservation of order in a manner which is consistent with the university regulations and the laws of the State of Maryland whilst ensuring an environment conducive to academic study, research, extra curriculum activity, and residential living. The directorate's overall law enforcement and public safety programme is fundamentally based on two goals, i.e. crime prevention and

crime reduction to the lowest possible level whenever it occurs. These goals are pursued by the active involvement with three methods, i.e.

(1) educating the entire university community with proactive information of criminal activity occurring by using student and faculty newspapers, bulletins, catalogues, flyers, workshops, briefings, crime prevention presentations at student orientation sessions, Student Government Association meetings, and dormitory briefings,

(2) engineering the construction of security into and around the university campus in an unobtrusive manner by the planned and strategic use of intrusion detection alarms, duress alarms at money handling facilities, barriers, pass and identification systems, protective lighting, lock and key control, and traffic signs and signals to supplement and enhance the overall programme. Planning for security measures must be considered and appropriately incorporated in all campus building, construction, and renovation projects, and

(3) enforcing the use of law, order and security assets in conjunction with viable cooperation and support of the campus community to concentrate on seasonal or frequent occurring crimes as coordinated parts of a comprehensive and efficient crime prevention team. Support of this is manifest in law enforcement strategies and operations involving a balanced combination of foot and motorized patrolling, use of supplemental security officers at special events and dedicated security at dormitories, student escort system during hours of darkness, and availability of emergency telephones throughout the campus and in elevators (Labuschagne, 1993: 1-7).

These crime prevention and crime reduction methods provide ostensible fuel and direction to the Morgan State University's crime prevention programme to preclude human suffering due to crime or the fear of crime and prevent the loss or damage to private property. They key components of crime prevention and crime reduction are not limited to these methods, but includes the recognition of

safety and security which begins as a state of mind, active and coordinated cooperation between a campus protective system, campus personnel and local police, prompt reporting of criminal incidents, effective corrective action on crime conducive conditions, effective lock and key control, reporting suspicious persons, use of operation identification, security of personnel and university property and equipment, preventing propped doors, availability and use of escort services, and taking care of each other. A university campus can also be a better and safer place by the enthusiasm and emphasis placed on the importance of crime prevention and its value s a quality of life contributor on campus. A university campus protective system is an essential part of a crime prevention programme because it is the most visible recognizable, and accessible representative of the institution. It is axiomatic that the system's 24-hour-a-day job of effective crime prevention and personal security by the use of a sound and comprehensive crime prevention programme, but also with everyone's cooperation, can make the university campus a better and safer place. The key factor lacking in most universal university crime prevention programmes is usually the development of community involvement (Boyd, July-August 1992: 38-39).

Walter B. Waetjen, University President of the Cleveland State University, Ohio, in the United States of America, consequently wrote a personal letter in 1981 to his deans, directors and department chairpersons, encouraging their active participation to "Campus Watch", designed as a community-based crime prevention programme for his university. Thereafter, several calls were received asking presentations about this programme. Requests for the programme in all areas followed the 15-minute presentations which were specially prepared slide shows giving an overview of the "Campus Watch" programme. After each presentation, members of the audience were invited to work as volunteers. The administrative supervisor of each university department was asked to select a coordinator from among the volunteers. The coordinators then attended a training seminar on crime prevention theory and practical application. They also became the key liaison between the department and the university campus protective system. By their personal involvement in crime prevention, they did make a difference. Their community involvement contributed to a significant

decrease in crime on the Cleveland State University campus and together with the university protective system, they became effective partners in crime prevention (Boyd, July-August 1992: 38-39; Price, July-August 1983: 24-26).

Most American law enforcement professionals charged with the administering of a law enforcement programme on a university campus realize that a proactive approach is essential in providing a safe environment to fulfil the institution's goals and objectives as indicated by Brug, Director of Public Safety at the California Polytechnic State University, San Luis Obispo, California (May-June 1984: 45-46). A comprehensive crime prevention programme is the heart of such an approach when most university departments find it difficult to maintain a crime prevention unit due to lack of personnel. They have to rely on the field officers and investigators of their campus protective system. However, the proactive approach can be most effective when using students as the best resource available when developing a programme. Students of the California Polytechnic State University at San Luis Obispo have provided such service for many hours by staff work as well as being additional eyes and ears in the university community. Their volunteer programmes have kept costs to a minimum. Student organizations who fraternize the programmes with support, believe it is a valuable community service which also provides a positive image for their organizations.

These crime prevention programmes involving students have assisted the California Polytechnic State University in being awarded the "Exemplary Programme" status by the Governor of the State of California. Some of the programmes are -

(1)   an "Escort Service" by male students who are cleared by the Public Safety Department and given a brief training session prior to an assignment. Escorts are provided during weekdays from 08h00 to 23h00. Only coordinators are paid for the service which is funded through the student assistant programme. Escorts wear distinctive jackets and identification;

(2)   a "Students for Safety Watch" which represents 16 campus hostels and coordinates with the crime prevention coordinator, disseminates crime prevention information and techniques, develops and posts prevention posters, presents prevention seminars, and provides a hostel escort service and a neighbourhood watch to prevent vandalism and theft. This programme has provided an excellent coordination tool between campus protective officers of the Public Safety Department and the resident campus community;

(3)   a "Student Bicycle Patrol" in bicycle parking areas to maintain security by checking whether bicycles are insufficiently locked, registering bicycles in the field, providing bicycle safety presentations, and providing bicycle patrols in pedestrian and bicycle lanes for their safety;

(4)   "Public Relation Intern" programme by students of the Journalism Department as a learn-by-doing assignment who publicize crime prevention programmes and provide an awareness to the campus community of crime hazards and prevention programmes. On completion of a successful programme a grade is awarded to the participant, and

(5)   "Student Projects" by students in safety-related fields which assist in conducting lighting surveys for hazard areas, conduct opinion surveys, and other projects coordinated by the Public Safety Department. They also receive a grade for their efforts. One of their many suggestions was a large project on an emergency telephone system for the campus. All these programmes can only benefit a university as well as the students (Brug, May-June 1984: 45-46).

An important part of any prevention programme using student volunteers, is recognition. Letters of appreciation and specially provided meals were consequently delivered to these fraternities. Students will always be the most important commodity because that is why there are university institutions. Most American students are eager to become involved in programmes providing safety and security to the campus community. Each one who participates becomes a

"trainer" who relates to other students with whom they come in contact. They also learn the role of a campus protective officer and realize the true objective of a university campus protective system. Students, therefore, remain the best resource in continuing a proactive approach to campus law enforcement (Brug, May-June 1984: 45-46).

7.4   CAMPUS COMMUNITY PROTECTION

Trojanawicz and Buoqueroux, the accomplished American authors of "Community Policing" (1990: 5), defined "community policing" as "police officers and private citizens working together in creative ways to solve contemporary community problems". This conception, therefore, is clearly integral to the definition of campus law enforcement or campus protection. Whether campus protective officers are called to attend to contraventions of the law or campus regulations or to assist in resolving conflicts among students or to provide instruction and assistance to students in general and those volunteers for campus crime prevention programmes on matters of safety and security, they are doing community work. Creative solutions developed by the campus protective system in conjunction with campus citizens may be truly instructive to other communities in relation to personal safety and neighbourhood security. Within the context of problem-oriented policing or protection, another accomplished American, Goldstein, author of "Problem-Oriented Policing" (1990: 66), defined "a problem" as "a cluster of similar, related, or recurring incidents rather than a single incident about a substantive community concern consequently leading to a unit of police business". These conditions can also meet the special characteristics of a university campus community. However, it is tradition in campus law enforcement to analyze in depth any set of similar incidents on campus, first in coordination with all affected units of campus governance and then with outside jurisdictions, as appropriate. Peter W. Phillips, Associate Professor of Criminal Justice of the Utica College of Syracuse University, emphasizes, e.g. that a campus protective system often deals with problems one dormitory at a time and know that academic sanctions may be more useful in behaviour modification than arrest. Campus law enforcement has thereby practised a greater degree of flexibility than the local police in the United States

of America who only recently have accepted the fact that they can respond uniquely to any complaint and summon forth civil and administrative remedies as well as criminal sanctions. Therefore, it is without design that campus protection is both community protection and problem-oriented protection by definition and, more importantly, in practice. Campus law enforcement should assume a leadership role in this movement and show the local police how. The kind of creativity which the definition of community policing or campus community protection refers to, is the best realized in problem-oriented policing or campus problem-oriented protection through the search for alternative tailor-made responses when dealing with problems (Phillips, November-December 1993: 19-22).

7.5 STRATEGIES OF CRIME CONTROL

Bordner and Petersen (1983: 198-199) state that operational services, crime prevention programmes, and restriction of access to a university campus are the three basic crime control strategies by any campus protective system. Their surveys brought to light that -

(1) the basic operational strategy is to deploy manpower in such a way that an effective patrol system is created. Visible protective officers on the beat at all times should be assigned to various campus zones and should be constantly moving unless assigned to a stationary post. Conspicuously marked mobile units should patrol the perimeter of a campus and make continuous loops around the campus on adjacent streets. The beats and patrols are complemented with additional but occasional special details to control crime. These highly visible beats and patrols have been found by American protective systems to have a significant deterrent effect on crime;

(2) operational identification, premise surveys, provision of general information to the university community, and a self-protective programme are four aspects to a formal crime prevention programme, viz. -

(a) electronic engraving for permanent marking of owner's movable property with a security number can aid campus protection in determining ownership of recovered and stolen property. The very fact that items are marked, is seen as a deterrent to the potential thief;

(b) essentially a premise survey is a security analysis of an existing facility at a specific location on campus, e.g. financial buildings, a computer centrum, etc. The basic purpose of the analysis is to point out existing physical and procedural security deficiencies in and around the facility and to suggest courses of action to correct problems. Like operation identification, premise surveys are throughout a function of a single staff protective officer which does not involve protective patrol officers;

(c) providing general information to a university community is a preventative attempt to make the campus community more security conscious, e.g. providing warning signs at strategic locations in the university library whereby individuals are informed of the personal responsibilities for the safety of their personal belongings, and providing advisory notices to campus citizens regarding the violation of security rules and regulations. However, many American campus citizens do not pay attention to these advisory notices or, their protective officers do not support it which undermines the potential utility and effectiveness of the protective advisory programme, and

(d) the provision of a self-protective brochure made available at university student orientation or the dispensing of it on request, remains the major thrust of the American self-protective programme. Staff officers of a campus protective system are largely responsible presenting lectures or holding discussions regarding crime prevention, but only on request. Further to this formal crime prevention programme, campus protective officers sometimes have initiated the collection of "abandoned" student property to drive home the point that students themselves are largely responsible when they "loose" their property by creating such opportunities themselves. Lost property bureaus however tend to be

precluded from American campuses due to other demands made upon American campus protective officers. Crime prevention programmes on American campuses are seen as "services on request". Any formal crime prevention programme is occasionally supplemented by informal actions of protective officers and is not well organized or effective as it probably would be, particularly with respect to enhancing campus community relations and warding off potential campus criminals, and

(3) the most American universities take some measures to restrict access to their campuses which is based on the assumption that outsiders are to some extent responsible for crime on campus. Measures include formal procedures such as key control, posting of warning signs of unauthorized admittance, the use of Identification Cards which are not worn but carried by authorized persons while on campus, requirements of work permits in certain buildings after hours, etc. Many American universities are geographically unrestricted to access as it is hard to tell where a campus leaves off and the city begins. The communities of these universities vary in descriptions and appearances and consequently there are few cues on the basis of physical appearance which the protective officers can use to differentiate between authorized and unauthorized public. With the exception or drunks or derelicts who automatically necessitate questioning on campus, virtually anyone, including criminals and other undesirables, can blend in with the campus public unnoticed and unquestioned. Access to campuses are also limited by policy. Lenient access occur during normal weekly working hours. The indiscriminately request for identification from people on campus by protective patrol officers are discouraged by campus authorities. Senior officials usually instruct protective officers for necessary action leaving little initiative on the part of the individual officer in controlling campus access. Consequently, the uniformed protective patrolmen usually wait for an incident to occur before they request an ID from anyone in the performance of their routine duties during normal working hours. Access policy is, however, stricter after hours and on weekends or holidays. All authorized campus personnel are consequently required to have a valid ID or work permit and protective officers are

obliged to check for proper authorization of anyone they encounter in secured areas who are unknown to them. *Any encounter cases on file are there in order to check the whereabouts of authorized people on campus.* "Unauthorized" people on campus remains practically impossible due to the geographic locations of American universities. However, campus protective officers can and should make legal checks of individuals if they are to carry out their responsibilities on campus. Stopping the suspicious person on campus by a campus protective officer is just as technical on campus as it is on the public street for a local police officer. The rights of an individual are not lessened when he or she enters a university campus area. Campus protective officers can protect the rights of individuals and the campus community within the framework of constitutional guarantees, as they are responsible for safety and security without violating such rights (Bordner and Petersen, 1983: 199-205; Morgan and Censick, March-April 1983: 25-27).

7.6   CAMPUS PROTECTIVE PROGRAMMES

Greenberg (September-October 1988: 23-26), an adjunct professor of security management at Interboro Institute, New York City, in the United States of America, states that although the concept of crime prevention or crime control is not new, modern crime prevention practices which originated in the United Kingdom have centered upon a widely accepted formal definition that characterizes crime prevention or crime control as "the anticipation, recognition and appraisal of a crime risk and the initiation of some action to remove or reduce it". He brings to light that a useful equation has been developed to highlight the most practical approach for reducing crime risks whenever possible. This equation lists the following elements which must be present for a crime to be committed, viz. -

(1)   a desire or motivation on the part of the criminal,

(2)   the skills and tools to commit the crime, and

(3)   an opportunity.

In this approach, crime prevention aims to reduce criminal opportunity rather than to combat criminal desire or criminal skills by making a potential target of attack inaccessible or unattractive and by making a combat itself dangerous or unprofitable, e.g. potential victims of criminals can reduce their vulnerability by taking security precautions. It is apparent that the more citizens are able to find ways of self-protection, the less they will have to fear. This requires a "thinking person's" practice of thorough analysis of the problem to initiate countermeasures. Therefore, university protective systems must assume a primary role of emphasizing crime prevention in all aspects of their contact with the public and provide them with crime opportunity-reduction education, information, and guidance with the assistance of the local police as governmental arm responsible for public safety. Crime analysis by campus protective systems of survey reports covering campus premises, offense reports, complainant and offender interviews, demographic materials and official and community inputs, will assist in establishing priorities and strategies for crime prevention (Labuschagne, 1993: 1-7).

Recognizing the mission of campus protective systems to provide a safe and secure environment in which higher education may take place, the following American programmes to combat serious crime and crime patterns on campuses which are similar to those in the local communities, can be implemented on campuses in Southern Africa:

7.6.1 SECURITY LIGHTING

A lighting project to install lights mounted on poles that are "100 feet tall" in thick foliage areas where trees and bushes make excellent hiding places, especially after dark, and where students can be assaulted, robbed, and/or raped. Since its installation at the North Texas State University, rape cases have decreased dramatically. However, it must be stressed that lights alone will not deter rape. Rape prevention lectures, slide shows, films and the re-education of men, e.g. to be more sensitive to women and to recognise that the constant compulsion to prove masculinity is a very difficult and unnecessary burden to bear, as well as the re-education of women, e.g. discourage sexual exploitation

as not all rapists lurk in the dark but come in contact with their victims with on a day-to-day basis, are all solutions for this campus crime problem (Bailey, November-December 1986: 34-35); Jackson, May-June 1988: 37-38).

7.6.2 EMERGENCY TELEPHONE ACCESS SYSTEM

A Campus 911 Emergency Access system for public telephones on campus which is a product of a joint effort between a university and the Department of Telecommunication, has proven effective in adding to the perceived safety of campus citizens. It was initiated by the University of Maryland and adopted by the North Texas State University and many others. A prospective caller in need would find a large red decal which lists step-by-step dialling instructions on emergency calling and a clear, concise location description of where the call is being placed at each operator-accessible public telephone on campus. Calls for "police assistance" will be fast forwarded to the campus protective system for quick response resulting the campus protective dispatcher to talk directly to the emergency caller enabling accurate and quick responses instead of third-hand information and delay by the local police. The very presence of this emergency system is a positive factor irrespective if it is used for public service requests or emergency requests (Atwell, May-June 1985: 16-17; Jackson, May-June 1988: 37-38).

7.6.3 ALARM SYSTEM

An extensive use of the alarm system technology, e.g. for fires, is usually found at large American universities. It has, however, many problems, e.g. "false alarms by maliciously manual pulling causing a nuisance whereby the campus community builds up a type of alarm immunity". Technically, the alarm system is still reporting in the manner for which it was designed. A pre-signal alarm system was installed at the University of Nebraska at Omaka in recent years in an effort to minimize the growing fire alarm evacuation immunity. This system offers total remote control at the campus protective Head Quarters of all fire alarm systems, i.e. "reset, bell silence, time delay override, general alarm abort, and zone annunciator". Campus protective officers are responsible for response.

Notwithstanding false alarms, maintenance costs and academic objections, this system has significant credibility to the campus crime prevention programme due to its current success (Bordner and Petersen, 1983: 216; Castilow, May-June 1983: 30-31; Megerson, September-October 1988: 18-21; Powell, 1981: 143-152).

7.6.4   EMERGENCY RADIO CALL BOX SYSTEM

An emergency radio call box system on campus with its low purchase price per unit and semi-annual battery replacement cost, appears to be the more cost-efficient in the long run than either a telephone system or a video monitory system which have extremely costly cable maintenance and vandalism costs. The call box is mobile and is considered important for growing institutions because, next to cost effectiveness, it has proven to be a reliable tool for self-defence against attempted rape, assault and robbery, it is easy to install and relocate, has ease of maintenance and replacement of equipment, is virtually vandal-proof, its location can be pinpointed upon activation, it requires only a push-to-talk button, is compatible with existing communications equipment, has excellent audio clarity, it has a simple method of identifying and replacing weak batteries, and it can immediately signal activation or removal of the call box. Most American universities such as the University College of San Diego, California and the University of Houston make use of this system to combat campus crime and to assist stranded motorists, campus escorts, and campus protective officers (Hess and Stoner, November-December 1981: 28-29; Michelson and Jenkins, January-February 1988:38-39).

7.6.5   VISITOR'S SECURITY CARDS

The issuing of Visitor's Passes or Cards by a campus protective system, with the backing of the Students Representative Council and the Department of Student Affairs, can reach the degree of success needed by a security programme to make campus grounds and buildings safer. The State University of New York, College at Old Westbury, has implemented this programme since October 1988 after facing the problem of "keeping out trouble which did not want to go away", in

spite of maintaining manned and secured gateposts at all campus entrances. Anyone could previously gain access at these entrances by merely stating that they were going to visit a student. All students have henceforth been alerted of the new security programme through a media blitz, through signs strategically placed about the campus, and with flyers placed under the windshield wipers of cars identified as belonging to resident students. They are informed that all persons seeking entrance to campus grounds after 22h00 would be required to have a valid Student Card or Visitor's Pass on file for a specific date with the campus protective system, that all legitimate emergency situations were to be investigated by the Shift Supervisor on duty, and that when applying for a Visitor's Pass at the offices of the system, an applicant had to produce his or her Student Card and fill out a Visitor's Pass form in triplicate. One copy is issued to the student applicant advising him or her to give it to their guest, who must carry it while visiting the campus on the relevant day. The second copy is kept at the entrance gate-house and the third copy is kept at the system offices as a file copy. The Visitor's Pass contains information of date of issue, relevant date and time-period of visit, guest's name, address and motorcar particulars, student host's name and campus residence address, student host's signature, issuing protective officer's signature, and the date and time when the pass expires. All students are also reminded that when receiving a pass, the host is responsible for the actions of the guest. Sanctions and penalties are applied when guests act in a negative fashion with the ultimate penalty being expulsion from the residence halls. The information sought for these passes proved to be very valuable in the past when making criminal investigations. When the visitors fail to identify themselves properly whilst producing their Visitor's Pass, they are directed to leave the campus. Any illegal intruders found on campus are photographed, warned of an arrest should they return, and escorted off the campus. These Visitor's Passes dramatically reduced the number of incidents on campus and calls for protective service due to unauthorized persons on campus. This programme can complement safer campuses which is the goal of all those who struggle to improve safety and security on campuses around the clock, every day of the year (Tyranski, March-April 1992: 32-33).

7.6.6   INFORMATIVE SIGNAGE

The standard user-friendly, meaningful, and necessary information promotional signage on campuses can address *int. al.* security considerations, can help reduce the risks of litigation, and appease legal compatriots. The intent is to capture the attention of every campus citizen on foot or whilst driving and parking by brief, precise, appropriate, and necessary words on signs to remind the reader of legal obligations and safety precautions, e.g. "your identification document", "your driver's licence", "your keys", "your lights", "your safety belt", "no parking", "loading zones", "secure your vehicle", "parking zone" (number of parking area in colour code), etc. The signs accomplish the following goals:

(a)   encourages safety and the use of seat belts;

(b)   visually displays the seat belt and conveys the message, even if it is not read;

(c)   demonstrates a sense of "caring";

(d)   connotes a sense of unity;

(e)   serves as a public relations "plus";

(f)   carries a personalized logo, and

(g)   promotes an "accepted" practice. Banners can however substitute signs in very effective ways because they "move" and are therefore appealing to the eye.   A very important public relation factor is that friendly and promotional signs in all official languages can alter a reader's mood and even help develop a better attitude toward the facility, institution or employer (Cirillo, May-June 1987: 36-37).

7.6.7   PROTECTIVE PATROLS

Campus protective patrols whether on foot, by bicycle or mobile proved to impact crime and reduce fear on American campuses through a high visibility, high profile saturation effort. The foot and bicycle patrols brought protective officers closer and more accessible to the campus public. Unfortunately, foot patrols present slower response whilst bicycle patrols are the perfect answer to improve the campus community-protective system relationship without sacrificing

response time. Mobile patrols can impede this accessible relationship whilst accelerating response time, but is most suitable for assisting foot and bicycle patrols when additional protective personnel or the removal of campus trespassers or other violators are required. The only way campus community protection will work, is when the community and the protective patrols become a team. With predictions of social, economic and political unrest, it is imperative to have community support. This can only be achieved with close community interaction on a day-to-day basis. When protective officers are strangers within the campus community, these predictions become reality (James and Baird, September-October 1982: 14-15; Espinosa and Wittmier, November-December 1991: 11-14).

7.6.7.1 Foot patrols

A specific law enforcement response by a foot patrol was identified by the San Jose State University and the local city police department in 1980 as the best approach to reduce incidents of violent crime and to alleviate the escalating fear and anxiety in the campus area and environment. The campus and city protective departments worked together in two-person teams. Their combined effort was successful which subsequently secured funds from the city and the State to continue their University Community Foot Patrol. Similar programmes were implemented by the University of California at Berkeley and Santa Barbara. In 1982 the University Community Foot Patrol was restructured and the team policing concept was adjusted to maintenance functions because of the separate specialized resources of the university and city protective departments. Thereby the departments could concentrate greater resources on crime prevention in their own areas where experience has proven the greatest benefit and consequently maintain the high visibility protection presence by assigning their officers to a foot patrol. The perimeter was tightened around the campus to allow contacts whilst regular meetings by the two protective departments took place to exchange information on their respective operations and to discuss concerns in the campus area (James and Baird, September-October 1982: 14-15).

Summarized findings of the evaluation of effectiveness of the University Community Foot Patrol conducted since 1981, are -

(a)   the foot patrol programme was effective in reducing the number of serious, patrol-preventable crimes in the campus and surrounding areas;

(b)   on campus, the crime dropped 43,5% in two years of foot patrol operations of which incidents of rape, aggravated assault and burglary were most significantly impacted;

(c)   in the entire foot patrol area, all crime dropped 15,5% in two years of foot patrol operation. This is contrasted with an 18,3% increase over the same period for the remainder of the City of San Jose;

(d)   the foot patrol was an effective community relations programme that restored a sense of safety and community to the university area;

(e)   the foot patrol developed good rapport with the community through a concentration of contacts with a central theme of "prevention through awareness", and

(f)   the foot patrol was instrumental in focusing increased city police attention to the downtown area surrounding the campus and reinforced the city's responsibility to provide a greater concentration of police service to the campus periphery (James and Baird, September-October 1982: 14-15).

7.6.7.2 Student Auxiliary Patrols

During 1980 students of Drake University located in Des Moines which had an enrolment of about 6 500, became concerned about the campus "crime problem" and asked the university administration to hire additional security personnel, install more lighting, and provide a shuttle-van service from campus to student residences at night, etc. The university did make some changes but argued that not all the proposed measures could be adopted because of cost and feasibility.

The students consequently began exploring what they could do to help solve the crime problem and eventually suggested a student patrol which was endorsed by the student government who indicated that the patrol would have to be organized and supported by students. This encouraged students to ask for volunteers and solicit contributions to cover expenses. The campus newspaper assisted by running a front page story explaining the purposes and nature of the patrol noting that volunteers were needed. Approximately 50 students were recruited and the patrol began. The patrol operation was limited from 21h30 to 00h30, working in pairs wearing special jackets and carrying flashlights and two-way radios. One student supervisor monitored all communications at a command centre. These patrols also provided an escort service to any student who wanted protection to his or her residence on campus. Although it remains an open question whether a student patrol programme will work anywhere else, the student patrol at Drake University has been a success because the idea originated from the beginning as a student endeavour who developed it, who communicated with the chief of campus security, the vice president of student life and other campus administrators during the planning stage for cooperation although sponsorship was denied, who administered the raising of funds to cover equipment expenses, who ensured the perpetration of the patrol, who wrote a constitution formally establishing an organizational structure and operating procedure which described the patrol as "... a service organization designed to further protect the students at Drake University and their property", and enumerated four primary objectives, i.e. -

(a) to fulfil a highly visible position on campus night hours;
(b) to assist the student population when needed;
(c) to assist and/or alert Drake security when needed, and
(d) to serve as an additional source of information for Drake students.

The student patrol organizers detailed the rules, regulations, uniform requirements, arrest and apprehension guidelines, and first aid procedures to be used by patrol members (Troyer and Wright, September-October 1982: 9-11).

Furthermore, *the students applied to the university governing system for* recognition as an official student organization consequently receiving a donation from a student fees reserve fund but subsequently submitting to an annual budgetary review by university auditors and a biennial review by a university senate committee. A 1981 survey by the Department of Sociology of the University, found that 80 percent of the student respondents from a random sample of 300 students approved the establishment and operation of the student patrol programme and wanted to see it continue in contrast to the 46 percent respondents who felt that the student patrol had made their campus a safer place *whilst 5 percent disagreed and 49 percent were not sure. Although the actual* amount of crime on campus which had decreased is another matter, it was clear that the students approved the student patrol programme, that they are involved in crime prevention, that they proved to be an effective counter to "hysteria" about crime on campus, and that their minimal investment confirmed the realization for greater surveillance of the campus during emergencies such as a lighting system failure and locating individuals. Unresolved problems concern legal liability, liability in case of injury, and annual leadership for strong direction and careful coordination. However, the key lesson to be learned from *this programme is that one of the major resources for promoting campus* protection is students and therefore all efforts should be directed toward utilizing these campus citizens (Troyer and Wright, September-October 1982: 9-11).

7.6.7.3 Bicycle and mobile patrols

Bicycles have no difficulty manoeuvring around traffic bollards or numerous pedestrians on campuses with few roadways such as conditions of the University of Washington. Although bicycle patrols have been successfully used by police *in Britain and in Europe, the American police agencies were at first slow to adapt* to this cycling idea. After solving hassles such as lack of proper equipment and clothing, replacing the undurable touring bicycles with mountain bicycles, speeding up the adjusting of tyre pressures at the beginning of each shift, etc., improving supervision and direction as to utilization and assigning protective officers on a semi-permanent basis, the American bicycle patrols of police agencies were followed by campus protective systems, and have become a model

to pursue. An effective bicycle patrol will improve good public relations because of its personal contact with the public, improve response time to emergency calls due to manoeuvrability, ability to patrol in secluded areas, and surprise criminals. It is also capable of keeping maintenance costs to a minimum in contrast to the increasing mobile costs of patrol cars and motorbikes whilst the cyclist's physical condition and morale will obviously tend to be in a better condition than other patrol officers. However it is recommended that when contemplating an efficient bicycle patrol, all personnel should be in a good physical condition with some cycling experience, mountain bicycles should be implemented due to their durability, and cyclist equipment such as rear racks and carrying bags, helmets, eye protection, shoes, gloves, clothing, locks and lights are a necessity (Espinosa and Wittmier, November-December 1991: 11-14).

7.6.8   ESCORT SERVICE

Many American campuses have an escort service which is not only a valuable crime prevention device, but presents concerned users a legitimate feeling of security especially during a crisis of a series of sex crimes. Male students or pairs of female students post bright coloured cards on their dormitory room doors which simply state "Escort" or "I Care". When a female student must go out, e.g. attend classes after dark, she merely walks down the dormitory hall or passage, finds a posted card and is provided an escort. It is obvious that these escorts will have to comply with general accepted ethics in a civilized society. These escorts are further called by telephone for return journeys. Instruction sheets are available at all dormitories to inform all students on how the escort system works. It should be noted that this system is useful primarily during a crisis period. It may fall into disuse when the interest in safety declines because the system has scared off those sex offenders who caused the problem or these offenders have been apprehended, as well as being only a volunteer escort service (Cambee, January-February 1983: 45).

7.6.9   CANINE AND HANDLER PROTECTION

The University of Maryland, the Michigan State University and the University College of Los Angeles, have since the early 1980's employed a canine or a "K-9" (dog) and handler team. Their ultimate goal was to protect lives and property which is a positive force in crime prevention. Through aggressive patrol, both mobile and on foot, the K-9 team can create an ubiquitous feeling in the campus community. Thereby, the psychological atmosphere is changed for any criminal intention. A criminal will not only have to face well-trained campus protective officers, but also the speed and capabilities of a well-trained tool of crime prevention, the K-9. The more the presence of the patrol dog becomes known in the campus community, common crimes such as assaults and thefts are likely to drop. Criminals are usually discouraged by the presence of the campus protective officer and his patrol dog. A K-9 is trained in arrest procedures as well as to search buildings and to track down wanted persons, objects and bombs. Crowd control is another aspect of a K-9's capabilities. Any police or protective officer knows that an unruly crowd is very difficult to contain and control, but it is a well-known fact that a K-9 has a remarkable calming and dispersing effect on unruly crowds and therefore an effective deterrent. Any university should be satisfied to have a K-9 and handler team, i.e. two campus protective "officers" for almost the price of one (Lipka, Wiley and Nielsen, November-December 1983: 8-10; Editor of the *Campus Law Enforcement Journal*, May-June 1984: 8).

7.6.10   FIREARM EQUIPMENT

Campus protective officers are universally facing an increasing number of similar criminal incidents each day but are usually ill-equipped and poorly trained to handle such situations. Although crime has no boundaries between campus and local communities, firearm equipment and training are mostly omitted as beneficial equipment for campus protective systems than local police agencies. Only after discovering a student rapist to be armed, will a campus protective officer, his or her superiors and university administrators, as well as the pro- and anti-armed campus protective factions understand the grave situation for all

involved. Armed criminals are universally increasing. An armed campus protective officer would be in a better position to protect himself or herself as well as those they serve. Due to the increasing crime rate, no support can be expected in a short time from local armed police agencies. A proactive approach to campus protection weight heavily in favour of a armed reactive campus protective system than adhering to an outmoded unarmed campus tradition. The authorities of the State University of New York, Oswego, have admitted that none of their armed protective officers have been compelled to draw a weapon from its holster whilst on patrol and that "would be intruders" are avoiding their campus since the armament of their campus protective system in 1979. Nevertheless, students, faculty staff, administrators, and protective officers of most university campuses seem to line up on the side of armed or the unarmed protective system when under debate. Both are equally certain that those on the other side have lost touch with reality to either propose or oppose the concept of being armed or unarmed. The most appropriate question is what the role of a campus protective system should be. If it is decided that their proper function is unarmed security, then there is no need for them to be high school educated, extensively trained, or paid on a scale comparable to local police agencies. If it is decided that they should respond to campus disturbances and complaints of crimes in progress, investigate suspicious person, control campus traffic, etc., then the campus should realize that their campus protective system should be effectively equipped. Whoever is called to attend to campus crime, may be required to use deadly force. Any campus is better off if these protective and armed officers are known, trusted and supervised by the campus itself (Carter, May-June 1987: 38 and 41; Aldrich, March-April 1983: 36-37; Mercier, January-February 1991: 30-31).

7.6.11   TRAFFIC CONTROL

The increase in the number of motor vehicles on American campuses is directly related to the similar world-wide phenomena. This is probably the greatest single concern of university authorities. Regulations have become a necessity to ensure space for parking and adequate streets on campus. Traffic control has consequently become a problem on all campuses which needs to be solved.

Traffic irregularities can be prevented, e.g. by campus vehicle registration, allocation of all campus traffic, parking and accident responsibilities for campus protective systems, and traffic and parking management by committees (Etheridge, 1958: 118-120; Powell, 1981: 185-192).

As you cannot expect anyone to play the game unless they know the rules, it is imperative that campus traffic and parking regulations must be published and distributed. Adequate, legible and proper traffic signs by a good maintenance programme, ensures orderliness and encourages voluntary compliance with traffic and parking regulations. All campus vehicles should be registered for identification on a campus computer file. Should campus traffic and parking violators fail to pay prescribed fines, they could be refused registration for further studies. These precautions led to a substantial reduction in traffic and parking violations at Louisiana State University Medicine Centre in Shreveport (Boden, September-October 1983: 14-15).

The philosophy of the traffic and parking services for American campuses includes safety, convenience, fairness, honesty, competence, and credibility. These convictions should be reflected in the attitudes and actions of every member of a campus protective system. However, it is the responsibility of campus protective systems to prove the credibility of their traffic and parking operations. These protective systems are dependent on the administrative policies of multi-faceted university organizations. The campus traffic and parking services are therefore often called upon to be self-supporting if not a contributor to the financial well-being of their university organization (Waterson, July-August 1985: 28-30).

The fear of being the victim of a crime is probably predominant in the minds of American students. Consequently, the information regarding campus environment during university enrolment is insufficient. However, traffic and parking services by a campus protective system can further assist them e.g. when they experience a flat tyre or engine failure and run out of petrol, etc. Many American campuses have buses with trained drivers available to student groups

to promote transportation safety and prevent accidents and drunken driving (Editor of *Campus Law Enforcement Journal*, July-August 1983: 32-33).

7.6.12 RIOT CONTROL

Student agitation, rebellion, unrest or any other disorder on campus has become a universal phenomenon for many decades, e.g. in India, China, Japan, South Africa, United States of America, Spain, Germany, Poland, etc. It has been observed that many of these students have often been "political tools when frustrated by an uncertain future and consequently have fallen victim to manipulative and often corrupt politicians". Their educational systems are to some extent responsible for their failure to meet the needs of finding avenues for lucrative employment. Frustrated students experience a discrepancy between the goals of achievement in the education system and the hard realities of the limited employment market. Whilst educated students in developing countries experience the irrelevance of traditional, religious, prescientific, and authoritarian values for modernization, industrialization, and national identity, their colleagues in advanced countries comprehend the irrelevance of commercial, acquisitive, materialistic, and nationalistic values in a world that emphasizes human rights and social equality and requires collective planning. Any nation must act as one man because the alienation of a section of people will be count productive during a country's growth. Discontent in the process of development is a sign of the people's involvement in the new tasks. The policy of any campus protective system should take into account the possibility that the use of repressive measures could destroy a socially useful response. Policy objectives should therefore be a decent, humane, and polite handling of youth disturbances without causing embittered relations between students and the system. It should relate such knowledge to a campus protective system that it will appreciate the ecology of social discontent and unrest. It should train campus protective leaders or officers as "thinkers" and identify campus protective systems with national goals and aspirations (Das, 1983: 53-63).

Gunson, director of public safety at the Florida International University of Miami indicated the following effective measures by campus protective systems to control potentially disruptive special events on campus by -

(a) checking with law enforcement agencies at locations where speakers-elect have previously appeared and assess whether the audience had been incited. Major problems should result cancellation or limited access for consideration by the event sponsor;

(b) establishing an on-site liaison with a designated person representing the event sponsor to ensure that the measure of free expression is tolerated from a dissenting faction, and which is determined by a "civilian authority";

(c) close interaction by directors of campus protective systems with their university lawyers and administrators to develop pre-prepared cease and desist orders to remove, evacuate or arrest disruptive persons on campus when a university has such statutory authority and in other cases to present the order as quickly as possible to a local judge. Such orders should be readily available in a crisis situation because its preparation is time consuming;

(d) "sweeping" the location (auditorium, hall, room) where an event is to be held at least 12 hours prior to the opening ceremony as most timing mechanisms of explosive devices do not operate beyond a 12-hour limit. After the sweep, all access to this area must be controlled. A previously arranged second and safe location should be kept available and convenient to attendees for a last-minute change;

(e) controlling admissions to an event by student identification documents, invitations and a prepared guest list. The event sponsor and personnel should be at the door checking and verifying all guests and authorized persons for admission. Campus protective officers must only become involved during admission when requested and required;

(f)   regulating and channelling crowd access at entrance doors by rope aisles and by wooden, garden and floral barricades;

(g)   searching the crowd and packages at all entrances when events involve the most serious potential. Signs should indicate such searches required for admission. A check room or area for articles considered dangerous will help avoid the confrontation when people are turned away;

(h)   permitting demonstrators on arrival to enter with their signs, but prohibiting sticks and other devices that might be used as weapons during a confrontation;

(i)   protecting all participants of the event (speakers, political figures, etc.) with campus protective officers regardless of his or her personal preference because their protection remains the responsibility of the university in conjunction with local police agencies and personal body guards when in the university area. The assistance of local police agencies should always be requested when disruptive conduct on campus poses a threat to life and property, and

(j)   separating individuals or groups with conflicting opinions when arranging seating at an event (Gunson, September-October 1985: 8-10; Labuschagne, 1993: 1-7).

Thompson, the university police chief of the New Brunswick campuses at Rutgers, The State University of New Jersey, stressed after anti-apartheid protests in April-May 1985, that "in policing a lingering demonstration such as Rutgers experienced, the campus police need to be sure that their officers are constantly informed and supervised to assure that no single act by an individual officer provokes a course of action that the campus police do not want to take place. One reason for their success of controlling these demonstrations was their attempt as a team to share with every officer their best intelligence information and an understanding of their position and plans" (Ochs, September-October 1985: 11-12).

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The Editor of *The Police Journal* (January 1968: 541) comments that it is a settled view of the British Metropolitan Police, whose traditional qualities will always give the nation a service unparalleled anywhere else, that the use of the kind of force which police elsewhere in the world have employed, only creates the very violence which it is paraded to repress such as during student demonstrations.

7.6.13 CAMPUS COMMUNITY CRIME PREVENTION

The primary mission of a university campus protective system will always be to provide a safe and secure environment in which education may take place. This security field is becoming more complex, requiring special skills and knowledge. Despite the best efforts of campus law enforcement, the traditional methods of patrol, investigation and apprehension cannot prevent all campus crimes (Benny, November-December 1987: 37; Giordano, March-April 1988: 29; Jackson, May-June 1988: 37; Merkner, May-June 1983: 16).

Greenberg (September-October 1986: 29), states in the affirmative that there is an increasing awareness of the inability of any agency of the criminal justice system to provide a crime-free environment for citizens. Therefore, he stresses the need for collective efforts of all campus users, e.g. students and personnel, for strengthening the crime prevention posture of their campus community. It is still important to note the need for services by crime prevention professionals, e.g. campus protective directors, for in-depth treatment of this subject. However, Steinbeck (November-December 1988: 25-26), director of Safety and Security at Bryn Mawr College in Pennsylvania, and currently teaching law enforcement at American police academies and in-service training programmes, points out a form of culture shock which protective (police) officers experience when reassigned to the position of crime prevention practitioners. The consider themselves part of the "thin blue-line" that repels, represses and apprehends criminals without any suggestion on crime prevention and believe their roles regarding criminals and even law enforcement must undergo a radical change in order to cope with the new assignment of becoming effective crime prevention practitioners whereby their identity within the police subculture is either

"tarnished" or diminished. Conversely, a crime prevention practitioner's primary duty is "risk management" or the "anticipation, recognition and appraisal of a crime risk and the initiation of action to remove or reduce it". This duty does not demand direct control and reactive responses, but rather the education of fellow officers and the community they serve regarding the proactive measures necessary to reduce the opportunity of a crime being committed. To achieve high visibility, responsiveness and increased effectiveness, a crime prevention practitioner's director or administrator must translate his or her manpower hours to nothing but permanent crime prevention shifts. The fledgling crime prevention practitioner must now function as a protective (police) community liaison officer, public information officer (regarding *int. al.* crime statistics, details of cases and suspect descriptions) and the diffuser of rumours concerning "crime waves" and cases that have been "blown out of proportion". His or her proactive duties may be measures to provide the campus public with pamphlets and educational materials regarding campus parking regulations, self-defence and personal safety measures on campus (e.g. auto theft, opportunity theft, hostel security, etc.). Other popular proactive measures are designing, promoting and maintaining community safety programmes or completing physical security surveys of campus buildings and designing suggestions to eliminate or reduce physical, electronic and procedural vulnerability. His or her reactive behaviour of responding to a crime to apprehend the perpetrator is now obsolete. For some crime prevention officers this lack of reactive behaviour, subsequent decrease or elimination "war stories" against crime could result in a seemingly abrupt and unprovoked loss of professional identity of being a "real cop" and being cut off from his or her peers.

Stembeck (November-December 1988: 25-26), further emphasizes that this disassociation of loss of identity and feelings of inadequacy also involves total alienation of the practitioner by his or her follow protective patrol officers and can be viewed by their peers and perhaps by themselves as self-serving and glory seeking "stars". She questions whether the practitioners' departments or systems view their roles in the campus community as a "necessary evil" required to keep the campus community and the public as a whole "happy" and have the department or system appear "responsive", or is it integrated into the

department's or system's mission as a means of "anticipating, recognizing and appraising a crime risk in order to remove or reduce it"? It is further questioned whether the practitioner's departments or systems support the resulting heightened community awareness regarding crime and the restructuring of his or her hours and duties, and whether their administrators or directors are capable of effectively integrating the "star" aspect of the crime prevention practitioner into the team-oriented, protective (police) subculture or do they subvert the programme by curtailing their programmes and abilities? She consequently stresses that if a prevention practitioner's department or system is willing to commit the manpower hours and provide the necessary financial resources to create and maintain the new crime prevention practitioner's programmes, it must also be willing to acknowledge that the effective practitioner's name will become as well known as his or her chief and accept the "humiliation" of the "star" as an inevitable and necessary byproduct of an effective programme and further, be willing and able to diffuse the resulting envy within its ranks. Unless these interwoven personal, professional and community-based levels of cultural shock are not only understood but integrated into the everyday functions and overall mission, the crime prevention practitioner will experience cultural shock, the reputations of his or her department or system as well as their director or administrator as being innovative and proactive will be tarnished, and with it, the crime prevention programme will fail.

7.6.14 SECURITY EDUCATION AND INFORMATION SERVICE

A special new department, i.e. the Office of Security Education and Information, was created by and is funded through the Office of University Relations at Temple University, within the American state of Pennsylvania in response to an increase in campus crime. It is responsible for crime prevention and public information. Beyond the obvious budgetary advantages, the use of a civilian information specialist or ombudsman for this new responsibility, which is also needed for accurate and reliable information because a misstatement or unfortunate remark can do the most damage, was to allow the campus law enforcement administration to use trained campus protective officers and supervisors at all available times especially during a crisis. The post required a

minimum of five years experience in large institutional public relations, journalism or criminal justice and a willingness to be on call around the clock. The work requires the study of the fundamentals of crime prevention, implementing campus-wide crime prevention programmes stressing the critical role of individual behaviour in reducing the opportunity for crime, keeping the campus up-to-date of what the university is doing to prevent crime, ombudsman duties (i.e. to investigate individual's complaints against the university authorities, etc.), coordinating victim support services, (i.e. follow-up visits to victims for support and providing crime prevention information as well as obtaining further information omitted during the investigation or as result of shock), communicating with all campus citizens, daily contact with campus newspapers, instituting a crime prevention newsletter and other printed items beneficiary for crime control, etc. (Kutney and Davis, September-October 1982: 27-29).

The biggest obstacle in the path of crime prevention or control can be apathy by a community in spite of all efforts by local police or a campus protective system to minimize crime. Dr Morgan, Executive Director of Public Safety and Business Services at the Virginia Commonwealth University in the United States of America (Morgan, September-October 1987: 35-44), states that critical surveys accomplished by the university after a concentrated effort to obtain the cooperation of the university community in reducing the opportunity for crimes by crime prevention programmes, e.g. placing a list of crime prevention tips in all pay envelopes, distributing brochures and posters around the university with similar tips and increasing the crime prevention activities of the campus protective system with 48 percent, pointed to underutilization by the campus community. The campus protective system analyzed each crime against property at the university to determine if minimum care by the victim could have prevented the felony, e.g. simple procedures as locking empty rooms in heavily travelled areas, placing a purse in a secure area rather than leaving it on top of a desk, securing entrances and exits, etc., and established that lack of concern and indifference by the victims was the cause of at least 62 percent of the reported larcenies. Negative results of apathy are compounded when people who refuse to accept any responsibility for public safety, critically question those who

are trying to do the job. Many times their concerns are not even based on facts. There cannot be a campus protective officer on every corner and in every building on campus because of economic considerations and availability of sufficient funds. Against this, it was one of the many assumptions which started the evolution of modern policing or protective systems which suggested that each citizen was responsible for the security of his family, home and neighbour, but as society and the world became more complex, these functions of "the watch" were included in other public needs as police departments or protective systems began to evolve and who were primarily responsible for public order and not the protection of the individual property. Abdication of a individual's responsibility for the solely protection of his or her property, safety and security was never intended. Citizens were expected to share in these common responsibilities. Unfortunately, abdication is where we are today. However, less criticism of others and more involvement and intent on doing their part of campus crime prevention or control for the common good of their fellow campus citizens, will not only ensue fewer crimes but also a better world.

TABLE 7.1: TOTAL CONCEPTION OF PROPER CAMPUS PROTECTION

| Campus Protective Aspects | Frequency* | | | | | | | |
| | Positive Conception | | Negative Conception | | Unknown | | Total | |
	N	%	N	%	N	%	N	%
Request ID from suspicious persons on campus	288	84,71	17	5,00	35	10,29	340	100
Crime prevention patrols in campus areas susceptible to criminal acts	261	76,76	13	3,83	66	19,41	340	100
Escorting of a female or staff member to car upon request during late hours on campus	230	67,65	28	8,23	82	24,12	340	100
Answer requests for information	200	58,82	47	13,82	93	27,36	340	100
Assist medically ill-persons on campus	248	72,94	26	7,65	66	19,41	340	100

* All universities   Cont.

Campus Protective Aspects	Frequency*							
	Positive Conception		Negative Conception		Unknown		Total	
	N	%	N	%	N	%	N	%
Investigate a complaint of loud noise on fraternity or sorority	224	65,88	22	6,47	94	27,45	340	100
Investigate any Crime on campus	256	75,29	18	5,30	66	19,41	340	100
Investigate any vehicle accident on campus	232	68,24	27	7,94	81	23,82	340	100
Assist any staff member (e.g. carrying articles) after hours	146	42,94	86	25,30	108	31,76	340	100
Investigate exterior doors after hours during tour of duty	254	74,71	13	3,82	73	21,47	340	100
Prohibiting unauthorized people from entering campus premises	275	80,88	12	5,53	53	15,59	340	100
Investigation of complaint that a man has been following a woman around in campus buildings	233	68,53	20	5,88	87	25,59	340	100
Enforce jay-walking laws on campus	134	39,41	59	17,35	147	43,24	340	100
Ticket an authorized student- or staff member failing to comply campus protective order	181	53,24	41	12,05	118	34,71	340	100
Assist a student or staff member in starting their car	199	58,53	57	16,76	84	24,71	340	100
Turn off lights found unnecessarily burning in campus buildings after hours	264	77,65	17	5,00	59	17,35	340	100
Assisting a disabled person on campus	238	70,00	21	6,18	81	23,82	340	100
Directing traffic on campus in time of congestion	247	72,65	22	6,47	71	20,88	340	100
Investigating someone fooling around a car on campus	257	75,59	15	4,41	68	20,00	340	100
Reporting car-lights on in campus parking lot	258	75,88	23	6,77	59	17,35	340	100

* All universities   Cont.

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Campus Protective Aspects	Frequency*							
	Positive Conception		Negative Conception		Unknown		Total	
	N	%	N	%	N	%	N	%
Move men along who are making cat calls at females on campus	179	52,65	50	14,71	111	32,64	340	100
Open secured area for staff members	203	59,71	34	10,00	103	30,29	340	100
Check empty lecture rooms and halls after hours	244	71,76	19	5,59	77	22,65	340	100
Awaken sleeping student in Library or open campus areas whose purse or briefcase is open prey	200	58,82	40	11,77	100	29,41	340	100
Report defective campus lights	257	75,59	13	3,82	70	20,59	340	100
Investigate loud arguments in open campus areas	246	72,35	15	4,41	79	23,24	340	100

* All universities

Firstly, it appears according to Table 7.1 that most respondents perceive campus protection to be a security dominated service, e.g.

requesting ID from suspicious persons on campus, 288 (84,71%),

prohibiting unauthorized people from entering campus premises, 275 (80,88%), and

turning off lights found unnecessarily burning in campus buildings after hours 264 (77,65%).

Secondly, Table 7.1 reflects that campus proactive and reactive services eventually follow, e.g.

crime prevention patrols in campus areas are susceptible to criminal acts, 261 (76,76%), and

investigating someone fooling around a car on campus, 257 (75,59%).

Table 7.1 further reveals that there is a gradual mixed preference among most respondents containing security, proactive and reactive as well as community service dominated aspects of campus protection. This positive conception is, reporting car-lights on in campus parking lot, 258 (75,88%),

investigating any Crime on campus, 256 (75,29%),

investigating exterior doors after hours during tour of duty, 254 (74,71%),

assisting medically ill-persons on campus, 248 (72,94%),

directing traffic on campus in time of congestion 247 (72,65%),

investigating loud arguments in open campus area which could lead to violence, 246 (73,35%),

checking empty lecture rooms and halls after hours, 244 (71,76%),

assisting a disabled person on campus, 238 (70%),

investigating a complaint that a man has been seen following a woman around in campus buildings, 233 (68,53%) etc.

Furthermore, Table 7.1 shows that most respondents perceive a negative conception of the following examples -

enforcing jay-walking laws on campus 59 (17,35%),

assisting a student or staff member in starting their car, 57 (16,75%),

move men along who are making cat calls at females on campus, 50 (14,71%),

answering requests for information, 47 (13,82%),

ticketing an authorized student or staff member failing to comply campus protective order, 41 (12,05%),

awakening sleeping student in Library or in open campus areas whose purse or briefcase is open prey, 40 (11,77%), etc.

This response indicates that all negative conceptions need positive attention and that all respondents and their institutions will have to reconsider their conception of positive campus protection.

7.7   SUMMARY

Professional campus protective systems are firmly established at many universal universities today, including Southern Africa. The disposition of some campus administrators to ignore the campus crime problem hoping it will disappear, is no longer reasonable or responsible. They must more and more face up to the fact that a professional campus protective system is an absolute necessity in order to insure the safety and well-being of students, faculty and personnel. The South African Police, which is constitutionally known as the South African Police Service since 27 April 1994, when all the national police services were integrated, and hopefully the provincial and municipal police in the near future, are simply not in an adequate position to provide police protection for all the Southern Africa universities and college campuses due to the shortage of skilled manpower and responsibilities elsewhere which is a universal criminological problem. On any given Southern Africa campus, its campus protective officers are responsible for the safety and security of thousands of campus citizens and multi-million Rand investments in campus buildings and equipment in their daily work. As they complement the local police by providing a greater degree of protection and law enforcement in an area largely overlooked by the national police, they occupy a more pivotal position today than was the case in the past (Labuschagne, 1992: 1-23; Pieterse, April 1994: 4).

A well organized and determined crime prevention programme assures a university campus community that the campus protective system does care about

a crime free way of living in their environment which consequently improves community relations and establishes confidence and support for a campus law enforcement programme. An active campus crime prevention programme will deter potential law violators and crime is therefore less likely to be attempted by off campus crime elements and those on campus. It is clear that crime prevention is a dynamic field, and the campus protective system hold a significant stake in its development as well as its everyday activities. This law enforcement profession has learned that public protective responsibility broadens beyond the official criminal justice system to include individual citizens and groups on campus. They are, however, still dependent upon the professional expertise and the official authority of campus protective systems (Bordner and Petersen, 1983: 217; Greenberg, September-October 1988: 26; Thembela, 1992: 1-3).

Crime prevention programmes have to be subjected to realistic and uncompromising managerial scrutiny for a viable financial success. The following precautionary measures can improve campus crime prevention programming:

(1)   Effort and resources should be expended to address various sources of loss rather than simply focusing on crime because crime prevention as a concept is myopic.

(2)   Crime prevention programmes should not be dumping grounds for campus protective officers that are not fit for regular patrol duty.

(3)   Crime prevention programmes must be genuine efforts to prevent and control crime or any loss and not simply exist for public relations purposes.

(4)   Crime prevention programmes must demonstrably contribute to the bottom line of the institution.

(5)   Crime prevention officers must be cognizant of the total financial situation if they are to make significant contributions to the institution.

(6) Crime prevention programmes should employ the various strategies of risk management and not simply focus on target hardening or educational efforts.

(7) Crime prevention officers must use both hard and soft data to evaluate programme effectiveness.

(8) Crime prevention officers must be skilled in adult education and marketing techniques.

(9) Crime prevention officers must have significant knowledge of criminology and physical security.

(10) Crime prevention officers must be adept at coordinating the efforts of other individuals and organizations (Hertig, November-December 1993: 31; Labuschagne, 1993: 1-16; MacKay, 1992: 1-10; Maughan-Brown, 1993: 1-9; Masepa, 1993: 1-9; Thembela, 1992: 1-3).

CHAPTER 8

CONCLUSIONS AND RECOMMENDATIONS

8.1   INTRODUCTION

No one will deny that the escalation of violence and crime is a world-wide phenomenon and that campuses of tertiary institutions are no longer sanctuaries divorced in a sense from its neighbours and insulated from currents which flow in all societies. As financial constraints, which are simultaneously being suffered by universities, students and their parents or guardians, together with political uncertainties and immoral student behaviour, are becoming worse and most disturbing for all, the meaning and purpose of education necessitates some rethinking. All universities are committed to provide tertiary education and to pursue knowledge which serves the needs of a country in general and those of its surrounding communities in particular. However, academic inquiry cannot thrive and flourish if inquirers fear for their physical safety and the theft of university or student property or information. New crime activities such as the use of drugs which has compounded traditional safety concerns associated with alcohol, sexual harassment and theft of computer data have emerged with the increase of campus crime. Regulatory legislation and the rights of individuals have also simultaneously been extended. Those on campuses should therefore enjoy the average degree of protection, benefited by those similarly situated in the surrounding communities. Consequently, educators today face the challenge of balancing the new acquired concerns about safety in their institutions with more traditional but reasonable concerns about protecting and promoting the free attainment of knowledge. The increasing problem of campus security undoubtedly confirms the importance of reasonable and clearly assigned campus protective systems. If the liberating mission of higher education is kept firmly in mind and if educators exercise reasonable care to protect campuses and those on it from foreseeable crime by educating itself in changing the negative view on campus protection and behaviour of its citizens, then the roles of these tertiary

institutions in shaping and leading society will be capable of continuity (Smith, 1988: vii-241; Hallett, September 1979: 28-29).

It has been predicted that the annual university enrolment will continue to increase as a result of a growing demand for tertiary training. As universities expand, they will become more complex and experience increase in their residence population, as well as the number of motor vehicles on campus and the amount of campus activities. It has also been indicated that their physical facilities will have to be utilized to the greatest capacity to accommodate the influx of students. In order to ensure a minimum of hazard and a maximum utilization of facilities, the expansion of campus protective services will become a necessity.

It was established that no research has been conducted on the campus protective organization in Southern Africa prior to this investigation. The few studies that have been conducted overseas in the said field of study, have tended to concentrate on the structural characteristics of campus protective systems rather than on the role and function of campus protective personnel and with emphasis primarily on the official aspects of campus protection instead of the investigation of the daily reality of its role and function.

Therefore, the purpose (as indicated in Chapter 1, paragraph 1.2) of this investigation was -

(1)   to address the shortcoming in our substantive knowledge about campus law enforcement in Southern Africa. The research was aimed primarily at understanding various aspects of organization and everyday activity of campus protection at selected Southern Africa universities. This study offers a detailed descriptive account of the organization and administration of campus protection;

(2)   to render a clear account of the role and function of campus protective personnel by means of breaking down their duties and daily activities;

(3)   to determine and compare the relationship between these functions and those of the student personnel bodies, and

(4)   to account for the nature and extent of campus crime during the year, 1 January to 31 December 1992.

This research was planned to provide information concerning campus protective systems which would assist university directors of these systems and university administrators in becoming more familiar with the general sphere of university campus protective organization, but primarily with the daily role and function of campus protective personnel, as well as to serve as a basis for comparing their own protective programmes with those in the study exactly with the prospect of improvement and complementing any shortcoming. Furthermore, there was a need to establish the status in general of the Southern Africa campus protective systems to serve as a basis for additional research.

The analytical method and its techniques of individual-human (or case analysis) and group (or mass observation) approaches or views were followed by means of description (for acquiring knowledge), explanation (for acquiring insight) and applicatively (for the use of the acquired knowledge and insight) in order to collect data during the survey through structured questionnaires and supported by pertinent information from limited literature since this study was concerned with the quantitative and qualitative aspects of campus protective systems.

Questionnaires "A" and "B" which were respectively completed by the head of each residential university campus protective system and their subordinates after indicating their willingness were duly received for editing and quantification on a master schedule.

Analysis of ten residential campus protective systems was facilitated by similar urban and rural geographic locations in Southern Africa with comparable educational programmes and analogous administrative organizations.

8.2   CONCLUSIONS

Gaining approval of the administrations of the ten residential universities was relatively easy which can be largely attributed to the absence of many of the usual obstacles to research on law enforcement, e.g. university protective systems do not exhibit a high degree of occupational fraternity and secrecy nor do they work in a dangerous environment and are probably not as distrustful of academici as local police in general.   The reason being that they have contact with them on a daily basis by virtue of the work in an academic environment.   However, there was no response at all from only one of the twenty institutions initially selected, viz. the University of Transkei.   Telephonic enquiries were in vain and questionnaires were returned "unclaimed".   Only ten directors of nine campus protective systems, viz. for the University of Port Elizabeth (two), University of Pretoria, Rhodes University, University of Bophuthatswana, University of Medunsa, University of Potchefstroom for Christian Higher Education, Stellenbosch University, University of Venda and the University of the Witwatersrand responded respectively, and all other personnel of the remaining nineteen campus protective systems were particularly receptive without any restrictions placed on them by their administration.   These respondents seemed to be interested in the study because they recognized the value of research effecting potential change and the importance of confidentiality of their information presented by assigned code number and by being cooperative throughout the completion of the relevant questionnaires.   Respondents were identified only by their structural position within the organization of their system.

The presence of organized university protective systems on all the campuses indicated that their services were necessary and contributed to the commonweal of university communities.   The earliest date of their establishment was in 1966 at the Rhodes University and the latest was in 1988 at the University of Bophuthatswana.   The establishment of these protective systems mainly coincided with the inauguration of university buildings (Table 3.1).

The majority of the campus protective personnel were employed in a functional position (Table 6.1) and assigned to proactive (Table 6.2) and reactive

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(Table 6.3) activities of which the estimated sexual classification was 316 (92,94%) males and 18 (5,29%) females (Table 1.1). Their average age was 25-34 years (Table 1.2) and they mostly spoke Tswana (117: 34,41%), English (85: 25,00%) and Afrikaans (62: 18,24%) (Table 1.4).

Education beyond the Standard 10 level evidently was not a criterion for selection of either the head of the campus protective system or the other personnel of this system and was generally low (Figure 1.1). Experience or employment (Table 1.6) (Figure 1.2) prior to appointment to the campus protective system was an essential requirement for enrolment at the campus protective systems. However, organized in-service training programmes for campus protective personnel were initiated at most of the systems (Figure 4.1).

The conception of campus protection and mission or objectives of most campus protective personnel were similar to those of the local police and other law enforcement agencies (Tables 6.4 to 6.25). This did not reflect the uniqueness of the campus community but should contribute in the attainment of mutual understanding and full membership of the university and campus protective system.

The duties, activities and other functions in the employment position of the campus protective systems were found to be as widely diverse as those found in communities of comparable sizes (Tables 6.1, 6.2, 6.3 and 6.26). However, major crimes were found to be less (Table 6.26). Traffic, parking violations, misconduct, theft, drunkenness, and sexual deviation were found to be commonly and major mentioned activities on the part of campus protective personnel (Table 6.26).

Motor vehicles on campus created universal problems necessitating plausible solutions to traffic and parking difficulties. Standing and uniform traffic regulations were not indicated to be satisfactory (Tables 6.11 and 6.26).

The campus protective personnel agreed on most common conceptions of proper campus protection aspects or situations and their attitudes or views of their work.

They generally did not realize their failure to understand or approve of relevant campus regulations as well as their manner of handling violators had concluded into confliction among students (Tables 6.4 to 6.26).

8.3   RECOMMENDATIONS

From the limited literature and research reports available indicating the nature of campus protection and moreover during the course of the evaluation and the conclusions of the exploratory, descriptive and comparative research with objectives or aims such as addressing the shortcoming of knowledge and rendering a clear account of the functions and objectives of campus protection or law enforcement, it was ascertained that there was an abstruse vagueness regarding the role of campus protection. Consequently, several recommendations became apparent for appliance where a tendency towards a hiatus was perceivable, as well as suggestions for further research. Recommendations are as follows:

8.3.1   UNIVERSITY-CONTROLLED CAMPUS PROTECTION

Effective law enforcement services should be provided by an appropriately constituted campus-based and law enforcement controlled body, viz. a university campus protective system which is sensitive to the university's needs and with a fundamental mission to prevent crime on campus and enforce university laws with the least possible disruption of university atmosphere and environment in a manner and style most appropriate under any given set of circumstances. The purpose of this university-controlled system must neither insulate members of the campus community from criminal prosecution nor create a system of campus justice on the one hand and community on the other. Such services would reduce the possibility that the actions themselves would become the centre of controversy rather than legitimacy of charges brought against a suspected law breaker.

8.3.2 PHILOSOPHY AND MISSION FOR CAMPUS PROTECTION

All campus protective systems should develop a philosophy and mission for their profession which should be a top priority for every individual who carries a campus protective badge. It must be shared by all colleagues, whether in their system or in another. Every individual campus protective employee should adjust his or her personal philosophy so that it compliments the campus community and his or her supervisor by law or rule enforcement, order maintenance, cause safety, prevent crime, and service. With the mission in mind, there are certain areas of concern that need to be identified and overlapping objectives that should be developed to bring improvement in these areas such as developing continual informal discussions with small campus groups relative to the role of campus protective systems to determine the attitudes, needs and recommendations of the campus community at large, studying high crime areas particularly where assaults and rapes have been committed, and making appropriate recommendations relative to improving lighting conditions and installing emergency telephones, etc, expanding the size and the role of a student auxiliary patrol whereby their capability and dynamics of the interaction of students with the campus community and protective patrol officers will benefit, adopt and participate in a uniform crime reporting programme to provide accurate and reliable reporting of crime and calls for service, etc.

8.3.3 EFFICIENT CAMPUS PROTECTION

All campus protective systems should constantly and continually scrutinize and study their working operations as part of the total institutional management to eliminate non-essential operations and thereby ensuring a secure environment for the academic community by delivering the optimum service. It should be mutually linked with strategic planning which defines every campus protective system's relationships to the institutional environment, and what changes are necessary in each system to achieve an optimum relationship in order to establish what should be phased out or kept and enhanced or what new programmes need to be introduced. Nothing must be taken for granted. Follow-ups must be ensured in a timely manner, clearly explained and all responses kept in the

strictest of confidence. Persons interviewed should feel they can speak freely about their personnel without the fear that their comments will be identified by those involved. By instilling an expectation of excellence as well as treating employees as if they were outstanding, will help them grow into a model when they morale is elusive among struggling and dispirited employees in spite of capable supervision during all working operations.

8.3.4   IN-SERVICE TRAINING

Since campus protection or any other law enforcement, security and police work is more sophisticated today than it use to be, it requires more than just a basic education. Training as well as the experience on the job is always important at any protective system because campus protective personnel today suffer from a lack of professional development training. Presently, there are few programmes in existence that offer comprehensive knowledge and skill development for these personnel. Primarily, a college diploma or degree, not necessarily in police administration, but in a related field, indicates the holder will be trainable for post-college or post-university academic qualifications. Selecting and employing well-educated personnel with the ability and potential to adapt to the campus environment and to be trained professionally, should establish an effective campus protective system. They are in the position to communicate positively with students, staff, faculty and visitors while providing quality performance to meet the various needs on campus. However, a necessity does exist to formulate an operational procedures manual divided into three categories, viz. introductory, administrative procedures and operational procedures whereby any campus protective officer will be able to understand his or her profession.

8.3.5   MANAGEMENT PROCEDURES

It is inevitable that management procedures must be incorporated in the organizational framework of a campus protective system to ensure the accomplishment of both the needs of the personnel and the institution in a balanced manner by which the system's primary goal is actualised as effectively as possible. Continuous improvements and further endeavours such as positive

communication, compensation, promotion, and academic progress can alleviate the complexity of need-satisfaction as a facet of the management function of campus protective systems.

8.3.6   CHANGES CAREFULLY ARTICULATED IN WRITING

Presently, there is a concerning need for change in the organizational structure of campus protective systems to meet contemporary societal expectations. Changes in the bylaws and regulations are consequently necessary to begin to achieve the goals of change in organizational structure of the systems. These changes will need to be more carefully articulated in writing than in the past in order to enhance communication and information flow to employees because the proponent of any change will not be able to rely on face-to-face interchange for that information as employees are unable to attend conferences on the matter due to working conditions.

8.3.7   COMMUNICATION

Campus protective managers should keep communication lines open because it helps to stimulate positive contributions by personnel and allows for creative organizational effectiveness. These managers and supervisors who recognise achievement will motivate the subordinate by providing him or her with the opportunity to solve problems. Employee confidence in management declines when there is a failure to communicate information effectively. Motivators are made - not born.

To accomplish campus protective goals, the system's management should develop positive interpersonal relationships with the personnel, provide direction and use motivation as a technique to enhance work productivity. In response to the manager's motivational techniques, the employee expects certain outcomes and rewards. Recognition is an important motivating fact for any worker. Challenging assignments within an employer's capabilities motivates a worker to feel proud about his or her personal achievement and provides a rotation for system-growth. The philosophy of campus protective management should be

based on the idea that all people can be self-motivated for developing and assuming responsibility. Any employee should be loyal to a system if the management exhibits fairness and protects individual privacy.

8.3.8 COMMUNITY (POLICING) PROTECTION

Campus protective systems do not control the conditions that foster crime and violence and therefore cannot control it alone. Just as their municipal counterparts, they are obliged to address the changing society of the 1990's by adopting community policing because they have the same demands placed on them. Incorporating community policing into a university enforcement system does not happen overnight. It involves incorporating the concepts, strategies and programmes of the community policing philosophy into all divisions within the system. Not all employees are adept an possess personal traits and characteristics compatible with community policing (protection) which can cause frustration and resistance. Therefore, the following is necessary:

(1) The entire system should be trained in community policing philosophy in order to limit confusion and misunderstanding.

(2) A management style and organizational structure that embraces input from all employees should be developed.

(3) Emphasize that a dimension to the service delivery programme is being added and constantly stress to the system and campus community that the system will always perform traditional campus protective duties.

(4) Guard against unreasonable timetables because community policing takes a decade or two to develop and as it is a philosophy and not a programme. The strategic plan should be developed through the rank and file and written in understandable language.

(5) Develop performance evaluations that emphasize community policing objectives and stay focused on fundamentals.

(6)   Involve campus community and other community and political leaders throughout the process because they can give their support when needed most.

(7)   Work through difficult times with the personnel irrespective of any back lash because the most are good protective officers who care, and are feeling threatened.

(8)   Chiefs, managers or supervisors will literally have to walk the beat and thereby demonstrate the importance of community policing which is important and that everyone are all together in the transformation. Consequently, these increased communications are the key to campus protective community service as it restores trust and credibility in the student community.

8.3.9   STATISTICAL CRIME INDEX

The development of an accurate statistical index of the amount and nature of crime within a campus protective system's jurisdiction is necessary in the search for efficiency as a means to meet the challenge of our times. Traditionally, law enforcement agencies have relied upon spot maps for a quick glance at the criminal activities occurring within their jurisdiction. These outdated but reliable spot maps provided only answers to what crimes are occurring and where the crimes are occurring. Consequently the spot maps should be supplanted with a computerized data based crime tracking system. A wide array of information such as what and where is it occurring as well as who, when and how is it occurring is visually presented on a large bulletin board easily accessible to everyone. The computerized system delineates such items as the day of the week, the time of the day, value of items stolen, specific buildings, and specific vehicle type involved. The information is also crime specific, high profile locations are graphically displayed along with high profile days, e.g. most sexual harassment occurs Friday evenings at the university library, etc. The computerized system is most beneficial to campus protective agencies because it allows the tracking of those crimes that are permeating a particular locale

complete with descriptions of suspects, criminal methods and implements, specific buildings and transport, etc.

8.3.10 CRIME PREVENTION COMMITTEE

A crime prevention committee should be established on campus to assist the protective system to utilize campus resources to the best advantage and to make crime prevention a shared responsibility. The committee can be a means to maintain ongoing communications between the campus protective system and the students, faculty and staff. Community representation and participation can also assist in identifying campus concerns and seek solutions together. This process takes the campus protective system beyond the traditional practice of measuring the number of reported campus crimes, calls for assistance or service, arrests, etc. It can give a measure of the things campus clients have identified as concerns or problems and assist campus protection dismantling stereotypes held by some members of both the system and the campus community. A crime prevention committee can help the campus protective system find new and better ways to improve delivery of protection, strengthen their relationships with the campus community and promote cultural understanding.

8.3.11 CAMPUS PROTECTIVE INTERNSHIP PROGRAMME

Although representatives of criminology or criminal justice departments and any other university departments often have little interaction with their campus protective system, the criminology or criminal justice students do have common interests and each could benefit from a much closer relationship. One logical joint endeavour would be a campus protective internship programme with mutual benefits such as prescribed practical experience with criminal cases as expected in their curriculum and to apply their knowledge from classroom to determine its survival value or have an opportunity to learn a great deal about campus law enforcement which permits them to make a more logical decision about a career. The campus protective system benefits from free student assistance and also provides an opportunity to educate students about the true nature and purpose of its enterprise. The campus protective internship programme has also an

opportunity to observe potential employees over an extended period of time to see if the students meet the system's employment standards for future placements. Ties between the academic department and the campus protective system are hereby further strengthened.

Combining professionals and para-professionals, viz. students and previously employed and experienced police and security officers together under one direction, will enable them for multiple purposes within the campus protective system. Many of them students on campus, would probably do an excellent job for the system once they are given the opportunity. Many lack only one thing - relevant or real experience. A combined internship should be a beneficial and rewarding project for all.

8.3.12   ESCORT PROTECTIVE SERVICE

An escort protective service (rather than under the name "escort service" associated with dubious female behaviour), should provide two primary functions, i.e. (a) to reduce the anxiety and fears of the unescorted student who must be on campus during the hours of darkness, and (b) to create a safer and more secure campus environment. Not only can personnel of the campus protective system deliver these services but are eligible students competent for this task. The necessary training by campus protective systems will provide trained protective escorts after these students have been selected. Student escorts could be identifiable by an official badge and identification card and will have to carry a flashlight and a radio for direct contact with the system's radio control room should an emergency arise.

8.3.13   SECURITY MEASURES

Most post-matriculation students in South Africa are more vulnerable to sexual victimization than any other age group. They are typically at an age when sexual impulses are making insistent demands, are confronted with a variety of environmental stresses, and are away from direct parental or guardian supervision. Their identities are not yet firm, their competence not yet

established, and have mistaken beliefs about their vulnerability whilst experiencing new freedoms. Young female and male students continuously experience these feelings or situations and are in need of education to combat this onslaught. Not only can their campus protective systems enlighten them about personal prevention against these confrontations, but implement the following security measures designed to reduce the likelihood of victimization:

(1) Increase security lighting in problem areas with regular monitoring and maintenance.

(2) Scrutinize landscaping patterns to avoid hiding places near residence halls, parking lots, remote locations, and shrubs.

(3) Install security telephones at potential trouble spots with direct connection to the campus protective radio control room.

(4) Increase hostel or dormitory protection.

(5) Provide protective officers with special rape prevention and sensitivity training.

(6) Provide evening protective escort services.

(7) Provide rape prevention information by means of all available campus publications, e.g. student newspapers, pamphlets and notice boards.

(8) Provide students with practical self-defence lessons.

8.3.14 COMPUTER SYSTEM SECURITY

With the increased use of computers, the security of both hardware and software has become an important new responsibility and everyday concern for all educators and institution administrators. Tighter security measures must be implemented to ensure the integrity, reliability and confidentiality of the data

stored within. Consequently, all computer systems require security that (a) guards against failure, (b) protects against theft and (c) prevents client attacks on the system itself in order to preserve the confidentiality of records protected by State statutes and campus regulations such as student records and research done by campus students and departments.

Campus security can be maintained by the following means:

(1) The number of people who have access to the campus computer systems should be limited.

(2) Terminals or Personal Computers should never be left unattended. Access codes combined with accurate computerized record keeping of computer usage as well as a change in access code or password periodically, e.g. monthly, will help reduce the risk of a breach of security since a password will have less chance of being discovered. However, if many users must have access to computer records, password systems can also be implemented that will allow the users access only to certain fields or programmes.

(3) All security schemes in the world are ineffective when people are careless or not well informed. It takes only a few seconds to wipe out years of research and hundreds of files. Physical security of a computer system depends solely on the users who must understand the implications of misuse and responsibility of their use of the system. Some lightweight units can be easily disassembled or removed. Mechanically controlled lock on a room, restricting use to a list of authorized people, and having someone monitoring the computer systems are a few physical security methods to be considered.

(4) Besides the computer itself, protection must also be provided for software and data as damage done can be costly and devastating. Self-closing and locking doors, magnetic contacts on any windows, microwave or infrared motion sensors, cable locks and locking cabinets complete the security plan.

The computer age is here to stay and crimes associated with it will continue to increase as this fastest-growing area of technology in the world increases momentum. It is incumbent upon all campus protective systems to provide their universities with materials, information and programmes to make them aware of the problems associated with this technology and how to prevent the theft and/or destruction of valuable equipment and data.

8.3.15 ANTI-VIOLENCE PROGRAMMES

Campus violence such as assaults solely motivated by personal hate, assaults motivated by racism or political differences, harassment, and intimidation regularly occur on campus. Violence is usually motivated by hatred of perceived characteristics of the victim. It can be prevented by an inhospitable positive social climate. It includes interventions designed to develop a broad community consensus that acts of hate violence will be vehemently condemned and vigorously countered. Campus violence can be prevented by the following:

(1) Acts of advocacy by many offices throughout a campus.

(2) Periodic announcements by university leaders that support the community climate in the institutional media.

(3) Awareness programmes and public education human relations training programmes.

(4) Development of a management model for hate violence.

(5) Specific prohibition of hate violence in institutional rules.

(6) Supporting departments and offices on campus which are likely to be targets of incidents of violence.

Usually, identification of oncoming violence will be observed by the campus protective systems and staff in residence halls, Affirmative Action and student

unions and clubs. Mediation, reconciliation or mere acknowledgement that a violence condition exists may be used to reduce the level of conflict and the likelihood of an incident. The said observers will probably support this effort.

The following actions need to be undertaken in response to violence:

(a)   Investigate immediately after the violence incident has taken place in order to determine information about the incident, the victim, the persons responsible, and the reason.

(b)   Notify appropriate offices.

(c)   Remove offending material, and repair damages.

(d)   Initiate university response (statement, if appropriate).

(e)   Activate response teams to control rumours, settle disputes, and discuss issues.

(f)   Heal group victim and community.

(g)   Provide support to heal individual victims.

To manage the violence incident and to return to normal, there needs to be an assessment of the short- and long term impact of the incident namely, what management techniques and departments can be best used for restoration. Activities such as (a) identifying the people or groups who may be victims, (b) identifying what needs to be done to respond to the victim(s) and heal the community, and (c) providing for coordinated responses and objectives to achieve the goal, need to be undertaken.

Supporting departments may include campus protective systems, local police, residence halls, counselling and psychological services, the Affirmative Action,

response teams, student leaders, public information and the media if appropriate, and offices that serve and programme for target groups.

8.3.16 PREVENTION OF A CRIMINAL RECORD

Provide the first-time felony offender such as taking (stealing) library books, shoplifting, etc., with a second chance at not having a felony criminal record and to reduce the number of offenders incarcerated in jail. Distressing as it is, the answer to theft by students, is not to give students criminal records. A harder line will not deter thefts on campus. Many students feel oppressed by authority or the Establishment and fall apart at university after a successful high school career. Their first "theft experience" is mostly of no importance to them because they could afford the stolen item and were simply hard up for emotional income. Furthermore, they were merely imitating the worst of an immoral society unfolding around them and should be turned over to the university authorities for probation. However, when any crime is deliberately premeditated, the culprit as well as those who are no longer first offenders should be turned over to the local police for necessary action.

8.3.17 DESCRIPTION OF PARKING AND TRAFFIC MANAGEMENT

There is a need to describe the operations of parking and traffic management by campus protective systems. Originally, there was the universal tendency of establishing a campus protective system essentially for parking and traffic duties. In due course it was realized that something more than the original duties of parking and traffic management as well as motor vehicle towing, the transport of such students and the checking of campus buildings were needed. It is recognized that the system's primary contact with most people is through campus motorists, e.g. directing traffic daily through rush periods as well as during special sport events. Medical assistance is another primary task. Top priorities to develop regular campus protective services, perform regular campus protective duties and attend annual training schools which include training in first aid, handling misuse of alcohol and drugs, self-defence and handling of firearms, crime prevention, interpretation of State Statutes and university and campus

regulations, and computer aided management. These duties remain dependent on the traffic control section of campus protective systems in need of review and research (Strader, September-October 1983: 16-18).

8.3.18 RESEARCH

Interest in researching the field of campus protection is bound to grow simultaneously with development or reorganizing the system's own operations. Additional research should be undertaken as a result of this study and other problems established. Some of these problems in need of research are as follows:

(1) What are the implications brought about by the increased dependency upon motor vehicle transportation on campus?

(2) A analysis of the role of directors of campus protective systems in Southern Africa.

(3) The perceptions of junior and senior students of a university campus protective system.

(4) Inter-campus comparisons of campus crime statistics.

(5) What constitutes an adequate campus protective system in small and large institutions of higher learning?

(6) What are the attitudes of the administrators at the higher levels toward the university campus protective system?

(7) What are the attitudes of the students and staff toward the campus protective systems in Southern Africa?

(8) How do the university campus protective systems feel about the disposition of cases that have been referred to campus disciplinary officials?

(9)   What are the requisites of an effective university campus protective officer?

(10) What is the soundest method of investigating behavioural incidents in preparation for referral to the campus disciplinary official?

8.4   SUMMARY

Substantial and noteworthy progress has been made among campus protective systems in Southern Africa since their inception. Some have accomplished innovative techniques, computerized administrative and investigative processes, higher standards for personnel and superior public relation programmes. New and improved facilities, modern equipment, beneficial budgets, and reformed standard of personnel have afforded campus protective administrators a position to the betterment and protection of their constituents. However, while some campus protective systems have prospered and even enhanced the quality of their performance, many fail to efficaciously utilize these benefits in reaching their imminent objective.

New approaches and improvements are often acquired and implemented without a clear and realistic plan founded according to present circumstances, what is required and what the objectives are of relevant campus protective systems. Sometimes increased budgets and expanded programmes are simply unintentionally misapplied because the needs and goals of the system have not been properly identified. Subsequently ineffective planning of present and future needs may result in inefficiency. A comprehensive need assessment and objective approach to campus protection will yield rich rewards.

The willingness to involve all campus protective personnel in an open process to evaluate current programmes and operations in order to assess the effectiveness thereof, will in future lead to positive effects on participating employees who will experience camaraderie in this process when they observe effective changes, improvements and objectives reached resulting from their personal ideas and input.

The partnership between campus protection and campus citizens should evidently prosper and segments of the public will at first be forgotten and eventually recognized as invaluable partners in the struggle to negotiate campus order for the future. Consequently, the image of campus protective personnel, long tarnished by neglect, will probably henceforth be improved and protective patrol will be recognized as their speciality. Furthermore, the future holds improvement for gender, race or ethnicity, education and training as well as the role of campus protective personnel as negotiators and partners in a team concept of order maintenance and law enforcement in a democratic future. These changes will lead to more, interest in accreditation, and establishing recognized, measurable standards of performance and evaluation in terms of these standards. The quality of campus protective leadership will continue to improve as the gap between private enterprise and public services is narrowed in terms of administrative skills, technology and fiscal responsibility.

Escalation of the contravention of university disciplinary regulations and criminal offenses simultaneously with the increase of utilization and expansion of campus facilities to accommodate the growing interest in securing higher education during the period of coalescent and evolutionary in Southern Africa, is disturbing for all and necessitates the rethinking of all aspects of campus jurisdiction which should be addressed by purposeful campus protective management and security awareness by educating students and staff about personal safety and by guarding private and institutional property as well as implementing campus crime prevention programmes.

ANNEXURES

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Annexure A: Accompanying letter addressed to Respondents

Tel: (0351) 93911
Fax: (0351 93735

Department of Criminology
University of Zululand
Private Bag X1001
KWADLANGEZWA
Zululand Natal
3886

1993....10....15....................

The Head/Chief/Director
Campus Control -; Law Enforcement -;
Protective (Police) -; Risk Management -;
Security -; Technical Department,
Services or Unit,
University of ....,

....,

(Postal Code) ....

Dear Sir,

DOCTORAL   STUDY: "A   CRIMINOLOGICAL   INVESTIGATION   INTO
UNIVERSITY CAMPUS PROTECTION (POLICING) IN SOUTHERN AFRICA -
A COMPARATIVE STUDY": MR G C RADEMEYER: PROMOTER PROFESSOR
P J POTGIETER: DEPARTMENT OF CRIMINOLOGY: UNIVERSITY OF
ZULULAND
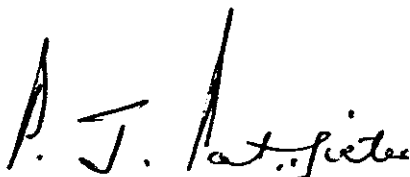
Previous correspondence has reference.

Questionnaires "A" and "B" herewith for completion respectively by the
Head/Chief/Director of your Campus Control -; Law Enforcement -; Protective (Police) -
; Risk Management -;   Security -; Technical Department, Services or Unit, and
individually by all OTHER members of the said Protective (Police), etc., body before
5...NOVEMBER...1993...please.

Prepaid envelopes for securing the return of all the completed questionnaires in one bundle
or more, are attached.

Your assistance is appreciated.

With kind regards.

Professor P J Potgieter
HEAD: DEPARTMENT OF CRIMINOLOGY

Annexure B: Final Questionnaires

QUESTIONNAIRE "A"

A CRIMINOLOGICAL INVESTIGATION INTO UNIVERSITY CAMPUS PROTECTION IN SOUTHERN AFRICA - A COMPARATIVE STUDY

NB: Questionnaire "A" for completion by THE HEAD; CHIEF, OR DIRECTOR of the campus Protective service/unit, etc.,

VERY IMPORTANT:

ALL INFORMATION SUPPLIED WILL BE ENTRUSTED WITH CONFIDENCE.

DATA COLLECTED BY MEANS OF THIS QUESTIONNAIRE ARE URGENTLY NEEDED FOR ANALYSIS BEFORE .....5....NOVEMBER...1993.........PLEASE.

Your cooperation is of utmost importance. Be rest assured of my sincere appreciation.

I WOULD LIKE TO THANK YOU IN ADVANCE FOR YOUR WILLINGNESS TO PARTICIPATE IN THIS VERY IMPORTANT RESEARCH PROJECT. WITHOUT YOUR KIND COOPERATION, THIS PROJECT WOULD BE FUTILE.

V.01	My institution of employment, is - (Tick only one)		
	University of Natal (Durban and Pietermaritzburg)		01
	University of Port Elizabeth		02
	University of Pretoria		03
	University of Fort Hare		04
	Rhodes University		05
	University of Zululand		06
	University of Bophuthatswana		07
	University of Cape Town		08
	University of Durban-Westville		09
	University of Medunsa		10
	University of the North		11
	University of the Orange Free State		12
	University of Potchefstroom for Christian Higher Education		13
	Rand Afrikaans University		14
	Stellenbosch University		15
	Transkei University		16
	University of Venda		17
	Vista University		18
	University of the Western Cape		19
	University of the Witwatersrand		20

V.02	The name of the campus protective centrum at my institution, is - (Tick only one)		
	Campus Control		01
	Law Enforcement		02
	Protective Services/Unit		03
	Risk Management		04

(To page A.3 please)

Security Department/Section		05
Technical Services		06
Other (specify):		07

V.03

The following mode of campus protection, is being employed at my institution		
"In-House" campus protection		01
Contract campus protection		02
Both "In-House" and Contract protection		03
Other (specify): (1)		04
(2)		05
(3)		06

V.04

The estimated student population at my institution for the previous year (1 January - 31 December 1992), was -		
Less than 1 000 students		01
More than 1 000 but less than 2 000		02
More than 2 000 but less than 3 000		03
More than 3 000 but less than 4 000		04
More than 4 000 but less than 5 000		05
Between 5 000 and 10 000 students		06
More than 10 000 students		07

V.05

The estimated MALE and FEMALE student population at my institution for the previous year (1 January - 31 December 1992), was -			
	MALE	FEMALE	
Less than 1 000 students			01
More than 1 000 but less than 2 000 students			02

(To page A.4 please)

	MALE	FEMALE	
More than 2 000 but less than 3 000 students			03
More than 3 000 but less than 4 000 students			04
More than 4 000 but less than 5 000 students			05
Between 5 000 and 10 000 students			06
More than 10 000 students			07

V.06

My position in the campus protective system, is -
(Tick only one)

Administrative		01
Functional (e.g. access control; traffic control; observation; foot- and/or vehicle patrol, etc.)		02
Both Administrative and Functional		03
Other (specify):		04

V.07

My rank; title; status, or position in the campus protective system, is -
(Tick only one)

Director		01
Chief		02
Head		03
Other (in similarity: specify):		04

V.08

My sex classification, is -

Male		01
Female		02

V.09

My age category, is -		
18 - 24 years		01
25 - 34 years		02
35 - 44 years		03
45 - 54 years		04
55 - 64 years		05
65+		06

V.10

My marital status, is -		
Never married (single)		01
Married		02
Divorced		03
Widower		04
Widow		05

V.11

My home language, is -		
English		01
Zulu		02
Xhosa		03
Afrikaans		04
Sotho		05
Tswana		06
More than one Language (specify): (1)		07
(2)		08
(3)		09
Other (specify): (1)		10
(2)		11
(3)		12

V.12	**My highest educational qualification, is -**		
	Standard 6		01
	Standard 7		02
	Standard 8		03
	Standard 9		04
	Standard 10		05
	Technical College Diploma		06
	Technicon Diploma		07
	College of Education Diploma		08
	University Diploma		09
	University Degree		10
	Other (specify): (1)		11
	(2)		12
	(3)		13

	My experience in protective services; campus security, etc. originate from my experience in - **(Tick more than one, if applicable)**		
V.13	South African Police		01
V.14	Former S.A. Railway Police		02
V.15	S.A. Military Police		03
V.16	Former South West African Police		04
V.17	Namibian Police		05
V.18	Municipal Police		06
V.19	Traffic Police		07
V.20	Other police experience		08
V.21	S.A. Defence Force		09
V.22	Other Defence Force		10
V.23	S.A. Correctional Services		11
V.24	Other Correctional Services		12

(To page A.7 please)

V.25	Private Security Agency		13
V.26	Previous University/College campus protective, etc., services		14
V.27	Other (specify):		15

	General description of my duties for campus protection, are - (Tick more than one, if applicable)		
V.28	Patrolling (specify): (1) Foot patrol		01
	(2) Vehicle patrol		02
	(3) Both foot- and vehicle patrol		03
V.29	Access Control		04
V.30	Observation duties		05
V.31	Protection of University property		06
V.32	Traffic Control		07
V.33	Control Room duties		08
V.34	Investigation of Crime		09
V.35	Investigation of Personnel/Student Discipline		10
V.36	Predominant Clerical/Administrative duties		11
V.37	Supervisory duties		12
V.38	Training of Campus Protective personnel		13
V.39	Head; Chief, or Director and Deputy duties		14
V.40	Other (specify):		15

V.41 Date of the establishment of my campus protective, etc., system was -

YEAR				MONTH		DAY			
									1
UNKNOWN									2

The legal basis for the existence of my campus protective system, is - (Tick each one below, i.e. <u>Yes</u> or <u>No</u>)		
	YES	NO

		YES	NO
V.42	To protect persons and property related to the university	1	2
V.43	To provide protective - and public services related to the "university community"	1	2
V.44	To enforce the laws and regulations of the university, and preserve the peace in the campus	1	2
V.45	To apprehend (arrest) violators of the university laws and regulations	1	2
V.46	To recover lost or stolen property of students and of the university	1	2
V.47	To investigate crime and misconduct of all types allegedly committed by students and personnel related to the university	1	2
V.48	To maintain the peace and security of the university community in order to enhance the character and reputation of the university	1	2
V.49	To control traffic and to ensure free movement and adequate parking	1	2
V.50	To play a supervisory role in all aspects of keeping the peace and the protection of property related to the university	1	2

V.51 The rank structure and total employees (of each position of seniority, e.g., Grade III; Grade II; Grade I; Deputy-Director, and Director/ Head/Chief) of my campus protective system, are -

RANKS OF SENIORITY	TOTAL EMPLOYEES		
			01
			02
			03

(To page A.9 please)

RANKS OF SENIORITY	TOTAL EMPLOYEES		
			04
			05
			06
			07
			08
			09
			10

V.52 The major task(s) assigned to each rank structure (of seniority, position), of my campus protective system, are -
(N.B.: Only list <u>major</u> task(s) against <u>each</u> rank of seniority, e.g. Director: (1) Supervision, (2) Budgeting, (3) Control, etc.)

RANKS OF SENIORITY	MAJOR TASKS

	The determination of manpower; vacancies, and final decision on employment of applicants for my campus protective system, is the responsibility of - (Tick more than one, if applicable)		
V.53	The Head; Chief, or Director of the campus protective, etc., system		01
V.54	The Registrar (Finance) of the university		02
V.55	The Registrar (Academic) of the university		03
V.56	The Registrar (Administration) of the university		04
V.57	The Principal (Rector) of the university		05
V.58	The Senate of the university		06
V.59	The Council of the university		07
V.60	Other (specify):		08

	The determination of salary scales of all ranks; initial salary; promotion, and qualifying requirements for the selection of employees of my campus protective system, is the responsibility of - (Tick more than one, if applicable)		
V.61	The Head; Chief, or Director of the campus protective, etc., system		01
V.62	The Registrar (Finance) of the university		02
V.63	The Registrar (Academic) of the university		03
V.64	The Registrar (Administration) of the university		04
V.65	The Principal (Rector) of the university		05
V.66	The Senate of the university		06
V.67	The Council of the university		07
V.68	Other (specify):		08

	The qualifying requirements for employees of my campus protective system, are - (Tick more than one)			
		MALE	FEMALE	
V.69	Age limits			01
V.70	Lowest educational qualifications			02
V.71	Physical (health) condition			03
V.72	Height limits			04
V.73	Weight limits			05
V.74	Other (specify):			06

	The screening techniques for employees of my campus protective system, are - (Tick more than one)		
V.75	Completion of application documents		01
V.76	Aptitude examinations		02
V.77	Morality/Honesty check		03
V.78	Pre-employment check		04
V.79	Document check		05
V.80	Fingerprint check		06
V.81	Interview (specify by whom):		07
V.82	Other (specify):		08

	Length of the basic-training programme for employees of my campus protective system, is -		
V.83	0 months		01
	1 - 3 months		02
	4 - 6 months		03

(To page A.12 please)

7 - 12 months		04
12 months +		05
Not applicable		06

V.84   **Length of the probation period for employees of my campus protective system, is -**

0 months		01
1 - 6 months		02
7 - 12 months		03
12 months +		04
Not applicable		05

V.85   **Length of the In-service training programme for employees of my campus protective system, is -**

0 weeks		01
0 - 1 week		02
2 - 4 weeks		03
5 - 6 weeks		04
6 weeks +		05
Not applicable		06

The subjects offered during a training programme for employees of my campus protective system, are - (Tick more than one)		
V.86 Regulations and Laws relating to the university		01
V.87 First Aid (or other medical course)		02
V.88 Self Defence (specify: e.g., judo; karate; fire arms, or riot control, etc.)		03
V.89 Fire combatting course		04
V.90 Public Relations course		05

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V.91	Drill course		06
V.92	Report writing/Statement taking course		07
V.93	Other (specify):		08
V.94	Not applicable		09

	Training programmes for employees of my campus protective system, occur at a - (Tick more than one, if applicable)		
V.95	In-service university centre		01
V.96	Outside body/training centre or academy		02
V.97	Other (specify):		03

V.98	Staff-members of my campus protective system, are utilized for departmental - (Tick more than one)		
	employment interviews		01
	basic-training		02
	in-service training		03
	promotion review board		04
	supplement service		05
	on-the-job experience		06
	Other (specify): (1)		07
	(2)		08
	(3)		09
	Not applicable		10

V.99	**Students of my university are utilized for my departmental (campus protective) system -** **(Tick more than one)**		
	administration		01
	functional service, e.g., access control; traffic control; observation; foot-and-vehicle patrol, etc.)		02
	both administration and functional services		03
	Other (specify):		04
	Not applicable		05

V.100	**My university campus protective system also utilizes -** **(Tick more than one, if applicable)**		
	Specialist consultants in the CAMPUS PROTECTIVE (Security, etc.), field (specify):		01
	Plain clothesmen Specialists (e.g. legal advisors; psychologists, etc.: specify):		02

	The evaluation criteria for employees of my campus protective, etc., system are - **(Tick more than one)**		
V.101	Appearance and discipline		01
V.102	Ability to maintain good relations		02
V.103	Judgement		03
V.104	Loyalty to the institution		04
V.105	Willingness to accept duties		05
V.106	Dependability		06
V.107	Understanding rules and regulations		07
V.108	Familiarity with campus protective procedures		08
V.109	Courtesy		09

V.110	Patience		10
V.111	Enthusiasm		11
V.112	Bearing and demeanour		12
V.113	Understanding of students		13
V.114	Alertness		14
V.115	Physical fitness		15
V.116	Ingenuity		16
V.117	Moral courage/Bravery		17
V.118	Other (specify):		18

The following equipment facilities and number of each item, according to the inventory, are available to my campus protective system - (complete more than one by furnishing total number of EACH item)

		TOTAL NUMBER	
V.119	Patrol motor vehicles		01
V.120	Administrative vehicles		02
V.121	Helicopters		03
V.122	Centralized Radio Control/Base Stations		04
V.123	Two-way-Radios		05
V.124	Stand held portable radios		06
V.125	Public address systems/Loud Hailers		07
V.126	Firearms issued to protective system		08
V.127	Private Firearms		09
V.128	Radar equipment		10
V.129	Photographic equipment		11
V.130	Polygraph copiers		12
V.131	Alcohol-content devices		13
V.132	First Aid facilities		14
V.133	Computers		15

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		TOTAL NUMBER	
V.134	Riot equipment		16
V.135	Handgranades		17
V.136	Teargas		18
V.137	Landmines		19
V.138	Dynamite		20
V.139	Batons		21
V.140	Whistles		22
V.141	Handcuffs		23
V.142	Bicycles		24
V.143	Motor cycles		25
V.144	Fire Fighting equipment		26
V.145	Metal detectors		27
V.146	Other (specify):		28

	My campus protective system has the following benefits to offer - (Tick more than one)		
V.147	Official residential facilities for unmarried employees		01
V.148	Official residential facilities for married employees		02
V.149	Housing subsidy		03
V.150	Housing allowance		04
V.151	Transport allowances		05
V.152	Household removal allowances		06
V.153	Official transport		07
V.154	Medical fund for employees		08
V.155	Medical fund for dependents of employees		09

V.156	Pension fund		10
V.157	Vacation and other absence rights		11
V.158	Uniform and/or Private clothing allowances		12
V.159	Overtime pay for Sundays; Public and University holidays		13
V.160	Extra Duty allowances		14
V.161	Shift allowances		15
V.162	Danger allowances		16
V.163	Other (specify):		17

	The most common reason by employees for leaving my campus protective system, are - (Tick more than one)		
V.164	Unsatisfactory salary		01
V.165	Unsatisfactory promotion		02
V.166	Unsatisfactory work conditions		03
V.167	Discipline measures pending		04
V.168	Attractive employment proposals		05
V.169	Other (specify):		06

V.170	My institution has the following accommodation facilities on the campus for students and personnel - (complete more than one by furnishing population statistics)		
		TOTAL POPULATION	
	Student residences for men		01
	Student residences for women		02
	Staff-quarters for unmarried personnel		03
	Staff-quarters for married personnel		04
	Other (specify):		05

V.171

The total of the following staff members who are incumbent and responsible for student personnel administration and liaison are - (complete more than one, if applicable)		
	TOTAL	
Rector(s)		01
Vice-Rector(s)		02
Registrar(s)		03
Assistant-Registrar(s)		04
Dean(s)		05
Head(s) of Department(s)		06
Director(s)		07
Administrative Officer(s)		08
Associate-Professor(s)		09
Other (specify):		10

V.172

The following university committees are utilized to advise and counsel students of my institution about matters pertaining to university regulations; conduct; crime; etc., - (complete more than one by furnishing the major tasks only)		
COMMITTEES	MAJOR TASKS	
The Risk Management Committee		01
Students Disciplinary Committee		02
Residence(s) Committee(s)		03
The Committee for Student Guidance Services		04

COMMITTEES	MAJOR TASKS	
The Ad Hoc Rector's Committee re Current Issues		05
The Student Advisory Committee		06
The Campus Protective (etc.) Grievances Committee		07
The Campus Protective (etc.) Disciplinary Committee		08
Other (specify):		09

V.173 The ordinances for the jurisdiction of regulations pertaining to the conduct of students on campus and in hostels of my institution, are -

DESCRIPTION OF ORDINANCE	REFERENCE NUMBER	DATE ISSUED (YEAR: MONTH: DAY)	
			01
			02
			03
			04
			05
			06
			07

V.174	Regulations pertaining to the conduct of personnel of my campus protective system and staff of my institution, are -			
	DESCRIPTION OF REGULATIONS	REFERENCE NUMBER	DATE ISSUED (YEAR: MONTH: DAY)	
				01
				02
				03
				04
				05

	Powers of arrest by members of my campus protective system for any contravention of the Campus - and Hostel Regulations or Crime on campus property, is by virtue of - (Tick more than one)		
V.175	Section 42 of the Criminal Procedure Act (Act No. 51 of 1977 as amended: apprehension by private persons without warrant of arrest)		01
V.176	University Campus Regulations		02
V.177	University Hostel Regulations		03
V.178	Other (specify):		04

V.179	The following records are maintained by campus protective system - (Tick more than one)		
	Records of campus protective numbers		01
	Records of all violations by students; personnel (staff), and the public		02
	Other (specify): (1)		03
	(2)		04
	(3)		05

The total number (hours) of NORMAL and OVERTIME activities during the previous year (1 January - 31 December 1992) relating to my campus protective system, were -
(complete more than one)

ACTIVITIES	TOTAL NORMAL WORK HOURS	TOTAL OVERTIME HOURS	
V.180 Administrative (clerical) activities			01
V.181 Functional (line- or field work) operations			02

V.182 The total number of cases ATTENDED TO by my campus protective system during the previous year (1 January - 31 December 1992) pertaining to the infringement of Campus - and Hostel Regulations and any Law, are -
(complete more than one, if applicable)

	TOTAL NUMBER OF CASES	
Infringement of Campus Regulations		01
Infringement of Hostel Regulations		02
Infringement of any other law		03

V.183 The total number of cases for the previous year (1 January - 31 December 1992) pertaining to the infringements of law and order on the campus of my institution and whereby commitments were made to the following agencies, are -
(complete more than one)

AGENCIES	TOTAL CASES	
South African Police		01
Provincial Police		02
Municipal Police		03
South African Defence Force		04
KwaZulu Police		05

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AGENCIES	TOTAL CASES	
National Independent State police agencies, e.g., Bophuthatswana; Ciskei; Lebowa; Transkei; Venda, etc. (specify): (1)		06
(2)		07
(3)		08
Other (specify): (1)		09
(2)		10
(3)		11

The total activities, (e.g. pertaining to misconduct; violations of Campus and Hostel Regulations; crime; civil cases; other complaints; misunderstandings, etc.) during the previous year (1 January - 31 December 1992) that were attended to by me after receiving report from my Personnel or Other Informants are - (complete more than one, if applicable)

	ACTIVITIES	TOTAL REPORTED BY MY PERSONNEL	TOTAL REPORTED BY OTHER INFORMANTS	
V.184	Student misconduct			01
V.185	Staff misconduct			02
V.186	Drunk- and Disorderly behaviour			03
V.187	Misusage of university property			04
V.188	Parking offenses			05
V.189	Traffic accidents			06
V.190	Other traffic offenses			07
V.191	Malicious damage to property			08

	ACTIVITIES	TOTAL REPORTED BY MY PERSONNEL	TOTAL REPORTED BY OTHER INFORMANTS	
V.192	Molestation of Students/Staff			09
V.193	Trespassing			10
V.194	Assault (common)			11
V.195	Assault (serious wound(s) inflicted)			12
V.196	Rape			13
V.197	Other sexual offenses			14
V.198	Public Indecency			15
V.199	Housebreaking with intent to steal and theft			16
V.200	Forgery and Uttering			17
V.201	Theft of motor vehicles			18
V.202	Theft of bicycle/motorcycle			19
V.203	Theft			20
V.204	Robbery			21
V.205	Murder			22
V.206	Riotous Behaviour			23
V.207	Illicit weapons			24
V.208	Other (specify):			25

The total "Remote (helping) functions", i.e. special indirect services or assistance desired by the campus community (as result of custom and tradition) during the previous year (1 January - 31 December 1992), attended by my campus protective system, are -
(complete more than one)

	TYPE OF SERVICE AND ASSISTANCE	TOTAL	
V.209	Bank escorts		01
V.210	Ladies escorts (late hours)		02

	TYPE OF SERVICE AND ASSISTANCE	TOTAL	
V.211	VIP escorts		03
V.212	Handicapped persons escorts		04
V.213	Medical/Clinic escorts		05
V.214	Fire Alarms		06
V.215	Actual Fires		07
V.216	Smoke (fire) reports		08
V.217	Elevator malfunction		09
V.218	Water Leakage		10
V.219	Security Alarms		11
V.220	Other (specify):		12
V.221	Not applicable		13

The following disciplinary measures were employed during the previous year (1 January - 31 December 1992) pertaining to members of my campus protective system and which were common causes for their morale disruption -
(complete more than one)

	DISCIPLINARY MEASURES	TOTAL	
V.222	None		01
V.223	Reprimands		02
V.224	Promotion cancellations		03
V.225	Suspension		04
V.226	Demotion		05
V.227	Salary reduction		06
V.228	Dismissal		07
V.229	Other (specify):		08

V.230	Notification of the parents or guardians of students about their misconduct or violation of Campus - and Hostel Regulations or the Law, is, the responsibility of the following system of my university -		
	Campus protective system		01
	Student Dean		02
	Registrar		03
	Assistant-Registrar		04
	Principal		05
	Other (specify):		06
	Not Applicable		07

	The source of misunderstanding the campus protective system during the previous year (1 January - 31 December 1992) as stated by them and the student personnel administrators of my university, are - (complete more than one)			
	PROBLEM	TOTAL STATED BY CAMPUS PROTECTIVE SYSTEM	TOTAL STATED BY STUDENT PERSONNEL ADMINISTRATORS	
V.231	Conflict with Campus Regulations			01
V.232	Conflict with Hostel Regulations			02
V.233	Conflict with the Law (crime)			03
V.234	Traffic or parking			04
V.235	Manner of handling violators			05
V.236	Lack of communication			06
V.237	Other (specify):			07

QUESTIONNAIRE "B"

A CRIMINOLOGICAL INVESTIGATION INTO UNIVERSITY CAMPUS PROTECTION IN SOUTHERN AFRICA - A COMPARATIVE STUDY

<u>NB</u>: Questionnaire "<u>B</u>" for completion individually by <u>MEMBERS</u> of the campus Protective service/unit, etc., (<u>BELOW</u> the rank or position of Head; Chief, or Director)

VERY IMPORTANT:

ALL INFORMATION SUPPLIED WILL BE ENTRUSTED WITH CONFIDENCE.

DATA COLLECTED BY MEANS OF THIS QUESTIONNAIRE ARE URGENTLY NEEDED FOR ANALYSIS BEFORE .....5....NOVEMBER...1993.........PLEASE.

Your cooperation is of utmost importance. Be rest assured of my sincere appreciation.

I WOULD LIKE TO THANK YOU IN ADVANCE FOR YOUR WILLINGNESS TO PARTICIPATE IN THIS VERY IMPORTANT RESEARCH PROJECT. WITHOUT YOUR KIND COOPERATION, THIS PROJECT WOULD BE FUTILE.

V.01	My institution of employment, is - (Tick only one)		
	University of Natal (Durban and Pietermaritzburg)		01
	University of Port Elizabeth		02
	University of Pretoria		03
	University of Fort Hare		04
	Rhodes University		05
	University of Zululand		06
	University of Bophuthatswana		07
	University of Cape Town		08
	University of Durban-Westville		09
	University of Medunsa		10
	University of the North		11
	University of the Orange Free State		12
	University of Potchefstroom for Christian Higher Education		13
	Rand Afrikaans University		14
	Stellenbosch University		15
	Transkei University		16
	University of Venda		17
	Vista University		18
	University of the Western Cape		19
	University of the Witwatersrand		20

V.02	The name of the campus protective centrum at my institution, is - (Tick only one)		
	Campus Control		01
	Law Enforcement		02
	Protective Services/Unit		03
	Risk Management		04

Security Department/Section		05
Technical Services		06
Other (specify):		07

V.03

My position in the campus protection system, is - (Tick only one)		
Administrative		01
Functional (e.g. access control; traffic control; observation; foot- and/or vehicle patrol, etc.)		02
Both Administrative and Functional		03
Auxiliary (Radio Control)		04
Other (specify): (1)		05
(2)		06
(3)		07

V.04

My rank; title; status, or position in the campus protective system, is - (Tick only one)		
Deputy Head; Deputy Chief or Deputy Director		01
Sub -		02
Sergeant		03
Patrol Officer		04
Grade I		05
Grade II		06
Grade III		07
Other (specify): (01)		08
(2)		09
(3)		10

V.05

My sex classification, is -		
Male		01
Female		02

V.06

My age category, is -		
18 - 24 years		01
25 - 34 years		02
35 - 44 years		03
45 - 54 years		04
55 - 64 years		05
65+		06

V.07

My marital status, is -		
Never married (single)		01
Married		02
Divorced		03
Widower		04
Widow		05

V.08

My home language, is -		
English		01
Zulu		02
Xhosa		03
Afrikaans		04
Sotho		05
Tswana		06
More than one Language (specify): 　　　(1)		07
(2)		08
(3)		09

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Other (specify):		
(1)		10
(2)		11
(3)		12

V.09

My highest educational qualification, is -		
Standard 6		01
Standard 7		02
Standard 8		03
Standard 9		04
Standard 10		05
Technical College Diploma		06
Technicon Diploma		07
College of Education Diploma		08
University Diploma		09
University Degree		10
Other (specify): (1)		11
(2)		12
(3)		13

My experience in protective services; camp security, etc., originate from my experience in - (Tick more than one, if applicable)		
South African Police		01
Former S.A. Railway Police		02
S.A. Military Police		03
Former South West African Police		04
Namibian Police		05
Municipal Police		06

V.10 South African Police
V.11 Former S.A. Railway Police
V.12 S.A. Military Police
V.13 Former South West African Police
V.14 Namibian Police
V.15 Municipal Police

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V.16	Traffic Police		07
V.17	Other police experience		08
V.18	S.A. Defence Force		09
V.19	Other Defence Force		10
V.20	S.A. Correctional Services		11
V.21	Other Correctional Services		12
V.22	Private Security Agency		13
V.23	Previous University/College campus protective services		14
V.24	Other (specify):		15

	General description of my duties for campus protection, are - (Tick more than one, if applicable)		
V.25	Patrolling (specify): (1)　　Foot patrol		01
	(2)　　Vehicle patrol		02
	(3)　　Both Foot- and Vehicle patrol		03
V.26	Access Control		04
V.27	Observation duties		05
V.28	Protection of University property		06
V.29	Traffic Control		07
V.30	Control Room duties		08
V.31	Investigation of Crime		09
V.32	Investigation of Personnel/Student Discipline		10
V.33	Predominant Clerical/Administrative duties		11
V.34	Supervisory duties		12
V.35	Training of Campus Protective personnel		13
V.36	Head; Chief, or Director and Deputy duties		14
V.37	Other (specify):		15

V.38

	Date of the establishment of my campus protective system, was -					
		YEAR		MONTH	DAY	
						1
	UNKNOWN					2

The legal basis for the existence of my campus protective system, is - (Tick each one below, i.e. <u>Yes</u> or <u>No</u>)

		YES	NO
V.39	To protect persons and property related to the university	1	2
V.40	To provide protective - and public services related to the "university community"	1	2
V.41	To enforce the laws and regulations of the university, and preserve the peace in the campus	1	2
V.42	To apprehend (arrest) violators of the university laws and regulations	1	2
V.43	To recover lost or stolen property of students and of the university	1	2
V.44	To investigate crime and misconduct of all types allegedly committed by students and personnel related to the university	1	2
V.45	To maintain the peace and security of the university community in order to enhance the character and reputation of the university	1	2
V.46	To control traffic and to ensure free movement and adequate parking	1	2
V.47	To play a supervisory role in all aspects of keeping the peace and the protection of property related to the university	1	2

V.48

The length of my basic-training programme in campus protection, was -		
0 months		01
1 - 3 months		02
4 - 6 months		03
7 - 12 months		04
12 months +		05
Not applicable		06

V.49

The length of my probation period in my campus protective system, was -		
0 months		01
1 - 6 months		02
7 - 12 months		03
12 months +		04
Not applicable		05

V.50

The length of my In-service training programme in my campus protective system, is -		
0 weeks		01
0 - 1 week		02
2 - 4 weeks		03
5 - 6 weeks		04
6 weeks +		05
Not applicable		06

V.51

My attitude pertaining to the following aspects of my campus protective system, is - (Tick more than one)			
	FAVOURABLE	UNFAVOURABLE	
Salary			01

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	FAVOURABLE	UNFAVOURABLE	
Work conditions			02
Disciplinary measures (staff):			03
Discipline measures (students):			04
Work benefits			05
Training			06
Investigation of grievances			07
Communication with SENIOR members of my system			08
Communication with OTHER members of my system			09
Communication with the Student/Personnel administrators			10
Communication with the academic staff			11
Communication with other staff members			12
Other (specify): (1)			13
(2)			14
(3)			15

The following total disciplinary measures were employed against me during the previous year (1 January - 31 December 1992) – (complete more than one, if necessary)

	DISCIPLINARY MEASURES	TOTAL	
V.52	None		01
V.53	Reprimands		02
V.54	Promotion cancellations		03
V.55	Suspension		04
V.56	Demotion		05

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B.10

	DISCIPLINARY MEASURES	TOTAL	
V.57	Salary reduction		06
V.58	Dismissal		07
V.59	Other (specify):		08
V.60	Not applicable		09

My total number (hours) of NORMAL and OVERTIME activities during the previous year (1 January - 31 December 1992) pertaining to my campus protective system, were -
(complete more than one)

	ACTIVITIES	TOTAL NORMAL WORK HOURS	TOTAL OVERTIME HOURS	
V.61	Administrative (clerical) activities			01
V.62	Functional (line- or field work) operations			02

V.63 **The total number of cases ATTENDED TO by me during the previous year (1 January - 31 December 1992) pertaining to the infringement of Campus - and Hostel Regulations and any Law, are -**
(complete more than one, if applicable)

	TOTAL NUMBER OF CASES	
Infringement of Campus Regulations		01
Infringement of Hostel Regulations		02
Infringement of any Law		03

P.T.O.

The total activities, (e.g. pertaining to misconduct; violations of Campus and Hostel Regulations; crime; civil cases; other complaints; misunderstandings, etc.) during the previous year (1 January - 31 December 1992) that were attended to by me after receiving report from my Seniors or Other Informants, are - (complete more than one, if applicable)

	ACTIVITIES	TOTAL REPORTED BY MY SENIORS	TOTAL REPORTED BY OTHER INFORMANTS	
V.64	Student misconduct			01
V.65	Staff misconduct			02
V.66	Drunk- and Disorderly behaviour			03
V.67	Misusage of university property			04
V.68	Parking offenses			05
V.69	Traffic accidents			06
V.70	Other traffic offenses			07
V.71	Malicious damage to property			08
V.72	Molestation of Students/Staff			09
V.73	Trespassing			10
V.74	Assault (common)			11
V.75	Assault (serious wound(s) inflicted)			12
V.76	Rape			13
V.77	Other sexual offenses			14
V.78	Public Indecency			15
V.79	Housebreaking with intent to steal and theft			16
V.80	Forgery and Uttering			17
V.81	Theft of motor vehicles			18
V.82	Theft of bicycle/motorcycle			19
V.83	Theft			20

	ACTIVITIES	TOTAL REPORTED BY MY PERSONNEL	TOTAL REPORTED BY OTHER INFORMANTS	
V.84	Robbery			21
V.85	Murder			22
V.86	Riotous Behaviour			23
V.87	Illicit weapons			24
V.88	Other (specify):			25

The total "Remote (helping) functions", i.e. special indirect services or assistance desired by the campus community as result of custom and tradition during the previous year (1 January - 31 December 1992), attended by me, are -
(complete more than one)

	TYPE OF SERVICE AND ASSISTANCE	TOTAL	
V.89	Bank escorts		01
V.90	Ladies escorts (late hours)		02
V.91	VIP escorts		03
V.92	Handicapped persons escorts		04
V.93	Medical/Clinic escorts		05
V.94	Fire Alarms		06
V.95	Actual Fires		07
V.96	Smoke (fire) reports		08
V.97	Elevator malfunction		09
V.98	Water Leakage		10
V.99	Security Alarms		11
V.100	Other (specify):		12
V.101	Not applicable		13

V.102	My conception of proper campus protection (positive or negative) pertaining to the following aspects, is - (complete more than one)			
		POSITIVE	NEGATIVE	
	Request ID from suspicious persons on campus			01
	Crime prevention patrols in campus areas susceptible to criminal acts			02
	Escorting of a female or staff member to car upon request during late hours on campus			03
	Answer requests for information			04
	Assist medically ill-persons on campus			05
	Investigate a complaint of loud noise on fraternity or sorority			06
	Investigate any Crime on campus			07
	Investigate any vehicle accident on campus			08
	Assist any staff member (e.g. carrying articles) after hours			09
	Investigate exterior doors after hours during tour of duty			10
	Prohibiting unauthorized people from entering campus premises			11
	Investigation of complaint that a man has been following a woman around in campus buildings			12
	Enforce jay-walking laws on campus			13

	POSITIVE	NEGATIVE	
Ticket an authorized student- or staff member failing to comply campus protective order			14
Assist a student or staff member in starting their car			15
Turn off lights found unnecessarily burning in campus buildings after hours			16
Assisting a disabled person on campus			17
Directing traffic on campus in time of congestion			18
Investigating someone fooling around a car on campus			19
Reporting car-lights on in campus parking lot			20
Move men along who are making cat calls at females on campus			21
Open secured area for staff members			22
Check empty lecture rooms and halls after hours			23
Awaken sleeping student in Library or open campus areas whose purse or briefcase is open prey			24
Report defective campus lights			25
Investigate loud arguments in open campus areas			26

V.103

My conception of solidarity in my campus protective system pertaining to my reports of the following rule infractions by my co-workers, is - (Tick more than one positive or negative)			
	POSITIVE	NEGATIVE	
Sleeping on duty			01
Drinking on duty			02
Fraternizing			03
Reading a newspaper whilst on duty			04
Lounging in an office after normal working hours on campus			05
Swearing on duty			06
Leaning against a campus building			07

V.104

My view held with respect to my campus protective work, is - (Tick only one)		
Routine and boring		01
Routine but not boring		02
Neither routine nor boring		03

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