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# VIABILITY FOR THE ESTABLISHMENT OF MUNICIPAL POLICE SERVICES (MPS)

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# VIABILITY FOR THE ESTABLISHMENT OF MUNICIPAL POLICE SERVICES (MPS)

**MATHUNYA KENNETH DIKGARE**

**A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfillment of the requirements for the degree of Master of Management in the field of Public and Development**

**04 JUNE 2010**

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# ABSTRACT

The Constitution of the Republic of South Africa (108 of 1996) recognized the importance of Municipal Policing. As a result, the South African Police Services Act was amended to allow municipalities to establish their own Municipal Police Services (MPS). Apart from the traffic and by-law enforcement functions, the envisaged MPSs were also meant to perform the crime prevention function. However, only the metropolitan municipalities and one non-metropolitan municipality had shown interest in establishing their own MPSs. This study investigates the viability for establishing an MPS as well as how their functioning and effectiveness can be enhanced. It also investigates the possibility of replicating such an establishment in other municipalities. The study had adopted a qualitative methodology with interviews conducted with experts and practitioners in the field of security and policing.

While the analysis of data had shown that the establishment of MPS can yield positive results in terms of localized policing, it had, unfortunately, revealed that the concept of municipal policing is seriously misunderstood. The majority still believes in the traditional form of policing, hence they view the MPS as a force multiplier for SAPS. By and large, the study has revealed the probability of profound results were the established and future MPSs to adopt a different approach from that of the national police. However, the findings have also painted a picture of serious policy flaws that may be seen as the reason why other municipalities are reluctant to establish their own MPSs. For this reason, a policy review was recommended with a view to addressing those areas that make municipal policing unviable.

# DECLARATION

I declare that this research report is my own, unaided work. It is submitted in partial fulfillment of the requirements of the degree of Master of Management in the field of Public and Development in the University of the Witwatersrand, Johannesburg, South Africa. It has not been submitted before for any degree or examination in another university.

_____
Mathunya Kenneth Dikgare
28 May 2010

# DEDICATION

This research report is dedicated to my wife Tebogo Dikgare for her support and encouragement.

# ACKNOWLEDGEMENTS

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# LIST OF ACCRONYMS

| | |
|---|---|
| ACU: | Anti-Corruption Unit |
| CCTV: | Closed Circuit Television |
| COC: | Civilian Oversight Committees |
| COP: | Community Oriented Policing |
| CPF: | Community Police Forum |
| CSP: | Community Safety Plan |
| CPTED: | Crime Prevention through Environmental Design |
| CTMPS: | Cape Town Metropolitan Police Services |
| DMPS: | Durban Metropolitan Police Services |
| EMPD: | Ekurhuleni Metropolitan Police Department |
| IAB: | Internal Affairs Bureau |
| IAU: | Internal Affairs Unit |
| ICD: | Independent Complaints Directorate |
| IDP: | Integrated Development Plan |
| ILP: | Intelligence Led Policing |
| ISU: | Integrity and Standards Unit |
| JMPD: | Johannesburg Metropolitan Police Service |
| LPP: | Local Priority Policing |
| MC: | Municipal Courts |
| M & E: | Monitoring and Evaluation |
| MEC: | Member of the Executive Committee |
| MPD: | Municipal Police Department |
| MPO: | Municipal Police Officer |
| MPS: | Municipal Police Service |
| NCIS: | National Criminal Intelligence Service |
| NCPS: | National Crime Prevention Strategy |
| NDOT: | National Department of Transport |
| NFMPS: | National Forum for Municipal Police Services |
| NVEP: | National Victim Empowerment Programme |

| | |
|---|---|
| NYPD: | New York Police Department |
| POP: | Problem Oriented Policing |
| RDP: | Reconstruction and Development Programme |
| RTMC: | Road Traffic Management Corporation |
| SA: | South Africa |
| SAP: | South African Police |
| SAPS: | South African Police Services |
| SIPR: | Scottish Institute for Policing and Research |
| SMPD: | Swartland Municipal Police Department |
| SPF: | Singapore Police Force |
| TMPD: | Tshwane Metropolitan Police Department |
| VP: | Victoria Police |

# CHAPTER ONE

# INTRODUCTION

The advent of democracy in 1994 led to the formation of a single police service as enshrined in the Constitution of the Republic of South Africa 108 of 1996. The White paper on Safety and Security (1998) also affirms that the immediate challenge of the new government in 1994 was to create a legitimate police service out of the eleven police forces constituted under apartheid. Sherman (1998: 21) asserts that a growing body of research suggests that police legitimacy prevents crime. Steinberg (2008: 20) also posits that the greatest precondition for policing a democratic society is the consent of the general population to be policed. National policing is therefore the preserve of the South African Police Services (SAPS) which is headed by the national police commissioner. Each province is headed by a provincial commissioner who reports directly to the national commissioner. Amongst others, the responsibilities of SAPS include the prevention and combating of crime, the investigation of crime, to protect and secure the inhabitants of the Republic and their property as well as to uphold and enforce the law. However, fighting crime has always been on top of the agenda since it is widely acknowledged that South Africa's crime is out of control.

However, the White paper on Safety and Security proposes a multi-faceted approach to crime prevention. This was based on the postulation that crime prevention was not solely the responsibility of the police, but rather of every citizen of the country. The Constitution states that national legislation must be enacted to provide a framework for the establishment of powers, functions and control of Municipal Police Service (MPS). This sentiment was also echoed by the White paper on Safety and Security which recognised the role of local government in crime prevention. In the process the South African Police Services Act was amended to allow for the establishment of municipal police service.

According to the SAPS Act municipal police service would be responsible for traffic law enforcement, policing of municipal by-laws as well as crime prevention. Previously, municipal traffic departments were responsible for all the functions of municipal police except that of crime prevention. However, it can also be argued that, in essence, municipal traffic departments have all along been contributing positively to the fight against crime as Sherman in Newham, Masuku & Gomomo (2002) highlights that there is evidence that traffic enforcement activities can assist in the reduction of robbery and gun crime. Shaw (1998: 9) also indicates that traffic police officers, by the nature of their work, often have a visible presence in many cities and towns and so implicitly perform a crime prevention function. Based on the above, it can thus be argued that municipal traffic departments have always been performing the crime prevention function, hence the researcher sees it necessary to investigate the possibility of replicating the establishment of municipal police service in all the municipalities.

### *1.2. PROBLEM STATEMENT*

Section 64 of the South African Police Services Amendment Act of 1995 provides for the establishment of MPS to assist in the fight against crime in their jurisdictional areas. However, not all the municipalities are allowed to exercise this right. Previous research did indicate that the establishment of metropolitan police services in the metropolitan areas would yield positive results in terms of creating safer communities. However, it did not say what the benefits for the country would be if every municipality was to establish its own municipal police service. Not much has been said about the viability of MPSs; hence the majority of municipalities have so far shown no interest in establishing their own MPSs. The White Paper on Safety and Security also places a duty on the local sphere of government to contribute in the fight against crime.

### *1.3. PURPOSE STATEMENT*

The purpose of this study is to investigate and explore the possibility of transforming municipal traffic departments into municipal police departments. This is based on the premise that if the already established metropolitan and municipal police departments are contributing positively to the fight against crime, then the same could be the case were all the municipalities to establish their own municipal police departments. This study seeks to investigate whether the establishment of municipal police services needs to be replicated in all municipalities. However, the study would deal with the functionality of municipal police rather than focusing on any specific municipal police department.

### *1.4. RESEARCH QUESTIONS*

The following are the research questions to be investigated:

1. What are the difficulties and obstacles for all municipalities to establish their own MPSs?
2. What benefits would accrue were all municipalities to establish their own municipal police services?
3. What is the advantage of transforming municipal traffic services into MPSs?

### *1.5. SIGNIFICANCE OF THE STUDY*

The SAPS Amendment Act of 1998 made it possible for the municipalities to establish municipal police services. This was premised on the fact that local government, as the sphere of government close to the citizenry, can play a meaningful role in the fight against crime. However, only the big municipalities had shown interest in establishing their own municipal police services. In the process municipal police services were established for the Cities of Joburg, Tshwane, Ekurhuleni, Ethekwini, Cape Town as well as a non metropolitan

municipality of Swartland. Evidence shows that these police services have been highly visible and thereby playing a pivotal role in the fight against crime. All these services drew their members from the traffic services. At the end this study will show how other municipalities can follow suit since they all run traffic departments.

### *1.6. LIMITATIONS*

This study seeks to investigate the possibility of replicating the establishment of municipal police in all municipalities; and as such will not focus on all the municipal police departments in the country as this will require more time and resources that the academic research may not allow. The study will, instead, deal with the functionality of municipal policing in general without paying specific attention to individual MPS.

### *1.7. OUTLINE OF CHAPTERS*

The rest of the report is organized as follows:

**Chapter 2: Literature Review**

In this chapter all existing literature that is relevant to the study will be reviewed. It will present definition of relevant concept such as municipal policing, crime prevention. The chapter will also dwell much on the concept of policing and the role that municipalities can play. However, applicable pieces of legislation will also be discussed in this chapter.

**Chapter 3: Research Methodology**

The chapter presents and discusses the research approach as well as the research methodology the study has adopted. Aspects such as data collection,

validity and reliability and limitations of the study are also discussed. It will conclude by highlighting the data analysis techniques that will be used.

**Chapter 4: Data Presentation**

In this chapter the findings from the people who participated in the study would be presented.

**Chapter 5: Data Analysis**

As data collection in this regard entails semi-structured interviews for primary data and documents for secondary data, this chapter will deal with the interpretation and analysis thereof with a view to arriving to a conclusion.

**Chapter 6: Conclusion and Recommendations**

This final chapter sums up by providing recommendations that will see municipal policing being taken to the next level. Where necessary the chapter would also offer solutions to the current challenges regarding municipal policing.

# CHAPTER TWO

# LITERATURE REVIEW

## *2.1. INTRODUCTION*

Neuman (2006: 111) explains that a literature review is based on the assumption that knowledge accumulates and that people learn from what others have done. Scientific research is a collective effort of many researchers who share their results with one another as a community. This section is going to review literature on policing with greater emphasis on municipal and community policing. It will also review literature on good governance as the cornerstone of creating healthy institutions.

## *2.2. DEFINITION OF CONCEPTS*

This section presents the definitions of terms or concepts that are used in the study**.**

### 2.2.1. Municipal Police Services

The Constitution of the Republic of South Africa proposed the enactment of legislation to provide for the establishment of municipal police service. In the process the SAPS Act was amended to provide for such an establishment. Municipal police services are established and run by the municipalities. The SAPS Amendment Act of 1998 states that municipal police services would be responsible for the following functions:

- Traffic law enforcement;
- Policing of municipal by-laws; and
- Crime prevention.

One of the conditions for establishing a municipal police service is that such an establishment must not adversely affect traffic law enforcement. The idea was that MPS would fortify local policing as Shaw (1998: 5) asserts that an analysis of crime statistics from across the country suggests that the key to local crime prevention is the recognition that crime varies from locality to locality. As a consequence, different priorities and strategies and different approaches are needed in different areas to prevent crime.

### *2.2.2. Crime Prevention*

According to the White paper on Safety and Security (1998), crime prevention refers to all activities which reduce, deter or prevent the occurrence of specific crimes firstly, by altering the environment in which they occur, secondly by changing the conditions which are thought to cause them, and thirdly by providing a strong deterrent in the form of an effective criminal justice system. It is, however, important to note that crime prevention means different things to different people. To operational police officers it may mean arresting the suspects with a view to taking or bringing them to court. For traffic and municipal police officers it may mean arresting drunk drivers and those who contravene municipal by-laws. To social workers it may mean assisting victims of crime. All these are indeed crime prevention initiatives.

This in a way turns to be ambiguous and need to be clarified if the MPDs were to perform this task. Newham (2006) also states that previous research has found that there are significant differences in the ways in which MPDs have interpreted their crime prevention mandate. He points out that some MPDs have established specialized units to tackle specific crimes whilst in some cases activities are undertaken in joint operations with the SAPS. Also others have established social crime prevention units that deal with public education and awareness campaigns. For traffic departments that have not transformed into MPSs yet, their daily activities also amount to crime prevention, hence it may be argued that they

should also transform into MPSs so that the crime prevention function can be performed officially and not as a by-product. The reason why this argument holds is that for them (traffic officers) to stop and arrest somebody for driving a suspected stolen vehicle, they perform crime prevention, for them to search a suspicious vehicle they indeed perform a crime prevention function. There actually appears to be similarities between what traffic officers do and what Municipal Police Officers (MPO) do. For this Shaw (1998) also highlighted that traffic police officers, by the nature of their work, often have a visible presence in many cities and towns and so implicitly perform a crime prevention function. Indeed, a potential offender will not take a chance by committing a crime in full view of a patrolling traffic officer. This shows that successful crime prevention needs a multi-faceted approach that ropes in a lot of role players.

### 2.2.3. Municipal Courts

There are various courts of law with different jurisdictional powers. Amongst others are Municipal Courts (MC), which are also recognized as Magistrates courts. MCs are operated at municipal level where the focus is mainly on traffic matters as well as municipal by-laws. The municipality makes available an infrastructure through which the MC can carry out its business. Reid (2009) makes the following observation with regards to MC:

> South Africa's first MC was launched in Cape Town in 2000, followed by others, but they remain an area that has yet to be clearly defined. There is no policy for rolling them out extensively, but several Municipalities around the country have pushed to introduce the courts, with widely divergent styles of implementation and varying degrees of success.

The idea behind the MCs was that they would alleviate the workload of the country's courts by dealing with minor issues as stated above. It is a vital tool to ensure total compliance at local level. However, very few municipalities have shown interest in either setting up or operating their own MCs.

### 2.2.4. Community Police Forum

It is important to note that Community Police Forums (CPF) were introduced as a means of strengthening the relations between the police and the communities they serve. Bruce (1997) observed that CPFs are intended to provide forums for organizations and groups in the community to engage with the police around issues of safety and security. According to Bruce (1997), the liaison between the police and the community is intended to assist in:

- Establishing and maintaining a partnership between the community and the police.
- Promoting communication and co-operation between the police and the community.
- Improving the police services in the community.
- Improving the transparency and accountability of the police to the community.
- Promoting joint problem identification and problem solving between the police and the community.

Given the above, it can thus be said that the role that the CPFs are supposed to play is vital and, if exploited, can subsequently bring about good results in the fight against crime. However, the opposite could result if the implementation is not done as planned. Experience shows that in most cases the role of communities is not taken serious by some police managers and as such forces the community to disengage.

## *2.3. LEGISLATIVE FRAMEWORK*

Policing is every government's priority as it is the latter that has to look after the safety of its inhabitants. Like any other realm, it is the responsibility of the government to ensure that sound and proper policies are developed. The following are the policies that will be discussed in this chapter and they are the Constitution of the Republic of South Africa, the SAPS Act, the White Paper on Safety and Security, the National Crime Prevention Strategy (NCPS), as well as the Regulations on the Establishment of MPS.

### 2.3.1. The Constitution of the Republic of South Africa (108 of 1996)

Municipal policing as a new concept in South Africa was recognized by the new democratic government that came to power in 1994. The Constitution of the Republic of South Africa explicitly states that a National legislation must provide a framework for the establishment, powers, functions and control of municipal police services. This, in essence, shows how the new government recognized the role that municipal police can play in the fight against crime thereby ensuring the safety of the inhabitants of this country. This was accommodated even under difficult situations where there were many serious issues that needed attention. This is also highlighted by Rauch, Shaw & Louw (1997) who indicate that after 1994, the new government's priority in terms of policing was to establish and clarify the nature of the country's national police service. Interestingly, the issue of municipal policing was nearly left out of the final constitution and inserted at the last minute. However, they point out that these provision lacked details.

### 2.3.2. The South African Police Services Act (Act 83of 1998)

The South African Police Services Act of 1995 was amended to make provisions for the establishment of MPS. The amendment covered a number of aspects

pertaining to the concept of municipal policing. The SAPS Act stipulates that MPS shall be responsible for three functions, namely traffic law enforcement, policing of municipal by-laws as well as crime prevention. Interestingly, the Act goes on to state that the establishment of MPS must not negatively affect the traffic law enforcement function of the municipality concerned. Also important, the Act lays down the procedure to apply for the establishment of MPS. Section 64A of the Act lays down the following procedure.

**Establishment of Municipal Police Service**

1. *Any municipality my in the prescribed manner apply to the member of the Executive Council (MEC) for the establishment of a municipal police service for its area of jurisdiction.*
2. *The member of the Executive Council may, subject to subsection 3 and such conditions he or she may determine, approve an application for the establishment of municipal police service if-*
    a. *the application complies with the prescribed requirements;*
    b. *The municipality has resources at its disposal to provide for a municipal police service which complies with national standards on a 24 hour basis;*
    c. *Traffic policing services by the municipality may not be prejudicially affected by the establishment of a municipal police service;*
    d. *Proper provision has been made by the municipality to ensure civilian supervision of the municipal police service; and*
    e. *The establishment of municipal police service will improve effective policing in that part of the province.*
3. *The member of the Executive Council may approve the application only-*
    a. *after consultation with the National Commissioner;*
    b. *after consultation with the metropolitan council if the municipality falls within the area of jurisdiction of a metropolitan council; and*

c. *with the approval of the member or members of the Executive Council responsible for local government, finance, transport and traffic matters, or where no such member or members have been appointed, the Premier or the member or members of the Executive Council to whom those responsibilities have been assigned by the Premier.*

4. *If the application for the establishment of a municipal police service is approved by the member of the Executive Council, the member shall establish the municipal police service by notice Gazette.*
5. *The establishment of a municipal police service shall not derogate from the functions of the service or the powers and duties of a member in terms of any law.*
6. *All expenditure incurred by or in connection with the establishment*, *maintenance and functioning of a municipal police service shall be for the account of the municipality in question.*

**(Source: SAPS Act 83 of 1998)**

The Act also makes provisions for the establishment of the Independent Complaints Directorate (ICD). Though initially, the ICD, s mandate was limited to SAPS, it has now been extended to cover the MPDs as well. According to Bruce & Neild (2005) "South Africa now has an independent oversight agency, the ICD, with powers to investigate incidents of possible or alleged criminality by members of the SAPS or municipal police agencies". It is also important to highlight that the MPSs are also required by law to establish the Civilian Oversight Committees (COC). These committees are, amongst others, responsible for promoting accountability and transparency in the MPSs. The various provincial legislatures are also empowered to play an oversight role over the MPSs.

### 2.3.3. The White Paper on Safety and Security (1998)

The White Paper on Safety and Security introduced the concept of multi-agency approach to crime prevention. It also argued that “local government, the level of government which is closest to the citizenry, is uniquely placed to actively participate in social crime prevention initiatives and to redirect the provision of services to facilitate crime prevention”. This also finds expression in Shaw (1998) who posits that preventing crime demands a process of analysis to determine the cause of specific types of criminal actions. Basically, the White paper encourages local authorities to prioritize crime prevention in their planning.

### 2.3.4. The National Crime Prevention Strategy

According to du Plessis and Louw (2005), the National Crime Prevention Strategy (NCPS) recognized the social and developmental causes of crime, as well as the need to involve a range of government departments and civil society partnership. Initially, the focus of the NCPS was on the root causes of crime. This was basically based on the idea that to deal with crime, you need to know the causes as Newham (2005) observes that the NCPS was premised on the understanding that to effectively reduce crime, an approach that included, but went beyond, the criminal justice system was required.

Put simply, Burger (2007) argues that the risk factors or causes of crime are crucial and need to be properly identified and effectively addressed if the combating of crime is to make any real sense. Nevertheless, the silo mentality that is playing itself within government would obviously serve as a contributing factor to the failure of the NCPS. This then calls for the multi-agency approach the White paper on Safety and Security is envisaging. This multi-agency approach is dependent on the strong and effective coordination of all activities as failure thereof would inevitably lead to other important stakeholders disengaging. However, political will as well as strong leadership by government are key.

## *2.4. CONTENTS*

### *2.4.1. Effective policing*

The primary objective of policing is to ensure that the inhabitants of the Republic live in peace and harmony and without any fear of crime. However, this can never be achieved unless there is an effective policing. Effective policing, in essence, entails a policing environment that is free from corruption, well resourced, has a high level of professionalism, respects the rule of law and also that puts citizens, s safety needs first. Needless to say, there are factors that make it difficult for police organisations to realize or achieve effective policing. However, the following are and have always been seen as the cornerstones of an effective policing and they are community policing, effective anti-corruption, well resourced police organisations and effective leadership.

#### 2.4.1.1. Community Policing and Problem-Oriented Policing

Community policing (COP) and Problem-Oriented Policing (POP) are defined by Moore (1992: 99) as strategic concepts that seek to redefine the ends and means of policing. In simple terms he defines POP, on the one hand, as the style of policing that focuses police attention on the problems that lie behind incidents, rather than on the incidents and, on the other, COP as emphasizing the establishment of working partnerships between police and communities to reduce crime and enhance security. The correct application of POP can definitely yield positive results in that whatever strategy is developed, it aims at addressing the already known problem. A good example is crimes that involve alcohol or are preceded by alcohol consumption and/or abuse. Holtmann (2008: 13) correctly points out that “the relationship between alcohol, crime and violence is complex and central to any debate about the lack of safety in South Africa”. This case clearly shows that it is much better to address the causes of crime if you know them rather than waiting for crimes to be committed.

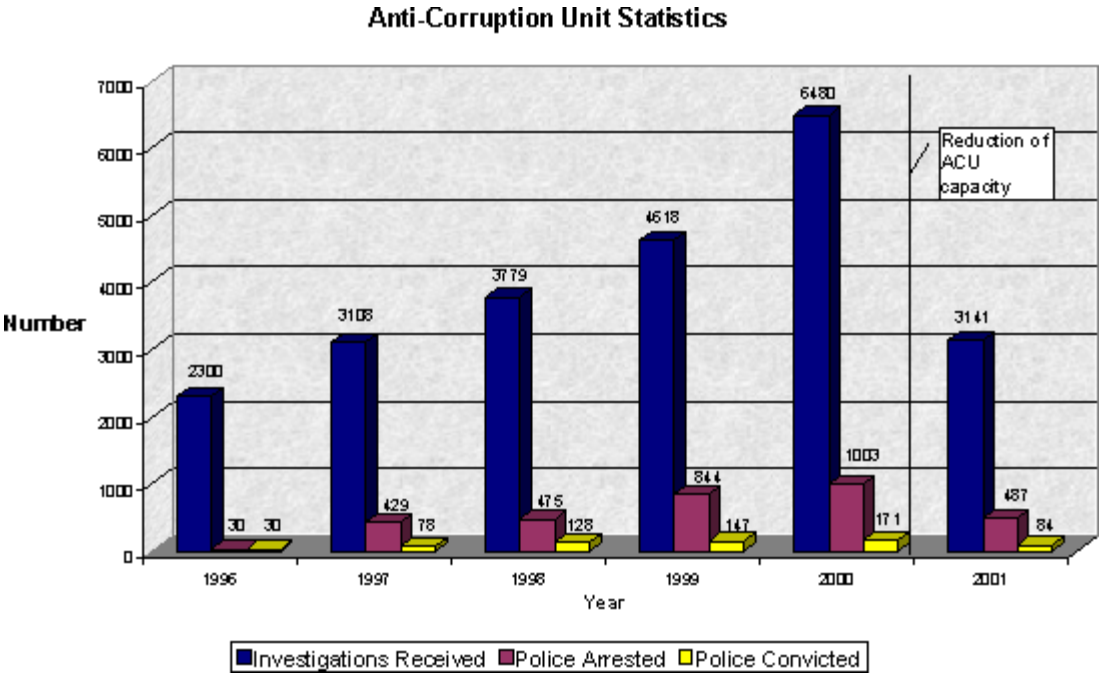
Since MPS are responsible to the local governments or municipalities, they are widely seen as better positioned to excel in these kinds of policing systems. The concept of COP is consistent with the belief that crime takes place within the communities and is also perpetrated by members of the same communities. It is therefore axiomatic that effective police-community synergy could yield positive results as it entails taking all the role players on board. POP is also a panacea to the crime problem since its focus is more on addressing the problems that are seen to be contributing to crime.

#### 2.4.1.2. Effective Anti-Corruption Mechanisms

Corruption is one of the many obstacles to effective policing. The effect of corruption was highlighted by Chief Campisi of the NYPD in Newham (2003) that "over the past decades it has increasingly been recognized that once corruption starts to become a problem within a police agency, commanders lose the ability to control their officers and as a result, confidence from the community is lost". Experience shows that once the community loses confidence, it becomes difficult for the police-community partnership to be effective. It is true that allegations of police corruption erupt on a daily basis. Onyeozili (2005: 42) explains that, these come in various forms: extortion from motorists at illegally mounted roadblocks, collection of monetary gratification (bribery) in order to alter justice in favor of the highest bidder. The effect of corruption, if not dealt with, is that the social image of the police is dented. Faull (2008: 1) also highlights that research indicates that corruption is especially prevalent in the area of traffic regulation enforcement which, in the major urban centres, is primarily the responsibility of the Municipal Police Departments (MPDs).

The reality and the seriousness of corruption within the police are illustrated in the following table:

. **Figure 1: Anti-corruption statistics released by the then ACU**



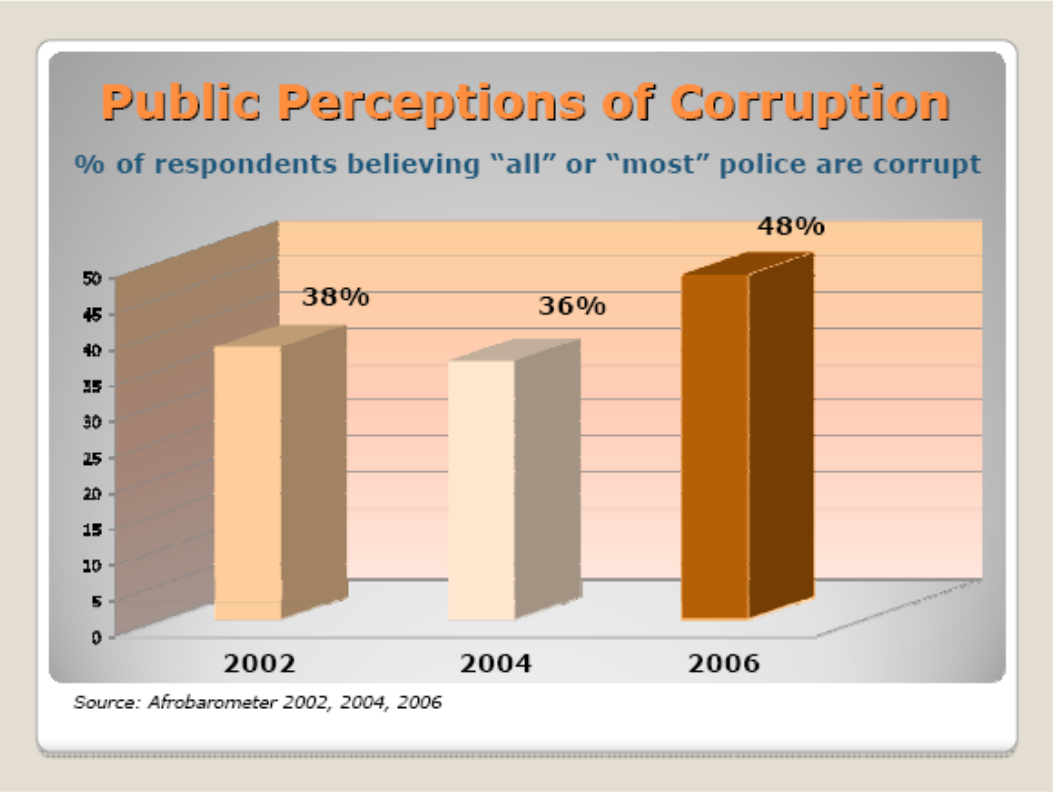

**(Source: Adapted from Newham, CSVR: 2002)**

It presents the statistics of police corruption between 1996 and 2001 as released by the then Anti Corruption Unit (ACU) to give a picture of the real situation. It shows that since 1996 the number of reported corruption cases against the police has been extremely increasing, yet the number of convictions was not improving. In simple terms it serves to substantiate the reality and existence of police corruption. This then presents a challenge to police organisations that they need to step their corruption fighting mechanisms and strategies. Bezuidenhout (2008) argues that the police in SA find it arduous to get information from the community as the community still deem the police as either corrupt or the pawns of the government. Failure to deal with corruption within police organisations would therefore exacerbate the problem.

Amongst others, the causes of corruption, according to Kyambalesa (2006: 108) are poor governance, political instability, weak legislative system, weak judicial system, bureaucratic red tapes, inadequate compensation, greed and moral

deficiency as well as lack of professional counsel. Corruption is also seen as a threat to good governance as Pillay (2004: 588) correctly points out that the problem of corruption has captured the minds of all South Africans that are committed to good governance. An assessment of the SAPS, as highlighted in Bruce (2007), has revealed that there is evidence of a pervasive problem of corruption, and anti-corruption measures are weak. According to the report, the SAPS has a good statement of values even though commitment seems to be lacking. Also, the United Nations Office on Drugs and Crime, s assessment report in Masuku (2004) concludes that the SAPS is regarded as the most corrupt public service in the country. The following table highlights the public perception about police corruption.

**Figure 2: Public perceptions of police corruption**




(**Source: Adapted from Faull, 2007, ISS)**

The figure above gives public perceptions of police corruption. However, the fact that MPSs operate within a small and manageable jurisdiction, they can effectively deal with the problem of corruption if proper mechanisms are introduced.

Most of the already established MPSs have established units that deal specifically with corruption within their ranks. An example of that is the Internal Affairs Unit (IAU) for the Johannesburg Metropolitan Police Department (JMPD) and Tshwane Metropolitan Police Department (TMPD). A similar unit has been established for the Ekurhuleni Metropolitan Police Department (EMPD) and it is called the Integrity and Standards Unit (ISU). Though the names sound different, the unit's mandate is actually the same. However, Faull (2009) posits that a lack of creativity and political will is placing the country's MPDs at risk of losing legitimacy due to the high level of corruption. The message that is being put across here is that politicians need to show interest and commitment if the fight against corruption is to be won.

South Africa can learn some of the lessons and good practices from other police organizations such as the New York Police Department (NYPD). The NYPD created, within its structure, the Internal Affairs Bureau (IAB) mandated to deal with the scourge of corruption that was ravaging their integrity. One of the IAB, s success stories was the introduction of targeted and random integrity tests where opportunities were created for dishonest officers to commit crimes. According to Faull (2009) "these tests involve real life scenarios that police officers might expect to encounter in the course of their normal duties. The difference is that, unbeknown to the responding officer, the scenarios are purposefully constructed and closely monitored by IAB officials". An example given by Faull (2009) was the staging of an accident and leaving the vehicle with the police. With drugs planted in the car an opportunity is created for a dishonest officer to remove them before booking the vehicle into the station. This strategy can work well in the country's MPSs. The IAB strategy has since been adopted by the police forces in

Canada, Australia and Britain. However, this does not exactly call for the implementation of the IAB, s strategy verbatim; instead it calls for creativity as alluded to above. It is thus clear that corruption has far reaching consequences and as such needs to be prioritised as a matter of urgency.

#### 2.4.1.3. Resource Inadequacy

Sometimes police organisations develop excellent operational plans and strategies, but due to lack of resources either fail to implement them fully or to effect improvements where necessary. Policing strategies, like any other strategy, need to be reviewed time and again as the criminals also have social capitals that exchange strategies from time to time. It is therefore imperative that resources are allocated and prioritised in accordance with the strategic plans. This sentiment is echoed by Bruce (2007) that available resources determine what is practically possible. Needless to say, one cannot be in a position to accomplish a set of tasks if resources are not made available.

#### 2.4.1.4. Effective Leadership

Every organization, police organisations included, always strives to create caring institutions where every employee has a sense of belonging. It is common knowledge that unhappy employees are likely not to be productive. Poor leadership or ineffective leadership is, but one of the causes of employee unhappiness in organisations. Police organisations are therefore not immune to this problem as Hanna (1990:16) posits that police organisations traditionally have been underled and over-managed in terms of structured process and control. Unfortunately many police chiefs are more involved in managing instead of leading. There need to be a balance between management and leadership. Effective leaders instill confidence and attract followership as pointed out by Hanna (1990: 17) that people will follow the person they perceive as:

- Competent

- Credible
- Trustworthy
- Persistent
- Knowing where he is going
- Knowing how to get there.

Basically, leadership is what you do to others. Put simply, it is also about earning followers. Altruistic leaders ensure that everybody within their organisation develop a sense of belonging. True leaders boost the morale of their followers which will subsequently enhance their performance.

### *2.4.2. Social Crime Prevention Focus*

The White Paper on Safety and Security (1998) reminds us that "international experience suggests that it is more cost effective in the medium to long term to invest in projects that prevent crime, than in simply spending more on the institutions of policing, courts and corrections". Needless to say, it is true that not all crimes require policing interventions. Social crime prevention places an emphasis on the causes of crime as it is widely believed that most crimes are as a result of social disorders and problems in a society. The White Paper on Safety and Security (1998) also continues to propose that "local government should be responsible for the implementation and co-ordination of social crime prevention programmes within its area of jurisdiction". The concept of social crime prevention entails many different things. However, it highlights the fact that both the crime prevention and policing strategies need to be well thought. Currently, these strategies are one-sided and as a result often produce the unanticipated outcomes. A combination of both Social crime prevention and law enforcement can bring about desired results. Newham (2009) shares the following example:

[A] good example of robbery reduction within a developing country with fewer resources than SA was that of the city of Bogota in Colombia, South America. While this city is better known internationally for substantially reducing its murder rate through a combination of law enforcement and social crime prevention initiatives, Bogota's robbery rate also decreased by 75 per cent

between 1996 and 2001. Interestingly enough, this was achieved without increasing the number of police officials, and during a period when unemployment was on the rise.[1]

Focus on social crime prevention will mean that a lot of activities will have to be performed as part of a well thought strategy. A good example appears in McCulloch (1999: 4) that "Aboriginal people are overpoliced as potential offenders, underserviced as victims of crime and subject to police brutality". The above sought to investigate the development of policing in Victoria, Australia. Be that as it may, it is important to note that South African system of policing still reflects what McColluch is highlighting. Another excellent example of social crime prevention is the introduction of locally planned activities aimed at addressing the problem of crime. In Khayelitsha, the local youths organised Friday evening sporting events after they realised that most youths tend to abuse alcohol during this time. Lali in Delivery (2009), states that the soccer league involves playing soccer matches with other township teams on Fridays and at weekend evenings. He further says that they chose to play these matches in the evenings because that is when people go to shebeens to drink. Their idea is basically to lure the youth to the soccer field instead of going to shebeens. More important is that they also bring the local police to the party. These are some of the few examples of well balanced crime prevention and policing strategies.

### *2.4.3. Local Priority Policing (LPP)*

Policing, like any other activity is about prioritising. In an attempt to clarify the need for MPS, Dugmore (2009) argues that local government is best placed to determine its own local priorities and this is the rationale for local level policing. The truth of the matter is that the occurrence of crime differs from one area to the other; hence it is apposite to have local crime prevention and policing strategies. The Victorian Police (VP) also, at some stage, had to undergo a major restructuring and organizational reform after they became aware of the need for

[1] Newham, G: Cops and Robbers: a new approach. The Gauteng Aggravated Robbery Strategy, 2009.

LPP as Hayes (2001) explains that the objective of the reform was to tailor policing to local community needs and allow for more effective partnerships with other relevant government, non government and community agencies.

The greatest advantage is that whatever programme undertaken, it is locally based and oriented. One cannot address the crime problems of one area by implementing the crime prevention strategies aimed for crime problems in another area. This area of focus entails that local communities are regarded as the important stakeholder in crime prevention and policing. In this fashion programmes such as community based crime prevention can be introduced so that community members and potential victims of crime can become the first line of defence. Bayley (1986) states that community-based crime prevention involves encouraging and facilitating efforts by the public to take protective measures on their own behalf.

Through infrastructure planning, a partnership can be forged in an attempt to effectively deal with the local crime problems. Infrastructure planning at local level is and has proved to be an important tool in the fight against crime. This, however, can only work if by-law enforcement is made a municipal priority. Legget (2004) posits a very simple but good and useful example for municipalities:

> "Let's apply these to your basic inner-city area. imagine a by-law that requires all owners of rental property (including hotels) to keep copies of the identity documents of residents. This would ensure that all foreign residents keep their visas up to date. That all runaway sex workers can be traced by their families, and that the next time there is a shoot-out in the hallway, the host can match the photocopies to the bodies. They might even be able to point out those

who hastily relocate after the incident".

This simply means that dealing with the scourge of crime is not solely the responsibility of the police, but of the entire society. It also supplements the idea that the MPSs can craft strategies that differ from those of the SAPS. Interestingly, Newham (2006) uses the broken windows theory to confirm the above statement. According to this theory, he posits, crime thrives in localities where order appears to have broken down. Factors such as broken windows, uncut grass and weeds, graffiti, loud noise, unregulated squatting, hawking or parking and illegal dumping all contribute to an environment that breeds insecurity among its members. An effective MPD with a clear strategy can address all these problems. Also important is how the MPD prioritises its activities.

### *2.4.4. Victims Empowerment Programmes*

The majority of police officers do not see as their responsibility to extend their services to the victims of crime. McCulloch (1999) makes an interesting assertion that people are overpoliced as potential offenders, underserviced as victims of crime, and subject to police brutality. If the MPDs need to be successful in their business, they will have to master prioritisation so that all the above functions are performed. Information gleaned from the victims of crime can be valuable and useful for other policing projects and programmes. It can also be useful to research units, if any, of the MPDs.

This perhaps serves to highlight the importance of creating research units within or that are aligned to police organisations. Researchers are able to integrate a whole lot of information to bring about sensible outcomes. The reason why some of the policing strategies fail is because they are not based on any research. The importance of research is pointed out by Marks (2009) that proposals for beefing up policing in South Africa are not informed by evidence-based research, nor are

they the result of joint research partnerships between police and researchers. An example of these collaborations is given by Marks (2009: 29), “in Australia, the VP have successfully exploited a uniquely Australian governmental research funding programme, designed to encourage university researchers to work with the public and private sector in the development of useful, applied research-based knowledge”. The same goes for Scotland where a Scottish Institute for Policing Research (SIPR) was established. According to Marks (2009), the SIPR was a strategic collaboration between twelve of Scotland, s universities and the Association of Chief Police Officers in Scotland. This point highlights how useful the information gleaned from both victims and offenders can be.

### *2.4.5. Lessening the Unintended Consequences*

Crime is one of South African government’s priorities with some charging it is completely out of hand and others saying the country is a crime haven. The crime problem has over time put the government under strenuous pressure; hence the government embarks on the development of crime prevention strategies. However, it is a worrying factor to note that these crime prevention strategies often go wrong as they produce unanticipated and unintended consequences. Some of these challenges might well be attributable to the one size fits all approach by government. This thesis is premised on the idea that a national crime prevention strategy should only serve as a framework and not as a national operational strategy since crime problems differ from one area to another. The advantage of MPS in this regard is that their crime prevention strategies are normally specific, focused and thus area problem-oriented. The City of Joburg, s Crime Prevention Strategy (1998) clearly highlights that evidence from elsewhere suggests that knowledge of what works for crime prevention will only be gained incrementally through targeted interventions in relation to particular crime problems in defined localities. It is, however, important to have better

coordination among various MPS, s as failure may result in successful strategies in one area producing crime in another.

### *2.4.6. Effective Monitoring and Evaluation (M & E)*

It is important to have an effective M & E in order to ensure that crime prevention and policing policies are implemented successfully. However, at the heart of M & E would be proper planning that would result in good and well-informed implementation and operational strategies. Grabosky (1996) acknowledges that another factor contributing to counterproductive crime prevention is lack of monitoring and oversight. Accordingly, the operational plans adopted need not be rigid so as to allow flexibility as monitoring is continuously performed or undertaken. At the present moment crime statistics and the annual reports on policing are released by the SAPS. Be that as it may, the reporting system does not distinguish between the number of arrests made by MPSs and SAPS respectively and as such it becomes difficult to gauge the performance of MPSs. In spite of the above, the internal MPS reports do show, however, that they are also contributing a large chunk of successes through their policing strategies.

### *2.4.7. Good governance*

Police organisations are public institutions by nature and are therefore expected to act in a responsible and accountable manner. Looking back in the apartheid years, police were not accountable and there were no institutions to ensure police accountability. Nevertheless, the establishment of the ICD has changed the status quo and the police are now monitored. Interestingly, the mandate of the ICD has also been extended to cover the MPDs. Newham (2006) confirms that “as is the case with the SAPS, the national and provincial secretariats for Safety and Security and the respective legislatures have a role to play in ensuring MPD accountability. Moreover, the ICD may investigate complaints against the MPDs, as may any of the Chapter Nine Institutions”. This clearly shows that MPDs cannot be the law unto themselves as they are expected to

observe the national law. As public institutions, police organisations should conduct their affairs in a just and equitable manner. This is important because no police organisation is an end in itself; rather it forms part of the whole system of government. From political point of view, Santiso (2001: 16) asserts that good governance requires an efficient executive, a functioning legislature, an independent judiciary and effective separation and balance of powers, all constituent of a democratic regime.

From the governance point of view it entails how institutions run their affairs and the manner in which power is exercised. United Nations Economic and Social Commission for Asia and the Pacific describes good governance as having eight (8) major characteristics which are participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It is thus clear that achieving good governance in its totality requires much efforts and dedication. It is therefore imperative that public institutions identify and deal with factors that seem to defeat the objectives of good governance.

### *2.5. CONCLUSION*

It is clear from the literature review that policing is a complex phenomenon. Firstly one realizes that no institution can escape the processes of good governance and yet expect to survive and function effectively. Some of the challenges facing good governance are corruption, disrespecting the rule of law, lack of professionalism etc. However, much can be done from institutional level to overcome them. Corruption has also presented itself as a big challenge. It is clear that persistent corruption within police organizations has the potential to turn them into a nightmare with commanders unable to control subordinates. To avoid creating and building MPDs, it is imperative that municipalities learn from other organizations across the globe. A reference can always be made to the IAB, s good work. More importantly, MPDs as public organizations should also

encourage innovation. The functions of the MPSs also need to be balanced to ensure that everybody, including victims of crime, is serviced. The importance of leadership has also been highlighted. Literature reviewed explicitly shows that there really needs to be a balance between leadership and management.

Also important is the role that municipal police can play in terms of fighting crime in their areas of jurisdiction. The emergence of COP and POP makes us aware that MPS are in a better position to deal effectively with the causes of crime and to forge strong partnerships with communities. Since planning of new infrastructure takes place at municipal level, one may conclude that, through their municipal police, municipalities can play a pivotal role in designing out crime through what is termed Crime Prevention through Environmental Design (CPTED). This is called crime prevention through planning, which its aims, according to Kruger, Landman & Liebermann (2001: 7) are to reduce the causes of, and opportunities for, criminal events and to address the fear of crime by applying sound planning, design and management principles to the built environment.

# CHAPTER THREE

# RESEARCH METHODOLOGY

## *3.1. INTRODUCTION*

This chapter presents the research methodology the study is going to follow in an attempt to answer the research questions. It will also explain the rationale for selecting the methodology. It will also discuss the research approach and design as well as data collection and data analysis.

## *3.2. RESEARCH APPROACH*

The study is qualitative in nature. According to Bouma & Atkinson (1995: 206), qualitative research can be described as any social science research that produces results that are not obtained by statistical procedures or other methods of quantification. Some of the data may be quantified, but the analysis is qualitative. One advantage of qualitative methods in exploratory research, according to Family Health International, is that they allow the researcher the flexibility to probe initial participant responses- that is, to ask why or how. The researcher will obtain data through semi-structured interviews. This method will eventually allow the researcher an opportunity, as he interacts with participants, to also get their views on other issues related to those raised in the interview questions.

[Also] according to Leedy & Ormrod (2001: 101), qualitative research starts off with general research questions rather than hypotheses and is followed by the collection of an extensive amount of verbal data from a small number of participants. The researcher has therefore opted to obtain data through semi-structured interviews with at least six participants who will be selected according to their expertise and knowledge in the subject matter. Though the number of participants seems to be small, data collected from them will be huge.

### *3.3. RESEARCH DESIGN*

This study seeks to investigate the relevance and possibility of replicating the MPS in all municipalities in the country, something that has never been investigated before. This approach explicitly falls within the ambit of exploratory research as Neuman (2006: 33) describes exploratory research as a research in which the primary purpose is to examine a little understood issue or phenomenon to develop preliminary ideas and move toward refined research questions by focusing on the 'what' question. The study will deal with documentary analysis as they carry a lot of information that will also shed some light on international best practice.

### *3.4. DATA COLLECTION*

In collecting primary data, the study would adopt the one-on-one semi-structured interviews with selected individuals based on their experience, knowledge and expertise. With regard to secondary data, the study would focus on literature review. The process will thus deal with document analysis as part of secondary data collection.

#### *3.4.1. Primary Data*

According to Bless, Higson-Smith & Kagee (2006: 111), when researchers collect their own data for the purpose of a particular study, the data is called primary data. The primary data would be obtained by means of semi-structured interviews. Semi-structured interviews are, according to Fossey, Harvey, McDermott & Davidson (2002: 727) used to facilitate more focused exploration of a specific topic, using an interview guide. The researcher would interview at least six experts in the subject matter. They may, however, appear to be small, but the information sought from them is focused and valuable to the research. The interviews were done with experts from The Institute for Security Studies, Head of the Provincial Department of Safety, Security and Liaison, Public Safety

Manager at municipal level, senior member of the SAPS as well as two Chiefs of MPSs.

This method is viewed as relevant to the study as is the researcher, and the researcher alone who goes out and collect data he views to be relevant to the questions. This sentiment is shared by Bless *et al* (2006: 112) who say data collected in this way is most appropriate to the aims of the research, since the data gathering is directed towards answering precisely the questions raised by the researcher. The researcher also believes that more valuable and informative information could come out of well prepared interviews. Denzin & Lincoln (2000: 633) view interview as a conversation, the art of asking questions and listening. They also stress that if done correctly answers are given.

### *3.4.2. Secondary Data*

The researcher will use internet to source the already published material as well as information such as the journals, periodicals etc. Document analysis would therefore be taken into consideration. It is, however, imperative to note that the researcher would be extra careful when interpreting secondary data since it was primarily collected in other studies that might have had a different purpose. It is very important to consider the context within which the data was first used as Bless *et al* (2006: 112) caution that when research is based on secondary data, great care must be taken in its interpretation.

### *3.4.3. Sampling*

The study will adopt a non-probability sampling approach in the form of purposive or judgemental sampling. Neumam (2006: 222) describes purposive or judgemental sampling as a valuable kind of sampling for special situations. It is used in exploratory research or in field research. It uses the judgement of an expert in selecting cases or it selects cases with a specific purpose in mind. The

researcher will therefore interview at least six experts in the field of policing. They will be selected according to their expertise and experience as Flick (1998: 41) also attests that it is their relevance to the research topic rather than their representative which determines the way people to be studied are selected. The researcher is therefore convinced that the selected individuals would be able to shed light as some are or used to be policing policy tsars, whereas others are currently at the fore front of policing.

### *3.5. DATA ANALYSIS*

Pierce (2008: 129) suggests that interviews should generally be audio-recorded which should be supplemented by notes of key non-verbal events or observation. An audio recording device will therefore be used to capture the interviews. In transcribing the data, the researcher will use what Pierce (2008: 130) terms a three-column transcription of interview. In, essence, each interviewee is allocated a unique number or reference number that would appear in the first column. The second column will contain all the questions in their sequence and finally analysis will be accommodated in the third column.

### *3.6. VALIDITY AND RELIABILITY*

Golafshani (2003: 601) suggests that to ensure reliability in qualitative research, examination of trustworthiness is crucial. This is in agreement with Lincoln & Guba (1985) who assert that, while the terms reliability and validity are essential criteria for quality in quantitative paradigms, in qualitative paradigms the terms Credibility, Neutrality or Confirmability, Consistency or Dependability and Applicability or Transferability are to be the essential criteria for quality. Though the researcher is going to use semi-structured interviews and documentary analysis, triangulation will be used for reliability and validity as Barbour in Golafshani (2003: 603) does not disregard the notion of triangulation in qualitative research paradigm and she states the need to define triangulation

from a qualitative research's perspective in each paradigm. The researcher will look at the data from all angles to ensure that it is interpreted as fairly as possible.

# CHAPTER FOUR

# DATA PRESENTATION

## *4.1. INTRODUCTION*

This chapter reports on the findings of the study conducted on potential positive spinoffs for the establishment of MPS. The researcher is investigating the viability for the establishment of MPSs and the possibility of replicating the concept in all municipalities in SA. The chapter would first present the background of policing and the development of the MPS in SA. The findings from the interviewees will be presented under different rubrics which will cover, amongst others, the different organizational structures, challenges as well as areas of success. As mentioned already in the previous chapter, participants or interviewees were mainly selected on the basis of their experience and expertise. However, in order to maintain anonymity, the presentation of data will adopt the usage of alphabet letters to represent the interviewees. The alphabet letters to be used are J, K, L, M, N and O respectively.

It is also imperative to note that this section introduces document analysis as well as data collected from the interviewees which will be presented in the form of responses. Their responses will actually be represented by the alphabet letters as already pointed out above.

## *4.2. POLICING IN SOUTH AFRICA*

SA attained democracy in 1994 after the first democratic general elections. Prior to 1994, the then South African Police (SAP) was characterized by human rights abuses and was also seen as a para-military force aimed at protecting the interests of the apartheid regime. In essence, the SAP's priority was to police political crimes and was also designed to be a public-frightening organisation

instead of being a public-friendly agency. As a result, people started to regard the SAP as illegitimate and dissociated themselves from any of its activities or dealings. Since then, the SAP and the communities never ever became bedfellows. However, immediately after 1994 the focus of the new government was to build a legitimate police service that would put the interests of the citizenry first as envisaged in the White Paper for Safety and Security (1998). This process saw the emergence of SAPS with transformed organisational as well as ranking structures. Military ranks of the SAP were also done away with and newly designed ranks were introduced. The SAPS is now headed by the National Commissioner as compared to the General in the SAP. Each of the nine provinces has its own Provincial Commissioner.

More importantly, the Constitution of the Republic of SA (1996) recognized the importance of local level of policing in the form of MPS. The Constitution provided that "a national legislation must provide a framework for the establishment, powers, functions and control of MPS". In the process the SAPS Act was amended in 1995 to make provisions for the establishment of the MPSs. Section 64A. (1) of the SAPS Act 83 of 1998 provides that "Any municipality may in the prescribed manner apply to the Member of the Executive Council (MEC) for the establishment of a municipal police service for its area of jurisdiction". Another point that was made very clear was that any expense for such an establishment shall be for the account of the concerned municipality. However, only the metropolitan municipalities had shown interest in establishing their own MPSs, except of course, one non-metropolitan municipality of Swartland.

Currently there are at least six MPSs established in the country. There are MPSs for the cities of Ekurhuleni (EMPD), Tshwane (TMPD), Joburg (JMPD), Ethekwini (DMPS), and Cape Town (CTMPS) as well as for Swartland (SMPD). Interestingly, the mandate of the MPSs is the same in terms of the SAPS Act.

### *4.3. ORGANISATIONAL STRUCTURES OF THE MPDS*

Though their mandate is the same, different MPSs operate with different organizational and ranking structures. Any organizational structure serves as the basis upon which the organization is able to discharge its functions effectively. It appears that nothing was said about the ranking structures when the Act was promulgated, hence these different ranks for different MPSs. Here are some of the organizational structures used by various MPSs:

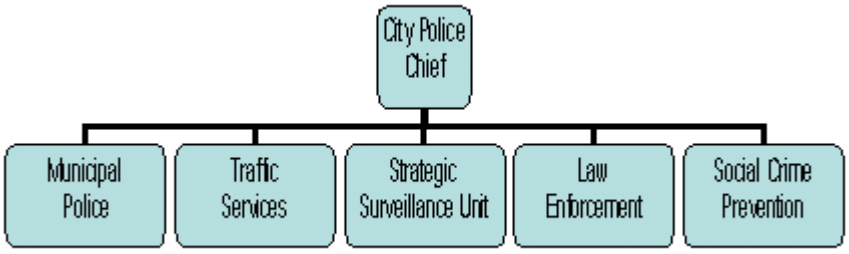



***Figure 3. Cape Town City Police Structure***




***Figure 4. JMPD Organisational Structure***

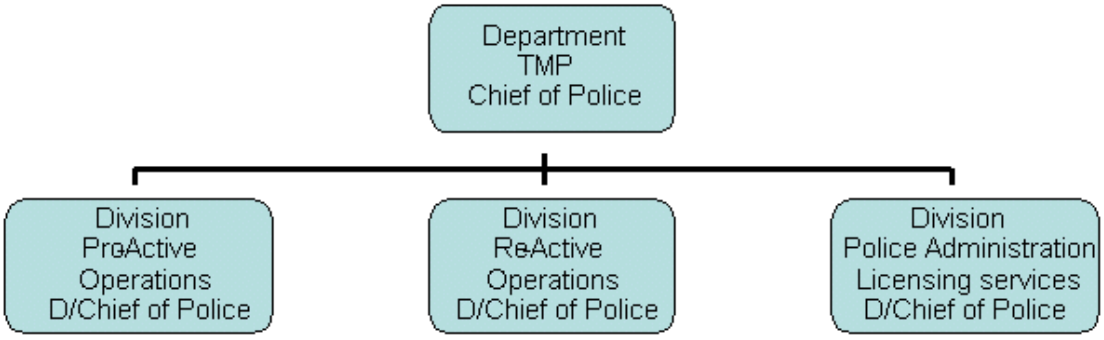


***Figure 5. TMPD Organisational Structure***

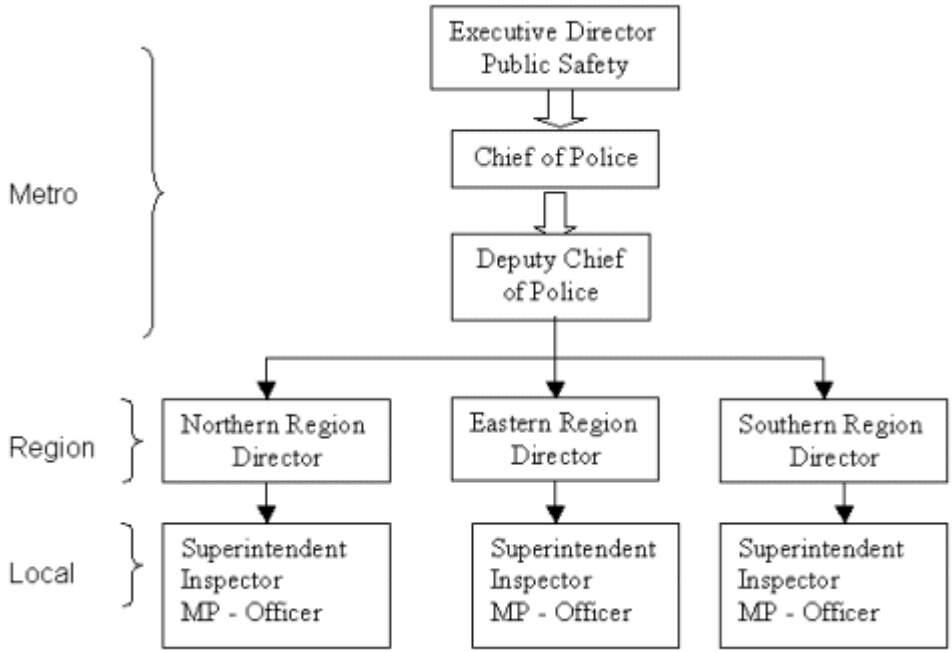



***Figure 6. EMPD Organisational Structure***

**(Source: Newham, Masuku & Gomomo, 2002)**

The fact that the MPDs structures differ means their approach to their business also differs. In the process, however, a forum was established through which all existing MPDs can meet and share ideas in order to take the concept of municipal policing to the next level. The forum has been named 'National Forum for Municipal Police Services (NFMPS). Besides the MPDs, other stakeholders are SAPS, ICD, the Secretariat for Safety and Security, National Department of Transport (NDOT) as well as the Road Traffic Management Corporation (RTMC).The NFMPS,s Constitution (2008) states that the functioning of the MPSs is affected by policy decisions taken by a number of institutions and the need has arisen to establish a body that could serve as a Forum where the inputs of all the relevant stakeholders can be coordinated to ensure effective service delivery by MPSs.

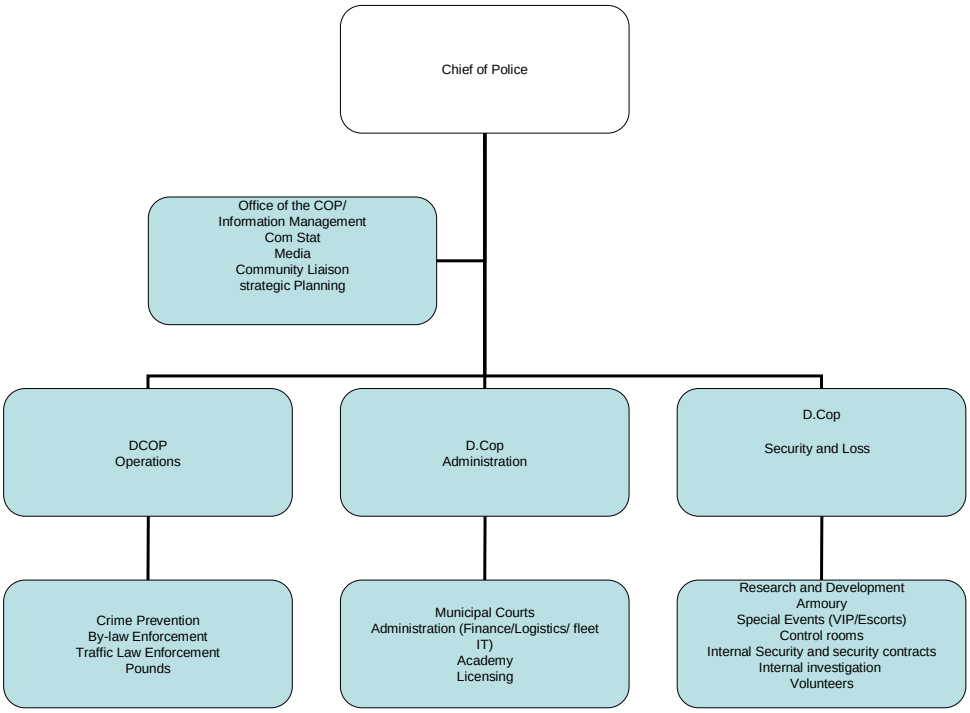
According to the NFMPS's Constitution, some of the objectives of the Forum are the following:

- Consult on and make inputs into the development of national standards for policing, national standards with regard to the training of members of MPSs and other policies relating to or affecting the MPSs.
- Establish a forum to facilitate and address issues of mutual concern relating to municipal policing.
- Identify obstacles to effective service delivery by MPSs and develop mechanisms that will assist in removing those obstacles.
- Serve as a platform to exchange knowledge and share best practices and lessons learnt; and
- Contribute to the establishment of a safer and more secure environment for communities served by the MPSs.[2]

Without doubt, of course, the idea behind the formation of the NFMPS was profound. However, one respondent remained sceptical as to whether these MPSs will play by the rules as laid in the NFMPS Constitution. Since the issue of different structures was a worrying factor, a new National structure for all MPDs was proposed and here it follows:

[2] Constitution: National Forum for Municipal Police Services

**Figure 7: Proposed National Structure for MPSs**




**(Source: National Forum for Municipal Police Services, 2008)**

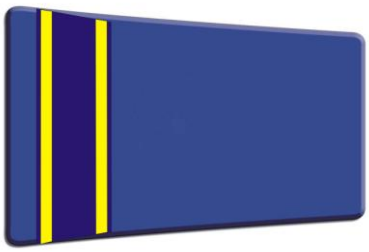
## *4.4. RANKING STRUCTURE AND INSIGNIA*

When the concept of municipal policing was introduced, the rank of the Chief of Police of the MPS was equivalent to that of Assistant Commissioner of the SAPS. However, the ranking structure has since been reviewed and the MPS, s Chief of Police is, according to the new information, equivalent to Provincial and Divisional Commissioner of the SAPS. The following table shows the new MPS's ranks in relation to those of SAPS. Be that as it may, the current MPSs still determine which rank they are comfortable with. Some MPSs use the rank of Chief Superintendent instead of Senior Superintendent. Also, others have not yet formalized or incorporated the rank of Constable and instead they use MPO. Others also use the rank of Commander instead of Senior Superintendent according to the new arrangement.

**Figure 8: Official SAPS and MPS ranks**

| Rank Description | SAPS | Municipal Police |
|---|---|---|
| National Commissioner |  | |
| Deputy National Commissioner |  | |
| Provincial & Divisional Commissioner (SAPS)<br><br>Municipal Police Commissioner (Executive Head – MunPol) |  |  |
| Assistant Commissioner(SAPS)<br>Assistant Commissioner Metropolitan/Municipal Police (Deputy COP – MunPol) |  |  |
| Director |  |  |
| Senior Superintendent |  |  |

| | | |
|---|---|---|
| Superintendent |  |  |
| Captain |  |  |
| Inspector |  |  |
| Sergeant |  |  |
| Constable |  |  |

| | | |
|---|---|---|
| Student / Recruit |  |  |

**(Source: Forum for Metropolitan/ Municipal Police Services, 2008)**

### *4.5. THE CRIME PREVENTION MANDATE OF THE MPS*

When the SAPS Act was amended to allow for the establishment of the MPS, the idea was to add the function of crime prevention on the existing traffic law enforcement and by-law enforcement. However, crime prevention means different things to different people and it truly appears to be understood differently by different MPSs.

"Most MPDs have established specialized units to deal with hijacking, armed robbery and so on, and they call that crime prevention. Sometimes joint operations are held with the SAPS members and they refer to that as crime prevention as well" .[3] It is generally felt that the most basic thing, perhaps, is to agree on the definition of crime prevention. The disjuncture in the organisational structures of the MPSs also means the different approaches to their business. Other MPSs recognize the importance of social crime prevention; they have made it explicit in their organisational structures as well as their strategic and operational plans. One respondent had the following to say:

> In one metro police department, they have established a crime prevention unit whose responsibility is to do visible policing through patrols, search suspicious people, conduct roadblocks and react to

[3] Interview with respondent N, 03rd March 2010

> crime scenes. However, in one metro police department a crime prevention unit has also been established, but its operations differ completely from those of the above metro police, since their core mandate comprises social crime prevention through awareness campaigns as well as through CPTED.[4]

This state of affairs therefore raises the question as to whether ordinary members of the MPSs really understand their role as it pertains to crime prevention. It is also common knowledge that ordinary members of the MPSs may not be expected to be effective if they don't really understand what is expected of them. It also serves as a confirmation that different MPSs understand their crime prevention mandate differently; hence the apposite clarity is essential. Since there is no clear and agreed definition of crime prevention, the argument that MPSs contribute to the fight against crime holds. This is basically premised on the fact that they recover stolen goods (vehicles), drugs being transported in vehicles, arresting drunk drivers and participating in joint operations with other law enforcement agencies. It is also believed that "there is a very thin line between the traffic department and MPS in terms of operations and also given the fact that the MPSs had drawn their members from municipal traffic and security departments. As a result one is tempted to say they perform almost the same thing except that the other's crime prevention function has been made official".[5]

### *4.6. TYPES OF ACTIVITIES PERFORMED BY MPSS*

All participants in the study do concur that a well-led municipal policing can be the panacea to SA, s crime problem. However, the emphasis is on how different MPSs are regulated. The following are some of the activities initiated and performed by the MPSs.

[4] Interview with respondent N, 03rd of March 2010
[5] Interview with respondent J, on the 2nd of March 2010

### 4.6.1. Traffic Law Enforcement Operations

This function has always been the responsibility of the municipalities across the country. The SAPS Act explicitly stipulates that, upon establishing the MPS, traffic law enforcement of that particular municipality may not be negatively affected. One respondent posits that this makes traffic law enforcement the primary function of the MPSs instead of transforming the entire arrangement. As a result, MPOs are viewed as money making machines of the municipalities. At times municipalities make announcements that they are owed millions of rands in the form of unpaid traffic fines and as such they are going to clamp down on defaulters.

However, their visibility through patrols has been hailed by the majority. One respondent had this to say. “No normal person can commit an offence in front of a police officer. In my experience the first vehicle one comes across with in cities where MPS is operational is that of the Municipal police. This concludes that if indeed police visibility prevents crime, they (MPOs) are doing enough”[6]. The biggest concern around this function is the scourge of corruption and the inability of management to deal effectively with it.

### 4.6.2. By-Law Enforcement

By-law enforcement has also been the responsibility of the municipalities all along. It is still one of the three core functions of the MPSs. Effective by-law enforcement is premised on the assumption that petty offences are the foundation of the serious ones. It is generally acknowledged that through the ‘broken windows’ approach, serious crime can be annihilated. However, this rests on the effective and well coordinated by-law enforcement. Since the broken windows approach looks at a number of variables, it needs proper coordination. This means that the silo mentality that is playing itself should be nipped in the

[6] Interview with respondent J, 02nd of March 2010

bud. For instance, it would need another department to address the problem of uncut grass, maintenance of parks and so on. The housing department will also be needed to advice on issues of illegal occupation of buildings as well as non-compliant buildings. In essence, integrated planning is of utmost importance if by-law enforcement is to succeed.

### 4.6.3. Crime Prevention Programmes of the MPDs

Crime prevention was officially added when the SAPS Act was amended to make provisions for the establishment of the MPSs. Nevertheless, the manner in which different MPSs go about their crime prevention activities clearly shows that there is a serious misunderstanding amongst various MPDs. This misunderstanding appears to be not only the problem of junior MPOs, but also their senior echelons that are expected to navigate these organisations. The following presents the different approaches. The White Paper on Safety and Security (1998) explicitly gives local governments the primary authority to carry out by-law enforcement and social crime prevention through partnerships. However, the contemporary MPDs continue to adopt the traditional crime combating approach.

Other MPDs have opted to adopt the approach of the NCPS and Pillar two and three in particular. The latter puts more emphasis on public values and education whilst the former focuses on the principle of CPTED. This saw most of the MPDs establishing the social crime prevention divisions. Some conduct public awareness through campaigns and public education that mostly targets schools. In most cities, the CPTED has always created a challenge through the isolated planning culture of public organizations. Given the fact that infrastructure planning is driven by local government as municipal policing, the most important factor remains political will and leadership for sustainable integrated planning. Despite these approaches, poor training of the MPOs has always been responsible for this quagmire. The majority of participants in this study believe that since their inception, MPDs have attempted to adopt the SAPS style of

policing not taking into account their resource inadequacy, the training they receive as well as their limited legal powers. Questions are also raised as to whether social crime prevention programmes should really be located within the MPDs given the above constraints.

### *4.7. ADDRESSING THE CAUSES OF CRIME*

Local level policing has always been seen and regarded as the panacea to the local crime problem. Municipalities in the first place are small and manageable areas. There is a saying that goes 'if you can't manage it, you can't control it'. It is currently reported that local authorities with no MPSs are encouraged to develop their own Community Safety Plans (CSP), yet no provision is made in their budgets for the implementation thereof. Over and above, the major problem centres around coordination as individual municipal departments do not view crime prevention as their priority. Due to this lack of coordination municipalities themselves end up creating opportunities for crime to take place.

The opportunities above occur in many ways. "Reconstruction and Development Programme (RDP) houses are left unoccupied for a long time, rubbish not collected, lack of street names and house numbers and the environment that is not well-looked after. These are, in essence, some of the factors that create opportunities for crime"[7]. All these can be addressed through proper and effective integrated planning. However, chief amongst them is political will.

Also through the integration of POP and social crime prevention, the causes of crime can definitely be addressed. It is much better to know what causes a particular crime than driving around looking for the would-be criminal. However, what emerged from the interviews was that the training of the MPOs would need to be overhauled if they were to be more effective. It is problematic if those who

[7] Interview with respondent K, on the 2nd of March 2010

are supposed to play a leading role in the fight against crime are actually not adequately equipped with the necessary knowledge.

The Integrated Development Plans (IDP) of various municipalities talk about community safety. Conversely, their actual planning and budgeting processes show no interest in the subject matter and no mention is made as to how, as the municipality, they intend to address issues of community safety. The effectiveness of the MPSs in the fight against crime will certainly depend on the integrated approach.

### *4.8. LOCAL LEVEL ACCOUNTABILITY*

It was pointed out during interviews that "one of the reasons why SA cannot easily win the fight against crime is because the SAPS is not accountable to local governments"[8]. According to the respondent from a municipality with no MPD, a simple case of by-law enforcement led them to another big success. They were actually responding to an illegal advertisement for 'safe and affordable abortion'. Upon entering the said premises they discovered a big machine used to manufacture the driving licences. Upon further investigation they recovered a number of both learners and driving licences ready for collection. Even though the concept of municipal policing is supported fully, the limited legal powers remain a challenge.

Municipal police do not have the holding cells as that is prohibited in terms of the SAPS Amendment Act. They also do not have powers to investigate crimes. Lastly, MPDs do not have powers to gather intelligence information and this, according to experts, hampers the local level intelligence-led policing. It is through this kind of initiative that local policing can be taken to the next level. This should also include strategies to glean information from both victims and the perpetrators of crime. "Most of the municipalities, like ours, have control rooms

[8] Interview with respondent J, 02nd March 2010

that are manned 24 hours a day. Through these control rooms, we are able to detect criminal offences being committed, but due to lack of cooperation with the SAPS, their late or delayed response usually fails to apprehend the suspects. If we, perhaps have our own local MPOs the situation might improve tremendously".[9]

Local accountability will also encourage the municipalities to make budgetary provisions for local crime prevention initiatives. Through effective M & E, municipal policing agencies would then be in a position to account. Also important is the fact that citizens would be in a position to participate through processes such as IDPs and CPFs. Another advantage provided the issue of capacity is addressed, the one size fits all approach in terms of strategy development will be avoided. The local crime problems would serve as the basis for the development of all local crime prevention strategies. One respondent has indicated that upon inspecting the crime prevention strategies for various police stations in one province, it was deplorable to establish that most of them were the 'cut and paste' of others. This was basically attributable to lack of skills and capacity.

### *4.9. TALENT MANAGEMENT AND TRAINING*

Like any other organization, police agencies need to husband their resources. Chief amongst them is the human resource since it is the human being who performs everything through other resources. Talent management has to do with sourcing the best people, nurture them and also retain them. In essence, it deals with issues of recruitment and employee development. In terms of policing, the basic principle is discipline. It will, of course, make no sense to run a successful MPS with officers who are not disciplined. "I think the entire training of the MPOs needs to be reviewed and major changes be brought in. I think their (MPOs)

[9] Interview with respondent J, 02nd, March, 2010

training only focuses on how to issue plenty of traffic fines; hence their understanding of crime prevention differs"[10].

One of the basic arguments is that the MPDs were basically the traffic departments. It is also interesting and important to note that in terms of the SAPS Act; traffic law enforcement may not be prejudicially affected by the establishment of any MPS. Any person who successfully completes a basic training for municipal police qualifies for appointment as a traffic officer. Conversely, those who obtain basic traffic officers diplomas do not necessarily qualify for appointment as MPOs. However, there appears to be not much difference between the two trainings.

### *4.10. RETHINK ZERO TOLERANCE APPROACH*

Often people hear about zero tolerance to crime or zero tolerance policing. Nevertheless, it appears as if the concept is not clearly understood by those who are in charge of police organisations including the MPDs. One argument is that for zero tolerance to succeed it needs to start from within the police organisation through internal control and discipline. One respondent has argued that if internally the organisation tolerates ill-discipline, how does one expect the very organisation to succeed with its zero tolerance approach to its core functions. If you adopt a zero tolerance stance against crime, for instance, you need to treat all the crimes equally. Minor offences need to be dealt with like a dog dealing with a bone. But one respondent cautioned against too much emphasis on zero tolerance arguing that due to the majority of MPOs intellect, it might be understood to mean intolerance.[11]

All the respondents are of the view that the majority of MPOs are corrupt and ill disciplined and yet the leadership is busy promoting the culture of impunity. On a

[10] Interview with respondent N, 03rd March 2010
[11] Interview with respondent N, 03rd March 2010

daily basis motorists complain about the conduct of the MPOs, yet no action is taken against that. Officers are alleged to be soliciting bribes from motorists, but no action is taken against them. Most of the participants put the blame on the skills shortage as well as innovation within the policing agencies. This situation is seen as responsible for lack of discipline. The trend shows that ill-discipline affects the integrity of the police organization in a negative manner. More importantly, one respondent undoubtedly attributed lack of innovation to poor commitment by officials. Interestingly, the respondent further linked poor commitment to poor leadership which he simplified as “poor leadership breeds poor commitment”.

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# CHAPTER FIVE

# DATA ANALYSIS

## *5.1. INTRODUCTION*

In the previous chapter, findings from the interviewees were presented under different rubrics. This chapter will analyze and interpret the research findings presented in the preceding chapter. This study investigates the viability for the establishment of the MPSs. The analysis will also focus on the purpose of the study which seeks to investigate the possibility of replicating the MPSs in other municipalities. The analysis and interpretation of data will be carried out through a process of interface where the data collected in chapter four will be linked with the literature reviewed in chapter three as well as document analysis. The process will also include the voice of the researcher. Analysis will take place under the following themes.

## *5.2. THE ROLE OF MUNICIPALITIES IN CRIME PREVENTION*

The majority of municipalities had operated the traffic departments over a period of time. The primary objective of these traffic departments was enforcement of road traffic laws with a view to attaining road safety. These traffic departments were also responsible for by-law enforcement. Immediately after 1994 the new government felt it necessary to introduce the concept of municipal policing. The idea was to give the municipalities, through their MPSs, the powers to perform the crime prevention function. This was expressed in the Constitution (1996) that a national legislation must provide a framework for the establishment, powers, functions and control of the MPSs. The role of local government in crime prevention was further highlighted in the White Paper on Safety and Security (1998).

According to the White paper, the following were highlighted as the local government crime prevention spectrum:

- The internal prevention of crime within the structures of, and on the property of, the municipality.
- Working with local police in setting joint priorities and identifying possible areas for local government intervention.
- Aligning internal resources and objectives within a crime prevention framework.
- Ensuring development projects take account of crime prevention principles.
- The co-ordination of crime prevention initiatives operating within the municipal area to avoid duplication.
- The effective enforcement of by-laws to ensure safer and cleaner environments less conducive to crime.
- Effective traffic law enforcement to ensure well-managed and regulated environments less conducive to criminal activities.
- Assisting victims of crime through the provision of information around what services are available or where capacity exists providing limited victim support services.
- Initiating targeted crime prevention programmes aimed at specific problems and groups at risk.[12]

The NCPS (1996) also suggested that local governments initiate multi-agency co-ordinating committees to address the crime problem.

### *5.3. DELIVERABLES OF AN EFFECTIVE MPS*

An effective MPS has the potential to bring about benefits in terms of reducing crime. Drawing from the literature reviewed, data collected as well as document analysis, the following have emerged as some of the factors likely to bring the benefits. Given the three functions of the MPS, it will be advisable to firstly have an idea of how their time is divided over their given responsibilities. Also

[12] White Paper on Safety and Security (1998), Department of Safety and Security.

important is the fact that their approach to the officially added function of crime prevention is not consistent. As a result, the researcher finds it important to have a look at how the different MPDs utilize their resources and time.

**Figure 10: Estimates of resources and activities per function**

| | Crime Prevention | Traffic Control | By-Law Enforcement |
|---|---|---|---|
| **DMPS** | 63% | 28% | 9% |
| **CTCPS** | 30% | 60% | 10% |
| **EMPD** | 60% | 25% | 15% |
| **TMPD** | 23% | 43% | 2% |
| **JMPD** | 6% | 77% | 17% |

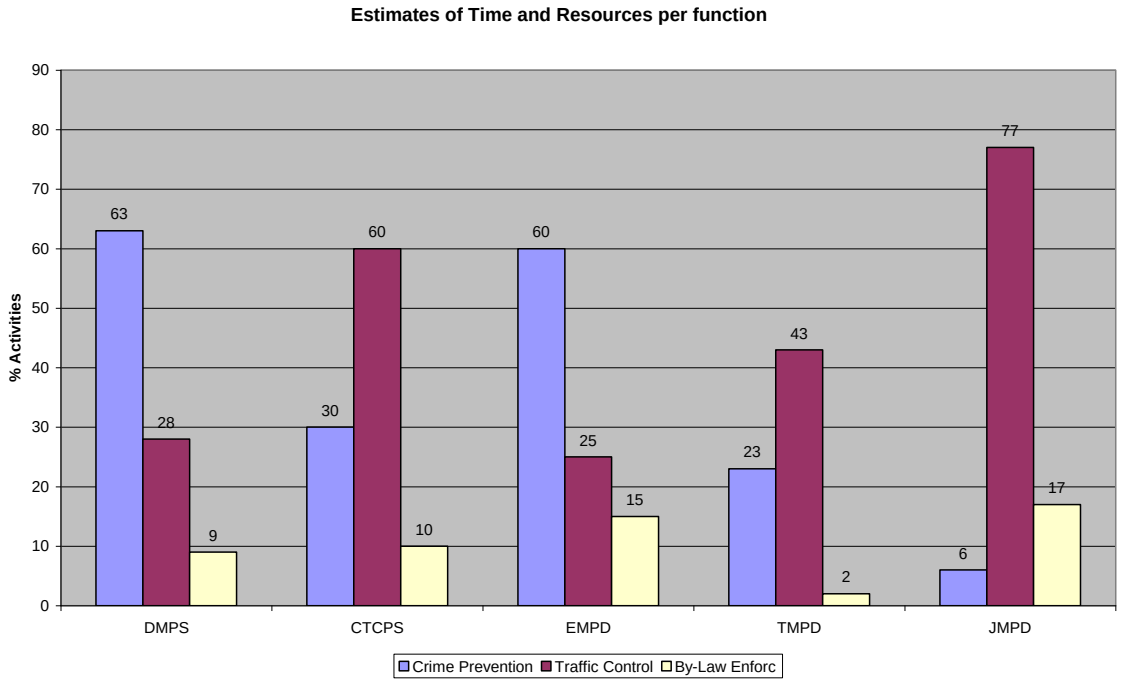
**(Source: Adapted from Newham, Masuku and Gomomo, 2002)**

The above table indicates the time and resources each MPS dedicates and spends on each of the given functions. This will assist in terms of understanding why different MPDs approach their functions differently and what that means to their crime prevention mandate. Notwithstanding the above, it is more interesting to know what their crime prevention activities entail since time and resources allocated to each function differ. Though difficult to say, many agree with Legget (2004), that at present, the municipal police in many areas seem to be focusing on acting as a force multiplier for the SAPS or on business as usual traffic enforcement.

All MPDs have been given a green light to perform the crime prevention function officially. However, a question arises when, for example, DMPS assign 63% of its time and resources to crime prevention relative to 6% of the JMPD. Another disjuncture occurs when the JMPD for instance allocates 77% of its time and resources to traffic law enforcement while EMPD allocates 25%. These are some of the issues that make the functioning of the MPDs inconsistent throughout.

These huge differences raise the question around the manner in which these MPDs go about their business. It also raises concerns as to whether these functions are really performed the way they should be. This should also take into consideration the fact that the SAPS Act says that the traffic law enforcement by the municipality may not be compromised. The question then becomes, are traffic law enforcement functions of other MPDs really not compromised given the interpretation of the table below?[13]

**Figure 11: Estimates of Resource and Activities per function**




**(Source: Newham *et al*, 2002. simplified)**

## 5.3.1. A thin line between MPS and Traffic Departments

One respondent commended the already established MPSs for their high visibility in their areas of jurisdiction. Given the table above, since the crime prevention approaches of different MPDs differ, it is difficult to ascertain whether their crime prevention and traffic control functions entail patrolling the city streets. If that is

[13] Question by respondent O, 04th March 2010

the case, then visible policing receives much time and more resources. It is common knowledge that a normal person cannot take a risk by committing an offence in front or in full view of a police officer. MPOs, through their routine patrols as part of their traffic law enforcement activities become highly visible. However, the very same visible policing is performed by municipal traffic departments through traffic law enforcement activities as well as by-law enforcement. Globally, the proponents of municipal policing also concur that visibility plays a pivotal role in terms of crime reduction. Shaw (2007) made an assertion that traffic police officers, by the nature of their work, often have a visible presence in many cities and towns an so implicitly perform a crime prevention function.

Public confidence in the police is the basic foundation of police-community relations. Newham *et al* (2002) also posit that one of the potential benefits of random patrols and rapid response times is that they improve public confidence in the police and contribute to reducing the fear of crime. This, in turn can make communities more confident in tackling crime, and becoming more resistant to crime activities, which would prevent the crime rate from getting worse. This sentiment was also shared by Sherman (1998) who highlighted evidence that traffic enforcement activities can assist in the reduction of robbery and gun crime. According to Mokoena (2007), one of the respondents in his research said “the function of preventing crime has long been within our job description of traffic officer”.

If doing road patrols through vehicles and by foot is truly part of crime prevention, then the municipal traffic departments do exactly that. If arresting suspects for being in possession of illegal firearms found in vehicles stopped during normal traffic law enforcement, then municipal traffic officers do exactly that. The same goes for stolen vehicles that are recovered by ordinary municipal traffic officers. There is evidence to suggest that prior to municipal policing, traffic officers have been and are still able to recover stolen vehicles and drugs and other stolen

goods transported in vehicles. Newham *et al* (2002) report that even though a detailed statistics reflecting the work of the EMPD officers could not be provided, information was presented that revealed that EMPD officers had made 1 900 arrests, recovered 15 illegal firearms, 92 stolen vehicles and R1.9 million worth of stolen property, between February and July 2002.

### 5.3.2. The benefits of establishing an MPS

The establishment of MPSs can come up with a lot of benefits. The following are some of the benefits that would accrue were the concept of municipal policing to be replicated throughout. This is also based on the premise that crime problems differ from one area to another. One respondent also indicated that upon inspecting the crime prevention strategies of various police stations in one province, it was established that the majority of them were merely 'cut and paste'. This cast a doubt as to whether these strategies are really aimed at addressing the local problems. Transforming the municipal traffic departments into MPSs, since there is a thin line between the two, would eventually turnaround the country's policing realm, provided the dearth of skills is also given a priority.

#### 5.3.2.1. Emphasis on Community Policing

There is a general consensus that crime differs from one area to another and as such the one size fits all approach is inappropriate. Masuku (2003) concurs that understanding localized crime trends and patterns is crucial in developing an effective crime reduction strategy. The most favoured strategy is to encourage municipalities to develop locally-oriented crime reduction strategies. Through their MPSs, emphasis should be placed on community policing and problem-oriented policing. Community policing is basically premised on the assumption that crime takes place in localities where the people live. We must also be mindful of the fact that there is still some level of distrust between the communities and SAPS as Stevens & Yach (1995) pointed out that it was

believed that police officials were not open and transparent enough in their behaviour towards the public. They were not accessible and did not treat people with respect. The MPS as the new concept in SA can exploit this opportunities to be the people's police agencies and not 'a new friend with an old face' or 'an old wine in a new bottle'.

However, it is very important that this concept needs to be clearly understood as it entails various things. The basis of community policing is explained by Connell, Miggans & McGloin (2008: 129) that "indeed, the founder of the Metropolitan Police Force of London, established in 1829, argued that the police and the public share the same goal: to protect the welfare of the community. To achieve this, the police depend on the citizens within that community". This is consistent with the fact that what may work for one area may not work for another, hence local authorities are encouraged to develop locally oriented crime prevention strategies. There are two aspects of community policing, according to Kennedy & Moore (1995) which are "a need for partnership between the community and the police and secondly a focus on solving problems underlying criminal incidents" be that as it may, this can take place in many forms such as through the CPFs.

***On a partnership between the police and the community***

Community policing would obviously have no different meaning if there is no synergy between the police and the community. The concept of community policing in Singapore, for instance was based on the following:

"The basic premise of community policing is that the police and the members of the public should work together to eliminate, suppress and prevent crime in society. This is an extension of the realization that crime is a community problem created by societal issues and failures, and not just a police issue or an indication of its effectiveness" [14]

[14] Jarmal Singh, 112th International Training Course Visiting Experts Papers. Singapore

However, to achieve this it is important that recruitment strategies of the MPSs be revisited so that only competent personnel is hired and retained. The underlying reason is that community policing entails many things as Singh (1996) explains that community policing seeks to inform and educate the public about crime, its causes and effects within the society. This tallies well with the notion of recruiting and retaining the best as highlighted by the Singapore Police Force (SPF) Commissioner, Khoo Boon Hui in Singh (1996) “that is why not only do we have to take care of those who are with us, but to get the best people to join us”. He goes on to say that “one of the main motivations is to bring our officers to match the expectations of the job and to be proud of what we do”

The MPSs, like in other countries where the concept of community policing has succeeded, are in a better position to be the leading agency. They operate in areas that are well demarcated and manageable. Locally based and focused police agencies are in a better position to adopt several strategies that will enhance their relationship with the communities they serve. In Singapore, according to Singh (1996) the police sometimes conduct house visits within their constituencies. These house visits have proven to be the catalysts for increased police-community relations. SA’s MPDs, since they operate within their jurisdictional areas they are also better positioned to adopt the community policing concept and make the best out of it.

More importantly, all respondents have emphasized the fact that police community relations normally need a society and neighbourhoods that are united and trustworthy of one another. This sentiment is shared by Friedman (1994) who argued that community policing needs strong neighbourhood associations that operate independent of the police. He posits that by working with these organizations, the police can find the resident base they need to succeed. If the South African MPDs change their approach, creating and maintaining the needed police community relations is a simple task given the way they go about their business.

It should, however, be taken seriously that engaging the community might not be an easy exercise. If one assesses the effectiveness of the CPFs, they leave much to be desired. From the way they are constituted to the way they go about their business. It is unfortunate that no study has ever been done that sought to evaluate the impact of the CPFs. There is no evidence to suggest that the CPFs influence government policy, also given the policy making processes and the political culture of SA. In Australia, for instance, Victoria has made it a point that community engagement is central to its operating philosophy and this was done through the adoption of LPP. As explained by Casey & Pike (2009), LPP focused on facilitating local input and community partnerships to strengthen the prevention and response capabilities of the VP. This initiative strengthens local involvement and ownership which Shaw (2006) acknowledges are increasingly recognized as key factors for the sustainability and effectiveness of change initiatives at the local level. As opposed to CPFs in SA, the LPP, s characteristics were the following:

1. The community significantly influences which services are provided;
2. Local service issues are the prime focus.

However, given the SA context, the best practices that one can learn from Victoria can only be easily implementable through the local policing structure such as the MPD. Hayes (2001) posits that there were a number of structural issues which inhibited an optimum delivery of policing services to the community of Victoria and highlighted them as follows.

- Centralised administration- contrary to the current thinking of Regionalisation and devolution under LPP.
- Centralised coordination-contrary to current thinking of Regionalisation under LPP.
- Potential for conflict between headquarters and local management within districts.

- Potential for organisational disharmony, given that the local district management had limited control over the deployment of resources- other than in emergency.[15]

More evidence is presented by McLaughlin (2005) that the police needed to be more locally accountable if they were to secure greater confidence among the people whom they served directly. This assertion supports the diversification of local policing. The contemporary SA is no exception to these challenges. The replication of the concept of MPS will, undoubtedly, ensure that policing is taken to greater heights in SA. However, it is imperative that the nitty-gritties as mentioned earlier on are addressed effectively. i.e. addressing skills shortage and re-engineering the entire recruitment drive.

***On solving problems underlying criminal incidents***

Sparrow in Oliver (2000) asserts that contemporary police agencies have become more actively concerned with improving the quality of life in their communities; they have gone beyond enforcing laws to solving public safety problems, and they are increasingly proactive in their work. Already in SA some MPDs have established the social crime prevention units that operate differently from street policing. As highlighted earlier on, one of their mandates is also to enhance police community relations. It is very important when the police take initiatives to make the communities aware about crime. Singh (1996: 130) shares the Singapore experience "to enhance the community's awareness on crime prevention, the Neighbourhood Police Post (NPP) officers conduct crime prevention exhibitions, school talks, crime risk surveys, as well as the distribution of crime prevention pamphlets and newsletters to the residents".

One respondent did indicate that his MPD has these kinds of programmes, but pointed out that they are often not taken serious by the top echelons since their

[15] Hayes (2001) on obstacles resolved through LPP

results and impact are not easily measurable. These are very straightforward activities that only need dedication and the right people for the job. Moreover, this calls for the review of the municipal police training in its entirety. Also important is the fact that junior officers who interact with the public need to be given autonomy to enhance their performance. Going by the words of Pycraft, Singh & Phihlela (2007), autonomy in this context means giving the officers the ability to change how they do their jobs. This should not be confused with empowerment as the latter is defined by Pycraft *et al* (2007) as the authority to make changes to the job itself. Sometimes MPOs or traffic officers act in a manner that is embarrassing because they have been told to follow specific rules and orders and only to find that their actions destroy further their relationship with the public.

Also very important is the integrated approach to solving local problems. McColluch (1999) argues that people are over policed as potential offenders and under serviced as victims of crimes. This is one important area that seems to have been forgotten as the police have prioritised making more arrests. The respondents to this study have all agreed that this area is not given much attention. Given the fact that MPSs operate within a small and manageable area, it might be advisable that they play a pivotal role in this regard. This can only be done through the integrated local prevention strategies where every relevant stakeholder is taken on board.

Kgalema (2002) also recommended that municipal police organizations need to begin a substantial engagement with issues of victim empowerment, in accordance with the government's National Victim Empowerment Programme (NVEP). Kgalema (2002) further suggests that issues to be dealt with in such trainings should include: treating victims and their families with respect, increasing awareness of the impact of victimization, providing victim-friendly procedures, provision of remedial interventions for victims and offering support to victims to prevent repeat or multiple victimization and to reduce the possibility of retributive violence. The seriousness nature of this problem was also highlighted

by Lutshaba, Semenchuk & Williams (2002) “the support services for victims of crime and violence in South Africa are limited, fragmented, uncoordinated, reactive in nature and therefore also largely ineffective”. Taking the above into consideration, one clearly sees and realizes the importance of victim empowerment or support. However, this goes with the rearrangement and review of the contemporary municipal police training.

#### 5.3.2.2. Adopting the ‘Broken Windows’ Approach

Local authorities or Municipalities are located strategically to address local problems. It is widely acknowledged that crime is not caused by one factor, but by a wide range of factors. This finds an expression in Leggett (2004), “there appears to be a widespread consensus that the causes of crime are rooted deep in social and economic inequalities”. However, the broken windows theory, according to Newham (2006) holds:

“[That] crime thrives in localities where order appears to have broken down. Factors such as broken windows, uncut grass and weeds, graffiti, loud noise, unregulated squatting, hawking or parking and illegal dumping all contribute to an environment that breeds insecurity among its members. This undermines community cohesion, and criminal elements start to gain control, contributing to the likelihood of serious crime” [16]

All these challenges are the preserve of the municipalities. Figure 8 confirms the fact that by-law enforcement is the last priority both in terms of time and resources. It is, however, not known as to whether this is as a result of lack of resources or that it is viewed in a less serious light. Nevertheless, if the latter is the case, then those charged with decision-making in these MPDs should immediately disabuse themselves of that thought. Dealing with these factors effectively needs well coordinated and effective by-law enforcement by the municipalities, hence the need for MPSs. Since the concept of municipal policing has a number of benefits, it would be advisable that a provision be made for both

[16] Newham, G: Getting into the city beat. Challenges facing our metro police.

national and provincial governments to provide financial support to municipalities solely for local policing like they do with the SAPS.

#### 5.3.2.3. Adopting Intelligence-led local policing

The SAPS Act explicitly states that the MPS may not undertake intelligence gathering. Nevertheless, that does not mean that local policing cannot be intelligence-led. Also important, there is growing evidence to suggest that policing and intelligence are actually inseparable. Since POP and COP are some of the benefits of having an effective MPS, it is important that provisions be made to incorporate Intelligence Led Policing (ILP) as part of the operating philosophy of the MPDs. Cognizance should, however, be taken of other sensitive matters relating to intelligence as this does not suggest that MPOs should be allowed to perform intelligence work. Goldstein (1990) describes ILP as closely associated with POP in that they are both tactics that can support a broader policing paradigm such as community policing.

In the words of Stevens (2001) “but intelligence isn’t just needed in times of world crisis. It is a tool that in the daily war against crime, can effectively bring down crime levels and improve the quality of life for everyone”. This shows exactly the role that ILP can play in our modern policing. He emphasizes that intelligence is the golden nugget of the entire global police operation and must be central to all that we do. The importance of ILP as part of local policing was raised by one respondent giving the example of Zimbabwe. “In Zimbabwe, you find an intelligence operative masquerading as a hawker or street seller and that makes their crime fighting efforts more efficient, yet effective”.[17]

The following scenario by Stevens (2001) would inevitably show the advantage of ILP.

[17] Interview with respondent J on the 02nd of March 2010

"[A] case recently came to notice in London where three families of mothers and children as young as seven years old, were suspected of pick pocketing from passengers on the underground train system. For weeks on end, forty police officers trailed their every move from the moment they left home to the moment they went to bed. Because some of the children under the age of criminal responsibility, police tactics were often confined to a uniform officer sitting next to the families in the train disturbing their activities. When they were stopped, thousands of pounds in cash were found in their pockets and after confiscating the evidence and constant police attention, the three families eventually left London for Europe. Following their departure, reports of thefts on London's underground reduced from 10 626 cases to 5 035. Less than half the previous year's crime level.[18]

From the above, one can clearly see how ILP can bring about profound results in the fight against crime. Though ILP may not be regarded as the panacea to the crime problem, its apposite use can see the levels of crime peter out. It is also important for SA to rethink its policies and the way things are done. According to Ratcliffe (2003), one of the four elements by the UK National Intelligence Model as disseminated by, the National Criminal Intelligence Services (NCIS) concentrate on "the application of preventative measures, including working with local partnerships to reduce crime and disorder'. It is therefore evident that really ILP is, in essence, part of POP and COP respectively.

Intelligence is not and should not be regarded as a complex phenomenon. Axiomatically, criminals also regard themselves as workers as simplified by Stevens (2001) "all crime is evidence of criminals at work". In a newspaper article by Jonathan Jansen (The Times, 09/08/2009), he talks about a research by Dr Rudolph Zinn of the University of South Africa (UNISA) where many arrested and convicted robbers were interviewed. Firstly Jansen points out that of all arrested robbers, 90 percent had no matric or were unemployed. However, Jansen was fascinated by the level of intelligence that was involved in their operations and he quotes from the research findings "much intelligence is gathered about the target home and its residents by means of inside information supplied by domestic

[18] Sir John Stevens, Commissioner, Metropolitan Police London, UK: Intelligence-Led Policing.

workers. The robbers will monitor the home and movements for as long as is needed to formulate a plan of attack- sometimes up to two weeks".[19] According to Jansen (2009) "most of these thugs were more sophisticated in field research than many of my master's students. In fact, they demonstrated expertise in all five basic elements of good research". The concept of intelligence led local policing is therefore necessary as criminals also possess some level of intelligence that is gained through their strong social capital. This also calls for collaboration between MPSs and academic institutions.

### *5.4. DEALING WITH POLICE CORRUPTION*

As already mentioned in chapter three, once corruption starts to become a problem within a police agency, commanders lose the ability to control their officers and as a result, confidence from the community is lost. SAPS and the MPDs are no exception to this reality. The manifestation of police corruption in the SAPS and MPDs is indicative of the fact that something has to be done. All participants in this study have acknowledged the existence of corruption within the ranks of both MPDs and Traffic Departments. Surprisingly, they all agreed that dealing with it poses a real challenge. The following tables give the real picture of corruption within the JMPD and CTMPS respectively. The two tables below represent the prevalence of police corruption in some of the MPSs.

[19] Set a thief to catch a thief, Article by Jonathan Jansen, The Times dated 09/ August 2009.

**Figure 12: Complaints against the JMPD officers**

| Year | Total complaints against officials | Corruption complaints | Disciplinary hearings | Written warnings issued | Officials dismissed | Criminal charges against officials |
|---|---|---|---|---|---|---|
| 2001 | 507 | 52 | 507 | 30 | 8 | 3 |
| 2002 | 704 | 67 | 704 | 33 | 9 | 11 |
| 2003 | 505 | 52 | 505 | 27 | 21 | 5 |
| 2004 | 600 | 77 | 600 | 33 | 15 | 7 |
| 2005 | 612 | 128 | 612 | 61 | 10 | 14 |
| 2006 | 522 | 77 | 522 | 49 | 17 | 13 |
| Sept. 2007 | 345 | 35 | 345 | 30 | 10 | 5 |

*Source: Johannesburg Metropolitan Police Department, September 2007*

**Figure 13: Complaints against CTMPS officers**

| Period | Complaints received | Corruption cases received | Criminal cases | Dismissals | Disciplinary hearings |
|---|---|---|---|---|---|
| 2005 (Oct-Dec) | 54 | 1 | 2 | 0 | 0 |
| 2006 | 290 | 23 | 12 | 10 | 60 |
| 2007 | 226 | 8 | 9 | 17 | 194 |
| 2008 (Jan-Sept) | 74 | 3 | 9 | 3 | 78 |
| Total | 644 | 35 | 32 | 30 | 332 |

**(Source: Adapted from Faull, ISS Paper 2008)**

Both MPOs and traffic officers are said to be soliciting bribes from motorists who have committed traffic offences. This is confirmed by Faull (2008) that "research indicates that corruption is especially prevalent in the area of traffic regulation enforcement, which in major urban centres, is primarily the responsibility of MPDs". Also, the majority of MPOs were drawn from traffic services; hence they are good in performing the traffic law enforcement function. It is also evident in figure 8 that traffic law enforcement is allocated more time and resources. The modus operandi used by traffic officers and MPOs is exactly the same, the respondents believe that an effective remedy for one would eventually heal the other. Prinsloo (1994) describes police corruption as it includes outright theft, embezzlement of funds or any other appropriation of state property, nepotism,

granting favours to personal acquaintances, and abuse of public (police) authority and position to exact payments and privileges.

While we acknowledge the existence of police corruption and its effect to effective policing, it is also significant that we acquaint ourselves with the causes thereof. The following table simplifies the causes of police corruption.

**Figure 14: Causal factors affecting the development of corrupt practices**

| A. Constant factors | |
|---|---|
| Discretion | The exercise of discretion is argued to have both legitimate and illegitimate bases. |
| Low managerial visibility | A police officer's actions are often low in visibility as far as line management is concerned. |
| Low public visibility | Much of what police officers do is not witnessed by members of the public. |
| Peer group secrecy | 'Police culture' is characterised by a high degree of internal solidarity and secrecy. |
| Managerial secrecy | Police managers have generally worked themselves up from the 'beat' and share many of the values held by those they manage. |
| Status problems | Police officers are sometimes said to be poorly paid relative to their powers. |
| Association with lawbreakers/contact with temptation | Police officers inevitably come into contact with a wide variety of people who have an interest in police not doing what they have a duty to do. Such people may have access to considerable resources. |
| B. Variable factors | |
| Community structure | Refers to the degree of 'anomie', the political 'ethos', and the extent of culture conflict. |
| Organisational characteristics | Levels of bureaucracy, integrity of leadership, solidarity of work subcultures, moral career stages of police officers, and the perception of legitimate opportunities. |
| Legal opportunities for corruption | Moral: so-called 'victimless crimes' (Schur, 1965) associated with the policing of 'vice'.<br>Regulative: the exploitation of minor or trivial regulations such as those associated with construction, traffic and licensing. |
| Corruption controls | How the guardians are themselves 'guarded'. |
| Social organisation of corruption | Two basic forms: 'arrangements' and 'events'. |
| 'Moral cynicism' | Association with lawbreakers and contact with temptation is inevitable in police work, inclining officers towards moral cynicism. |

**(Source: Adapted from Newburn, 1999)**

If nothing is done to address this, Faull (2008) posits that the long term consequences of leaving things as they are could mean that all of us and not only MPD employees and members of the public who engage in corruption, but also those who are increasingly aware of its presence will lose faith in the structures of justice in SA. However, there are lessons that can be learnt from the NYPD. As already indicated in chapter three, the strategy adopted by the IAB of conducting random and targeted integrity tests has proved to be effective, hence its adoption by countries such as Canada, Australia and Britain. The strategy by the IAB is supported by the majority since it is viewed as proactive rather than reactive. SA, s MPDs have as well established their internal investigative wings to deal with corruption within their own ranks. Nevertheless, the manner in which they carry out their business has neither proved to be effective nor promising. Yet, corruption has been identified as one of the obstacles to effective policing, Onyeozili (2005). While the concept of municipal policing is widely accepted, it still remains a challenge to deal with corruption. This inexorable situation has the potential to make police corruption acceptable as a norm by the public. It is extremely difficult to imagine a state where police corruption is official.

### *5.5. WHY THE UNWILLINGNESS TO ESTABLISH MPSs*

The SAPS Act explicitly states that any municipality may apply to the MEC for the permission to establish the MPS. To date only metropolitan municipalities had shown interest except one non metropolitan municipality of Swartland. The unwillingness to set up these local policing structures has been attributed to the following factors:

## 5.5.1. Financial implications

The majority of municipalities that offer traffic and security services often make mention of financial constraints as the main obstacle to establishing An MPS.

This assertion is, however, viewed as fallacious and the Swartland municipality has proved exactly that. One respondent had the following to say "our municipally has everything that a municipality needs to establish an MPS. We even have a control room that operates on a 24 hour basis with Closed Circuit Television (CCTV) cameras fitted in strategic areas in the city. Our traffic service operates 24 hours through standby officers between 22H00 and 06H00. Our staff component is even more than that of SMPD. A financial implication is an excuse".[20] The thin line that has been identified between the MPS and traffic departments show that indeed if one is able to run the latter, then it won't be difficult to run the former as well. There is a flawed conclusion made that a municipality to run an MPS, it needs to buy new vehicles.

### 5.5.2. Lack of political will and understanding

If one follows SA politics, it will certainly become easy to understand why political will can hamper the establishment of MPSs by municipalities. Marais (2003) indicates that one way of improving the quality of life of all our people is the establishment of MPSs. Though many are aware that the crime prevention function can now be performed by the MPS, the perception is still that only big cities or metropolitan municipalities are allowed to establish MPSs. Given the provisions of both the NCPS as well as the White paper on Safety and Security, one automatically sees the role of local government in crime prevention and policing.

Also, given the fact that the crime prevention mandate of the MPSs is not that clearer, hence the majority of MPSs still concentrate much on traffic policing. Well said by Pelser & Louw (2002) "prevention is a tricky word. To prevent something means that you have the ability to predict its occurrence, and then the ability to intervene, to stop it from happening". They go on to borrow from a

[20] Interview with respondent J, on the 02nd March 2010

British policy analyst who puts crime prevention as “action prior to the criminal event that interrupts a chain of cause and effect which would otherwise have led to the event”. Pelser & Louw (2002) carry on to inform us that predicting criminal activity is complex, difficult and, ultimately, dependent on contested theories. Since running a traffic department is akin to running an MPS, local councillors can use the opportunity to promise and deliver public safety within their jurisdictional areas through the establishment of MPSs.

Municipal advisors as well as policy makers in other spheres of government should provide advices that are based on empirical research. There are also factors such as power struggles and the fear of the unknown since those who are supposed to advise municipal mandarins correctly are still trapped in a ‘speed cop’ mentality and are unable to prepare themselves for change.

### *5.6. CONCLUSION*

This chapter analyzed data presented in the preceding chapter, chapter four. It analyzed the data collected from participants interviewed as well as the literature that was reviewed in chapter three. It has emerged, during data analysis that in terms of operations there is a very thin line between the traffic officers and MPOs. The only remarkable change is the fact that the function of crime prevention has been added officially for MPDs even though evidence does exist that traffic officers also perform the crime prevention function which normally manifests itself as a by-product.

The combination of COP, POP and ILP can bring about dramatic change to local crime problems. However, the most challenge raised for both MPOs and traffic officers is that of corruption and the unwillingness and inability on the part of the authorities to deal with it. It has, nevertheless, been pointed out that there are good practices that SA can learn from. As a point of departure, it is strongly felt that if a municipality is able to operate a traffic department, then it can eventually

run an MPS. The issue of local accountability has been identified as an important factor in the crime prevention and policing circles. The challenge of lack of local accountability SA is faced with was hinted by Pelser & Louw (2002) “this is compounded by the fact that elected local officials have no formal oversight of the national police service. Those directly affected by crime in a particular area consequently have little influence over the way in which their local government or local police address the matter”. Local accountability is also important nowadays because people are able to participate through public participation structures and a local level, the IDP is common. It would therefore be advantageous for local people to use IDP processes to shape their local policing policy.

# CHAPTER SIX

# CONCLUSIONS AND RECOMMENDATIONS

## *6.1. INTRODUCTION*

The study investigated the potential positive spinoffs for the establishment of MPSs. It also sought to investigate the possibility of replicating the concept of municipal policing in other municipalities in SA. The following are the three questions the study sought to answer.

1. What are the difficulties and obstacles for all municipalities to establish their own MPSs?
2. What benefits would accrue were all municipalities to establish MPSs?
3. What is the advantage of transforming municipal traffic services into MPS?

This chapter therefore concludes by looking at the findings of the study in relation to the purpose thereof. The chapter will also make recommendations that can help improve the effectiveness of the MPSs. In peroration, the chapter will make some suggestions for future research.

## *6.2. CONCLUSION*

Section 64A. (1) of the SAPS Act explicitly states that any municipality may in the prescribed manner apply to the MEC for the establishment of an MPS for its area of jurisdiction. Once established, the Act stipulates that the MPS would then have the added responsibility of performing the crime prevention function alongside the existing traffic law and by-law enforcements. However, the following have emerged as some of the spinoffs of establishing an MPS.

### 6.2.1. The Champions of COP and POP

The MPS as a police agency responsible to the local sphere of government is better placed to lead the fight against crime within their jurisdictional areas. Both COP and POP have proved to be effective in dealing with crime since the former is concerned with building relations with the communities and the latter with dealing with problems that lie behind incidents. If MPSs adopt a different style of operating from that of SAPS, local municipalities could soon be celebrated as the champions of safety in their constituencies. More importantly, it would be important to rope in new blood with multiple skills if the MPSs are to perform above board.

Learning the best practices from other similar organizations should be part of the package. Albrecht (2008) shares the experiences of what William Bratton did immediately after being appointed Chief of the NYPD. He says “his first month in office saw the total restructuring of the upper executive corps with highly motivated ‘young blood’ administrators taking over the top executive positions”. He further goes on to say “a number of initiatives have been undertaken since 1994. Since their implementation and continuing through 2007, a dramatic 80% reduction in violent crime and a notable improvement in quality of life has resulted”. It is thus important that while we implement new ways of doing things, we also need to get new people with needed skills to take the institutions forward.

### 6.2.2. Local Accountability

Throughout the study, evidence has been presented to suggest that local accountability has the potential to boost the fight against crime and improve the general policing in the area. Since the advent of democracy, ordinary citizens are at liberty to participate in the affairs of their government and these public participations have proved to be more effective at the local level. It would therefore make a significant difference if local people are able to tell, through

IDPs, their public representatives what they want to see happening with regards to policing and the fight against crime. However, it appears that lack of political will and understanding of the benefits of having an MPS are critical to this reluctance by political mandarins.

The very community members would then be open and work closely with the police as evidence suggests that the majority of police successes are as a result of information from the public. This exercise will also help revive the dysfunctional CPFs since it is the local people themselves who will be monitoring and evaluating the performance of their local police service. If elected public representatives know that one of their mandates is to ensure the safety of the inhabitants, they will put more effort and show some selflessness. It has already been pointed out that political will plays a pivotal role.

### 6.2.3. Addressing the Causes of Crime

The MPSs should adopt a unique way of dealing with crime rather than embracing the duplicity of SAPS approach. It is widely acknowledged that dealing with the causes of crime, is the best remedy relative to waiting for crime to be committed and take a reactive stance. Through the 'broken windows' approach the MPS as the lead agency within the municipality can ensure that opportunities to commit crime are minimized or reduced. However, this calls for a well coordinated team of experts in different realms within the municipality.

Given the fact that the difference between the MPSs and traffic services in terms of operations is that the latter does not perform crime prevention officially, but as a by product, whereas the former does it as an official function in terms of the law. Interestingly, the two had also been accorded the status of a peace officer, which further blurs the line between them. Looking at their training, it is also not easy to spot the difference. Moving forward it would be advisable to turn municipal traffic services into MPSs and clear the confusion.

### 6.2.4. Competitiveness

Since each municipality would be entrusted with ensuring the safety of its citizens, competition would emerge moving forward. Through innovation, those charged with navigating the MPDs should always strive to be the best by creating and maintaining a competitive advantage. Whether or not the different MPDs strive to achieve the same thing, the important thing is how they achieve that and as such competition will always prevail as Covey (2004: 9) reminds us that “life is a game, a race, a competition, and you better win it. Schoolmates, work colleagues, even family members are seen as competitors-the more they win, the less there is for you”. Put simply, the more we compete, the more we excel as competition is healthy.

## *6.3. RECOMMENDATIONS*

Introducing any new concept is unlikely to be a smooth ride and as such challenges would at times present themselves. The introduction of an MPS is no exception; hence the following emerged as the areas attention.

### 6.3.1. Policy Review and Implementation Strategy

There is a wealth of evidence to suggest that municipal policing has the likelihood to bring about the desired results if a proper approach is adopted. As indicated in chapter three, the SAPS Act provides that any municipality may apply in the prescribed manner to establish an MPS. The Act further states that any expenditure shall be to the account of the concerned municipality. Information gleaned from both local and international MPSs shows that policing in general does not come cheap. The majority of municipalities are struggling to generate enough revenue to keep them running while some do not even have a revenue base. Though the Act is very clear, the current regulations are silent on how the MPSs should be run.

More importantly, the current policy does not touch on the very important issue around the policing approach to be adopted by the MPSs. Information shows that different MPSs operate differently. It was reported in Chapter four that established MPSs have also adopted different organizational structures. The different organizational structures are a clear indication that in no way can MPSs adopt a similar approach to policing. It has been noted that the additional function of crime prevention is understood differently by different MPSs. Internationally, the MPSs are playing a very important role by adopting, amongst others, the broken windows approach and fostering community policing. Instead, due to lack of proper policy, we have seen the MPSs acting as the force multipliers for SAPS, the approach that has made them loose focus. Lastly, there has never been any move to harmonize the current qualification of MPOs with the roles and functions they are expected to perform. The training for MPOs, for instance, is akin to that of traffic officers, yet the former have an added responsibility. To this end, the distinction between the two appears to be blurred. Expecting traffic officers to be responsible for crime prevention without proper training is also a cause for concern. The importance of training and retraining was emphasized by Legget (2003) that “to expect a civil service to undergo transformation without substantial retraining is very unrealistic”. Another area that has the potential to improve local policing is that of the ILP. The creation of synergy between various law enforcement agencies can therefore ensure the realization of the ILP. It is therefore recommended that the revision of policy should attempt in earnest to address the issues that have been raised or highlighted in this study. It should also seek to clarify any ambiguities that have been identified.

### 6.3.2. Enhancing Professionalism

It is widely acknowledged that without innovation, the level of services would always be mediocre. This would, in municipal policing, depend on the type of personnel that is hired. Chapter four touched on an important aspect of talent

management to ensure that the right people are sourced for the job. As indicated above, MPSs are expected to perform the added function of crime prevention. However, it has been established that ordinary members of the MPSs are expected to perform something that has not been clearly defined and as such not clearly understood. A large number of MPOs were originally traffic officers. Be that as it may, the current recruits are still undergoing the same training that was originally meant for traffic officers.

MPSs were actually expected to take a different approach to policing. Some of the areas to be taken into account were the facilitation of community-police relations, social crime prevention as well as the broken windows approach. It appears, however, that none of these forms part of the contemporary training of MPOs. It is also worth noting that traditional policing is currently receiving much consideration over the newly propose approaches mentioned above. In light of the above, it is recommended therefore that the entire training of MPOs be revisited to be in line with what the MPS was meant for. Upon doing that, their recruitment also need to be properly regulated to ensure that it does not fly in the face of the regulations. Failure to properly regulate the recruitment would in the end see the objectives of the MPS being defeated.

### *6.4. SUGGESTIONS FOR FUTURE RESEARCH*

The study has actually shed some light on the importance of having an effective MPS and highlighted its importance in relation to COP and POP. There is evidence at the disposal of these MPSs to suggest that they contribute a large number of arrests. However, the annual report on policing is released by the SAPS and does not in any event specify the source of recorded arrests. Future research should seek to establish the quantity of arrests by MPSs in a particular year. Secondly, future research should also investigate the best model for the rolling out of municipal policing in the country in its entirety.

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# APPENDIX

The following are the questions that were asked with the interviewees during the process of data collection. As already pointed out in Chapter 3, the participants were selected according to their knowledge, experience and expertise in the subject matter. The questions were arranged as follows:

**A: What benefits would accrue were all municipalities to establish their own Municipal Police Services?**

1. What is your general understanding of the concept of municipal system of policing?
2. In your view, do you think the already established MPSs are doing enough in terms of preventing or reducing crime?
3. How would you describe the crime prevention mandate of the MPSs? Do you think it has been clearly defined? If your answer is to the affirmative, how so and if not what do you think needs to be done?
4. It is argued that the reason why SA cannot win the fight against crime is because the SAPS is not accountable to local government. What is your view on that?
5. Do you think the current social crime prevention initiatives are well coordinated and located?
6. Corruption has been described as one of the stumbling blocks to effective policing. Do you think SA is doing enough to curb corruption? Also, what do you think needs to be done to deal effectively with police corruption?
7. The NYPD, through their IAB have developed a system of conducting random and targeted integrity tests. Are you of the view that that can be helpful to the South African situation?

**B: What are the factors discouraging other municipalities from establishing their own police services?**

1. What do you think prevents or discourages other municipalities from establishing their own MPSs?
2. Given the fact that the current MPSs drew their members from the old municipal traffic departments, do you think it can be difficult for other municipal traffic departments to follow suit?
3. The function of crime prevention was added officially on the MPSs. However, it is argued that traffic officers are also performing the crime prevention function since they are able to arrest suspects. Do you see any disjuncture between the two entities?

**C. What would be the advantages of transforming the current municipal traffic departments into MPSs?**

1. Local government is best placed to determine its own local priorities. Do you think that should be the rationale for local level policing?
2. How would you differentiate the municipal traffic department from MPS in terms of their operations?
3. Local governments are currently encouraged to develop their own Community Safety Plans. Do you think these plans will be effective in the absence of MPSs?
4. What is your feeling about the 'Broken Windows' approach and also do you think the MPSs are better placed to champion the concept?
5. In your view, do you think the current traffic departments need to be transformed into MPSs?