

EXPLORING THE MEANING OF CRIME PREVENTION WITHIN THE TSHWANE
METROPOLITAN POLICE DEPARTMENT

by

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DECLARATION

I declare that '*Exploring the meaning of crime prevention within the Tshwane Metropolitan Police Department*', is my own work, both in conception and in execution, and that all sources that were consulted and quoted during this study, have been acknowledged by means of complete references.

I further declare that this study has not been submitted before for any degree or examination at any other University.

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ABSTRACT

The purpose of this research was to investigate how members of the Tshwane Metropolitan Police Department (TMPD) perceive crime prevention within the context of metropolitan policing. Based on the social constructionist paradigm, the researcher collected data relating to the crime-prevention phenomenon from all rank groups within the organisation by making use of various focus-group and in-depth interviews. Collected data were transcribed, coded, analysed and arranged into themes, subthemes and categories. This analysis indicated that various opinions as to how the crime-prevention phenomenon applies to a metropolitan police department (MPD) currently exist within the Tshwane Metropolitan Police Department. Various opinions were identified as to why a MPD was created, what the focal point of a MPD should be and what the current focal point of the TMPD is. Participants had different views on how a MPD should participate in functions like road-traffic and by-law policing, and how these functions contribute to crime prevention. Crime prevention proved to be an ambiguous term indeed, as no common understanding of this complicated phenomenon could have been identified amongst participants. It seemed that participants were not familiar with the crime-prevention capabilities of the organisation as they advocated a comprehensive participation in crime-prevention models like situational crime prevention, social crime prevention, crime prevention through environmental design, and crime prevention through effective criminal justice, while the organisation can actually participate in these crime-prevention models only to a very limited extent. The lack of a central philosophy or strategy that describes how the TMPD should conduct its business became evident during the study, and resulted in an organisation with no uniform understanding of crime prevention. Consequently, crime prevention means different things to different members of the TMPD.

Key terms:

Crime prevention capabilities; Crime prevention; Crime; Law enforcement; Metropolitan Police Department; Municipal by-law policing; Municipality; Policing; Road Traffic; Social constructionist.

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ABBREVIATIONS

CPA:	Criminal Procedure Act
CPTED:	Crime Prevention through Environmental Design
CSIR:	Council for Scientific and Industrial Research
ECDLC:	Early Childhood Development Learning Community
IPID	Independent Police Investigative Directorate
MEC:	Member of the Executive Committee
MPD:	Metropolitan Police Department
MPS:	Metropolitan Police Service
NCPS:	National Crime Prevention Strategy
NRTA:	National Road Traffic Act
OTR:	Opportunity to Rectify
RTMC:	Road Traffic Management Cooperation
SAPA:	South African Press Association
SAPS:	South African Police Service
TCPF:	Tshwane Crime Prevention Forum
TCPS:	Tshwane Crime Prevention Strategy
TMPD:	Tshwane Metropolitan Police Department

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CHAPTER ONE

PROBLEM STATEMENT AND PURPOSE

1.1 INTRODUCTION

Crime prevention, which is considered by most authors (Arrington, 2007; McLaren & Wilson, 1977; Walklate, 1996; Robinson, 2002; Wright, 2002) to be the primary objective of the police, has always been a source of constant frustration and failure for the police (Burger, 2007a). It seems that these frustrations and failures can be attributed to the police's inability to identify and adopt an appropriate and workable role for itself in this complicated phenomenon (Jones, Newburn & Smith, 1994). Over time, various policing models like community policing (Purpura, 2001), sector policing (South African Police Service, 2006), problem-orientated policing (Sagant & Shaw, 2010) and intelligence-led policing (De Guzman, Das & Das, 2012) have been developed in an attempt to find such an appropriate role for the police – none of which has brought about any significant increase in the police's effectiveness in preventing crime (Burger, 2007a; Maroga, 2004; Ngantweni, 2008).

Although the above-mentioned models are valid and significant in their own right, they seem to have one major shortcoming: they fail to take the actual abilities and limitations of the police into account. It seems that these models are more concerned with describing hypothetical approaches and philosophies that the police should adopt rather than painting a realistic picture of what the police can actually do to prevent crime. These models advocate police participation and police leadership in crime-prevention activities like situational crime prevention, crime prevention through environmental design, social crime prevention, and community crime prevention, but fail to take the actual capabilities and position of the police within the governmental hierarchy into account. Very little literature could be found that describes the role of the police in the prevention of crime realistically – most of the literature describes what the police should be doing, instead of what the police is able to do to prevent crime.

1.2 BACKGROUND TO THE STUDY

Metropolitan policing is a relatively new phenomenon on the South African policing landscape (Masuku, 2006). As a metropolitan police department (MPD) differs from the national police service in terms of mandate, authority and functionality, there seems to be a continuing debate around the role that a MPD is expected to play in the criminal justice system. A key topic in these debates seems to be the meaning of the term 'crime prevention' in the context of metropolitan policing. Various authors (Masuku, 2006; Newham, 2006; Rauch, Shaw & Louw, 2001), support this statement and describe the crime prevention mandate of the MPD as undefined, unclear and misunderstood.

1.3 PROBLEM STATEMENT

Crime prevention is considered by many authors (Deklerck & Depuydt, 2000; Nel, 2000; Pelsler, 2002) to be an ambiguous term, which have different meanings to different people. According to Sagant and Shaw (2010), the meaning of crime prevention varies in relation to the situation it is applied in. In order to ascribe a realistic and appropriate meaning to crime prevention in the context of a MPD, it becomes necessary to investigate the unique situation of metropolitan police departments.

An appropriate departure point in this regard seems to be at the level of the legislative framework of a MPD. The mandate of all metropolitan police departments is described in Section 64E of the South African Police Service Act (1995) as:

- traffic policing, subject to any legislation relating to road traffic
- the policing of municipal by-laws and other municipal regulations
- the prevention of crime.

At first sight, it seems that this legislation is very vague and unforthcoming about the meaning of crime prevention in this context. A deeper analysis, however, reveals four significant characteristics of a MPD. These characteristics are critical to the understanding of crime prevention in the situation of a MPD. Moreover, they paint a realistic picture of the crime-prevention capabilities of a metropolitan police department.

Firstly, it is significant to note that the functions of a MPD are listed in a specific order. By listing the traffic law-enforcement function first, it is argued that the legislator places special emphasis on this function (Burger, 2007a), and that this is indeed the main purpose of a MPD. This assumption is validated in Section 64A (2) of the South African Police Service Act (1995), which states that the establishment of a MPD may not prejudicially influence traffic policing by the municipality (Memeza & Rauch, 2000). This view is similarly implied in the White Paper on Safety and Security (1998, The Role of Local Government, ¶ 3), when it describes the crime prevention role of a MPD as being:

... primarily exercised through the visible presence of law enforcement officials by means of point duty, foot, vehicle or other patrols.

Listing the policing of municipal by-laws and other municipal regulations in the second place seems fittingly appropriate in this framework, as by-law policing plays a supportive role to both the functions of traffic policing and crime prevention. In this regard, it is argued that municipal by-laws contribute to traffic policing in the form of creating local legislation that regulates traffic flow and parking arrangements within the area of the municipality, and regulates the behaviour of other factors which may influence the road traffic situation, like street traders, roadside advertising, municipal roads and municipal impounds. It contributes to crime prevention (Marais, 2003; Memeza, 2001) by policing various other forms of local misbehaviour (Mokoena, 2007), by facilitating control over, *inter alia*, public nuisances, establishments that sell liquor, local amenities, noise pollution, public places, refuse removal and street lighting.

By placing crime prevention in the third position, it can be argued that the legislator sees the prevention of crime as an implicit result of the two preceding functions. By effectively enforcing road-traffic legislation and municipal by-laws (Shaw, 1998), the MPD will create a remarkable framework for visible policing, which will contribute towards the prevention of crime within the municipality's area of jurisdiction. This view is supported by Newham (2006, p. 3), who argues that the MPD is in a unique position to address the root causes of crime by the 'rigorous and consistent

enforcement of traffic legislation and by-laws'. It is additionally argued by Newham and Masuku (2004) that the MPD should have a totally different focus on crime prevention than the South African Police Service (SAPS). According to the then mayor of Cape Town, Helen Zille (2007) the SAPS should be seen as the public agency concerned with crime and crime prevention, while a metropolitan police department should be focused on traffic and by-law policing.

Secondly, it is significant to note that the mandate of a MPD is not described in the Constitution, as is the case with the mandate of the South African Police Service. The only reference made to municipal policing is found in Section 206 (7) of the Constitution (1996), which states that national legislation must provide a framework for the establishment, powers, functions and control of a metropolitan police department. This framework, and consequently the mandate of all metropolitan police departments, is found in Section 64 of the South African Police Service Act (1995). This suggests that the crime-prevention functionality of the MPD falls under the control of the SAPS and that the MPD should play a supportive role to the SAPS. Consequently, it can be argued that the main crime-prevention responsibility still resides within the SAPS, and that the MPD should play a supportive role in this regard. This view is validated by the White Paper on Safety and Security (1998, The role of Local Government, ¶ 4), which describes visible policing by a MPD as including:

... responding to complaints and reacting to crime in instances where a delay in activating a response from the SAPS could lead to loss of life, loss of property or the escape of perpetrators.

Thirdly, it is significant to note that the mandate of a MPD does not mention the investigation of crime. To this extent, it is argued by Newham, Masuku and Gomomo (2002), and Rauch *et al.* (2001) that a MPD will not conduct any criminal investigations. Marais, (2003) adds to this argument by stating that metropolitan police departments do not have the legal authority to investigate crime, nor to create any crime-intelligence structures, except if such an investigation or intelligence-structure is directed at internal matters of the municipality (Bruce, 1997). The fact that metropolitan police departments cannot investigate crime seriously inhibits the

crime-prevention capabilities of the organisation. As metropolitan police departments do not investigate crime, it can be argued that they do not have sufficient access to the crime information needed to initiate and drive multidisciplinary crime-prevention programmes that fall outside the scope of visible policing and law enforcement.

Lastly, it is significant to note that the mandate of metropolitan police departments specifically refers to two types of policing, namely road-traffic and by-law policing. This implies that the crime-prevention role of the MPD is based on the concept of deterrence through visible policing and is embedded within the law-enforcement functions of the department.

It thus becomes clear that crime prevention, in the context of municipal policing, has got more to do with visible policing and law enforcement than with other concepts like situational crime prevention, social crime prevention, and crime prevention through environmental design. Taking this into consideration, it seems that the meaning of crime prevention in this context should be centred on the following concepts:

Key Concept	Crime Control
Main Strategy	Visible police presence through law enforcement
Main Crime Focus	Road-traffic offences, by-law transgressions and opportunistic street crimes
Supportive Strategies	<ul style="list-style-type: none"> • Victim Empowerment (in relation to all traumatic incidents) • Public education on road-traffic and by-law related issues • Anti-corruption initiatives (internal and external) • Joint operations with other agencies, to increase law enforcement capacity • Offence monitoring systems (TRAFMAN™, NaTIS, etc.).
Concept of Criminality	Rational Choice
Focus Area	Policing of road traffic and municipal by-laws
Policing Style	Legalistic policing style
Community Role	Auxiliary to the police
Limitation	Based on narrow definition of crime

Table 1.1 A crime-prevention model in the context of metropolitan policing (White, 1996)

Taking the above into consideration, it seems that crime prevention, to a member of a MPD, should mean maintaining a strong observable police presence through the persistent and effective enforcement of road-traffic legislation and municipal by-laws.

It seems, however, that the members of the Tshwane Metropolitan Police Department (TMPD) are not familiar with the intended meaning of crime prevention in this context. To this extent it is argued by Van Huyssteen and Oranje (2003), that the TMPD has adopted a holistic crime-prevention strategy, and consequently the coordination of various crime-prevention initiatives in the City of Tshwane. Newham *et al.* (2002) arrives at the same conclusion when they argue that the TMPD has made impressive progress towards achieving an integrated crime prevention approach, with the development of the Tshwane Crime Prevention Strategy (TCPS) and the TCPS-implementation plan, as well as with the establishment of the Tshwane Crime Prevention Forum (TCPF). The TMPD has also established a Social Crime Prevention Unit, a Unit for Crime Prevention through Environmental Design, a Unit for Crime Prevention through Environmental Redesign, and a Specialised Crime-Prevention Unit to deal with crime in a more holistic manner.

Taking all this into consideration, it is abundantly clear that the TMPD is conducting crime-prevention programmes that unmistakably fall outside the intended scope of the organisation. It seems that the officials of the TMPD are not familiar with the meaning of crime prevention, as is applicable to them in the context of metropolitan policing. If this is indeed the case, then what does crime prevention mean to an official of the Tshwane Metropolitan Police Department?

1.4 RESEARCH OBJECTIVES

The objective of this research is to ultimately understand and describe how members of a MPD, in this case, the Tshwane Metropolitan Police Department, generally perceive the crime-prevention phenomenon in the context of municipal policing. This research is therefore directed at understanding their life-world, by exploring their beliefs, attitudes, perceptions and ideas of how the crime-prevention phenomenon applies to them in their unique situation.

1.5 RESEARCH QUESTIONS

In order to investigate the role of municipal policing vis-à-vis crime prevention, the research aims to provide answers to the following questions:

- What does crime prevention mean to members of the Tshwane Metropolitan Police Department?
- What should crime prevention mean to members of the Tshwane Metropolitan Police Department?
- Which crime-prevention model is the most appropriate for the Tshwane Metropolitan Police Department?
- Which crime prevention model do officials view as the most appropriate in their unique situation?
- Which factors influence crime prevention in the context of municipal policing?
- What role can a MPD realistically play in the prevention of crime?
- What role do members believe the organisation should play in the prevention of crime?

1.6 LIMITATIONS

Although six metropolitan police departments have been established in South Africa, this study will be limited to the Tshwane Metropolitan Police Department. This research site was selected because of the fact that the researcher, who is currently a member of this organisation, firstly has got easy access to research sites, and secondly can move freely throughout the organisation without interfering with the operation of the organisation. This research will be limited to those staff members within the TMPD who is registered as a member of a metropolitan police service. Only these members are legally obligated to participate in crime prevention on a daily basis.

1.7 PROBLEMS THAT COMPLICATED THE STUDY

Although various small obstacles, like technological failures, power outages and limited resources complicated this study, they had no significant impact on the study. A major problem, however, was securing participants to participate in the study. When participants were initially contacted, they appeared eager and willing to participate, but when it came to the actual interviews, the eagerness and enthusiasm of potential participants faded. On various occasions, arrangements for an interview

were finalised, only to be cancelled, postponed or rescheduled by the participant at the very last moment. The data-collection process therefore took considerably longer than initially anticipated. At the end of the study, however, enough participants were secured to adequately answer the research questions.

1.8 KEY TERMS AND CONCEPTS

The following key terms and concepts used in the study warrant clarification:

By-law policing: Ensuring voluntary compliance with local legislation by employing both reactive and proactive policing methods in order to improve the quality of life of all people within the municipal area (Marais, 2003).

Crime Prevention: All the activities that reduce, deter or prevent the occurrence of specific crimes, firstly, by altering the environment in which they occur; secondly, by changing the conditions that are thought to cause them, and thirdly by providing a strong deterrence in the form of an effective criminal justice system (South Africa, Department of Safety and Security, 1998).

Crime-prevention Capability: The actual contribution that a metropolitan police department can make towards the prevention of crime within the limitations imposed upon them by law (Own definition, 2014).

Law Enforcement: The application of a legal sanction to conduct that violates a legal standard (Purpura, 2001).

Member: Section 1 of the National Road Traffic Act (1996), defines a metro police officer as any member of a municipal police service established under Section 64A of the South African Police Service Act 68 of 1995 (Marais, 2003).

Metropolitan Police Department: A police department that exists independently from the national police service and falls under the direct control of a local authority (Marais, 2003).

Policing: All lawful activities, whether proactive or reactive, performed by the police in the process of providing their prescribed services, such as reassuring the public, creating a visible deterrence, and executing their functions of law enforcement, crime investigation and the maintenance of public order (Burger, 2007a).

Traffic Policing: All activities that reduce, deter or prevent the occurrence of accidents, firstly, by ensuring effective and efficient law enforcement; secondly, on the monitoring of the relevant infrastructure as well as strategic interventions where and when necessary, and thirdly, by providing supportive traffic control services (City of Tshwane, 2009-2010). Also known as road policing.

1.9. THE SIGNIFICANCE OF THE RESEARCH

This research provides crime-prevention specialists with a unique opportunity to explore the crime-prevention phenomenon from the perspective of a group of metropolitan police officials. It will contribute towards the development of a homogenous interpretation of the crime prevention-phenomenon within the municipal policing fraternity. In addition, it will provide researchers with new criteria other than the actual crime situation to evaluate the rationality and relevance of crime-prevention theories and practices. It will also contribute towards demystifying the role of a metropolitan police department in the prevention of crime. This research should provide valuable insight into how members of a MPD perceive, and consequently participate, in crime prevention.

1.10 ETHICAL CONSIDERATIONS

Homan (1991) states that human subjects in research should be allowed to agree or refuse to participate after receiving all the relevant information about the research. He also argues that the ethical principles of informed consent and openness rest on the concept of privacy.

This research is based on the ethical principles of autonomy, non-maleficence, beneficence, justice, privacy, confidentiality, and fidelity (Degu & Yigzaw, 2006). These aspects will receive further attention in chapter five.

1.11 SUMMARY

This chapter introduced the research by firstly providing a short background to study, after which an exploration of the research problem was presented. This was followed by an explanation of the research objectives and the research questions relevant to this study. This chapter further provided a brief overview of all limitations applicable to the study, as well as all problems that were encountered during the course of the study. All the relevant key terms were clarified, and the chapter concluded with a brief description of the significance of the research as well as a brief overview of the ethical framework within which the research was conducted.

CHAPTER TWO

EXPLORING THE REGULATORY FRAMEWORK OF METROPOLITAN POLICING IN SOUTH AFRICA

2.1 INTRODUCTION

Metropolitan policing is a relatively new phenomenon on the landscape of South African policing. As a MPD differs from the national police service in terms of mandate, authority and functionality, there seems to be a continuing debate around the role that the MPD is expected to play in the criminal justice system. A key topic in these debates seems to be meaning of the term 'crime prevention' in the context of metropolitan policing.

In order to find a suitable meaning for crime prevention in the context of metropolitan policing, it is necessary to determine to what extent a MPD can participate in the crime-prevention phenomenon. As the regulatory framework describes the legal framework within which a MPD is expected to operate, it seems only appropriate that the first step in this investigation will be to understand this framework – the framework that will reveal the legal obligations imposed on the department. It also may reveal characteristics of a MPD which can have an impact on the crime-prevention capabilities of the MPD.

This chapter therefore aims to create a clear picture of the obligations, responsibilities, duties and powers imposed on a metropolitan police department by legislation, and the possible effect that these obligations, responsibilities, duties and powers may have on the crime-prevention capabilities of a MPD.

2.2 A CONSTITUTIONAL FRAMEWORK TO METROPOLITAN POLICING

Section 2 of the Constitution of the Republic of South Africa (1996), states that the Constitution is the supreme law of the Republic of South Africa. Accordingly, any law and/or conduct that is inconsistent with it, is invalid. As a result, all legislation and policies, whether national, provincial or local, relating to a metropolitan police department must be in line with the Constitution. The only explicit reference to a

metropolitan department found within the Constitution (1996), is contained in Section 206 (7) which states that:

National Legislation must provide a framework for the establishment, powers, functions, and control of the municipal police service.

Although the Constitution does not describe the functions, responsibilities and powers of a MPD, it does enable national legislation to describe and regulate these aspects. Consequently, these aspects are described in Chapter 12 of the South African Police Service Act (1995), as amended by the South African Police Service Amendment Act (1998).

However, it should be noted that, despite the limited description of metropolitan policing in the Constitution, all members of a metropolitan police service should be familiar with, and uphold the provisions of the Bill of Rights set out in Chapter 2 of the Constitution (1996), as the basic mission of any policing agency is the protection of human rights (Van Biljon, 2010).

Although section 221 (3) the Interim Constitution, Act 200 of 1993, described the 'powers' of metropolitan police departments as 'crime prevention and the enforcement of municipal and metropolitan by-laws', it is significant to note that this mandate is not described in the current Constitution, as is the case with the SAPS. This indicates that the crime-prevention functionality of a MPD falls under the control of the South African Police Service, and that a MPD should play a supportive role to the SAPS. Consequently, it can be argued that the chief crime-prevention responsibility still resides within the South African Police Service, and that a MPD should play a supportive role in this regard.

2.3 THE SOUTH AFRICAN POLICE SERVICE ACT

In principle, the South African Police Service Act (Act 68 of 1995), as amended by the South African Police Service Amendment Act (Act 83 of 1998), describes the operation and functioning of the South African Police Service, which is the only national police service within the Republic. Chapter 12 of the Act, however,

describes various issues in relation to the establishment, functioning and control of metropolitan police departments.

2.3.1 The establishment of a metropolitan police department

Section 64A of the South African Police Service Act (Act 68 of 1995) describes the lengthy and complicated process a municipality must follow in order to establish a metropolitan police department (Newham, 2006; Rauch, 2001; Rauch, *et al.*, 2001). Section 64A stipulates that any municipality may, in the prescribed manner, apply to the member of the executive committee (MEC) of the province concerned for the establishment of a metropolitan police department. The MEC concerned may approve the application for the establishment of a MPD only under the following conditions:

- The application should comply with the relevant requirements as prescribed in the Regulations for Municipal Police Services (Republic of South Africa, 1999).
- The municipality should have the resources to provide a metropolitan police service, on a 24-hour basis, which complies with the national standard for metropolitan police departments.
- Traffic-policing services by the municipality should not be adversely affected by the establishment of such a metropolitan police department.
- Proper provision should be made for ensuring civilian oversight of such a metropolitan police department.
- The establishment of a MPD should improve the effectiveness of policing in the province.

The MEC of the province concerned may only approve the application after:

- consultation with the National Commissioner of the South African Police Service
- consultation with the metropolitan council if the municipality falls in the area of jurisdiction of a metropolitan council
- the approval of the MECs 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, are obtained.

If the application for the establishment of a metropolitan police department has been approved, the MEC shall establish the MPD concerned by virtue of a notice in the Government Gazette. The establishment of a metropolitan police department shall not, in any way, derogate from the functions of the South African Police Service, or the powers and duties of a member in terms of any law. All expenses associated with the establishment of a MPD shall be for the account of the municipality concerned.

2.3.2 The Chief Executive Officer of the municipality

In accordance with Section 64B of the South African Police Service Act, the Chief Executive Officer of the Municipality concerned shall be responsible for the functioning of the MPD.

2.3.3 The Executive Head of a metropolitan police department

Section 64C of the South African Police Service Act describes the duties and responsibilities of the Executive Head of a metropolitan police department. Section 64C, read together with Section 64D, states that a fit and proper member of the MPD must be appointed as the executive head of the department. The duties of such an executive will include, but are not limited to:

- being responsible for the maintenance of an impartial, transparent accountable and effective metropolitan police service
- recruiting, appointing, promoting and transferring members of such a metropolitan police department
- ensuring that traffic policing by the municipality are not negatively impacted by the establishment of a metropolitan police department.
- ensuring the disciplined behaviour of all members of the metropolitan police department concerned
- ensuring, either personally or by proxy, that the metropolitan police department concerned is represented on every local policing coordinating committee established in terms of Section 64K within the area of jurisdiction of the municipality, as well as on every community police forum or sub forum established in terms of Section 19 within the area of jurisdiction of the municipality

- developing a comprehensive plan that sets out the priorities and objectives of the particular MPD, in cooperation with the South African Police Service (SAPS)
- assuming any other ad hoc duties that may be imposed on the Executive Head of a MPD by the Chief Executive Officer of the municipality concerned.

In essence, the executive head of a metropolitan police department is therefore responsible for the effective and efficient operation of the Metropolitan Police Department. Accordingly, he or she will be liable for ensuring the suitable performance and professional conduct of the members under his or her command.

2.3.4 The functions of a metropolitan police department

Section 64E of the South African Police Service Act describes the functions of metropolitan police departments as:

- traffic policing, subject to any legislation relating to road traffic
- the policing of municipal by-laws and regulations which are the responsibility of the municipality in question
- the prevention of crime.

At first inspection the mandate of a metropolitan police department seems quite simple and unambiguous. However, the meaning of these functions remains unclear, as the legislator fails to describe them sufficiently, nor does the legislator provide a framework for the execution of these functions (Burger, 2007a; Masuku, 2006; Rauch et al., 2001). It is therefore necessary to find a sensible meaning for these concepts in the context of metropolitan policing.

2.3.4.1 Traffic policing

As traffic policing has been a municipal function since the 1930s (Sader, 2003), it is argued by Rauch *et al.* (2001), that members of a metropolitan police department should be well acquainted with the contents of this function. However, no description of this function, as it applies to a metropolitan police department could be found.

It is significant to note that legislation describes this function as 'traffic policing', and not as 'traffic law enforcement'. From the literature and policy documents like the

Whitepaper on Safety and Security (1998) it seems that these two concepts are considered to have the same meaning, as they are used quite interchangeably. However, a deeper analysis of these terms suggests that they do refer to two distinctive concepts.

The Cambridge Dictionaries Online (2011) describes law enforcement as ‘the activity of making certain that the laws of an area are obeyed’. This idea of law enforcement is supported by McLaughlin (1996), who is of the opinion that law enforcement is about putting written law into action. Purpura (2001) provides a more comprehensive description of law enforcement, as the application of a legal sanction to conduct that violates a legal standard.

Policing, on the other hand, suggests a wider variety of functions and responsibilities than only law enforcement (Reiner 2000). Shapland and Hobbs (1989), comes to the same conclusion when they argue that policing does not consist of a single task, but rather a multitude of diverse tasks, all performed by the same police officials. Leishman, Loveday and Savage (2000), describes policing as a complex assembly of personnel, techniques, and technologies (in Francis, Davies and Jupp, 1997) aimed at the protection of human rights (Mayoyo, Potgieter & Ras, 2011). Burger (2007a, p. 28) summarises the notion of policing quite accurately when he defines policing as:

... all those lawful activities, whether proactive or reactive, performed by the police in the process of providing their prescribed services such as reassuring the public; creating a visible deterrence; and executing their law enforcement, crime investigation and public order maintenance functions.

It should therefore be clear that traffic policing will include a much wider variety of activities than merely enforcing traffic legislation. While traffic law enforcement is concerned with the creation of a safe traffic situation through the application of criminal sanctions to undesirable behaviour, traffic policing, on the other hand, is concerned with the application of a variety of both reactive and proactive activities, aimed at creating a safe traffic situation (McLaren & Wilson, 1977; Zaal, 1994; Zajc,

1996). White and Perrone (2006) suggest that traffic policing should at least consist of:

- regulating traffic laws and driver habits
- managing and enforcing drunken driving campaigns
- handling licensing allocations and suspensions
- attending accident scenes
- participating in accident prevention schemes
- supervising evacuations
- educating people on traffic-related matters

For the purpose of metropolitan policing, it is suggested that the following definition, used by the Tshwane Metropolitan Police Department (City of Tshwane, 2009-2010), be adopted:

Road Policing centres on all activities which reduce, deter or prevent the occurrence of all accidents firstly by ensuring effective and efficient law enforcement, secondly on the monitoring of relevant infrastructure as well as strategic interventions where and when necessary, and thirdly by providing supportive traffic control services with the vision to secure a safe road environment where the community can confidently use all roads in Tshwane without fear for damage, injury or death.

The NRTA describes how the drivers, vehicles and other road users must behave in the road traffic environment. It describes offences that can be committed, but does not give any direction as to how the police should act to these offences. Subsequently, the tools available to a metropolitan police department for the enforcement of road-traffic legislation are the Criminal Procedure Act (Act 51 of 1977), and the Administrative Adjudication of Road Traffic Offences (AARTO) Act (Act 46 of 1998).

2.3.4.2 By-law policing

A by-law can be described as local legislation, passed and enacted by a municipal council to control various forms of local misbehaviour (Memeza, 2001; Mokoena, 2007). In terms of Section 156 (2), Schedule 4 Part B and Schedule 5 Part

B of the Constitution of the Republic of South Africa (1996), a municipal council may create and enforce municipal by-laws to administer, amongst others, the following:

- building regulations
- child-care facilities and municipal health services
- fire fighting services
- municipal public transport
- pontoons, ferries, jetties, piers and harbours,
- trading regulations
- beaches, amusement facilities and public places
- billboards and the display of advertisements in public places
- cemeteries, funeral parlours and crematoria
- control of public nuisances and noise pollution
- control of undertakings that sell liquor to the public
- facilities for the accommodation and burial of animals
- fencing and fences
- licensing of dogs
- licensing and control of undertakings that sell food to the public
- local sport facilities, municipal parks and recreation
- refuse removal, refuse dumps and solid waste disposal
- street trading and street lighting
- traffic, parking, pounds and municipal roads.

As is the case with traffic policing, the legislator again refers to 'by-law policing' and not 'by-law enforcement'. Accordingly, by-law policing will then, like traffic policing, include a wider variety of functions than mere law enforcement. These functions may include:

- educating the community on by-law related matters
- public by-law awareness campaigns
- licensing of traders, vendors and places that sell liquor
- providing assistance and counselling to those who have infringed a by-law
- facilitating voluntary compliance with the relevant by-laws by assisting people and organisations with expert advice.

Marais (2003, p. 139), describes by-law policing as:

... the prosecution of offenders in contravention of properly promulgated by-laws, by Metro police officers in an endeavour to prevent crime and in so doing to enhance the quality of life in a metropolitan area.

The definition provided by Marais, although noteworthy, fails to capture the entire breadth of the notion of by-law policing. This definition tends to lean towards describing by-law enforcement rather than by-law policing. For the purpose of metropolitan policing, it is suggested that by-law policing be defined as *ensuring compliance with local legislation by employing both reactive and proactive policing methods in order to improve the quality of life of all people within the municipal area.*

The main tool available to a metropolitan police department for the enforcement of municipal by-laws is the Criminal Procedure Act (Act 51 of 1977), which authorises members to issue written notices (Section 56), summonses (Section 54), and to execute arrests (Section 40 (1)).

2.3.4.3 Crime prevention

Crime prevention is an ambiguous term that holds different meanings for different people (Deklerck & Depuydt, 2000; Masuku & Maepa, 2004; Nel, 2000). Accordingly, there seems to be no consensus on the meaning of the term crime prevention within the context of metropolitan policing. In this regard, it is argued by Rauch *et al.* (2001, Crime prevention by the municipal police, ¶ 1) that:

It remains unclear exactly how the 'crime prevention' role of the MPS will be interpreted — whether it will include social crime prevention as envisaged in the 1998 White Paper on Safety and Security, or whether the crime prevention role of the MPS will be derived from the general deterrent effect which ordinary police work and patrol is taken to have.

Newham, Masuku and Gomomo (2002, Crime Prevention, ¶ 1) shares this sentiment when they argue that 'one of the biggest challenges facing the metropolitan police

departments is to develop an effective approach to crime prevention.’ Newham (2006, p. 3.), arrives at the same conclusion when he argues that:

‘...shortly after the establishment of the MPDs it became clear that their crime prevention role and mandate had to be clarified.’

Rauch *et al.* (2001) attributes this uncertainty to two distinct shortcomings within legislative framework applicable to metropolitan policing. Firstly, they argue that legislation does not provide a clear and definitive description of the meaning of crime prevention within the context of municipal policing. Secondly, they argue that the legislative framework does not provide a clear operational framework that indicates how a metropolitan police department should engage in the prevention of crime.

As this research is directed at finding a realistic and appropriate meaning for crime prevention in the context of municipal policing, it is anticipated that a clear definition of crime prevention in this context will emerge from it.

2.3.5 The powers of members of a metropolitan police department

Section 64F of the South African Police Service Act states that all members of a metropolitan police department shall exercise all their powers and duties, with due regard to the fundamental rights of every person, as is enshrined within the Constitution of the Republic Of South Africa (1996). Again, it is necessary to mention that members should be well acquainted with the contents and application of the provisions of the Bill of Rights as set out in Chapter 2 of the Constitution.

Secondly, this section states that all members of a metropolitan police department are peace officers, and that such a member may only exercise the powers confirmed upon a peace officer by legislation within the area of jurisdiction of the municipality concerned. However, members of metropolitan police department may exercise their powers outside the area of jurisdiction of the municipality concerned if:

- the member are in pursuit of a person whom the member reasonably suspects of having committed an offence, and such a pursuit has commenced within the area of jurisdiction of the municipality concerned

- an agreement of cooperation exists between municipalities as defined in Section 10C (7) of the Local Government Transition Act (1993).

This section also states that in circumstances where a member of a MPD has seized an article, as is described within the powers conferred upon a peace officer by legislation, such a member may only be in possession of such an article for a period of time reasonably necessary to deliver such an article to a member of the South African Police Service (Van Biljon, 2010).

2.3.6 Proof of appointment

In terms of Section 64G of the South African Police Service Act, a member of a metropolitan police department shall be in possession of a prescribed document certifying such member to have been appointed as a member of a metropolitan police department, and that such a document will be *prima facie* proof of the appointment of such a member. In terms of the Criminal Procedure Act (Act 51 of 1977), this certificate must be in the possession of the member at all times (Road Traffic Management Cooperation, 2010), and any powers exercised without this certificate being in the possession of the member will have no legal consequence.

2.3.7 Procedure after arrest

In terms of Section 64H of the South African Police Service Act, a member of a MPD shall, after affecting arrest, whether with or without a warrant, deliver such an arrested person to a police station under control of the South African Police Service as soon as possible and without delay. If such an arrest was affected in terms of a warrant, a member of a metropolitan police department shall deliver such an arrested person to any other place of detention that may be mentioned in the warrant without any delay and as soon as possible (Van Biljon, 2010).

2.3.8 Legal proceedings against a metropolitan police department

In terms of Section 64I of the South African Police Service Act, any legal actions instituted against a member of a MPD, or against a department itself shall be instituted against the municipality concerned.

2.3.9 Civilian oversight of a metropolitan police department

In terms of Section 64G, a municipal council shall appoint a committee consisting of council members and/or any other person the municipality concerned deems necessary to ensure civilian oversight of the MPD concerned. The duties of such a committee shall be to:

- advise the municipal council on matters relating to the metropolitan police department concerned
- advise the chief executive officer with regard to the performance of his or her functions in respect of the MPD
- perform such functions as the member of the Executive Council, the municipal council or the chief executive officer may consider necessary or expedient to ensure civilian oversight of the MPD
- promote accountability and transparency in the MPD
- monitor the implementation of policy and directives issued by the chief executive officer and report to the municipal council or chief executive officer thereon
- perform such functions as may from time to time be assigned to the committee by the municipal council or the chief executive officer
- evaluate the functioning of the municipal police service and report to the municipal council or chief executive officer thereon.

According to Bruce and Neild (2005), the task of any overseeing body is to hold the police accountable for its actions. They further state that a committed overseeing body will promote and maintain police commitment towards achieving the required policing standards. An additional form of civilian oversight is provided by the Independent Police Investigative Directorate (IPID) who ensures independent oversight of both the SAPS and all metropolitan police departments, by conducting independent and impartial investigations of criminal acts committed by members of either the SAPS or a MPD. After such investigations have been conducted, appropriate recommendations, aimed at the prevention of similar criminal activities are formulated (Independent Police Investigative Directorate, 2014)

2.3.10 Policing coordinating committees

In terms of Section 64K of the South African Police Service Act, the Provincial Commissioner of the South African Police Service shall, in consultation with the MEC of the province concerned, establish at least one of the following committees:

- A local-policing coordination committee
- An area-policing coordination committee
- A provincial-policing coordination committee

The Provincial Commissioner, or any person designated by him or her for this purpose, shall chair the policing coordination committee. Each committee shall be responsible for its own internal arrangements, and shall ensure that minutes of all proceedings are kept. The Minister of Police, in cooperation with the Minister of Transport, may make regulations to ensure the proper functioning of the policing coordination committee.

2.3.11 The powers and duties of the National Commissioner with respect to a metropolitan police department

In terms of Section 64L of the South African Police Service Act, the National Commissioner of the South African Police Service shall determine the national standards of training and policing for the metropolitan police departments. If a metropolitan police department has failed to adhere to these national standards, the National Commissioner shall report the matter to the Minister of Police in the prescribed manner.

2.3.12 The powers of the Member of the Executive Council with respect to a metropolitan police department

In terms of Section 64N, the MEC or a member of the provincial secretariat of the province concerned may, in order to ensure compliance with national policing standards or any provisions applicable to the establishment of the MPD concerned:

- request and obtain information and documents under the control of the municipal police service or municipality in question

- enter any building or premises under the control of the municipal police service or municipality in question
- be entitled to all reasonable assistance by any member of the MPD and any employee of the municipality in question.

If the MEC of the province concerned is of the opinion that a MPD does not comply with national policing standards or any other provision applicable to the establishment of a MPD, the MEC may intervene in the prescribed manner, and all costs incurred by such an intervention shall be for the account of the municipality concerned.

2.3.13 Sections of the SAPS Act that also applies to a MPD

Section 64O indicates that certain Sections of the SAPS Act shall also apply to metropolitan police departments. Annexure 5 of the Regulations for Municipal Police Services (1999) describes these sections and the extent to which they apply. They will include the following:

SECTIONS	EXTENT
14; 44; 46; 55; 56; 61; 67;68; 69.	The entire Section
13	Only subsections (2), (3), (9) and (13)
42	The whole, provided that the reference to the Commissioner be interpreted as a reference to the Executive Head of the MPD
53	The whole, provided that the reference to the relevant Commissioner be interpreted as a reference to the relevant Executive Head of the MPD
66	The whole, provided that a reference to any uniform, distinctive badge or button be interpreted as a reference to that worn by the members of the relevant MPD, and that the reference to the Commissioner will be interpreted as a reference to the relevant Executive Head of the MPD
70	The whole, provided that the reference to the Service will include reference to the relevant MPD
71	The whole, provided that the reference to the Service will include reference to the relevant MPD

Table 2.1 Sections of the South African Police Service Act applicable to a metropolitan police department (South African Police Service Act, 1995)

2.3.14 Regulations with respect to metropolitan police departments

Section 64P of the South African Police Service Act states that the Minister of Police may promulgate regulations regarding the effective functioning of a metropolitan police department. This Section also describes the process that should be followed by the minister to promulgate such regulations.

2.4 THE NATIONAL ROAD TRAFFIC ACT

The provisions of the National Road Traffic Act (Act 93 of 1996) are a critical component of the regulatory framework of a MPD. Any person, who wishes to be appointed as a metropolitan police official must be a registered traffic officer (Regulations for Municipal Police Services, 1999), as set out in Section 3A of the National Road Traffic Act (Act 93 of 1996). Therefore, the provisions relating to appointment, training and disqualification of a traffic officer shall apply to a metropolitan police officer to the same extent as it applies to provincial and local traffic officers.

2.4.1 The minimum requirements for registration as a traffic officer

According to Section 3D of the National Road Traffic Act (1996), the minimum requirements for registration as a traffic officer are:

- an appropriate diploma at a traffic training centre approved by the shareholders committee
- that the person be fit and suitable
- the person has undergone training in relation to the laws applicable to the transportation of dangerous goods.

Only if a person meets these requirements may he or she be registered as a traffic officer. Registration as a traffic officer is prerequisite for appointment in a MPD. Therefore, these minimum requirements will be applicable to a member of a metropolitan police department.

2.4.2 The powers and duties of traffic officers

Section 3I of the National Road Traffic Act (1996) indicates that a traffic officer, and by implication, a member of a metropolitan police department will have the powers and duties:

- conferred upon an inspector of licences
- to require the driver of any vehicle to stop such vehicle (when in uniform)
- to inspect, test or cause to be inspected or tested any part of and/or functioning of any vehicle, and/or the equipment thereof by any person he considers competent to do so
- to ascertain the dimensions of, the load on, or the mass, axle mass load or axle unit mass load of any vehicle, or the mass of any combination of vehicles, and, if such a vehicle or combination of vehicles exceeds the permissible mass in term of this Act, prohibit the operation of such vehicle or combination of vehicles on a public road until such mass has been reduced or adjusted.
- to drive any vehicle in the performance of his duties provided, he is licensed to drive a motor vehicle of the class concerned
- to temporarily forbid any person to continue to drive or be in charge of a vehicle if the person appears to such officer, by reason of his physical or mental condition, to be incapable, for the time being, of driving or being in charge of such vehicle
- to regulate and control traffic upon any public road
- to require any person to furnish his name and address and give any other particulars which are required for his identification or for any process if such officer reasonably suspects such a person of having committed an offence under this Act, or, if in the opinion of such officer, he is able to give evidence in regard to the commission or suspected commission of any such offence
- to demand from the owner, operator or driver of any motor vehicle, to produce any document prescribed in terms of this Act
- to impound any document, produced to him, which in his opinion may afford evidence of a contravention of or failure to comply with any provision of this Act
- to require any professional driver, or operator or owner of any motor vehicle, to produce for inspection any record or document required in terms of this Act.
- to enter any motor vehicle of an operator at any time and inspect such vehicle and any recording device installed therein for the purpose of Part 3 of Chapter III of this Act
- to inspect any motor vehicle or part thereof and impound any document issued in connection with the registration and licensing of such motor vehicle

- to require police clearance from the owner, operator or driver of a motor vehicle registered or deemed to be registered in any prescribed territory with respect to such motor vehicle before allowing that motor vehicle to be taken across the borders of the Republic.

As a member of a MPD is first and foremost a traffic officer, such a member may therefore exercise the powers described above at any time within that member's area of jurisdiction.

2.4.3 The cancellation or suspension of the registration of a traffic officer

In terms of Section 3E of the National Road Traffic Act (1996), the registration of a traffic officer may be suspended or cancelled if such a traffic officer:

- is guilty of misconduct in the exercise of his powers or the performance of his duties
- such person has, for a period of 12 consecutive months, stopped practising as an officer
- such person has failed to attend an appropriate refresher course within a prescribed period at a training centre approved by the Minister
- if, in the opinion of the Administrator, the performance record of such person indicates that he is unsuitable for the exercise of the powers or performance of the duties of a traffic officer.

As was mentioned earlier, these provisions will apply to a member of a MPD to the same extent as it does to a traffic officer. It is therefore essential that a metropolitan police department ensures that its members comply with these provisions at all times.

2.5 THE CRIMINAL PROCEDURE ACT

In terms of Section 334 of the Criminal Procedure Act (1977), the Minister may, by notice in the Government Gazette, declare certain people, by virtue of their office, to be peace officers within the area specified in the notice, for the purpose of exercising the powers and duties of a peace officer to the extent as is described in the notice.

As mentioned earlier, all members of a MPD are peace officers. In accordance with Section 64F of the South African Police Service Act (1995), a member of a metropolitan police department may exercise all the powers conferred upon a peace officer by law. These powers include the power to search, seize, arrest, issue administrative notices and assess bodily features.

In terms of Annexure 6 of the Regulations for Municipal Police Services (1999), various sections of the Criminal Procedure Act shall apply to a member of a metropolitan police department. These Sections will include:

- Section 21: The power to conduct any search or seizure by virtue of a search warrant, provided that such a search warrant has been issued in the prescribed manner.
- Section 22: The power to conduct any search or seizure without a warrant, provided that such a search or seizure complies with the provisions for such a search or seizure described by the Criminal Procedure Act
- Section 26: The power to enter any premises without a warrant for the purpose of interrogating a person whom the member reasonably believes are able to provide information relating to an offence that is under investigation.
- Section 27: The power to use reasonable force to gain entry into premises for the purpose described in Section 26 if entry to such premises is refused.
- Section 37: In terms of this section, a member of a MPD is authorised to, under certain circumstances, take finger and palm prints of suspected offenders, conduct identification parades, take photographs of suspected offenders, and have blood and other bodily samples taken by a registered medical practitioner.
- Section 72: This section authorises a member of a MPD to release an accused on warning instead of bail, provided that the conditions of such a release complies with the provisions of Section 55 of the Criminal Procedure Act.

Should a member of a MPD exercise any of the powers described above, it is essential that such a member ensure that all requirements and provisions described by this Act are complied with.

2.6 OTHER LEGISLATION APPLICABLE TO METROPOLITAN POLICE DEPARTMENTS

In addition of the powers of a peace officer conferred upon a member of a MPD by the Criminal Procedure Act (1977), Annexure 6 of the Regulations for Municipal Police Services (1999) extends the powers of metropolitan police officers to include a variety of additional powers conferred upon a peace officer by other legislation. These additional powers include the following:

2.6.1 The Stock Theft Act (Act 57 of 1959)

Only Subsection (3) and (7) of Section 8 and the entire Section 9 of the Stock Theft Act (Act 57 of 1959) shall apply to a MPD. Consequently, members of any metropolitan police department are authorised to:

- demand from any person, who is required to have a removal certificate for livestock, to produce a certificate for inspection
- demand from an employee, owner or occupier of land to produce a certificate authorising the employee to remove stock that is his property from land belonging to his employer
- under certain circumstances, arrest a person without warrant, search a vehicle or receptacle and seize stock, a receptacle, or vehicle, provided that the offence falls within the ambit of the Stock Theft Act.

Members of a MPD have limited powers in relation to the Stock Theft Act, as is described above. It is essential that members familiarise themselves with their limited powers in this regard.

2.6.2 The Tear-gas Act (Act 16 of 1964)

Only Section 4 of the Tear-gas Act (Act 16 of 1964) shall apply to a MPD. In terms of this section, a member of a metropolitan police department is authorised to enter any premises utilised for the manufacture or storage of tear gas to determine whether the provisions of the Act has been complied with. Should a member of a metropolitan police department exercise the powers as described above, it is essential that such a member is familiar with the provisions relating to the manufacturing and the storage of tear gas as described by this Act.

2.6.3 The Mental Health Act (Act 18 of 1973)

Only Subsection (2) of Section 14 and Subsection (1) of Section 70 of the Mental Health Act (Act 18 of 1973) shall be applicable to a MPD. Accordingly, a member of a metropolitan police department may:

- apprehend and detain a person who is reasonably believed to be mentally ill and a danger to him- or herself or others, provided that such a mentally ill person is delivered to a member of the South African Police Service without delay
- recapture any person escaping while being transported or detained in such a manner as is prescribed by the Mental Health Act.

Members of a MPD have very limited powers in terms of this Act. It is essential that members familiarise themselves with the limitations imposed upon them in relation to this Act, as any deed that exceeds their authority may lead to civil or criminal proceedings against the member concerned.

2.6.4 The Drugs and Drug Trafficking Act (Act 140 of 1992)

Only the powers referred to in Subsections 1 (a) (b), (d) and (g), and 2 (a) of Section 11 shall apply to a member of the Metropolitan Police Department. Consequently, a member of the MPD is authorised to:

- enter or board and search any premises, vehicle, vessel or aircraft on or in which any such substance, drug or property is suspected to be found, and search any container or other thing in which any such substance, drug or property is suspected to be found
- search or cause to be searched any person or anything in his or her possession or custody or under his or her control if the member has reasonable grounds to suspect that such person has committed or is about to commit an offence under the Drugs and Drug Trafficking Act (Act 140 of 1992) by means of or with respect to any scheduled substance, drug or property, provided that a woman shall be searched by a woman only
- question any person who, in the opinion of the member, may be capable of furnishing any information as to any offence or alleged offence under the Drugs and Drug Trafficking Act

- seize anything which, in the opinion of the member, is connected with or may provide proof of a contravention of a provision of the Drugs and Drug Trafficking Act
- require any vehicle, vessel, aircraft, to stop for the purpose of exercising the powers conferred upon a member of a metropolitan police department by the Drugs and Drug Trafficking Act.

It is essential that members of a MPD exercise the powers conferred upon them by this Act in a responsible and legitimate manner, as any action that exceeds this authority may lead to civil or criminal proceedings against the members concerned.

2.6.5 The Domestic Violence Act (Act 116 of 1998)

Only Sections 2, 4 and 8 of the Domestic Violence Act, 1998 (Act 116 of 1998), shall apply to a MPD provided that the application of these sections shall be in accordance with the national instructions issued by the National Commissioner of the SAPS as set out in Section 18 of the Domestic Violence Act, 1998. A member of a metropolitan police department is consequently authorised to:

- assist a complainant, as is appropriate in the circumstances, at any scene where an incident of domestic violence has occurred
- bring forth an application for the issuing of a protection order on behalf of any complainant of domestic violence, provided that any such application shall be accompanied by the written consent of the complainant
- receive a warrant of arrest from a complainant and arrest the respondent should a breach of the protection order occur, and provided that if such arrest is not executed, the member shall provide the respondent with a notice on which the date and time the respondent is to appear in court shall be specified.

As domestic violence currently is a significant problem in South Africa, it is essential that members of a MPD familiarise themselves with the responsibilities and obligations imposed on them by this Act.

2.7 THE NATIONAL CRIME PREVENTION STRATEGY

The National Crime Prevention Strategy (NCPS) in 1996 became the overarching policy on crime prevention in the Republic of South Africa (Pelser & Louw, 2002). This strategy which was launched during May 1996 shifted the approach to crime in South Africa from reactive crime control to proactive crime prevention (Bruce, 2006; Naudé, 2000). Newham (2005) describes the National Crime Prevention Strategy as a holistic national strategy for reducing crime in South Africa. According to Du Plessis and Louw (2005), the NCPS is a guiding framework for a wide range of interdepartmental programmes aimed at increasing safety by focussing on improving the criminal justice system, enhancing crime prevention through environmental design, improving community values and education, and refocusing on transnational crime.

The objectives of the National Crime Prevention Strategy (1996) are:

- the establishment of a comprehensive policy framework that will enable government to address crime in a coordinated and focused manner, and that draws on the resources of all government agencies as well as civil society
- the promotion of a shared understanding and common vision of how we, as a nation, are going to tackle crime. This vision should also inform and stimulate initiatives at provincial and local level
- the development of a set of national programmes that serve to kick-start and focus the efforts of various government departments in delivering quality service aimed at solving the problems leading to high crime levels
- the maximisation of civil society's participation in mobilising and sustaining crime prevention initiatives.
- the creation of a dedicated and integrated crime-prevention capacity that can conduct on-going research and evaluation of departmental and public campaigns, as well as facilitating effective crime-prevention programmes at provincial and local level.

The NCPS acknowledges the fact that a local government has a significant role to play in the prevention of crime (Bruce, 1997), but it fails to describe a specific role or

provide guidelines on how the municipality should participate in the prevention of crime (Mokoena, 2007).

Despite the fact that the NCPS does not mention metropolitan police departments or describe the role of the local authority in the prevention of crime, members and managers of a metropolitan police department should take cognisance of and implement the multidisciplinary and holistic approach suggested by this policy.

Although the philosophical approaches towards the prevention of crime introduced by the National Crime Prevention Strategy is significant and still applied in various other crime reduction strategies, the current status of the NCPS itself can be described as 'valid but dormant'. According to Rauch (2001) supported by Burger (2007a) the National Crime Prevention Strategy was never fully implemented, due to a lack of political support towards the implementation process.

2.8 THE WHITE PAPER ON SAFETY AND SECURITY

According to Van der Spuy and Röntsch (2008), the 1998 White Paper aimed to redress some of the inadequacies of the NCPS. The South African Police Service (2006) views the White Paper on Safety and Security as the overarching policy framework for policing in South Africa. According to Artz and De Oliveira (1997), the rationale behind the White Paper on Safety and Security was to move away from the exclusive emphasis of crime control by the police and to introduce crime prevention activities within policing. Rauch (2001, p. 9) shares this sentiment when she states that:

The key conceptual guidance provided in the White Paper was that policing (law enforcement) and crime prevention should be integrated and 'inter-locking'.

According to the South African Police Service (2001), the objectives of the White Paper on Safety and Security were to provide policy guidelines with regard to:

- strategic priorities to address crime
- the roles and responsibilities of all the role players in safety and security
- the role of the police in the constitutional framework.

Newham (2005) states that the White Paper on Safety and Security (1998) provided a clear description of the role the local government are expected to play in the prevention of crime. The White Paper on Safety and Security describes the role of the local authority in the prevention of crime as:

- the internal prevention of crime within the structures and on the property of the municipality
- cooperation with local police in setting joint priorities and identifying possible areas for local government intervention
- the alignment of internal resources and objectives within a crime-prevention framework
- ensuring that development projects take account of crime-prevention principles
- the coordination of crime-prevention initiatives operating within the municipal area to avoid duplication
- the effective enforcement of by-laws to ensure a safer and cleaner environment, less conducive to crime
- the effective enforcement of traffic laws to ensure a well-managed and -regulated environment, less conducive to criminal activity
- the provision of information about the services available to assist victims of crime or, where capacity exists, the provision of limited victim-support services
- the initiation of targeted crime-prevention programmes aimed at specific problems and groups at risk.

When it comes to the MPD, the White Paper on Safety and Security (1998; The Role of Local Government; ¶ 3) describes the role of a metropolitan police department as follows:

The crime prevention functions of municipal police services will be primarily exercised through the visible presence of law enforcement officials by means of point duty, foot, vehicle or other patrols.

The White Paper on Safety and Security further contends that visible policing by a MPD will include, *inter alia*, responding to incidents of crime, under such

circumstances where a delay in a response from the South African Police Service could lead to loss of life, loss of property or the unavoidable escape of the offender.

2.9 THE GREEN PAPER ON POLICING

During June 2013, the Civilian Secretariat for Police published the Green Paper on Policing (2013). According to the Early Childhood Development Learning Community, the purpose of this document was to review the White Paper on Safety and Security (1998), and to identify current policing issues and shortcomings (ECDLC, 2013).

The Green Paper on Policing (2013) does not provide any definitive description of the role that a MPD should play in the prevention of crime. Instead, the Green Paper on Policing (2013) calls metropolitan police departments 'a serious risk to democracy', as the MPD falls outside the control of the South African Police Service. In addition, the Green Paper for Policing calls for the creation of a single police service, through the centralisation of all policing command and control structures (Louw, 2013).

Although the Green Paper on Policing (2013) lobbies for the integration of all metropolitan police departments into the SAPS, it does provide a description of how the municipality should participate in the prevention of crime. This description is exactly the same description that was offered by the White Paper on Safety and Security (1998).

2.10 THE MINIMUM REQUIREMENTS FOR APPOINTMENT AS A MEMBER OF A METROPOLITAN POLICE DEPARTMENT

A person may only be appointed as a member of a MPD if such a person complies with the minimum requirements (Road Traffic Management Cooperation, 2010) that follow. The person should:

- be registered as a traffic officer in terms of the Road Traffic Act, Act 29 of 1989)
- have applied in the prescribed manner and affirmed under oath or by way of solemn declaration that particulars furnished in the application are the truth
- have permanent residence in the Republic of South Africa
- provide documentary proof that he or she is at least eighteen (18) years old

- undergo a medical examination determined by the Executive Head and found to be physically and mentally fit for appointment as a member of a municipal police service
- provide documentary proof that he or she is in possession of at least a senior certificate or equivalent qualification
- have no previous criminal convictions (excluding previous convictions relating to political activities in the previous dispensation) and such person shall allow his or her fingerprints to be taken
- have successfully completed training determined by the National Commissioner
- be proficient in English
- takes the Oath of Office determined by the municipal council concerned
- comply with the requirements determined by the municipal council concerned.

The requirements listed above describe the minimum requirements that a person must comply with in order to be appointed as a member of a metropolitan police department, and is applicable to all metropolitan police departments in South Africa.

2.11 SUMMARY

From the information provided in this chapter it becomes clear that metropolitan police departments are police departments that exist independently from the national police service (SAPS) and falls under the direct control of a local authority or municipality.

Although the Constitution of the Republic of South Africa (1996) does not describe the mandate of metropolitan police departments, it does enable national legislation to provide a broad framework for the operation of a MPD. Consequently, this framework is found within Chapter 12 of the South African Police Service Act (1995), which describes various aspects relating to the establishment, functioning and control of the Metropolitan Police Department.

The provisions relating to the registration, powers and duties, and the suspension of a traffic officer's registration, as described in the National Road Traffic Act (1996), shall apply to a member of a MPD, as the Regulations for Municipal Police Services

(1999) requires that any person who wishes to be appointed as a member of a MPD must be registered as a traffic officer as set out in Section 3A of the National Road Traffic Act.

The Criminal Procedure Act (1977) describes the powers and duties of peace officers. In terms of Section 64F of the South African Police Service Act (1995), every member of a MPD is a peace officer and may exercise all the powers conferred upon a peace officer by law.

The National Crime Prevention Strategy (1996) and the White Paper on Safety and Security (1998) are national policy documents that shifted the focus of policing from traditional crime-control methods to pre-emptive crime prevention techniques. Although these documents does not specify the exact role that the metropolitan police departments must play in the prevention for crime, a MPD must take note of the contents of these documents and implement the provisions made in them.

Understanding the regulatory framework applicable to metropolitan police departments and the consequences of this framework on the crime-prevention capabilities of these departments is the first step to creating a realistic and fitting meaning for crime prevention in the context of metropolitan policing.

CHAPTER THREE

SETTING THE SCENE: FACTORS THAT MAY INFLUENCE THE CRIME-PREVENTION CAPABILITIES OF A METROPOLITAN POLICE DEPARTMENT

3.1 INTRODUCTION

Crime prevention, which has been a police function for approximately 200 years, is considered to be one of the most overworked and least understood concepts in present-day criminology (Burger, 2007a). It seems that crime prevention is such a complicated and varied concept that the police, despite their two-hundred-year participation in this phenomenon, has been unable to identify and adopt a suitable role for itself to play in this global sensation (Jones *et al.*, 1994). Indeed, this seems to be the case with the Metropolitan Police Department. The MPD has existed for a period of approximately fourteen years – a relatively short period of time – in which it seems to have made very little progress, if any, in identifying and implementing an appropriate and realistic role to play within the national and local crime-prevention arena. In order for a metropolitan police department to find such an appropriate and realistic role, it is necessary to create a realistic picture of the crime-prevention capabilities of the MPD. Creating such a picture will be impossible if the factors that might have a significant impact on the crime-prevention capabilities of the organisation are not examined.

This chapter is therefore directed at creating a theoretical backdrop within which the actual crime-prevention capabilities of a metropolitan police department can be examined. Consequently, this chapter will provide a short overview of crime prevention as a police function, including the problems experienced by the police in relation to this complicated phenomenon. Furthermore it will provide a short history of metropolitan policing in the South African milieu, and will conclude with a short review of all factors that might have an impact on the crime-prevention capabilities of a MPD.

3.2 A BRIEF HISTORY OF CRIME PREVENTION AS A POLICE FUNCTION

From recorded history it seems that the crime phenomenon has plagued humanity since the very dawn of its existence. Roufa (n.d.) is of the opinion that crime is one of the oldest problems faced by civilisation. Indeed this seems to be case, as various ancient texts like the Bible, the Tanach and the Holy Koran all describe various incidents where individuals have acted in contrast to the social and moral convictions of the society concerned. History further suggests that the idea of crime prevention has existed for as long as the crime phenomenon itself (Gilling, 1997; Potgieter, Ras & Nesor, 2008; Simmons, 2002). Ancient civilisations, like the Romans, the Egyptians and the Persians imposed cruel and horrific sentences on those who offended, or opposed the rule of state (Crawford, 2010). Lab (2010) argues that the purpose of imposing these severe and unpleasant punishments in the public eye were to act as a preventative deterrent to potential offenders and adversaries.

Despite the ideas of crime prevention and social control being present for such an extensive period of time, it seems that no government institution were formally sanctioned to perform this function prior to the establishment of the first official police organisation (Rawlings, 2002). In 1829 Sir Robert Peel, a British Social Reformist, established the first formal government-sanctioned police organisation, the London Metropolitan Police (Burger, 2007a; Nazemi, 2009.). According to Peak and Glensor (1996), the establishment of the London Metropolitan Police was the beginning of formal crime prevention and crime prevention as a police function. This seems to indeed be the case, as it is argued by Shaw and Camerer (1996), Purpura (2001) and Wright (2002) that the motivation for establishing the said police organisation was to 'render it impossible for any person to commit a crime'. Jones *et al.* (1994) supported by Purpura (2001) are of the opinion that the creators of the London Metropolitan Police believed that this objective would be easily achievable through the persistent patrolling of streets and neighbourhoods by uniformed police personnel.

According to Burger (2007a) and Gilling (2000), the prevention of crime has remained a mandatory police function from the establishment of the London Metropolitan Police Department until this very day. The history of crime prevention during this time, however, seems to be a history of constant failures and frustration,

rather than a history of triumphs and victories. Over this time of approximately two hundred years, the police has developed and adopted various policing models like community policing (Purpura, 2001), sector policing (South African Police Service, 2006), problem-orientated policing (Sagant & Shaw, 2010), zero-tolerance policing (Evans & Kebbell, 2012), the broken-windows approach (Wilson & Kelling, 2009) and intelligence-led policing (De Guzman *et al.*, 2012). However, none of these approaches placed the police in a better position to prevent crime or preclude the fear of crime (Maroga, 2003; Ngantweni, 2008). Burger (2006), Cilliers (2007) and Faull (2009) attribute this failure of crime prevention to a public and political misconception of what the role of the police in the prevention of crime is, and what the police realistically can do to prevent crime.

Despite the almost two-hundred-year history of crime prevention as a police function, the role that the police is expected to play in this complicated phenomenon is still constantly debated. If a sensible role for the police in the prevention of crime is to be found, it will be necessary to create a realistic picture of the crime-prevention capability of the police. It is anticipated that this study will produce such a picture of the MPD, and consequently contribute towards changing a past of failures into a future of hope.

3.3 EXPOSING THE PROBLEMATIC NATURE OF CRIME PREVENTION IN THE CONTEXT OF POLICING

As mentioned earlier, crime prevention has been a constant source of frustration and public condemnation for the police. From the literature, it seems that the problematic nature of crime prevention can be attributed to two distinct characteristics of the crime-prevention phenomenon that has plagued crime-prevention practitioners from the very onset of formal crime prevention. Despite the fact that crime prevention has been a critical police function for almost 200 years, it seems that the police have made little headway, if any, in finding an appropriate role for itself in this complicated phenomenon (Jones *et al.* 1994). For the purpose of this study, it is argued that the factors listed below, should be considered as the main contributors in this regard.

3.3.1 The ambiguous nature of crime prevention

The meaning of crime prevention appears to be strikingly obvious – to prevent a crime from happening. Yet, from the literature it seems that there are very little consensus amongst scholars and practitioners about the meaning of the term ‘crime prevention’. In this regard, it is argued by Burger (2007a), Masuku and Maepa (2004) and Nel (2000) that crime prevention is an ambiguous term that generally holds different meanings for different individuals. In addition, it appears that the meaning of crime prevention is significantly influenced by the social and executive frameworks in which it is applied. In this regard it is argued by Sagant and Shaw (2010) that the meaning of crime prevention fluctuates in relation to the organisational, geographical and time frameworks in which it is practised.

White (1996) and Ovens (2003) come to the same conclusion when they contend that the meaning of crime prevention is not only dependent on the objectives of the organisation concerned, but by the philosophical fundamentals of those who practise and contribute to the prevention of crime. This view is shared by Deklerck & Depuydt (2000), who are of the opinion that various actors, approaches and ideological beliefs provide crime prevention with a subjective flexibility that allows for a broad range of hypothetical assumptions and practical interventions to exist within the domain of the crime-prevention phenomenon.

Consequently, various definitions of the crime-prevention phenomenon could be found. Arrington (2007, p. 3.), describes crime prevention as:

... the anticipation, recognition and appraisal of a crime risk and the initiation of some action to remove or reduce it.

Purpura (2001, p. 226) defines it as:

... any organized activity aimed at keeping unlawful behaviour from occurring originally or keeping such behaviour to a minimum and thus avoiding police intervention; or any organized activity aimed at deterring unlawful behaviour.

The White Paper on Safety and Security (1998) defines crime prevention as:

all the 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 deterrence in the form of an effective Justice System.

The reasonable validity and importance of these definitions are obvious (Burger, 2007a). However, the appropriateness of these definitions should be debated (Pelser, 2002). Firstly, it can be argued that these definitions are vaguely formulated, and leave much room for individual interpretations (Masuku, 2006). It is striking that all the definitions listed above, states that 'some action' or 'any activity' must be taken to bring about a reduction in the opportunities to commit a crime, without indicating what type of action or activity should be used to produce such a reduction. Consequently, these definitions provide crime-prevention practitioners with little direction as to what actions or activities are appropriate in this regard. As a result, crime-prevention practitioners are free to interpret 'some action' and 'any activity', as they consider to be appropriate.

As demonstrated earlier, these interpretations will be based on the physiological, organisational and legislative frameworks applicable to the crime-prevention practitioner concerned. It can therefore be argued that various interpretations of these definitions will exist. It is further argued by Burger (2007a) and Leggett (2004) that these definitions describe crime prevention in broad general terms without describing or clarifying the roles appropriate to each role player relevant to the prevention of crime. This argument implies that governmental agencies and other non-governmental organisations, which are relevant to the effective prevention of crime, may circumnavigate responsibility and involvement in crime prevention (Burgmer, 2007; Ngantweni, 2008; Pelser, 2007). Consequently, governmental agencies and non-governmental organisations are free to interpret their role in crime prevention as they see fit (Tilley, 2009). It seems that no organisational or philosophical frameworks were considered during the formulation of these definitions. As demonstrated earlier, the meaning of crime prevention is critically dependent on the organisational, philosophical, and legislative and time frames in

which it is applied. Because of the fact that these critical aspects are not addressed in these definitions, the relevance of the definitions should be questioned, as they fail to acknowledge the role of the organisation or individual crime-prevention practitioner in this complicated phenomenon.

When it comes to policing, it is argued that these definitions do not provide the police with any clear direction as to how they should be expected to participate in the prevention of crime. As the police are considered to be the primary stakeholder in crime prevention, one should expect that a clear definition, appropriate and fitting in the policing context, should exist (Shaw & Camerer, 1996; Morgan, 1989; Wright, 2002). In this regard it is argued by Leggett (2004) and Newham (2006) that providing a deterrent to potential offenders forms the root of crime prevention in the context of policing. This notion is supported by Nel (2000), who is of the opinion that crime prevention, in policing terms, has got to do with roadblocks, search-and-seizure operations and visible policing. This idea of crime prevention is also shared by the National Crime Prevention Institute (1986), which argues that the threat of detection and punishment provided by the police forms the basis of all crime-prevention programmes and strategies. Reiner (2000) comes to the same conclusion when he argues that the value of policing in crime prevention is based on the threat of sanctioning. However, no definition containing all the features mentioned above could be found (Vuma, 2011).

If a sensible definition of crime prevention in the context of metropolitan policing is to be created, it will be critical that all the aspects listed above, the regulatory framework applicable to the metropolitan police departments and the organisational objectives of the MPD concerned are taken into consideration. It is anticipated that such a definition will be presented at a later stage of this research.

3.3.2 The complicated nature of the crime-prevention phenomenon

Crime prevention appears to be reasonably easy and straightforward (Pelsler, 2002). Ngantweni (2008) is of the opinion that the concept of crime prevention is based on the simple wisdom that the prevention of criminal behaviour is easier and more economical than reacting to it only after it has occurred. In this regard it is argued by the National Crime Prevention Institute (1986) that crime prevention is an elegantly

simple, direct and affordable approach to ensure a safe and crime-free society. Similarly, this view is shared by Nel (2000), who argues that crime prevention is effective in protecting the community, as it is based on a wide-ranging understanding of crime causation.

The reality is, however, that crime prevention is an extremely complicated and wide-ranging phenomenon, which varies in relation to the context in which it is applied (Frank, 2006). From the literature it seems that the success of crime prevention is dependent on our understanding of two complicated aspects critical to the prevention of crime. Firstly, we must be able to understand what causes crime, and secondly, we must be able to understand what activities and actions are lawful and appropriate to implement in order to prevent a crime from happening (Gilling, 1997; Walklate, 1996; Pelsler, 2007).

Understanding crime causation proves to be a difficult beast to tame. Wilson and Geason (1988), supported by Lab (2010), argue that understanding the psychological and social issues relevant to the commission of a crime is the key to understanding crime causation. Accordingly, it can be argued that we must acquire an extensive understanding of both the individual and the community in a criminological context in order to understand crime causation (Stewart & Wortley, 2006; Jubilee Policy Group, 1993).

Understanding the individual is dependent on how we answer one simple question: Why do some people get involved in crime, while others don't? (Simmons, 2002). Although the question appears simple and practical, it essentially should be considered impossible to answer. There are simply too many variables that should be considered in this regard (Roelofse, 2007). Variables like personality type, intelligence, character, mental stability, ancestry, an individual's moral framework and religious convictions are but a few variables that should be considered (Schiff & Louw, 2000). It is argued by Felson and Boba (2010) and Weatherburn (2001) that these variables cannot be considered in isolation, but that the cumulative effect of a combination of any of these factors may cause a person to become involved in criminal activity. Therefore, the multiplicity of these variables significantly complicates our understanding of the individual in the criminological context. To

complicate matters even further, Standen (2012) suggests that there is no single combination of these variables that can be considered to determine a person's inclination to get involved in crime. As each person is considered to be an autonomous, unique individual, it is safe to assume that the combination of these crime-causing variables will differ from person to person.

Understanding the community proves to be just as challenging as understanding the individual. A community is defined by the Oxford Dictionary Online (2013) as a 'group of people living in the same place or having a particular characteristic in common'. This view is also shared by Flynn (1998), who describes a community as a group of people who share a certain demographical area, as well as certain socio-economic traits and fellowships. Purpura (2001) extends this description to some degree when he describes a community as a population cluster concentrated in an area of individual residences and places of employment that develops daily patterns of interaction.

From these descriptions it becomes clear that a community consists of a collection of individuals, acting together as a group. As is the case with the individual, it can be argued that a multitude of variables will influence how such a group behaves (Sampson, 2011). According to Hampton and Heaven, (2013) these variables may include:

- the condition of the shared infrastructure
- patterns of settlement, commerce and industry
- demographical composition
- history
- community leadership
- existing groups within the community
- economics
- politics
- social structure
- attitudes and values.

According to Palmary (2001), Plant and Scott (2009), and White and Perrone (2006), these variables will differ greatly from community to community. Understanding how these variables interact with one another seems to be at the root of understanding the social context within which crime originates.

As is the case with the individual, it can be argued that there are simply too many variables to be considered in this regard. Any combination of any of these variables at any given time may increase a community's risk to get involved in crime. A sudden change in a community's leadership or economic status, for example, may trigger either a decline or an increase in that particular community's risk to become involved in crime – it all will depend on the community concerned (Frank, 2006).

From the above it becomes clear that there is no clear and definitive understanding of what exactly causes crime (Burger, 2007a). There simply are too many variables to be considered in this regard. Against this backdrop, finding appropriate actions and activities to prevent a crime from happening will always be challenging. National legislation and policy provide us with various activities that should be undertaken to prevent crime. Although many of these activities like social development, increased visible policing, public education and improved environmental design did contribute towards the prevention of crime to some extent, they should not be considered as truly appropriate, because they have failed to address the crime problem in its totality (Burger, 2007a; Frank, 2006; Faull, 2009).

Only after the precise causes of crime within a particular situation have been calculated, and activities or actions implemented to address those causes yield substantive long-term results, can these activities and actions be considered truly appropriate.

3.4 A BRIEF HISTORY OF METROPOLITAN POLICING IN SOUTH AFRICA

The origins of the metropolitan police phenomenon can be traced back to the 1980s (Rauch *et al.*, 2001) – a dark period in South African history, characterised by a national police force that was more concerned with quelling political unrest than dealing with the increasing crime levels (Shaw & Camerer, 1996). During this time, various local authorities undertook their own initiatives to address security concerns

at a local level (Shaw, 1997). One of these initiatives was the application of municipal traffic and security departments in an informal crime-prevention capacity, over and above their normal traffic-policing and security functions (Besdziek, 1996) – an ingenuity that would set the tone and outline for the eventual creation of the metropolitan police departments.

Despite the fact that the issue of metropolitan policing was debated as early as 1987 (Besdziek, 1996), the concept was not formally introduced into legislation until 1993 with the inception of the Interim Constitution, Act 200 of 1993, which made provision for the establishment of a metropolitan police department with the power to enforce local by-laws and to prevent crime (Rauch *et al.*, 2001). The current Constitution of the Republic of South Africa enabled national legislation to provide a framework for the powers, functions and control of the Metropolitan Police Department. National Legislation providing such a framework did not come into being until 1998, with the inception of the Police Service Amendment Act, Act 83 of 1998, which provided a comprehensive framework for the establishment, administration and control of metropolitan police departments (Masuku, 2006). It was not until 2000, with the exception of the Durban City Police, that the first metropolitan police departments began to appear (Newham, 2006). To date, a total of five metropolitan police departments were established in the Republic of South Africa.

3.5 FACTORS THAT MAY INFLUENCE THE CRIME-PREVENTION CAPABILITIES OF A METROPOLITAN POLICE DEPARTMENT

The following factors may have a significant impact on the crime prevention capabilities of a metropolitan police department:

3.5.1 The regulatory framework

In the previous chapter the regulatory framework relevant to the metropolitan police departments were examined. Although this framework does not provide a definitive definition or description of crime prevention in the context of the MPD, it does reveal certain characteristics unique to the MPD that may have a significant impact on the crime-prevention capabilities of the organisation.

3.5.1.1 *The primary objective of a metropolitan police department*

Contrary to popular belief, the main objective of a MPD is not the prevention of crime, but the enforcement of road-traffic legislation. This postulation is made from studying the mandate of the metropolitan police departments, as is depicted in legislation.

As demonstrated earlier, Section 64E of the South African Police Service Act, Act 68 of 1995, lists the functions of a MPD in a specific order. The fact that the legislator places traffic policing first when listing the functions of a metropolitan police department places a special emphasis on this function. By listing this function first, it is argued that the legislator sees traffic policing as the primary function of a MPD (Burger, 2007a). This assumption is validated in Section 64A (2) and Section 64C (c) of the South African Police Service Act (1995) that both state the establishment of a metropolitan police department may not prejudicially influence traffic policing by the municipality (Rauch *et al.*, 2001). This view is similarly implicit in the White Paper on Safety and Security (1998), when it describes the crime-prevention role of a metropolitan police department as a visible police presence by means of various point duties and visible police patrols. It is significant to note that point duty is listed first in this regard. By listing point duty, a major activity in traffic policing, first, the importance of traffic policing in this context is again emphasised.

Listing the policing of municipal by-laws and other municipal regulations in the second place seems fittingly appropriate in this context, because by-law policing plays a supportive role to both the functions of traffic policing and crime prevention. In this regard, it is argued that municipal by-laws contribute to traffic policing in the form of local legislation that regulates traffic flow and parking arrangements within the area of the municipality, and regulates the behaviour of other factors that may influence the road-traffic situation, like street traders, roadside advertising, municipal roads and impounds. The policing of municipal by-laws contributes to crime prevention (Memeza, 2001; Marais, 2003) by policing various other forms of local misbehaviour (Mokoena, 2007), by facilitating control over, *inter alia*, public nuisances, establishments that sell liquor, local amenities, noise pollution, public places, refuse removal and street lighting.

By placing crime prevention in the third position, it can be argued that the legislator sees the prevention of crime as an implicit result of the two preceding functions. By effectively enforcing road-traffic legislation and municipal by-laws (Shaw, 1998), a metropolitan police department will create a remarkable framework for visible policing that will contribute towards the prevention of crime within the municipality's area of jurisdiction. This view is supported by Newham (2006, p. 3) who argues that the MPD is in a unique position to address the root causes of crime by the '*... rigorous and consistent enforcement of traffic legislation and by-laws...*' It is additionally argued by Newham and Masuku (2004) that a metropolitan police department should have a totally different focus on crime prevention than the South African Police Service. The South African Police Service should be seen as the public agency concerned with crime and crime prevention, while metropolitan police departments focuses on traffic and by-law policing.

3.5.1.2 *Criminal investigations by a metropolitan police department*

In order to generate crime information that is useful for the purpose of crime prevention, reported crimes must to be thoroughly investigated. Such an investigation scrutinizes the suspect, the modus operandi of the crime, the victim and the place where the crime was committed. All these elements are critical to truly understanding crime causation and subsequently, can be regarded as critical to any crime prevention approach.

It is significant to note that the mandate of the metropolitan police departments does not mention the investigation of crime. To this extent, it is argued by Rauch *et al.* (2001) and Newham *et al.* (2002) that a metropolitan police department will not conduct any criminal investigations. Furthermore it is argued that metropolitan police departments does not have the legal authority to investigate crime, nor to create any crime-intelligence structures, except if such an investigation or intelligence structure is directed at internal matters of the municipality (Bruce, 1997; Marais, 2003).

This, then, implies that metropolitan police departments are dependent on the South African Police Service, which is constitutionally mandated to investigate crime, for information and statistics on crime and criminality within the area of jurisdiction of the department concerned. It seems, however, that the validity of this information should

be questioned (Kappeler, 2006). Kohler Barnard (2012) raises three critical arguments why the validity of this information, especially in the South African context, should be questioned. She contends, firstly, that the current crime statistics are unable to provide an accurate picture of the crime situation as a significant number of crimes goes unreported. Cilliers (2007) arrives at the same conclusion, but he extends this argument by stating that a large number of the crimes that are actually reported are recorded incorrectly by the police. Secondly, she maintains that crime statistics are open to manipulation. This view is shared by Hosken (2012), who argues that the South African public are being deceived by the South African Police Service, as they are unable to explain the significant decline in certain categories of crime and they refuse to have an external auditor review the statistics. This seems to be indeed the case as four senior police officials has been arrested during December 2012 for allegedly manipulating house-breaking statistics by reflecting them as trespassing cases, and murder cases as inquests (South African Press Association, 2011). Thirdly, she claims that the statistics are out of date. This view is shared by Newham, Burger, Gould and Lancaster (2012), and Cohen (2012), who contends that South African crime statistics are generally six months old and thus not able to provide an accurate picture of the current crime situation.

As a MPD cannot investigate crime, it seems appropriate to argue that a MPD cannot generate its own all-inclusive crime information. Taken into consideration that the crime information received from the South African Police Service is imprecise and questionable, it seems that the department is simply not in a position to successfully initiate and manage any multidisciplinary crime-prevention programme – they simply do not have access to the information needed in this regard.

3.5.1.3 Jurisdictional limitations

Section 64F of the South African Police Service Act, Act 68 of 1995, states that members of a metropolitan police department may only exercise their powers within the area of jurisdiction of the municipality concerned, unless:

- such member is in pursuit of a suspect, and such pursuit has commenced within the area of jurisdiction of the municipality by which the member is employed.

- in terms of an agreement between the municipal council and another municipal council in terms of Section 10C (7) of the Local Government Transition Act, Act 209 of 1993.

Where a community is separated by a municipal boundary, a metropolitan police department will only be able to operate in a specific section of such a community (Rauch *et al.*, 2001). Accordingly, it can be argued that the MPD concerned will only be able to provide a certain segment of the community with crime-prevention services.

This is a very dangerous situation. According to Masiloane (2007), Sekhonyane and Louw (2002), and Shaw (2002a), the absence of services within a community may lead to the onset of vigilantism. Häefele (n.d.) is of the opinion that vigilantism generally arises in communities where municipal structures are disorganised or unable to deal with crime and disorder. Against this backdrop, it can be argued that should a metropolitan police department, due to this jurisdictional restriction, only be able to provide one segment of a community with policing and other crime-related services, but not the rest of the community, the absence of these services within the larger community might trigger vigilantism within the segment of the community that is not serviced by the MPD, unless if the SAPS sufficiently can fill such a gap (Minnaar, 2001).

Another possible result of such community separation may be the onset of violent service-delivery protests, for example, the protests against the proposed amalgamation of the Sasolburg Municipality and the Ngwathe Local Municipality in January 2012 (SAPA, 2013). During these protests, approximately 187 people were arrested for a variety of offences relating to this protest (SAPA, 2013). Although these protests cannot be directly linked to the absence of policing, it can be argued that, if one segment of the community is policed by both the MPD and SAPS, while the rest of the community must contend with only one police service, the general unhappiness of this part of the community may indeed trigger such violent protests.

Should vigilantism or violent service-delivery protests occur, it could be argued that the effect of such jurisdictional limitations will cause a metropolitan police department

to contribute to the creation of crime, instead of preventing it (Shaw, 2002b). It should be mentioned, however, that this may only materialise in extreme situations of poor service delivery.

3.5.2 Public perceptions

According to Burger (2006) and Felson (1994), crime prevention is one of those areas in which the public are more uninformed than it realises. From the literature it seems that two major misconceptions should be considered in this regard.

Firstly it seems that the general perception is that crime is a criminal justice problem (Burger, 2007a; Cilliers, 2007; Ngantweni, 2008). Nel (2000) is of the opinion that the common perception is that crime will only be prevented if the police and the courts start “getting tough” with criminals. Similarly, it is argued by Holtmann (2009) that the public perception is that the police do not arrest enough people, and that the courts do not convict enough offenders. This view seems to be shared by Plant and Scott (2009), who argues that the general perception is that the police will only be able to reach their public safety objectives through tough and constant enforcement of the law. Against this backdrop, it is argued by Waller (2011) that the South African public are overly dependent on the criminal justice sector to solve complicated crime problems.

The reality is, however, that the prevention of crime is not the responsibility of the police alone. Shaw and Camerer (1996) argues that the police can do little to prevent crime, as crime is caused by a range of socio-economic factors that fall outside the scope of policing. Walklate (1996) comes to the same conclusion when she argues that the police simply are not in a position to change any of the social, economic, psychological or environmental factors relevant to the occurrence of a crime. Memeza (2001) summarises this notion quite comprehensively when he argues that, as crime is caused by a range of social and economic factors, it will be impossible for any single agency to significantly impact the crime situation. From these opinions, the argument made by Burger (2006) and Felson (1994), mentioned earlier, seems sensible, as it becomes clear that the South African public are indeed quite ignorant on how complicated the prevention of crime really is.

Secondly, it seems that there is a common misperception that the main objective of a metropolitan police department is the prevention of crime. As demonstrated earlier, the main objective of the department is the policing of road-traffic legislation, and municipal by-laws. It seems, however, that very few people actually understand the mandate of the MPD. Besdziek (1996) and Rauch *et al.* (2001) both are of the opinion that metropolitan police departments were created as a response to two significant trepidations at the time when the feasibility of metropolitan policing was debated. These authors contend that the metropolitan police departments was created, firstly, as a response to a growing concern with increasing crime numbers, and secondly, as a result of lingering frustration with the South African Police Service to deal with these increased crime levels. From these arguments it becomes clear that the metropolitan police departments was created with the idea that its main objective would be the prevention of crime – a notion that is not reflected in the regulatory framework of the department at all. It seems, however, that this idea that crime prevention should be the main objective of a MPD is still a leading philosophy within the department, as it is argued by Newham and Masuku (2004) that the vision of the metropolitan police departments is to become an autonomous and self-governing crime-combating policing agency.

The effect of these perceptions is that a MPD is expected to play a major role in the prevention of crime, despite the fact that the regulatory framework only allows a rather limited participation in this complicated phenomenon. This may prompt a MPD to attempt crime-prevention activities that clearly fall beyond their scope and capacity. The Tshwane Metropolitan Police Department may serve as a good example in this regard. They have established units for Social Crime Prevention, Specialised Crime Prevention, Crime Prevention through Environmental Design and Crime Prevention through Environmental Re-Design in an attempt to comprehensively participate in crime prevention. To date, these units have yielded very little results, because these functions clearly are not appropriate in the context of the Metropolitan Police Department.

3.5.3 Political pressure

Savage, Charman and Cope (2000) pose a critical question: Who shapes policing, and consequently, crime prevention policy? Arrington (2007) provides a sensible

answer to this question when he argues that the political leadership determines the direction in which any police organisation moves by the application of political pressure. This view is also shared by Kappeler (2006), who is of the opinion that the mandate of the police is politically defined, and that the objectives of the police are, in fact, political objectives of those elected into power. This being said, it only seems appropriate that the knowledge of politicians with respect to crime and crime prevention should be questioned (Burger, 2007a).

From the literature it appears that politicians' knowledge on crime and crime prevention is rather limited. Gould (2008) argues that the tendency in South Africa is to disguise social problems as law-enforcement problems, and consequently, to hold the criminal justice sector responsible for these problems. It seems that this tendency can in part be attributed to political ignorance on the complexities of crime and crime prevention. Politicians simply do not understand how complicated the prevention of crime truly is.

The former Minister of Safety and Security, Mr Charles Nqakula (2007), stated during a Justice, Crime Prevention and Security (JCPS) Cluster Media Briefing that police on the streets are the best form of crime prevention. More recently, the then Minister of Police, Mr Nathi Mthethwa, stated that the significant decline in crime figures during the 2010 FIFA World Cup and the subsequent festive season of the same year, serves as proof that policing are indeed the best way to prevent crime (Van der Walt, 2010). Claasen (2010) states that the former mayor of Tshwane, Dr Gwen Ramokgopa, attributed the significant fall in accident and crime statistics during the 2009/2010 festive season to a dramatic increase in visible policing and police patrols on all major roads and in crime-ridden neighbourhoods. In terms of metropolitan policing, it is argued by Moolman (2000) that most local politicians view the establishment of a metropolitan police department as sufficient to prevent and control crime, as they very seldom, if ever, initiate or pursue any other means to prevent crime.

From the above it seems that politicians, in general, are inclined to support tough and prominent policing rather than social crime prevention as a crime-prevention strategy. The reason for this seems apparent. Crime prevention is generally

understood to be a long-term project, which will only yield results after a significant number of years (Shaw & Camerer, 1996). As politicians are dependent on public support to keep them in power, they do not necessarily have the time to wait for social crime prevention projects to yield results, as they are only elected for a certain period of time. Accordingly it is argued by Altbeker (2007), Newham (2006), and Pelsler and Louw (2002) that politicians will favour legalistic policing as a crime-prevention strategy rather than social-development-based strategies, as the policing strategies has the potential to deliver quick and visible results. Accordingly, it is argued by Newham (2006) that metropolitan police departments is under enormous pressure to undertake traditional policing-like crime-prevention strategies, as politicians believe that these types of strategies will yield the fastest results.

It should, however, be noted that crime prevention, as any other burning social issue, serves a political purpose (Frank, 2006). Watts, Bessant and Hil (2008), is of the opinion that most political parties, to some extent, use crime and crime prevention as a tool to get themselves into power. Altbeker (2007) arrives at the same conclusion when he argues that high crime levels and the public fear of crime are valuable assets to the power-seeking politician. The politician concerned need only make an objectively realistic promise to improve the crime situation, and such a politician will most likely obtain the needed public support to be elected into power. This being said, one cannot help but wonder if politicians truly are committed to the prevention of crime, as the 'sudden disappearance' of crime in all possibility will have a significantly negative impact on such a politician's election strategy – if there is no fear of crime, what can the politician actually promise the community? (Potgieter *et al.*, 2011).

However, Politicians should tread lightly when using high crime levels as an election tactic, as it is argued by Loader and Sparks (2011) that an excessive variety in political approaches towards crime and crime prevention may cause the policy and practise of crime and crime prevention to become volatile and unstable.

3.5.4 Resource constraints

According to Osse (2007) and Maroga, (2003), resources, such as uniforms, vehicles, communication devices, munitions, stationary, personnel and finances are

critical to ensuring not only the efficient functioning of the police, but professionalism by the police as well. However, it seems that there is an international tendency by national and local governments to reduce the amount of resources available to the police to combat and prevent crime (Cordero, 2011; Fournier-Ruggles, 2011; Kennedy, 1993). Belcher (2013) is of the opinion that this tendency is the result of the worldwide economic recession which ended in 2010.

The National Crime Prevention Council (2012), rightfully so, is of the opinion that this continuous decline in resources should be considered as a significant threat to effective policing and crime prevention. Baker (2010), on the other hand, argues that diminishing resources or a lack of adequate resources should not give the police any justification not to perform their functions. Instead, this decline in available resources should be seen as an instrument to shape national and local police policy. Similarly, In this regard it is argued by Nel (2000) that the coordinated use of the government's resources is an essential element of crime prevention, because such an approach will address disparities in the community's access to employment, services and wealth creation. Waller (2011) extends this notion when he argues that resources should be directed at filling service-delivery gaps, rather than enlarging police departments and court capacity.

In the South African context, it is argued by Pelsler and Louw (2002) that crime-prevention resources in South Africa are particularly limited. This view is shared by Burger and Boshoff (2008), who argue that very few police agencies have the resource capacity to create and maintain effective crime-prevention divisions and long-term crime-prevention programmes. In terms of metropolitan policing, it is argued by Shaw (1998) that most municipalities simply do not have the required capacity to endeavour into complicated crime-prevention programmes. This notion is shared by Newham (2006), who is of the opinion that the South African Police Service is better suited to participate in crime prevention, because it has more resources and personnel at its disposal for this function than the Metropolitan Police Department.

Taking the above into consideration, it becomes clear that a metropolitan police department will have very little crime-prevention resources at its disposal.

Metropolitan police departments must therefore ensure that these resources are used in the most economic and efficient manner. In order to achieve this, it is suggested that metropolitan police departments should focus its resources on its primary objective, namely road-traffic and by-law policing. As demonstrated earlier, crime prevention will be a natural consequence of these two activities.

3.5.5 Training and experience

The meaning of crime prevention, as demonstrated earlier, is dependent on the philosophical and organisational frameworks within which it is applied. It seems obvious that the training and experience of a crime prevention practitioner will have a fundamental impact on how such a practitioner perceives this complicated phenomenon. In order to determine how these aspects influence the crime-prevention capabilities of a MPD, it becomes necessary to investigate the manner in which metropolitan police officers are trained, and the possible experience they could have obtained in this regard.

According to Naudé (2000), there is a lack of comprehensive training for key government individuals and agencies tasked with the planning and implementing of crime-prevention initiatives and programmes on national, provincial and local levels. This seems to be true for metropolitan police departments. As of 2012, the basic training programme for municipal police officers is conducted over a period of approximately 64 weeks. During this time, prospective metropolitan police officers must complete two formally registered qualifications:

- The Further Education and Training Certificate (FETC): Road Traffic Law Enforcement (SAQA ID: 62289)
- Law Enforcement Skills Development Programme (SAQA ID: SP 04/2012)

The Further Education and Training Certificate: Road Traffic Law Enforcement is conducted over a twelve month period in which prospective metropolitan police officers must complete the following subjects:

- Law for traffic officers
- The National Road Traffic Act
- The National Land Transportation Act

- Professional conduct
- Communication
- Use of law-enforcement equipment
- Administrative Adjudication of Road Traffic Offences (AARTO)
- The transportation of dangerous goods by road
- The systematic examination of a vehicle
- Financial aspects
- Restraining techniques
- Control traffic on a public road
- Anti-corruption
- The Fire Arms Control Act
- Handle and use of a handgun
- Handle and use of a handgun for business purposes

This programme is managed and controlled by the Road Traffic Management Cooperation (RTMC). Consequently, metropolitan police departments do not have control over the content of this qualification.

Only after the successful completion of the Road Traffic Law Enforcement Certificate may a prospective metropolitan police officer enrol in the Law Enforcement Skills Development Programme. This programme is conducted over twelve weeks, during which time learners must complete the following subjects:

- Domestic violence
- Children in conflict with the law and youth at risk
- Criminal Justice System
- Professional conduct
- Tactical street survival
- Community Service Centre

The Law Enforcement Skills Development Programme is controlled and managed by the SAPS, Division Training. As is the case with the Road Traffic Law Enforcement Certificate, the metropolitan police departments have no control over the content of this qualification.

It is significant to note that, despite the fact that metropolitan police departments are mandated to engage in the prevention of crime, crime prevention does not feature as a focal point in any of the above qualifications. Nowhere within the current curricula could a comprehensive discussion of the crime-prevention phenomenon, as it applies to a MPD, be found. Subsequently, it can be concluded that metropolitan police officers receive very little, if any, formal training in crime prevention.

In terms of crime-prevention experience, it is argued by Newham (2006) that the South African Police Service is much more experienced in preventing crime than the metropolitan police departments. This seems to be indeed the case, as it is argued by Besdziek (1996), Rauch *et al.* (2001), and Shaw (1998) that the core personnel of the MPD was derived from former municipal traffic and security departments. These departments were not mandated to participate in the prevention of crime. Accordingly, it can be argued that the core personnel of a MPD does not have much, if any, formal experience in crime prevention. Only from 2000 onwards, with the establishment of the first metropolitan police departments, did crime prevention become a mandated function. This implies that the metropolitan police departments cannot, at this point in time, have more than 14 years of experience in crime prevention. Masuku (2006) argues that, despite the prolonged engagement of the South African Police Service in the prevention of crime, the SAPS still do not have a clear picture of their role and responsibilities in the prevention of crime. Considering this statement of Masuku, together with the relatively short involvement of the MPD in crime prevention, one cannot help but to wonder if any significant experience and knowledge could indeed have been gained in such a short period of time.

From the above it becomes clear that metropolitan police departments seriously lack both training and experience in the prevention of crime. It seems that the current training curriculum applicable to metropolitan police officers should be reviewed and improved as soon as possible. Metropolitan police departments should learn from the experiences of other policing agencies – they must study the crime-prevention successes of these agencies, then customise and adapt the models or initiatives used by these agencies for their own unique situation.

3.6. SUMMARY

Crime prevention, which has been a police function for approximately two hundred years, is an ambiguous and complicated phenomenon. Metropolitan Police Departments are legally obligated to be involved in this complicated phenomenon. Various factors have been identified that may have a significant impact on the manner in which the metropolitan police engage in crime prevention.

Firstly, it was argued that the regulatory framework of the MPD indicates that the main objective of a metropolitan police department, contrary to popular belief, is not the prevention of crime, but the policing of road traffic and municipal by-laws. Secondly, it was revealed that the inability of a metropolitan police department to investigate crime places the department in an unfavourable position to participate in crime-prevention strategies other than visible policing. Thirdly, it was put forward that the jurisdictional limitations placed on metropolitan police departments by legislation may contribute to the creation of crime, rather than its prevention.

It was further contended that public perceptions and a political leadership, ignorant of the complicated nature of crime prevention and the purpose of metropolitan policing forces, metropolitan police departments is to engage in crime prevention that clearly falls outside the intended scope of metropolitan policing.

In this chapter, it also became clear that a metropolitan police department does not have access to adequate resources to engage in comprehensive and wide-ranging crime-prevention strategies and programmes. Furthermore, it was revealed that metropolitan police officers receive very little, if any, formal crime-prevention training. It was also stated that metropolitan police departments cannot have much experience in the prevention of crime, as these departments have only existed for a maximum time period of fourteen years.

Understanding the factors listed above are critical to painting a realistic picture of the crime-prevention capabilities of a metropolitan police department. Understanding the consequences of these factors will be critical in selecting or developing an appropriate and realistic crime-prevention model for the MPD.

CHAPTER FOUR

EXAMINING THE CRIME-PREVENTION CAPABILITIES OF METROPOLITAN POLICE DEPARTMENTS

4.1 INTRODUCTION

In the previous chapter, various factors that may influence the crime-prevention capabilities of a metropolitan police department have been identified. These factors indicated that a metropolitan police department may potentially have a limited role to play in the prevention of crime. How these factors influence the crime-prevention capabilities of a metropolitan police department remains unknown at this stage.

From the literature, it seems that most crime-prevention models are more concerned with describing hypothetical approaches and philosophies that the police should adopt, rather than painting a sensible picture of what the police realistically can do to prevent crime. These crime-prevention models advocate police participation and police leadership in crime-prevention activities like situational crime prevention, crime prevention through environmental design, social crime prevention, and crime prevention through effective criminal justice, but fail to take the actual capabilities and position within the governmental hierarchy of the police into account. Very little literature could be found that realistically describes the role of the police in the prevention of crime –the literature mostly describes what the police should be doing, rather than what the police can do to prevent crime.

Consequently, it seems that no realistic picture of police participation in the prevention of crime is in existence. This chapter is therefore directed at painting a realistic picture of how a metropolitan police department can participate in the complicated crime-prevention phenomenon, based on what a MPD is realistically capable of doing, and not what they are expected to do.

4.2 SITUATIONAL CRIME PREVENTION

According to Clarke (1997), situational crime prevention is defined as:

... opportunity-reducing measures that (1) are directed at highly specific forms of crime, (2) involve the management, design or manipulation of the immediate environment in as systematic and permanent way as possible, (3) make crime more difficult and risky, or less rewarding and excusable as judged by a wide range of offenders.

Taking this definition into consideration, Clarke and Felson (1998) state that the premise of situational crime prevention is based on the simple belief that an easy or tempting criminal opportunity will incite an individual to commit an offence. Accordingly, situational crime prevention can be regarded as a crime-prevention model that is directed at reducing the opportunities for the commission of a crime (Jones *et al.*, 1994; Lab, 2010; Tilley, 2009). This type of crime prevention is considered by Gilling (1997) and Arrington (2007) as the most appropriate approach to the prevention of crime, as it is considered 'truly proactive', by way of seeking to secure the elimination of criminogenic conditions before the onset of criminal action.

Situational crime prevention is predominantly regarded as based on the philosophical foundations of two distinctive criminological theories, namely the Rational Choice Theory and the Routine Activity Theory (See & Kieser, 2013).

4.2.1 The Rational Choice Theory

According to Smith (1998), the Rational Choice Theory was developed to provide a theoretical framework for rationalising situational crime prevention. Scott (2000) contends that this theory originated within the field of economics, and only as recently as the 1980s has been applied within a criminological context. This theory, in its most basic form, is concerned with how incentives and constraints influence the behaviour of an individual (De Haan & Vos, 2003). Wilson and Geason (1988) contends that this theory, in a criminological context, views the offender as a rational decision maker who bases his decisions on an analysis of the risk associated with the possible criminal deed, against the anticipated reward of such deed. This view is shared by Beebe and Rao (2005), who argues that a person's motivation to commit a crime, in accordance with the rational choice theory, is based on a simple cost-benefit analysis with respect to committing the crime.

Keel (2005) lists the leading philosophical underpinnings of this theory as follows:

- The human being is a rational actor.
- Rationality involves an end/means calculation.
- People freely choose behaviour, both conforming and deviant, based on their rational calculations.
- The central element of calculation involves a cost-benefit analysis or hedonistic calculus where pleasure versus pain of the act is considered.
- Choice, with all other conditions equal, will be directed at maximising individual pleasure.
- Choice can be controlled through the perception and understanding of the potential pain or punishment that will follow an act judged to be in violation of the social good.
- The state is responsible for maintaining order and preserving the common good through a system of laws.
- The swiftness, severity, and certainty of punishment are the key elements in understanding a law's ability to control human behaviour.

A major shortcoming of this theory is that it does not address any of the so-called root causes of crime. Accordingly, Hughes (1998) contends that socially based causes of crime need not be considered during the application of the rational choice theory. Only the choice of actions faced by an individual in a specific and immediate situation should be regarded as significant. Similarly, Clarke and Felson (1998) argue that the focus point of this theory is the modus operandi of the offender rather than the root causes of crime. In support of these sentiments, it is argued by Felson and Boba (2010) that the rational choice theory concerns itself with environmental stimuli that prompt individuals to offend rather than with psychological crime causation.

4.2.2 The Routine Activity Theory

According to Burke (2009), the Routine Activity Theory was introduced into criminology during the late 1970s by Lawrence Cohen and Marcus Felson. Degarmo (2011) states that the Routine Activity Theory is based on two rather simple concepts: Firstly, in order for crime to occur, a motivated offender must find a

suitable target in the absence of a capable guardian. Secondly, that the probability of this occurring is influenced by people's routine activities, including work, family, leisure and consumption activities. Delice (2011) shares this sentiment when he states that this theory is concerned with determining, firstly, how the routine activities of individuals affect their probability of falling victim to crime, and, secondly, what invites potential offenders to commit a crime. Groff (2008) argues in favour of this sentiment that the Routine Activity Theory views the routine activities of individuals as a critical element in understanding the convergence of the elements necessary for the commission of a crime.

Taking the above statements into consideration, it becomes clear that this theory consists of two distinctive, yet equally important assumptions. Firstly, three elements must be present for a crime to occur: an available target, a motivated offender, and a suitable environment.

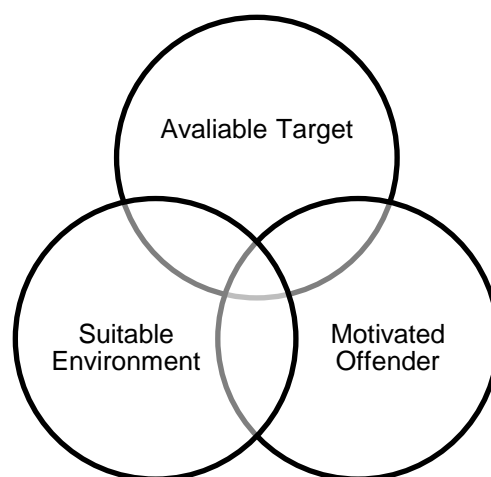


Figure 4.1 *Elements needed for the commission of a crime (See & Kieser, 2013).*

As illustrated in the figure above, a crime will only be possible where and when all three these elements intersect. Therefore, in order for a crime to be prevented, any one of these elements can be altered to ensure that no intersection of these elements takes place (Groff, 2008). The New South Wales Department of the Attorney General and Justice (2011) suggests that the problem-solving triangle should be used to determine which intervention is the most appropriate for the situation concerned.



Figure 4.2 *The problem-solving triangle (Centre for problem-oriented policing, 2013)*

From this triangle it becomes clear that a suitable guardian will be able to protect the potential victim, an appropriate handler will be able to control and influence the potential offender, and an effective manager will be able to manage the environment to such an extent that criminal opportunities are minimised (Heiple, 2008)

Secondly, the routine daily activities of an individual may either increase or decrease her or his probability of becoming a crime victim (Felson & Boba, 2010). Garland (2009) comes to the same conclusion, stating that changes in an individual's or group's routine activity pattern may influence how the three factors necessary for a crime converge. A person who, for example, chooses to take the bus to work, rather than using his private motor vehicle, is more likely to become a victim of crime, due to the time spent waiting for the bus, the walk to and from the bus stop and so forth (Delice, 2011). Taking this example into consideration, it seems appropriate to argue that routines deliver both temptations and controls, and thus organises the type and amount of crime in society (Halsey, 2006)

Sutton, Cherney and White (2008) raise a provocative thought: The police and the criminal justice sector can only address one of the three elements needed for the commission of the crime, namely, the potential offender. This notion is shared by Garland (2009), who is of the opinion that the Routine Activity Theory may provide an explanation why the criminal justice sector and the police in particular have been

ineffective in addressing the crime problem. This chapter should provide a fresh demonstration the validity of this idea.

4.2.3 Participation in situational crime prevention by a metropolitan police department

The message of the theories discussed above, and the subsequent premise of situational crime prevention is clear – crime prevention will be possible if all opportunities that may tempt a person to commit a crime are eliminated. Upon first sight, it seems logical that the police will have a significant role to play in the reduction of criminal opportunities – police officials seem as the logical choice to lead the prevention of crime, as their full-time involvement in crime and law enforcement equips them with unique expertise and experience (Harvey, Grimshaw & Pease, 1989). Despite this assumption, very little is actually known about the extent to which a police service can actually contribute to situational crime prevention, and how they can actually reduce the opportunities for the commission of a crime. Based on the work of Clarke and Homel (1997), the South African Police Service (2001) has identified sixteen situational crime-prevention techniques in which they expect their members to participate. As demonstrated earlier, the crime-prevention functionality of a metropolitan police department falls under the control of the South African Police Service. Consequently, it can be argued that a MPD, as a subservient of the SAPS, are expected to participate in these crime-prevention activities as well. These techniques include the following:

INCREASING PERCEIVED EFFORT	INCREASING PERCEIVED RISK	REDUCING ANTICIPATED REWARDS	INDUCING GUILT OR SHAME
Target hardening	Entry / exit screening	Target removal	Rule scanning
Access control	Formal surveillance	Identifying property	Strengthening morals
Deflecting offenders	Employee surveillance	Reducing temptations	Controlling disinhibitors
Controlling facilitators	Natural surveillance	Denying benefits	Facilitating compliance

Table 4.1 *Situational crime-prevention activities (South African Police Service, 2001)*

Reviewing these crime-prevention activities raises serious doubts if police participation in these activities, and consequently, in this type of crime prevention is indeed feasible. Smith (1998) argues that very few situational crime-prevention activities involve any kind of formal involvement by the central government, or any actual threat of sanctioning by any administrative body or court. Also, it is argued by Burger (2007a), Shaw and Camerer (1996), and Memeza (2001), that the police cannot conceivably be in a position to address all the factors relevant to the commission of a crime.

Considering these statements, together with the limited crime-prevention mandate of a MPD as discussed in the previous chapter, the feasibility of participation by a metropolitan police department becomes questionable. In order to determine if this is indeed the case, it is necessary to examine these activities and subsequently determine to what extent a MPD can actually participate in them.

4.2.3.1 Situational crime-prevention activities directed at increasing perceived effort

The basis of this type of situational crime-prevention activity seems extremely logical and simplistic – the harder it is for a criminal to commit a crime, the less likely he or she is to engage in the criminal act. These activities are therefore directed at making it difficult for the offender to commit a crime.

4.2.3.1.1 Target hardening

According to Bajpai (2003), this activity is directed at making targets more resistant to attack, or more difficult to remove or damage, by making use of various technologies, designs or tactics. Clarke (1997) views target hardening as the most obvious way in which criminal opportunities can be reduced, as it obstructs the potential offender by means of physical barriers. This view is shared by Brand (2008), who describes target hardening as the use of physical barriers and impediments to deter the potential offender or vandal.

It is significant that all these statements, to some extent, refer to the use of physical barriers to deter potential offenders. This forces one to question the feasibility of police participation in this activity. Can the police be responsible for providing these barriers, or should these aspects be considered during the design process of a

product or neighbourhood? The answer seems self-explanatory; the police cannot assume this responsibility, as they are not responsible for the design of products, neighbourhoods and facilities. The police can, however, provide valuable information on crime occurrences and criminal methods to those involved in the design process, provided that the police have sufficiently investigated the applicable crimes.

It can thus be concluded that a metropolitan police department will have an extremely limited role to play in this crime-prevention activity. As a MPD do not investigate crime, they simply do not have any credible information on crime and criminality to provide to the architects, engineers and designers involved in the design process.

4.2.3.1.2 *Access control*

Access control is concerned with excluding people from spaces where they have no legitimate reason for being (Brand, 2008). Similarly, it is argued by Bajpai (2003) and Clarke (1997) that access control is directed at defending space by ensuring limited access of potential offenders to these spaces.

These definitions force us to ask if the police are in a position to control the access to every building, park, residence, shop, or other premises within its area of jurisdiction. Although the idea of each building or other premises having its own personal police officer seems tantalising, it is simply impossible. The police simply do not have the resources for such personal policing.

The role of a MPD in this activity should therefore also be regarded as extremely limited. At best, a MPD will be able to control access to municipal buildings, spaces and facilities, provided that the municipality concerned is relatively small, with few buildings and other facilities. If the municipality concerned is a very large institution, like the City of Tshwane, Johannesburg, or Cape Town with multiple office buildings, depots and other facilities that they occupy and control, this also becomes an impossible quest.

4.2.3.1.3 *Deflecting offenders*

Bajpai (2003) describes this activity as the logical segregation or exclusion of likely offenders. Similarly, Brand (2008) argues that deflecting offenders is aimed at influencing the routine activities of potential offenders to such an extent that it keeps them away from the intended target. Clarke (1997) is of the opinion that this activity is concerned with channelling behaviour in more satisfactory directions.

The role of the police in general will be limited in this regard to visible police patrols and law enforcement in identified crime hotspots. The presence of uniformed police officers will cause potential offenders to move away from the area concerned into another area (Faull, 2009).

Accordingly, a MPD will be limited to the visible policing and law enforcement of crime hotspots identified by the SAPS.

4.2.3.1.4 *Controlling facilitators*

According to Brand (2008) a facilitator is a tool that makes the commission of crime easier. Clarke (1997) is of the opinion that this activity is concerned with controlling access to such tools. Drugs, alcohol, firearms, gangs and prostitution are but a few of these tools suggestively controlled by the police (Peak & Glensor, 1996). As demonstrated earlier, the police are responsible for enforcing national and local legislation. Therefore, their role in this regard would be to enforce the laws and regulations instituted by the government concerned to control these aspects.

As the South African Police Service carries the primary responsibility for gun and alcohol control, it is suggested that the MPD's role in this crime-prevention activity will be limited to the enforcement of municipal by-laws, provided that these by-laws are designed for the purpose of controlling a particular facilitator.

4.2.3.2 *Situational crime-prevention activities directed at increasing perceived risk*

The basic idea behind this type of crime-prevention activity is that, if the offender views the risk associated with the act, as outweighing the potential benefit thereof, the offender will, in all probability, not commit the act concerned (Hughes, 1998)

4.2.3.2.1 *Entry and exit screening*

Entry screening differs from access control in that the purpose is less to exclude potential offenders than to increase the likelihood of detecting people not in conformity with entry requirements. Exit screening primarily serves to deter theft by detecting objects that should not be removed from the protected area (Brand, 2008; Clarke, 1997). Bajpai (2003) is of the opinion that electronic screening methods at entry and exit points are the most appropriate example thereof.

As is the case with access control, it is argued that the police simply do not have the necessary resources to realistically participate in this type of crime-prevention activity. There are simply too many buildings with too many exit and entry points for the police to manage each and every one of them.

Again, the role of a metropolitan police department in this activity will be extremely limited. As is the case with access control, a MPD will only be able to participate in this activity if entry and exit screening is conducted at municipal building and facilities.

4.2.3.2.2 *Formal surveillance*

According to Clarke (1997), this activity is based on the idea of providing a deterrent threat to offenders by the presence of any form of law-enforcement official. Brand (2008) shares this idea when he argues that any person, who furnishes a potential threat to potential offenders, is engaged in formal surveillance. Bajpai (2003) lists the police, security guards, store detectives and doormen as examples of this form of surveillance.

The above makes it clear that the role of the police in this type of activity will be that of providing a deterrent threat by means of visible policing. Accordingly, the responsibility of the police in this regard will be the visible patrol of identified crime hotspots.

The role of a MPD will be similar to that of the SAPS, namely, visibly patrolling identified crime hotspots. As a metropolitan police department does not investigate

crime, and must therefore rely on information from the South African Police Service, it is argued that a MPD will only patrol crime hotspots and areas identified by the SAPS.

4.2.3.2.3 *Employee surveillance*

According to Brand (2008) and Clarke (1997), some employees, particularly those dealing with the public, also perform a surveillance role by virtue of their position. Bajpai (2003) lists the appointment of car park attendants and resident caretakers in museums as appropriate examples in this regard.

Once an employee becomes suspicious of a person, the logical action of such an employee will be to notify the police of the suspicious behaviour. The role of the police will then be to investigate the reported suspicious behaviour, after surveillance by the employee has taken place. Therefore, it can be argued that the police do not have a prominent role to play in this crime-prevention activity either. The police can, however, provide place managers with information on what type of behaviour to consider suspicious.

It is then argued that the role of a metropolitan police department will be limited to merely responding to suspicious behaviour once it has been reported by an employee of any firm, establishment, dealership or other business, and the South African Police Service is not immediately available to respond to such suspicious behaviour. As a MPD does not investigate crime, it is argued that they will not be in a position to provide place managers with guidance and training in this regard, as they do not have access to the relevant information.

4.2.3.2.4 *Natural surveillance*

Clarke (1997) contends that this activity is directed at improving surveillance by people engaged in their normal day-to-day activities. Similarly, Brand (2008) describes natural surveillance as a situational crime-prevention activity designed to promote the kind of supervision exercised by people going about their everyday business. Bajpai (2003) sees this activity as significantly practical, as there are, in most instances, a multitude of individuals, like neighbours, or other people with

legitimate reasons to be at that particular place, in a position to observe and look around.

Here too, the police will have a minor role to play. As mentioned earlier, the police cannot conceivably be held responsible for all factors relevant to the commission of crime. These factors may, in the context of this crime-prevention activity, include aspects like street lighting, garbage removal, open fields, uncut grass and un-pruned trees. Although the police cannot be responsible for these activities, they are in a position to observe and report crime risks associated with this crime-prevention activity to the relevant department so that they can deal with the problem.

Similarly, it can be argued that the role of a MPD in this crime-prevention activity will be limited to the observing and reporting of potential crime risks, provided that metropolitan police officials are specifically trained to identify and report factors that may influence natural surveillance to the relevant department or agency concerned. The metropolitan police official will, for example, not trim the bushes in front of municipal premises himself, but he or she must be able to identify the associated crime risk and be familiar with the internal processes to report the problem to the relevant department.

4.2.3.3 Situational crime-prevention activities directed at reducing anticipated rewards

The logic behind this type of crime-prevention activity is simple: If the offender is denied the benefit or reward of the intended criminal act, the offender is less likely to engage in such criminal act (Clarke, 2009).

4.2.3.3.1 Target removal

Brand (2008) and Clarke (1997) both contend that target-removal measures are directed at removing attractive targets from situations in which offenders can access them. Bajpai (2003) arrives at the same conclusion, arguing that target removal is concerned with reducing vulnerability by shifting or removing the target from the risk situation.

The police will have a very limited role to play in this crime-prevention activity. The police cannot take responsibility for every person's property – they simply do not have the resources. Crime prevention is a community responsibility, and accordingly, it can be expected that each member of the community must take responsibility for his own privately owned property (Roelofse, 2007). The police can, however, provide valuable information and education on which targets should be removed, and how to remove them.

However, a MPD will have an even more limited role to play here. Since they do not investigate crime, they are not even in a position to provide training and education in this regard.

4.2.3.3.2 Identify property

The tactic is to deter potential thieves by providing incontrovertible signs of ownership to prevent the reselling or other forms of redistributing suspected stolen items (White & Perrone, 2006). This sentiment is shared by Brand (2008) and Clarke (1997), who contend that this activity is concerned with 'branding' an object with the particulars of the owner of that particular object, and by doing so rendering it unusable to any other person except the owner.

As with target removal, it is argued that the police will have a very limited role to play in this crime-prevention activity, because, as mentioned earlier, the police simply cannot take responsibility for every person's private property. Most metropolitan police departments are burdened with the responsibility of vehicle licensing and registration. Accordingly, it can be argued that vehicle licensing will be the only role that a MPD will play in this regard.

4.2.3.3.3 Reducing temptations

Brand (2008), Clarke (1997), and White and Perrone (2006) all contend that this activity is directed at removing the invitation to commit a crime. The fewer situations exist to tempt an offender, the less likely he or she is to commit the crime.

It thus becomes clear that the role of the police in this crime-prevention activity will be limited to that of providing communities with information and training on how criminal temptations can be reduced and eliminated.

Although metropolitan police departments will have an extremely limited role to play here – they do not investigate crime, and will therefore not even be able to provide information and training in this regard – it must be kept in mind that certain by-laws may contribute towards reducing criminal temptations, for example, prohibiting informal trading in a demarcated area or the washing of a car in a public space. It can thus be argued that the role of a MPD in this type of crime-prevention activity will be the enforcement of municipal by-laws, provided that these by-laws are directed at reducing criminal temptations.

4.2.3.3.4 Denying benefits

Brand (2008) and Clarke (1997) contend that this activity is concerned with the use of benefit-denial measures to try to ensure that the offender does not obtain the benefit sought by crime. Bajpai (2003) lists the market-reduction approach, where potential markets for stolen goods are eradicated, as an appropriate example.

White and Perrone (2006) contend that it is the ideal situation if these benefit-denial measures are considered during the design process of a product or service. Taking this statement into consideration, it can be argued that the police, and consequently a MPD will have a very limited role to play in this type of crime-prevention activity.

4.2.3.4 Situational crime-prevention activities directed at inducing guilt or shame

According to Wortley (1996), this activity is concerned with inducing the peril of feeling guilty when considering a morally wrong act, as well as inducing a fear of embarrassment and humiliation which may arise from the disapproval expressed by others if such morally wrong acts are revealed.

4.2.3.4.1 Rule scanning

Bajpai (2003) is of the opinion that this activity is about establishing rules and procedures for acceptable behaviour. Similarly, Brand (2008) contends that rule

setting is the introduction of new rules or procedures, and the clarification and publicising of those already in place, which are intended to remove any ambiguity concerning prescribed conduct or actions.

It is clear from these two definitions that the police will have a relatively important role to play in this crime-prevention activity. The role of the police in this regard will involve training and education. If they initiate educational programmes in which legislation and the implications of noncompliance are explained, the probability that community members will comply with the legislation concerned, increases significantly.

Consequently, it can be argued that the role of a MPD would be to educate communities on municipal by-laws and the implications of not complying with these by-laws. The SAPS, which is mandated to engage in crime prevention, will be better suited to educate communities on crime-related matters as they deal with crime in a more comprehensive manner than a metropolitan police department.

4.2.3.4.2 *Strengthening morals*

This activity is directed at stimulating a person's conscience at the point of contemplating whether or not to commit a specific type of offence (Clarke, 1997). Similarly, Brand (2008) contends that this activity does not attempt to bring about lasting changes in general attitudes to law breaking, but simply to stimulate feelings of guilt at the point of contemplating the commission of a specific offense. Bajpai (2003) contends that people must be reminded constantly that a certain action or deed is against the law.

As with rule scanning, it is argued that the role of the police in this regard will involve education and training. As the main objective of a MPD is the policing of road-traffic legislation and municipal by-laws, it is suggested that the focus of these activities should be directed at these functions. The South African Police Service will be better suited to deal with more general crime related issues.

4.2.3.4.3 *Controlling disinhibitors*

Crime is not only facilitated by tools such as weapons, but also by psychological disinhibitors, especially alcohol and drugs, which undermine the usual social or moral inhibitions, or impair perception and cognition so that offenders are less aware of breaking the law (Brand 2008). Wortley (1996) is of the opinion that this activity is directed at minimising circumstances that weaken the ability of individuals to critically self-assess their behaviour. This idea is shared by White and Perrone (2006), who contend that this type of strategy is directed at removing or reducing factors and situations that weaken individual capacity for restraint in the face of provocation and temptation.

As is the case with controlling facilitators, it is argued that the role of the police in general will be that of law enforcement. Accordingly, it can be argued that the role of a MPD in this regard will be the enforcement of municipal by-laws, provided that these by-laws are directed at controlling substances that may influence the blameworthiness of the offender concerned.

4.2.3.4.4 *Facilitating compliance*

This activity is based on the concept of making it easier for members of the public to comply with legal demands (Brand, 2008; Wortley, 1996). Bajpai (2003) summarises this idea quite succinctly, when he states that this activity is about 'making it easy to do the right thing'.

Considering these two statements, it seems that the police will have a very limited role to play in facilitating compliance from the public. As with target hardening, it can be argued that the police will be able to provide valuable information on crime occurrences and criminal methods to those involved in the design process of products, neighbourhoods and other facilities, provided that they have sufficiently investigated the applicable crimes. It can be furthered argued that a MPD will have a very small role to play in this type of crime prevention. The MPD must ensure though that service-delivery processes, like vehicle licensing, the renewal of driver's-licences and applications, and the payment of fines are streamlined and easily accessible for the public.

4.2.4 A realistic role metropolitan police departments in situational crime prevention

From the information above it becomes clear that a metropolitan police department is only able to participate in a very limited number of situational crime-prevention activities. Based on this information, the table below provides a short overview as to what extent a MPD can participate in situational crime prevention.

ACTIVITY TYPE	SPECIFIC ACTIVITY	EXTENT
Increasing Perceived Effort	Deflecting Offenders	Visible Policing of Crime Hotspots
	Controlling Facilitators	Policing of Municipal By-Laws
Increasing Perceived Risk	Formal Surveillance	Visible Policing
	Natural Surveillance	Reporting Potential Problems to the Relevant Role Players
Reducing Anticipated Rewards	Identify Property	Registration And Licensing of Motor Vehicles
	Reducing Temptations	Policing of Municipal By-Laws
Inducing Guilt Or Shame	Rule Scanning	Education and Training On Municipal By-Laws
	Controlling Disinhibitors	By-Law Policing.

Table 4.2: Situational crime-prevention activities relevant to a MPD (Researcher's illustration of the concept)

It is significant to note that a MPD, as a police department, can only participate in eight of the suggested 16 activities. Participation in these eight activities is limited to visible policing, by-law policing, registration and licensing, education and the reporting of potential crime risks. Given the mandate of a metropolitan police department as discussed in chapter three, it is evident that the primary contribution of a MPD in relation to situational crime prevention will involve by-law policing, visible policing and the registration and licencing of motor vehicles. In chapter three,

policing was considered to include a wide variety of duties and functions, which would include, *inter alia*, aspects like community training, law enforcement and the reporting of potential crime risks. Vehicle registration and licensing, which does fall in either by-law or visible-policing categories, is an administrative function that is normally handled by non-operational members of a metropolitan police department. Although this function is not commonly regarded as a crime-prevention activity, it will form part of the overall participation of a MPD in situational crime prevention.

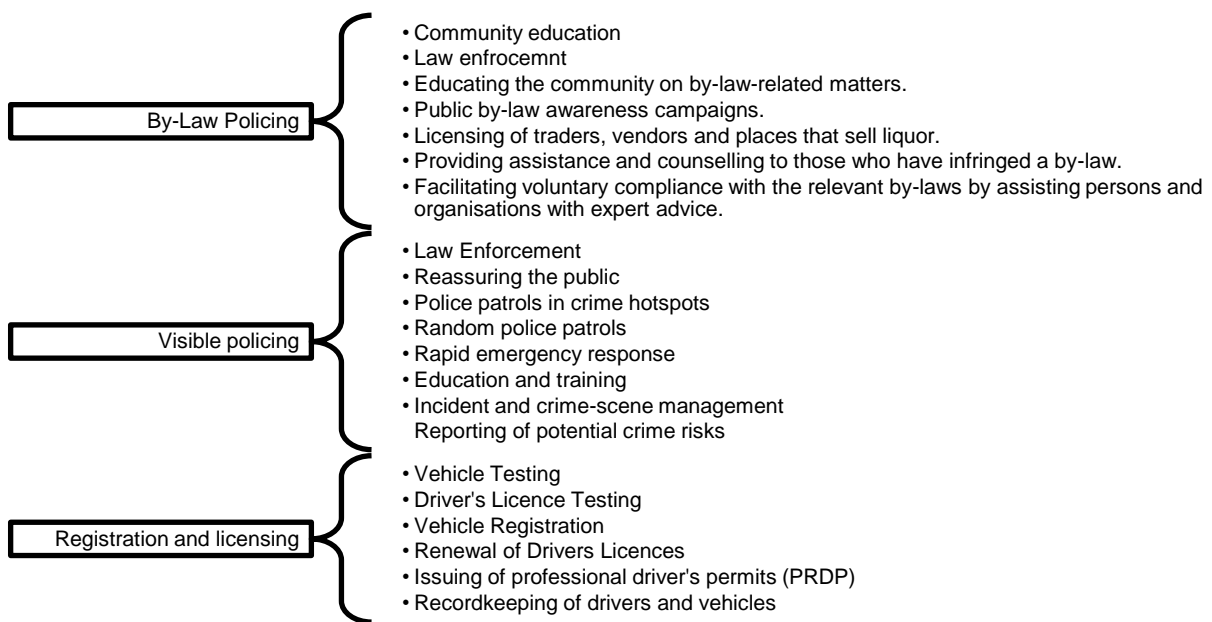


Figure 4.3 *Examples of possible activities for a metropolitan police department to realistically participate in situational crime prevention (Researcher's illustration of the concept)*

From figure 4.3 it becomes clear that a metropolitan police department can only participate in situational crime prevention to a very limited extent. Consequently, it can be argued that a MPD will only be able to act as a participant in this crime-prevention model. Due to resource constraints, jurisdictional limitations and the complicated nature of this form of crime prevention, a MPD will never be in a position to take the lead in this type of crime prevention or participate in this type of crime prevention any other that was described above.

4.3 CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The notion that the physical environment can either increase or reduce opportunities for crime is not new. If the design of medieval castles, forts and cities are taken into

consideration, it seems that the basic premise of crime prevention through environmental design has been present for a very long time (Zahm, 2007).

Nel (2000, p. 78) defines crime prevention through environmental design as:

... aimed at reducing the causes of and the opportunities for criminal events, as well as at addressing the fear of crime through the application of sound design and management principles to the built environment.

According to Public Safety Canada (2012), crime prevention through environmental design is concerned with reducing opportunities for crime by applying design principles that is intended to increase the effort required to commit an offence. This notion is shared by White and Perrone (2006), who argue that the appropriate application of design, architectural and planning initiatives will reduce crime opportunities. Purpura (2001, p. 228) contends that: 'crime prevention through environmental design is a concept that unifies architects, security specialists, police and others to plan physical features of buildings and grounds to maximize safety and deter crime'.

4.3.1 The basic philosophy of CPTED

From the descriptions above it becomes clear that the basic premise of crime prevention through environmental design is that the physical environment can be manipulated to produce behavioural effects that will reduce the incidence and fear of crime, thereby improving the quality of people's lives (Crowe, 2000). According to the Oakland Police Department (n.d.), CPTED is effective because it is based on the concept of defensible space. The concept of defensible space suggests that all spaces in the human environment are defensible. An individual could take responsibility for such a space and then take any action necessary to defend it from possible illegitimate, criminal, or unintended use (Sutton *et al.*, 2008). On the other hand, space can be left undefended. This then implies that if no identifiable person accepted responsibility for the space, the space is left unattended and consequently can be exposed to criminal or any other unintended use (Hughes, 1998). Accordingly, it can be argued that crime is more likely to occur at an undefended location. In order to defend a location, it must be clearly identified and demarcated, it

must be modified to prevent unauthorised access, and it must provide good visibility for any possible witnesses in the event of a crime (Crawford, 2010).

According to Kruger (2005), CPTED has been identified in South Africa as one of the four pillars of the National Crime Prevention Strategy (1996) and has consequently, also been recognised for its value in the White Paper on Safety and Security (1998). The White Paper identifies two broad approaches to crime prevention, namely law enforcement and social crime prevention. Crime prevention through environmental design is highlighted as a critical element of social crime prevention.

4.3.2 The principles of crime prevention through environmental design

According to Kruger, Landman and Liebermann (2006), CPTED in South Africa is based on 5 basic principles:

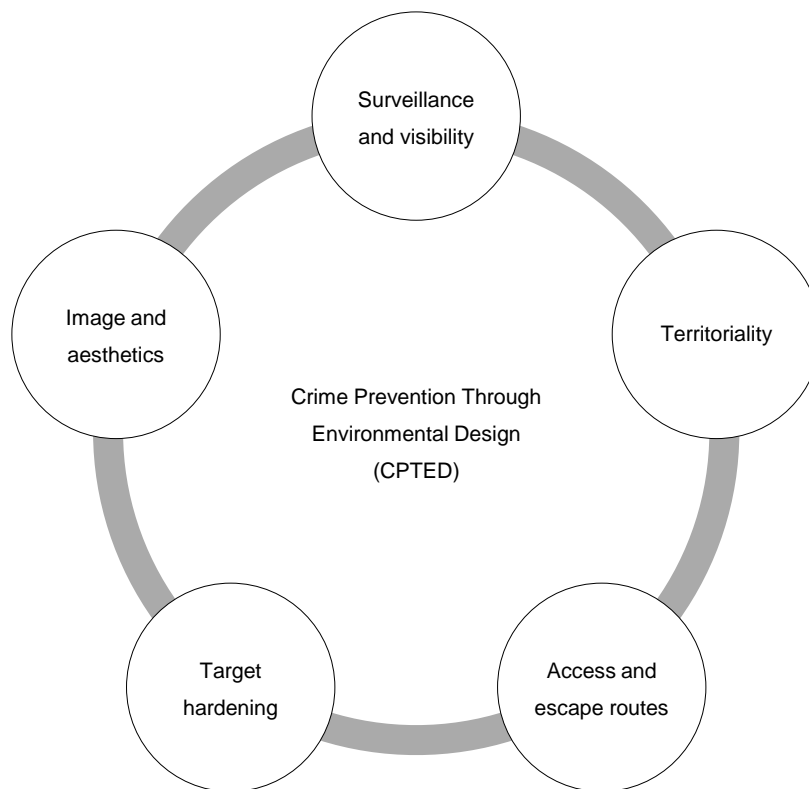


Figure 4.4 Principles of CPTED in the South African context (Kruger et al, 2006)

According to the Council for Scientific and Industrial Research (CSIR), the above-mentioned principles should be considered in:

- the physical planning and planning approaches used at a strategic level while designing buildings or neighbourhoods
- the detailed planning of the different elements
- the management of the urban area (CSIR, 2008).

It is significant to note that most elements mentioned above specifically refer to factors that should be considered by architects and other design professionals while planning specific elements within the built environment (Gilling, 1997). As the police are not skilled as professional architects or designers, the police cannot take responsibility or lead the process for this type of crime prevention. The police do, however, have a role to play in crime prevention through environmental design (Arrington, 2007). To determine exactly what this role is, it becomes necessary to investigate how the police can participate in each of the principles listed above.

4.3.2.1 Surveillance and visibility

The fundamental premise of surveillance is that criminals do not wish to be seen. Surveillance, or the placing of legitimate ‘eyes on the street’, increases the perceived risk for the offender (Clarke, 2007), but it may also increase their actual risk if those observing them are willing to act when potentially threatening situations develop. So, the primary aim of surveillance is not to keep intruders out (although it may have that effect), but rather to keep them under observation (Schneider, 2010). The CSIR (2008) distinguishes two types of surveillance, namely passive and active surveillance.

PASSIVE SURVEILLANCE	ACTIVE SURVEILLANCE
Passive surveillance is the unplanned observation of public and private areas by users or occupants during the course of their normal activities.	Active surveillance refers to surveillance by police or other agents whose express function is to ‘police’ an area.

Table 4.3 *Passive vs. Active Surveillance (CSIR, 2008)*

Visibility, on the other hand, is concerned with the degree to which an environment is made visible by elements such as lighting and uninterrupted lines of sight (Kruger *et al.*, 2006). In other words, good visibility will be a critical element of both active and

passive surveillance (Schneider, 2010). This view is shared by The City of Virginia Beach (2000), which argues that visibility is concerned with making it easier for onlookers to detect and report criminal activity.

Taking the above into consideration, it becomes clear that the biggest responsibility for CPTED lies with those who are responsible for the design of a specific environment. The police will, however, have a minor twofold role in this activity: Firstly, they will act as formal observers, creating a deterrent threat to potential offenders. Secondly, the police will have to act upon undesired behaviour when such behaviour is observed or reported.

The role of a metropolitan police department will be similar. They will act as formal observers in areas that had been identified by the SAPS, and should any undesired behaviour occur, act upon such behaviour, should the SAPS be unavailable to act on such behaviour.

4.3.2.2 Territoriality

Territorial reinforcement, as this principle is also called, is the use of buildings, fences, signs, pavement, or other objects to express ownership or to clearly delineate the transition from public to private space (Oakland Police Department, n.d.). This view is shared by the New Zealand Police Department (2012), which states that this activity is concerned with using clear boundaries to encourage and define community ownership of space. According to the Council for Scientific and Industrial Research, a sense of ownership and responsibility for a particular environment improves the likelihood of passive observers intervening when a crime is committed (CSIR, 2008).

As is the case with surveillance and visibility, the police will have a limited role to play in this regard. The police will only provide crime information to the design professionals who are responsible for the design of a particular environment or neighbourhood, provided that the police department is in a position to establish trends and *modi operandi* through the proper investigation of crime occurrences.

As a MPD does not investigate crime and therefore are not in possession of all information relevant to crime causation, they cannot conceivably be regarded an active participant in this crime-prevention activity. They are simply not in a position to provide design professionals with any useful information.

4.3.2.3 *Access and escape routes*

According to the CSIR (2008), certain types of criminal events and the sites at which they occur are specifically chosen, because the offender perceives that the site is relatively easy to access and escape from. Accordingly, Kruger *et al.* (2006) contend that this activity is concerned with increasing the perceived risk associated with the commission of a crime by increasing the effort needed to gain entry to the selected site, and by making it difficult to escape from the site after the crime has been committed. In order to achieve this, it is suggested that an access-control strategy attracting people and vehicles to some places, but restricting them from others, should be implemented (Oakland Police Department, n.d.; New Zealand Police Department, 2012). Louw and Shaw (1998) contend that escaping from the selected site should be difficult for the offender, but easy for the potential victim. According to the Council for Scientific and Industrial Research, areas of safety that has high levels of passive surveillance and public visibility can act as safe spaces for potential victims (CSIR, 2007).

As with surveillance and visibility, as well as territoriality, the police's role in this activity will be limited to providing design professionals with information relating to the methods and techniques used by offenders to gain entry to a crime site. This advisory role can only be fulfilled if the police thoroughly attend crime occurrences relevant to the crime site concerned.

As with territoriality, a metropolitan police department will not be in a position to provide design professionals with any information relating to crime occurrences. However, should any by-laws exist that are relevant to this activity, a MPD will be able to enforce these by-laws and thus participate in this crime-prevention activity.

4.3.2.4 *Image and aesthetics*

This activity can be considered to be closely associated with the Broken Window Theory. Deterioration and blight create the perception that there is a greater tolerance of disorder within a specific area (The City of Virginia Beach, 2000). Consequently, Burger (2007a) contends that this theory suggests that inappropriate behaviour, if left unopposed, will create the impression that the area concerned is unsafe. Accordingly, Kruger *et al.* (2006) contend that this function is concerned with ensuring that the physical appearance of the environment creates a positive image, and that such an image creates a feeling of safety amongst those individuals using the environment. Sutton *et al.* (2008) contend that this activity is directed at removing any indication that the area or neighbourhood is unsafe. Crawford (2010) extends this view when he argues that a good image will attract legitimate users to the area concerned.

The role of the police in this regard is self-evident: The police will be expected to remove and/or control undesirable behaviour through law enforcement. A constant police presence will contribute towards a feeling of safety within the area concerned (Faull, 2009).

The role of a MPD in this activity will thus be the enforcement of municipal by-laws. As demonstrated earlier, municipal by-laws can play an instrumental role in controlling undesirable human behaviour like public nuisances, establishments that sell liquor, local amenities, noise pollution, public places, refuse removal and street lighting.

4.3.2.5 *Target hardening.*

Target hardening, as it applies to a MPD, was dealt with comprehensively in a previous section relating to target hardening as a situational crime-prevention activity. As argued previously, it is contended that a metropolitan police department will have a limited role to play in this crime-prevention activity, because they simply do not have any credible information on crime and criminality to provide to the architects, engineers and designers involved in the design process.

4.3.3 The role of the municipality in crime prevention through environmental design

The municipality, as the sphere of government closest to the people they serve, is considered a main stakeholder in crime prevention through environmental design (Nel, 2000; Newham, 2005; Louw, Ntuli, Meek, Schurink, Schurink and Letsebe, 1998,). The significance of the municipality's role in this regard is demonstrated by Palmary (2002), who maintains that municipalities are strategically placed to understand the uniqueness of the local crime problem, and that they carry the primary responsibility to address and solve local issues like health, housing, urban planning and local economic development. Palmary (2001) extends this argument, asserting that the municipality is in a noteworthy position to bring together all the role players in this type of crime prevention.

In order to participate in this type of crime prevention, it is suggested by Masuku and Maepa (2004) that local authorities should:

- reduce the amount of vacant land or open space in an area
- ensure that public areas like parks and residential streets are well lit and maintained
- develop safe pedestrian routes and trading centres
- design safe public transport nodes
- apply crime-prevention principles when designing new towns and neighbourhoods.

According to Memeza (2001), by-laws that regulate the development and management of the above-mentioned activities can be generated by the municipality.

Considering the significance of the local authority in crime prevention through environmental design, it seems as if a MPD will have a significant role to play in this regard. A review of the above-mentioned activities, however, raises serious questions in relation to the actual contribution a metropolitan police department can make in this regard, as these activities clearly refer to factors that fall outside the capabilities and indented scope of a MPD.

Firstly, it should be remembered that a MPD does not represent the entire municipality. It is only one department within the municipal structure. A metropolitan police department are therefore simply not in a position to exercise control over these activities, as most of them fall within the scope of other municipal departments. Consequently, a MPD cannot take the responsibility of leading and/or coordinating these activities. Secondly, it can be argued that a MPD is not in a position to provide other departments within the municipality with crime-related information, because a MPD does not have the power to produce comprehensive crime information.

4.3.4 A realistic role for metropolitan police departments in crime prevention through environmental design

From the information above it becomes clear that a metropolitan police department will have a relatively limited role to play in crime prevention through environmental design. Based on this information, the table below provides a short overview about the extent to which a MPD can participate in crime prevention through environmental design.

ACTIVITY	PARTICIPATION LEVEL	SPECIFIC ACTIONS
Surveillance and Visibility	Minimal	Formal crime-hotspot observers
Territoriality	None	-
Access and Escape Routes	Minimal	Municipal by-law enforcement
Image and Aesthetics	Minimal	Municipal by-law enforcement
Target Hardening	None	-

Table 4.4 Participation by a metropolitan police department in CPTED (Researcher's illustration of the concept)

Given the mandate of a metropolitan police department as discussed in chapter three, it is evident that their primary contribution in relation to crime prevention through environmental design will be by-law policing and surveillance.

It can therefore be argued that a MPD should only be regarded as a minor participant in this type of crime prevention. Mainly due to jurisdictional limitations and

the fact that most of the activities associated with this type of crime prevention should be considered by stakeholders other than the police, the MPD will never be in a position to take the lead in this type of crime prevention, or to participate in any other way described above.

4.4 SOCIAL CRIME PREVENTION

Frank (2006, p. 9) defines social crime prevention as:

promote [sic] the well-being of people and encourage [sic] pro-social behaviour through social, economic, health and educational measures, with a particular emphasis on children and youth, and focus on the risk and protective factors associated with crime and victimisation.

From this definition it is clear that social crime prevention differs from situational crime prevention and CPTED to the extent that social crime prevention is not concerned with changing the physical environment in which crime occurs, but rather the physiological and social conditions believed to contribute towards the commission of crime (Walklate, 1996; White & Perrone, 2006). Gilling (1997) comes to the same conclusion when he argues that social crime prevention endeavours to eliminate crime motivations rather than to change the circumstances conducive to the commission of a crime. To this extent, Palmary (2001) argues that social crime prevention should be regarded as anything that reduces delinquency, violence and insecurity by successfully tackling the scientifically identified causal factors of crime.

4.4.1 The basic philosophy of social crime prevention

Sutton *et al.* (2008) contend that social crime prevention is directed at addressing the cause of the problem, rather than the symptoms. Consequently, it becomes clear that the premise of social crime prevention is directed at addressing the so-called root causes of crime (Burger 2007a; Gould, 2008; Sagant & Shaw, 2010). As demonstrated in the previous chapter, understanding crime causation is, at best, an impossible beast to tame. Despite the impossibility of understanding crime causation, Naudé (2000), citing the National Crime Prevention Strategy (1996), describes the root causes of crime in the South African context as:

- the negotiated peaceful transition and the destruction of social control
- the political culture of violence and crime
- the justification of crime in political terms
- political rivalry
- poverty, unemployment and relative deprivation as a result of apartheid
- poverty and economic development
- youth marginalisation
- inadequate support to victims
- vigilantism, revenge and self-defence
- socio-psychological factors
- access to firearms
- gender and inequality.

In order to address the above issues, it is suggested by the White Paper on Safety and Security (South Africa, 1998) that the following activities are undertaken:

- Designing out crime
- Education
- Promoting local cohesion
- Supporting youth, families and groups at risk
- Breaking cycles of violence
- Promoting individual responsibility
- Socio-economic interventions to undercut the root causes of crime

An assessment of the root causes of crime and the activities suggested to address these root causes reveal that the participation of the police in this type of crime prevention is debatable as these factors clearly fall outside the scope of policing. Burger (2007a), Faull (2009) and Walklate (1996) argue that the police are simply not in a position to address the socio-economic factors associated with the commission of crime. This notion is acknowledged by the South African Police Service (2006), when they state that the SAPS can do little to address these social problems. They do however see themselves playing an active role in this regard.

4.4.2 The participation of a metropolitan police department in social crime prevention

In order to determine what role the police, and consequently a MPD can play in this regard, it becomes necessary to investigate how the police can participate in each of the activities listed above.

4.4.2.1 Design out crime

This issue has been dealt with extensively during the previous section on crime prevention through environmental design. As previously argued, due to jurisdictional limitations and the fact that most of the activities associated with this type of crime prevention should be considered by stakeholders other than the police, a MPD will never be in a position to take the lead in this type of crime prevention. Their participation will be limited to surveillance and the enforcement of municipal by-laws.

4.4.2.2 Education

The National Crime Prevention Strategy lists two educational programmes that should be initiated, namely, a Public Education programme and a school-based programme for education against crime (South Africa, 1996).

According to Arrington (2007), the role of the police in a public education programme is to educate the public on uncomplicated and practical crime-prevention techniques to prevent crime within the community. This view is shared by the South African Police Service (2001), which argues that educating the community on issues relating to crime and crime prevention has a notable preventive value. Vuma (2011) states that the police should be able to provide the public with information relating to the causes of crime, the identification of potential victims and potential offenders.

School-based crime-prevention education programmes, on the other hand, are directed at reaching children who might be at risk of becoming offenders (Frank, 2006). According to the South African Department of Social Development (2011), safe schools contribute to the development of positive social skills, healthy relationships among peers, and between children and adults, sound educational outcomes, positive self-esteem, and a sense of identity and attachment. This can be achieved by the implementation of three distinct programmes (Welsh, 2007):

- School and discipline management
- Interventions to establish norms or expectations for behaviour
- Self-control or social competency instruction using cognitive-behavioural instruction methods

From the above it becomes clear that the role of the police in this crime-prevention activity will be limited to providing information and education relating to crime and crime prevention to communities at risk. The 'Don't Do Crime' campaign, launched during the late 1990s, serves as good example of the type of campaign the police can embark on (Altbeker, 2007).

As a MPD does not investigate crime, it can be argued that they are not in a position to provide training and education in this regard. However, a MPD will be able to participate in this crime-prevention activity if their actions are directed at conducting training and education in relation to municipal by-laws and road-traffic legislation.

4.4.2.3 Promoting local cohesion

The White Paper on Social Welfare describes social cohesion as the reasonable and relative ability of the different members of society to work, live and survive together (South Africa, 1997). Palmary (2001) argues that it is not clear how this can be achieved, because no policy document provides a clear direction regarding the achievement of local cohesion. According to the Integrated Social Crime Prevention Strategy, this activity, in all probability, refers to conflict resolution, reconciliation and rebuilding the social fabric of our society (Department of Social Development, 2011).

According to the National Policing Improvement Agency (n.d.), the role of the police in this crime-prevention activity will be to:

- provide public access to policing or community safety services through a named point of contact
- positively influence community safety priorities in the community concerned
- solve problems through the formation of partnerships with the community and other partners

- provide sustainable solutions to problems and to provide regular feedback on the results.

Given the activities described by the National Policing Improvement Agency, Palmary's point seems valid – these activities remain unclear and ambiguous as they fail to provide the police with a comprehensible direction to follow in this regard.

Considering the vagueness of this activity, as well as the fact that a MPD does not investigate crime, the role of a metropolitan police department in this crime-prevention activity becomes questionable. As a MPD does not have access to accurate crime information, they are not in a position to identify potential and current community problems. Furthermore, the mandate of the department indicates that their main objective is the policing of road-traffic legislation and municipal by-laws. Accordingly, a MPD cannot take responsibility for all the community safety services of a specific community.

The MPD will have a limited role to play here, because even though traffic and by-law policing may contribute towards local cohesion, a metropolitan police department cannot take responsibility for all services relevant to ensure public safety.

4.4.2.4 Supporting youth, families and groups at risk

The White Paper on Safety and Security (1998) states that two types of programmes should be initiated in this regard: Youth crime-prevention programmes and programmes directed at preventing crimes against women and children.

According to Palmary (2003), official policy in South Africa states that the youth consists of people between the ages of fourteen and thirty five. Frank (2006) lists the risk factors associated with this segment of the community as family disruption, violence, poor parenting, poverty, inadequate housing and health conditions, poor schooling, truancy, school drop-out or exclusion, peer-group activities and pressures, discrimination, and lack of training and work opportunities. Felson (1998) suggests that youth delinquency can be addressed by 'tying youths into society'. This can be done through:

- the creation of strong attachments to parents and family life
- the creation of strong commitments to future goals
- denying youths the time to become involved in criminal behaviour by keeping them busy with conventional activities.

Preventing crimes against women and children is a major debate in the South African crime-prevention landscape. Naudé (2000) states that gender inequality is present in all spheres of South African life. According to Frank (2006), preventing crimes against women and children is a difficult endeavour because of the deep-seated social and cultural norms that have made it possible to hide and even normalise violence in the lives of many women and children. In order to address this complicated problem, Frank (2006) suggests the following programmes to be initiated:

- Gender-based violence education in schools
- Community-based safety promotion
- Working with men to enrich family life

Taking the above into consideration, the participation of the police in this crime-prevention activity becomes questionable. The police cannot conceivably be held responsible for what happens within the family unit. The police, in all probability, can only intervene reactively after an incident like domestic violence has occurred. The police can, however, provide other agencies with information relating to the occurrences of violence and crime within family units, once these incidents have been investigated.

The role of a MPD will be limited to responding to incidents of domestic violence, should the South African Police Service not be available to do so. As a MPD does not generate crime information, they will not be in a position to provide other agencies with information relating to dysfunctional family units.

4.4.2.5 Breaking cycles of violence

According to Smith and Segal (2013), the term 'cycle of violence' refers to repeated and dangerous acts of violence that becomes a behaviour pattern associated with

high emotions and doctrines of reprisal or retribution. According to Palmary (2001), the prevention of repeat victimisation and preventing victims from becoming perpetrators of violence is relatively under-developed in South Africa. Holtmann (2008) depicts the basic cycle of crime and violence, in the South African context as:

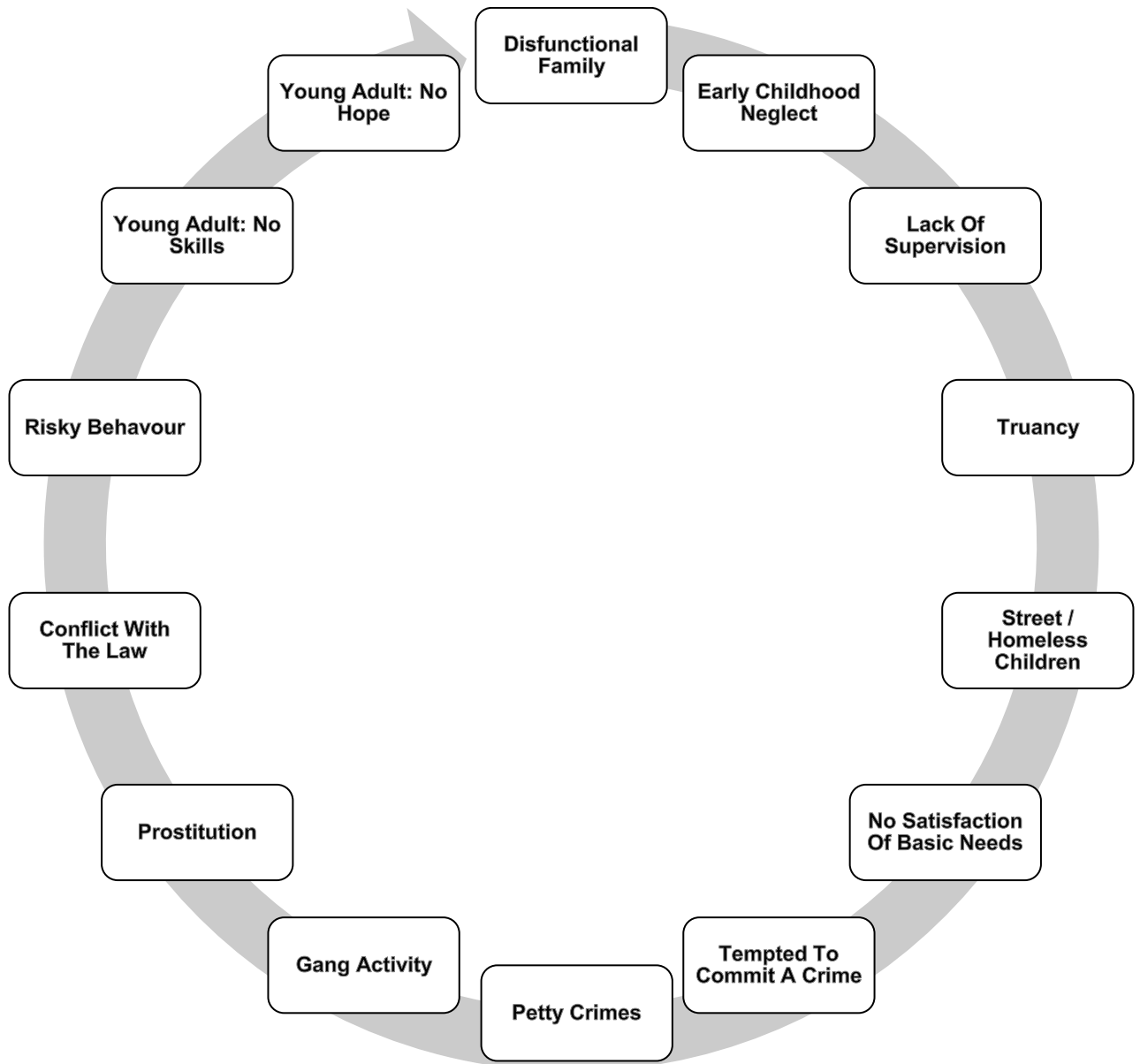


Figure 4.5 *The basic cycle of crime and violence (Holtmann, 2008).*

Holtmann (2008) also proposes that the following interventions can be implemented to break the above mentioned cycle:

DIVERSION PROGRAMMES	
INTERVENTIONS DIRECTED AT VULNERABLE GROUPS OR VICTIMS	INTERVENTIONS DIRECTED AT THE OFFENDER
<ul style="list-style-type: none"> • Support for pregnant girls or women • Alcohol and drug prevention • Liquor legislation • Information gathering • Early childhood development • Domestic violence • Community mobilisation • Victim support • Programmes to keep them busy • Feeding programmes • Social grant management • Educational programmes 	<ul style="list-style-type: none"> • Gun-violence prevention • Alcohol prevention • Drug prevention • Family planning • HIV programmes • Proactive law enforcement • Effective law enforcement • Data management • Effective criminal justice • Correctional programmes • Community reintegration

Table 4.5 Interventions directed at breaking the cycle of violence (Holtmann, 2008).

Reviewing these activities makes it clear that the police, under no circumstances, can be held responsible for all these interventions, because most of these interventions clearly fall outside the scope and responsibility of the police (Burger, 2007a). As is the case with supporting youth and families at risk, the participation of the police in this crime-prevention activity, in all probability, will be limited to reactive law enforcement. The police can, however, provide other agencies, that are more suitable for these types of intervention, with information relating to crime and its occurrences. However, it will be demonstrated later on that the police do have an important role to play in victim support.

Taking the mandate of a MPD into consideration, it becomes clear that a metropolitan police department will have a limited role to play in this type of crime prevention. As is the case with supporting youth and families at risk, the participation of a MPD in this crime-prevention activity will be limited to reacting to incidents of domestic violence, proactive law enforcement, by-law enforcement and victim support. As a MPD does not generate all-inclusive crime information, it is again

argued that it will not be in a position to provide any agency with significant information relating to crime and criminality.

4.4.2.6 Promoting individual responsibility

According to Randolph (2010) and Richards (2009), this activity is based on the premise that each individual must accept responsibility for his or her actions if he or she has committed an unlawful act. As is the case with promoting local cohesion, it is argued by Palmary (2001) that it remains unclear exactly how this can be achieved. This seems to be the case indeed if we look at Langley's argument that personal responsibility is something that we strive for, but it is nearly impossible to achieve (Langley, 2010).

Taking these statements into account, the engagement of the police in this type of activity seems questionable – what can the police possibly do to compel a person to take responsibility for his or her actions? Burger (2007a), supported by Cilliers (2007) and Frank (2006) suggests that these type of crime-prevention activities could be handled better by other government departments like the Department of Education and the Department of Health.

Taking all of the above statements into consideration, it seems that it will be impossible to find a definitive role for the police in this crime-prevention activity. This seems to be the case indeed, because very few sources in the literature provide any indication on how the police can contribute towards this activity. Consequently, it is argued that the police, and by implication, a MPD, which has a much more limited mandate than the South African Police Service, will not play a significant role in this type of crime prevention.

4.4.2.7 Socio-economic interventions to undercut the root causes of crime

Previously, it was demonstrated that crime is caused by a variety of factors. Amongst these factors are a variety of economic and social factors that contribute towards the commission of crime. Economic factors that contribute towards, *inter alia*, crime causation, include aspects like median income, poverty level and job availability, while social factors that contribute in this regard include political cultures, youth marginalisation and other communal inequities (Naudé, 2000; Rauch, 2002). This

activity is therefore directed at addressing these social and economic factors (White Paper on Safety and Security 1998).

Various scholars agree that the police cannot take responsibility for this type of activity. Burger (2007a) states that the elimination of poverty and unemployment can't conceivably be considered to be the responsibility of the police. Walklate (1996) arrives at the same conclusion when she argues that it simply is not within the power of the police to change social factors like unemployment, the age distribution of the population, moral education, freedom, civil liberties, ambitions and socio-economic opportunities. Shaw and Camerer (1996) comes to the same conclusion, when they argue that most causes of crime, including social and economic factors, fall outside the control of the police.

Taking these statements into account, it seems fair to argue that the police will not play a major role in this crime-prevention activity. This fact is acknowledged by the South African Police Service (2006), which argues that there is very little that they can do to solve extensive and complicated socio-economic issues. The police simply cannot take responsibility for activities that should be undertaken by other departments. The police may, however, be in a position to provide other role players, like the Departments of Social Development, the department of Education and the Department of Health with information relating to crime and its occurrences.

As mentioned earlier, a metropolitan police department does not represent the entire municipality, but is only a department within the municipal structure. Consequently, a MPD cannot control or take charge of the activities of other departments. As the mandate of the metropolitan police departments does not allow for the compilation of all-inclusive crime information, and the information obtained from the South African Police Service is questionable at best, they are not in a position to provide accurate crime information to any other department. Consequently, it can be argued that a MPD will not play an active role in this crime-prevention activity.

4.4.3 The role of the municipality in social crime prevention

As is the case with crime prevention through environmental design, it is argued that the municipality does have a major role to play in social crime prevention. To this

extent it is argued by Masuku and Maepa (2004) that municipalities should intervene in the following circumstances to address the root causes of crime:

- Inadequate living conditions, including overcrowding
- Factors that affect the family such as poverty, poor parenting, and alcohol abuse
- Individual personality and behavioural factors such as aggression, lack of social skills, critical-reasoning and problem-solving skills
- School-related factors such as the optimal functioning of schools, school drop-outs and poor school performance
- Peer association with friends who are involved in crime, for example
- Employment opportunities by providing skills training
- Children and youth at risk of being offenders.

As the main objective of a MPD is not the prevention of crime, but the policing of road-traffic legislation and municipal by-laws, the relevance of applying this type of police organisation in social crime prevention should be questioned. As is the case with crime prevention through environmental design and situational crime prevention, a metropolitan police department is not in a position to coordinate, lead or take the responsibility for the activities associated with this type of crime prevention. The only way in which a MPD can address a limited number of local social issues, is by the enforcement of municipal by-laws, like informal trading, loitering, noise pollution and the use of alcohol. The participation of a MPD in social crime prevention becomes even more questionable if the absence of criminal investigations is considered. It seems obvious that, without properly dissected crime information.

4.4.4. A realistic role for a metropolitan police department in social crime prevention

From the information above it becomes clear that participation by a metropolitan police department in social crime prevention will be relatively limited. Based on this information, table 4.6 provides a short overview of the extent to which a MPD can participate in social crime prevention.

ACTIVITY	PARTICIPATION LEVEL	SPECIFIC ACTIONS
Design out crime	Minimal	Formal Observation and By-law enforcement
Education	Minimal	Limited to education of By-law and Traffic Matters
Promoting local cohesion	Minimal	Limited to by-law and traffic law enforcement
Supporting youth and families at risk	Minimal	Limited to reactive responding to family or domestic violence
Breaking cycles of violence	Minimal	Limited to reactive responding to family or domestic violence
Promoting individual responsibility	None	-
Socio-economic interventions to undercut the root causes of crime	None	-

Table 4.6 Participation by a metropolitan police department in social crime prevention (Researcher's illustration of the concept).

Taking the above information into consideration, it can be argued that a metropolitan police department should only be regarded as a minor participant in this type of crime prevention. Mainly due to jurisdictional limitations and the fact that most of the activities associated with this type of crime prevention should be considered by stakeholders other than the police, it can be argued that a MPD will never be in a position to take the lead in this type of crime prevention, or to participate in any other way described above.

4.5 CRIME PREVENTION THROUGH EFFECTIVE CRIMINAL JUSTICE

As demonstrated earlier, the idea that criminality can be prevented by swift and definite punitive measures by the governing power of the day, is as old as humanity itself. This notion of crime prevention is indeed still practised today, as the president of Gambia, President Yahya Jammeh, announced during August 2012 that all prisoners currently awaiting death sentences within the Gambian Corrections System will be promptly executed, in an effort to curb increasing violent crime in Gambia (Sapa, 2012).

According to Garside (2008), the purpose of a criminal justice system is to deliver justice for all, by convicting and punishing the guilty and helping them to stop offending, while protecting the innocent. This sentiment is shared by Daly (2012), who argues that the criminal justice system serves a dual purpose: Firstly, the criminal justice system is the state's response to crime that should benefit the wider society, and secondly it is designed to enable the state to redress imbalances caused by those people who take illegal advantage of others or diminish their human dignity. Similarly, Brooks (2012) argues that the criminal justice system is concerned with meeting the needs of victims, offenders, and affected communities, brought on by crime.

4.5.1 The basic philosophy of crime prevention through effective criminal justice

It is argued by Holtmann, (2009), Lab, (2010), and Nel, (2000) that the role of the criminal justice sector in this regard is to act as a repellent to deter potential offenders from offending. According to the Metropolitan Police Services (2012), the criminal justice system in South Africa consists of three distinctive components:

- The Department of Justice and Constitutional Affairs
- The Department of Corrections
- Police services

These components will then be responsible to ensure that a strong deterrent is created by engaging in the following activities as described by the White Paper on Safety and Security (1998):

- Law enforcement
- Rehabilitation and reintegration
- Active visible policing
- Successful investigations
- Victim empowerment

Upon first inspection, it seems only logical to argue that a metropolitan police department will be able to play a significant role in each of these activities. However, a closer examination of the mandate of the MPD reveals that this is not the case.

4.5.2 Participation by a metropolitan police department in crime prevention through effective criminal justice

In order to find an appropriate role for a metropolitan police department to play in this type of crime prevention, it becomes necessary to examine these activities, and subsequently determine to what extent a MPD can participate in them.

4.5.2.1 Law enforcement and active visible policing

According to Palmary (2001), visible policing is the headlining strategy employed in South African cities to combat and prevent crime. Visible policing is based on the idea that the presence of uniformed police officials will deter potential offenders from actually offending (Burger, 2007b; Nqakula, 2007; De Guzman *et al.*, 2012). It should be noted, however, that the mere presence of uniformed police officials will not be enough – police officials who meaninglessly linger around will serve no purpose and, consequently, will not contribute towards the prevention of crime. The police should be seen putting written law into action (McLaughlin, 1996). In other words – police should be seen enforcing the law. Law enforcement in this context should be regarded as the application of legal sanctions to behaviour that violates a legal standard (Jones *et al.*, 1994; Purpura 2001; Wright 2002). It can thus be argued that visible policing and law enforcement are two sides of the same coin, as law enforcement constitutes an important element of visible policing.

The value of law enforcement and, consequently, visible policing in the prevention of crime, is based on the threat of sanctioning (Reiner, 2000). The threat of sanctioning is based upon the perception that the certainty of detection after the commission of a wrongful act, followed by the unpleasantness of inescapable punishment after the commission of such an act, will be sufficient to keep a prospective offender from offending (Burger, 2007a; Lab, 2010; Gilling, 1997; Tilley 2009; Zaal, 1994). As the police are not responsible for the punishment of offenders, it is argued that the principal role of the police in this regard will be the detection of crime. In order to detect crime, the police employ the tactics of investigation and apprehension (National Crime prevention Institute, 1986).

In previous chapters, the regulatory framework of metropolitan police departments and, consequently, the mandate of a MPD were examined. This examination

suggests that the legislator places a special emphasis on the law-enforcement functions of the department, as the mandate specifically refers to two types of policing that a MPD should engage in. As demonstrated earlier, policing is a wide concept, which includes, but is not limited to law enforcement. It can thus be argued that the crime-prevention functionality of a MPD is embedded within the department's law-enforcement functions. The persistent policing, and by implication, the enforcement of road-traffic legislation and municipal by-laws will create a substantial police presence within the municipal area, which, in turn, will contribute significantly towards the prevention of crime.

4.5.2.2 *Rehabilitation and reintegration*

The White Paper on Corrections (2005) defines rehabilitation as:

... the result of a process that combines the correction of offending behaviour, human development and the promotion of social responsibility and values. It is a desired outcome of processes that involve both departmental responsibilities of Government and social responsibilities of the nation.

Taking this definition into consideration, it is argued by Muntingh (2005) that rehabilitation intentionally targets and intervenes with some specific aspects of offenders with the purpose of reducing the likelihood of such an offender reoffending. Similarly, Dissel (2007) argues that rehabilitation is an intervention that is directed at decreasing the probability that the offender will offend again in the future.

Reintegration is defined in the White Paper on Corrections (2005) as the social reintegration of people under correction. According to Muntingh (2005) reintegration is directed at ensuring that an offender, after such an offender has been rehabilitated, is successfully placed back in society. Dissel (2007) shares the sentiment that this activity is concerned with reintroducing the offender into society, with the aim of living a law abiding life.

The above definitions make it clear that these activities fall outside the intended scope of the police. In South Africa, these activities are handled by the Department of Corrections. Previously, it was mentioned that a member of a metropolitan police

department may only detain a person for the period of time it takes to deliver such a person to the South African Police Service. Accordingly, it can be argued that a MPD will not play any role in these crime-prevention activities.

4.5.2.3 Successful investigations

On various occasions throughout this dissertation, it was mentioned that the mandate of a metropolitan police department does not authorise the department to investigate crime. Consequently, it can be argued that a MPD will not play a significant role here. The investigation of crime will remain the responsibility of the SAPS.

4.5.2.4 Victim empowerment

The South African Police Service (2006) defines a victim as:

Any person including society as a whole, directly or indirectly affected by crime, or who is [sic] at risk of being affected by crime.

The probability that a victim of crime will overcome the psychological and emotional effects of a traumatic experience increases significantly if proper and appropriate counselling processes are initiated as soon as possible after the traumatic event. In this regard, it is argued by Shaw and Camerer (1996) that the police are normally the first government agency that interacts with the victim. This suggests that the onus to initiate the counselling process rests on the police official on the scene. According to Shaw (1998), a crucial component of victim support by the police is providing victims with information about the impact of crime, the services that are available to them and their potential benefits, as well as details of the process and kind of support they should expect from the criminal justice system.

As metropolitan police officials interact with victims of violent incidents on a daily basis (Kgalema, 2002), it is argued that metropolitan police officials must at least be able to provide the victim with information regarding available support services within the municipal area (Palmary, 2002).

However, the provision of information is not enough. In most cases, a considerable amount of time passes from the time of the incident till the time when the appropriate support service is mobilised and ready to respond. It is therefore suggested that all police officials, from all policing agencies, are trained in the concept of trauma counselling to such an extent that they are able to identify the appropriate support services needed in the prevailing situation, and that they initiate and continue with the counselling process until such time when the appropriate support service becomes available and/or arrives at the scene of the incident.

4.5.3 A realistic role for a metropolitan police department in crime prevention through effective criminal justice

From the information above it is clear that participation by a MPD in crime prevention through effective criminal justice will be limited to a small number of activities. Based on this information, the table below provides a short overview of the extent to which the department can participate in this form of crime prevention.

ACTIVITY	PARTICIPATION LEVEL	SPECIFIC ACTIONS
Law enforcement and active visible policing.	Active	By-law and road-traffic law enforcement.
Rehabilitation and reintegration	None	-
Successful investigations	None	-
Victim empowerment	Moderate	Providing information and basic counselling to victims of crime.

Table 4.7 Participation by a metropolitan police department in crime prevention through effective criminal justice (Researcher's illustration of the concept)

Taking the above into consideration, it is clear that a metropolitan police department will be an active participant in law enforcement and visible policing. However, they will have a minor role to play in victim empowerment, while they will not play any role in criminal investigations, or in the rehabilitation and reintegration of offenders. Mainly due to jurisdictional limitations, a metropolitan police department will never be

in a position to take the lead in this type of crime prevention, or to participate in any other way described above.

4.6 SUMMARY

This chapter is an attempt to ascribe a sensible and practical meaning to the vaguely formulated concept of crime prevention within the context of metropolitan policing. In order to find such meaning, the crime-prevention capabilities of a metropolitan police department in relation to headlining crime-prevention approaches and activities were briefly evaluated. This evaluation revealed that, in contrast to popular belief, a MPD has a uniquely limited role to play in the prevention of crime. A metropolitan police department is simply not in a position to concretely and effectively participate in crime-prevention activities like social and situational crime prevention, crime prevention through effective criminal justice, or crime prevention through environmental design as they cannot control all the aspects relevant to these types of crime prevention.

Instead of embarking on ambitious multidisciplinary and holistic crime-prevention approaches as suggested by the White Paper on Safety and Security, a MPD should focus its activities and efforts towards their mandated law enforcement functions of road-traffic policing and the enforcement of municipal by-laws.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1 INTRODUCTION

The purpose of this chapter is to provide a short but comprehensive overview of the research process involved in this research study. Aspects like the research design, methods used to collect, analyse and interpret the data, as well as strategies used to ensure validity and reliability will be discussed. This chapter will end with an overview of the ethical framework within which the research was conducted.

5.2 RESEARCH DESIGN

According to Creswell (2008), a research design is a strategy that indicates how the phenomenon under investigation is going to be examined. Maxwell (2009) shares this sentiment when he argues that a research design is a rational process of stages that is necessary to carry out a particular study. Franklin (2012) describes a research design as an action plan that depicts the chronological sequence in which a research project is carried out. This section is therefore directed at documenting the process that was followed to conduct this study by examining the research approach, the stages of the research, the context in which it took place, the population relevant to the study, and how this population was sampled.

A critical element of any research design is the selection of the reference style. Due to the large quantity of literature relating to the prevention of crime, it was decided that the American Psychological Association (APA) 6th edition reference style will be adopted throughout this dissertation.

5.2.1 The research approach

Quantitative research is generally described as the gathering of numerical data, and then generalising it across groups of people (Khalid, Hilman & Kumar, 2012; Kraska, 2010; Sibanda, 2009). According to Sale, Lohfeld and Brazil (2002), the ontological position of this research paradigm is that there is only one objective reality, which exists totally autonomously from human awareness. According to Crossman (2013), this ontological position of quantitative research is its biggest shortcoming, as it

decontextualises human behaviour and removes the event from the real world. This view is also shared by Poetscheke (2003) who argues that quantitative research only explains the existence of a phenomenon, and not what the existence of the particular phenomenon means to mankind.

Qualitative research, on the other hand, is described by Mack, Woodson, MacQueen, Guest and Namey (2005), as being concerned with uncovering deeper human experiences, beliefs and behaviours. According to Krauss (2005), qualitative research is mainly based on the assumption that multiple subjective realities are constructed by the human beings who have experienced a particular phenomenon. Qualitative research therefore aims to concentrate on words and observations to express reality and attempt to describe people in the real world.

In the very stages of this study, consideration was given to adopting a quantitative approach towards this research. However, as the literature study progressed, it became clear that the quantitative research paradigm will not be appropriate for this type of study. From the literature it became clear that the crime-prevention phenomenon cannot exist independently from human consciousness. Crime and, consequently, crime prevention, are phenomena unique to the human existence. Furthermore, a variety of interpretations and explanations about the exact nature of crime prevention was found within the literature. Authors like Burger (2007a), Clarke (1997), and Deklerck and Depuydt (2000) ascribed their own meaning, based on their unique situation and experiences, to this complicated phenomenon. The various interpretations and opinions indicate that multiple realities concerning crime and the prevention thereof exist within the context of policing.

Consequently, a qualitative research approach will allow the exploration of multiple realities by examining the beliefs and opinions in the realm of policing. As this study is directed at uncovering the meaning of crime prevention, it seems only appropriate that a qualitative research approach is adopted. In line with the qualitative paradigm, this research can be considered to be rooted in the philosophical framework of social constructivism. According to Creswell (2009), the social constructivist paradigm is based on the assumption that meanings are constructed by human beings as they engage in the world they live in. This view is shared by Flowers (2009), who states

that social constructivism is based on the notion that individuals and groups interpret situations according to their individual experiences, knowledge and expectations. Similarly, Owen (1995) defines social constructivism as ‘a perspective which believes that a great deal of human life exists as it does due to social and interpersonal influences’.

The social constructivist paradigm seems to suits this study, because the crime-prevention phenomenon is described by various authors (Deklerck & Depuydt, 2000; Nel, 2000; Pelser, 2002) as an ambiguous term with different meanings for different people. According to Sagant and Shaw (2010), the meaning of crime prevention varies in relation to the situation it is applied in. Situation, for the purpose of this study may include aspects like the current organisational framework, the legal framework, individual experiences and personal knowledge of crime prevention.

The philosophical approach towards this study can be summarised as follows:

MAIN APPROACH	QUALITATIVE
Ontological position	Multiple realities exist. There is no one objective, universal reality or truth – only definitions thereof (Allen-Collinson, 2012).
Epistemological position	Knowledge is a human product, and is socially and culturally constructed. Individuals create meaning through their interaction with each other and with the environment they live and/or work in (Surif, 2001). Knowledge is gained through experience. It attempts to reflect on the conditions of possibility of experience and cognition (Zahavi, 2010).
Methodological position	Inductive, qualitative methods such as in-depth and focus-group interviews, representing the crime-prevention phenomenon from the perspective of the research participants (Van Manen, 2007).
Axiological position	Fundamental duty of caring for participants. Principles of autonomy, non-maleficence, beneficence, justice, privacy, confidentiality, and fidelity to apply (Degu & Yigzaw., 2006).

Table 5.1 Philosophical approach to this study (Researcher’s illustration of the concept)

According to Crossan (2003), the identification of such a philosophical framework will enable a researcher to refine the research strategy, select the appropriate methods, and expand the knowledge and experience of the researcher concerned.

5.2.2 The research process

Based on the work of Hanacek (2001), the research was conducted in five phases, as depicted in the figure below.

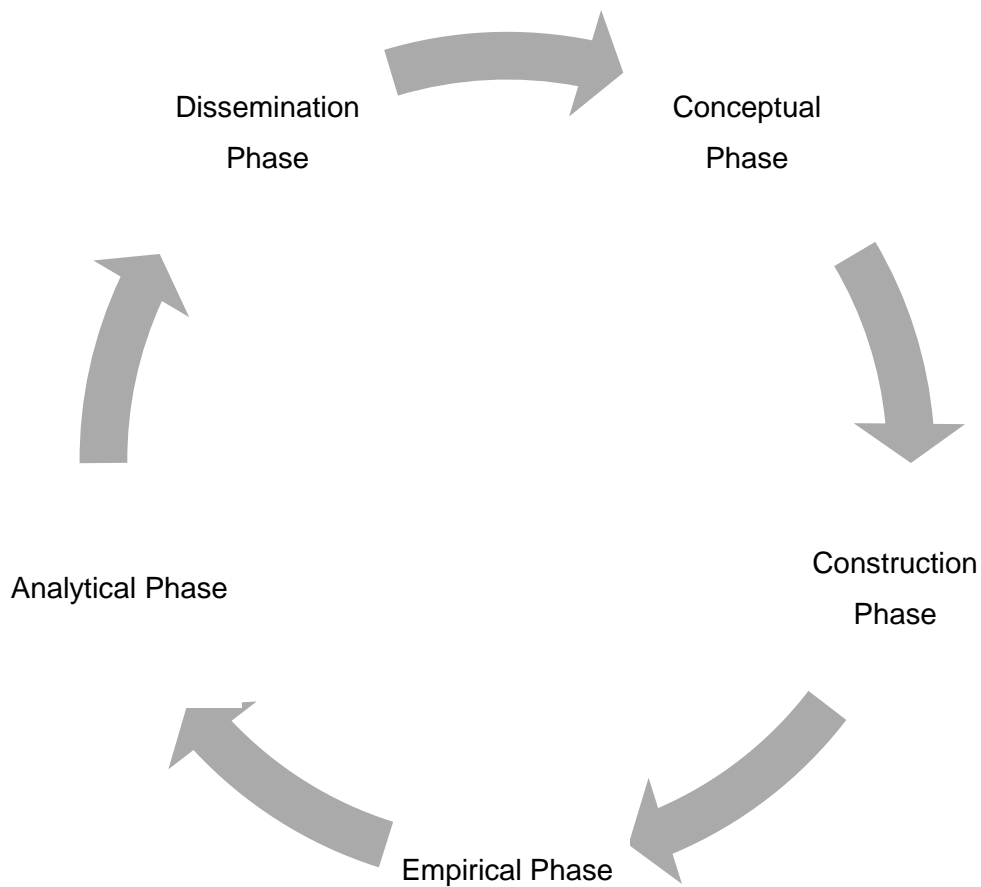


Figure 5.1 *The research process (Hanacek 2001)*

Various activities are associated with each step in the research process. Table 5.2, on the next page; provide a concise oversight of the activities associated with each step of the research process.

PHASE	DESCRIPTION	ACTIVITIES
1	Conceptual Phase	<ul style="list-style-type: none"> • Selection of research topic • Review of literature • Formulation of research objectives
2	Construction Phase	Construction of research design, including: <ul style="list-style-type: none"> • Research approach • Population and sampling • Ethical considerations • Data-collection methods • Methods of data analysis • Strategies to ensure reliability
3	Empirical Phase	<ul style="list-style-type: none"> • Collection of Data: • Focus-Group Interviews • In-depth interviews
4	Analytical Phase	<ul style="list-style-type: none"> • Transcription of interviews • Open or systematic coding • Thematic analysis
5	Dissemination Phase	Construction of final report

Table 5.2 Activities associated with the research process (Researcher's illustration of the concept).

Although this table does not provide an in-depth description of the research process, it is anticipated that a clear picture will emerge as the chapter progresses, as all these activities will be discussed in detail throughout the rest of the chapter.

5.2.3 The population

Pavlichev (2004) describes a population as the universe of units of analysis, such as individuals, social groups, organisations, or social objects that a researcher bases her or his conclusions on. Similarly, Litt (2010) argues that a population can be described as the entire group of beings one seeks to understand. Taylor (2008) describes a population as a group of individuals or other elements that are the focus of a study about which the results are intended to be generalised.

The staff component of the Tshwane Metropolitan Police Department can be divided in to three distinct groups. This distinction is made based on the functional responsibility of the staff members concerned.

TSHWANE METROPOLITAN POLICE DEPARTMENT		
OPERATIONAL OR UNIFORMED MEMBERS	SUPPORT STAFF	STUDENTS AND TRAFFIC WARDENS
All members who are registered as members of the TMPD	All support staff like administrative officers, office managers, clerks and cashiers.	All students currently enrolled at the Tshwane Metropolitan Police Academy, and all contractually appointed traffic wardens.

Table 5.3 Subpopulations of the Tshwane Metropolitan Police Department (Researcher's illustration of the concept).

For the purpose of this study, staff members within the support-staff group and the student-and-traffic-warden group will be excluded. These staff members are not legally obligated to participate in the prevention of crime. The population for this study can therefore be defined as any staff member who is registered as a member of a metropolitan police department. The population applicable to this study can be divided into three distinct subpopulations. This division is made based solely on the ranking structure of the TMPD.

GROUP	DESCRIPTION	RANKS
Senior-management cluster (Group 3)	Members who manage and oversee the operation of the Tshwane Metropolitan Police Department on strategic levels.	<ul style="list-style-type: none"> • The Chief of Police • Deputy Chiefs of Police • Directors • Commanders
Middle-management cluster (Group 2)	Members who are responsible for the management of the day-to-day operation of the TMPD.	<ul style="list-style-type: none"> • Senior Superintendents • Superintendents
Functional cluster (Group 1)	Members who are considered to participate in the day-to-day operation of the TMPD	<ul style="list-style-type: none"> • Inspectors • Sergeants • Constables

Table 5.4 Subpopulation relevant to the study (Researcher's illustration of the concept)

This division of the population is necessary, because the presence of senior officials while junior officials are being interviewed may intimidate junior officials to such an extent that they are afraid to speak freely and voice their opinions. Also, military protocol and etiquette dictate that a senior member's rank and position shall be respected at all times. Therefore, it can be considered as unethical within the organisational context to interview senior members together with junior members. Finally, as this separation is done in accordance with rank, and consequently in accordance with managerial responsibility, it seems logical that consensus on a topic or theme can be reached more easily between individuals with the same responsibilities, experience and objectives.

5.2.4 Sampling

Sampling within the qualitative paradigm is described by Morse (2004) as the considered selection of the most suitable participants to be included in the study according to the way in which the participants may be able to meet the study's theoretical needs.

5.2.4.1 Sampling techniques

Various authors like Onwuegbuzie and Leech (2007), Miles, Huberman and Saldana (2013), and Remler and Van Ryzin (2011) are of the opinion that sampling in qualitative research tends to be more purposive than random. According to Marshall (1996), in qualitative research, the researcher selects the participants who are the most likely to provide the needed information. This view is shared by Coyne (1997), who argues that the researcher selects the places, people and situations which offer the greatest opportunity to gather information relevant to the phenomenon under investigation.

For the purpose of this study, a mixed purposive sampling strategy, as identified by Onwuegbuzie and Leech (2007) was followed. Sullivan (2009) argues that this type of strategy allows the researcher to mix and adjust other sampling techniques to suit the particular needs of the study at hand. The process followed for this study contains elements of volunteer or opportunistic sampling, as well as snowball and simple random sampling. Based on the work of Black (1999), various advantages

and disadvantages can be identified with the sampling types used in this study. These advantages and disadvantages are summarised in the table below.

SAMPLING TYPE	DESCRIPTION	ADVANTAGES	DISADVANTAGES
Volunteer or opportunistic sampling	Volunteers or a set of subjects who just happen to be available	Inexpensive way of ensuring sufficient numbers for a study	Can be highly unrepresentative
Snowball sampling	Subjects with the desired traits or characteristics give the names of further appropriate subjects	Possible to include members of groups where no lists or identifiable clusters even exist, for example, drug abusers and criminals	No way of knowing whether the sample will be representative of the population
Simple random sampling	Random sample from the whole population	Highly representative if all subjects participate – the ideal sample	Not possible without complete list of population members

Table 5.5 *Sample types used during the study (Black, 1999)*

In order to acquire participants across all three groups, as was identified in table 5.4, the following strategies were followed:

- **Functional Cluster:** Every Monday morning, no less than 35 members who fall within the selection criteria of this group report for annual firearm training at the Tshwane Metropolitan Police Academy. Before the said training commenced, the researcher were given the opportunity to conduct his focus-group interviews. All members who reported for the training were seated in a classroom. The researcher entered the classroom and delivered a short presentation on the research and what will happen during the interview. Potential participants were also informed that the interview will be recorded. After the presentation, the researcher asked for volunteers who will be willing to participate in the study. Those who were willing to participate were then taken to another venue where the focus-group interview was conducted. The process of how the interview was

conducted and why this particular interview type was selected will receive more attention later during this chapter.

- Middle-Management Cluster: 20 potential participants who fall within the selection criteria for this group were randomly selected from the organogram of the Tshwane Metropolitan Police Department. After these potential participants have been identified, an email was drafted to invite these staff members to participate in the study by providing a short summary of the purpose of the study. This email was sent to all the possible participants. After seven days from the day that the email was sent, the participants who have responded to the email were contacted, and a date and time for the focus-group interview were arranged.
- Senior-management cluster: 14 potential participants who fall within the selection criteria of this group were randomly selected from the organogram of the Tshwane Metropolitan Police Department. As with the middle-management cluster, an email inviting potential participants to take part in the study was drafted and sent to these staff members. If a potential participant responded to the email, he or she was contacted and a date and time for the personal in-depth interview were set. After the interview, participants were asked to provide particulars of any person who, in the opinion of the participant, could potentially provide valuable input into the study. These potential participants were then contacted to see if an interview could be arranged.

5.2.4.2 *Sample size*

According to Coyne (1997), Miles *et al.* (2013) and Patton and Cochran (2002), sample sizes in qualitative research is significantly smaller than in quantitative research and there is no clear guidelines on exactly how big or how small the sample should be. These authors also contend that the number of participants should be determined by data saturation. Data saturation is described by Tuckett (2004) as the point at which no new information comes to the fore during interviewing. Marshall (1996) provides the best description of a sample size in qualitative research when he argues that an appropriate sample size is one that adequately answers the research the questions.

Taking the saturation level into consideration, the following sample was deemed adequate to answer the research question for this study:

- In the functional group, two focus-group interviews, with a total of thirteen participants
- In the middle-management cluster, one focus group with a total of seven participants
- In the senior-management cluster, seven personal in-depth interviews.

5.3 DATA COLLECTION

In order to collect primary data, two methods were used, namely focus-group and personal in-depth interviews. Remler and van Ryzin (2011) states that an interview can either be structured or semi-structured. Franklin (2012) describes an interview simply as a conversation with purpose. Josselson (2013) comes to the same conclusion when she states that an interview is the shared product of what two people talk about and how they talk about it. Turner (2010) is of the opinion that an interview is a useful tool to gain in-depth information about a participant's experiences and perspectives of a particular topic.

For the purpose of this study, all interviews should be regarded as semi-structured. In a semi-structured interview, the researcher has a set of pre-determined questions, but is free to ask other probing questions, depending on the direction the interview is taking (Kajornboon, 2005; Valenzuela & Shrivastava, 2002).

5.3.1 Focus-group interviews

Morgan and Spanish (1984) are of the opinion that a focus-group interview is a method to get several participants to discuss a topic of mutual interest among themselves and with the researcher. Similarly, Litosseliti (2003) describes a focus group as a small structured group where a moderator explores specific topics, feelings, attitudes and experiences by encouraging group communication amongst participants. This view is shared by Grumbein and Lowe (2010), who state that, in a focus-group interview, a moderator uses group-communication techniques to extract information that participants may withhold in a more traditional interview method.

As a research method, various advantages and limitations have been identified. Based on the work of the Office of Quality Improvement (2007), these advantages and limitations can be summarised as follows:

FOCUS-GROUPS	
ADVANTAGES	LIMITATIONS
1. Can produce data that may not come forward from personal interviews or surveys	1. Not statistically significant Participants may be difficult to recruit
2. Relatively cheap and easy to use	2. Motivation of participants may be questioned
3. Responses can be clarified through probing questions	3. Open ended questions may be difficult to analyse
4. Non-verbal responses can be interpreted	4. Opinions by dominant participants may overwhelm ideas held by others
5. Group communication and interaction	
6. New ideas can be formed	

Table 5.6 Focus-group interviews: Advantages and limitations (Office of Quality Improvement, 2007)

Taking these advantages and limitations into consideration, the following process was used to plan and conduct the focus-group interviews:

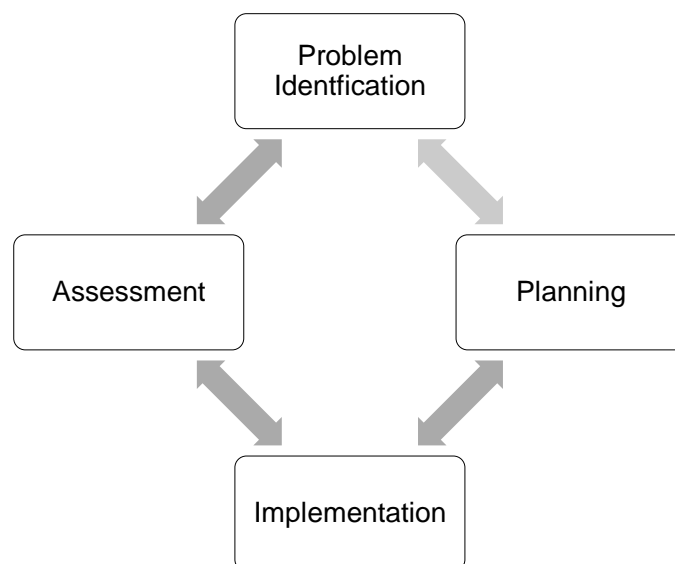


Figure 5.2 The focus-group interview process (Morgan, 1998)

It can be argued that the research problem was identified during the conceptual phase together with the research topic and research objectives.

While planning the focus-group interview, the following, as suggested by Litosseliti (2003), were considered: research questions, participants, moderator, resources and ethical considerations. The outcome of these considerations is reflected in the interview schedule contained in Appendix B. All ethical issues raised during this phase, is reflected in Appendix E, containing the consent form that each participant had to sign before the focus group could commence.

The implementation phase consisted of the actual execution of the interviews. The interviews were conducted by the researcher, who is a trained facilitator. He was assisted by a technical support specialist, who handled all the electronic equipment used during the interview. To ensure that this equipment was working correctly, it was tested before the interview commenced. In case equipment should fail, the researcher ensured that backup equipment was available at the venue where the interviews were to take place. The sequence in which the questioning took place is reflected in Appendix B. All proceedings were digitally recorded by making use of a digital video camera. Participants were made aware of the fact that the interview would be recorded before the interview commenced. During the interview, the researcher made notes on emerging feelings, themes and trends, to assist during the analysis process. On average, the interviews lasted approximately for 90 minutes. Three focus-group interviews were conducted – two within the functional cluster and one within the middle-management cluster.

The assessment process can be considered to form part of the analytical phase of the research, and will receive more attention later in this chapter.

5.3.2 In-depth interviews

According to Franklin (2012), and Boyce and Neale (2006), an in-depth interview is a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular idea, concept, or situation. Guion, Diehl and McDonald (2011a) state that

in-depth interviews allow a researcher to explore a participant's feelings and perspectives on a particular subject deeply.

In order to plan and conduct these interviews, the following process was followed:

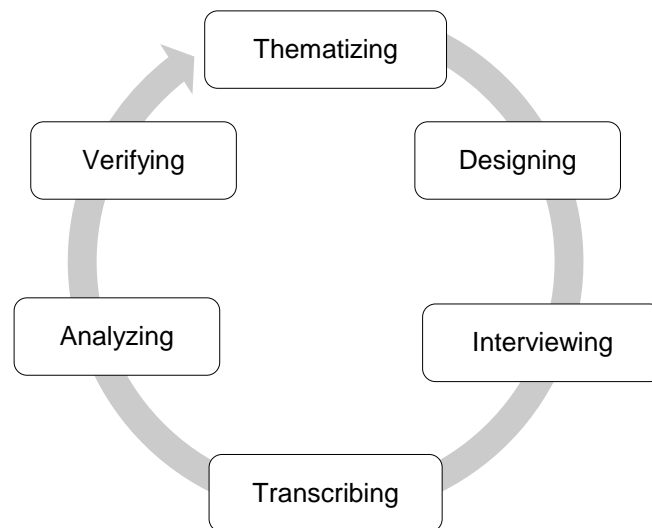


Figure 5.3 *The in-depth interview process (Guion et al., 2011a)*

Thematising was concluded during the conceptual phase of the research, as the research problem, research topic and objectives were decided on during this phase.

While planning these in-depth interviews, the following, as suggested by Woods (2011), were considered: the venue and setting, questioning, ethical considerations, resources needed, time frame and participants. The outcome of these considerations is reflected in Appendix C, which discloses the interview schedule that was used for these interviews. All ethical issues raised during this phase are reflected in Appendix E, which contains the consent form that each participant was required to sign before the interview commenced.

The implementation phase consisted of the actual interviews. The interviews were held at the offices of the participants to ensure their comfort for the duration of the interviews. The sequence of the questions is reflected in Appendix C. The interviews were recorded with an audio recorder that was placed between the interviewer and the participant. Before the interview commenced, the participant was informed that

the interview will be recorded. During the interview, the researcher made notes on emerging feelings, themes and trends to assist the analysis afterwards. On average, the interviews lasted approximately 45 minutes. Seven in-depth interviews were conducted during this study.

The transcription, analysis and verification phases will receive attention later in this chapter.

5.4 DATA ANALYSIS

According to Remler and van Ryzin (2011), the analysis of raw data, like interview transcripts, involves mainly the organisation and interpretation of this data. These authors, together with Kawulich (2004), and Elo and Kyngäs (2008), contend that qualitative data analyses generally occur in three stages:

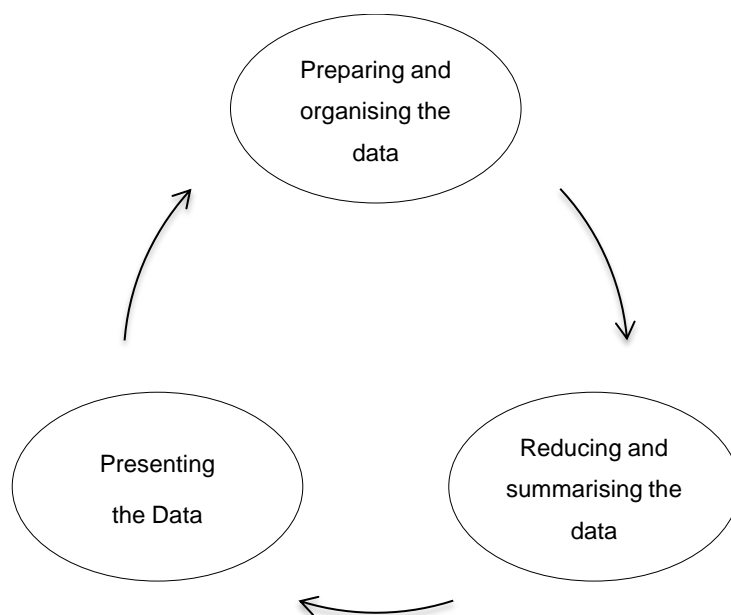


Figure 5.4 *The process of data analysis (Elo and Kyngäs, 2008)*

The data-analysis strategy for this study consisted of systematic coding, constant comparison and content analysis. However, how the strategy unfolded will be explained in terms of the process illustrated above. The same process was used for both the in-depth and focus-group interviews.

5.4.1 Preparing and organising the data

According to Taylor-Powell and Renner (2003), the first thing the researcher has to do, is to familiarise him- or herself with the data. After an interview, the recording of the interview was immediately backed up on the researcher's personal computer to ensure that the data did not get lost or damaged. The interviews were given unique reference numbers, and all relevant dates and times were recorded. The researcher started to familiarise himself with the data as soon as possible by firstly listening to or viewing the interview recordings while reviewing the notes made during the interview. The researcher, in an attempt to truly get to know the data, decided to transcribe the interviews himself. This forced him to listen to or view the interviews several times. All interviews were transcribed word for word as it has occurred in the interview. The researcher made use of Microsoft Word 2010 to type up the interviews. After transcribing an interview, the researcher listened to or viewed the recording again while reading the transcript of the interview. The interviews were printed and filed, together with all consent forms, interview schedules and notes according to the unique reference numbers. After processing each interview, the researcher would move on to the next interview and repeat the process.

In order to ensure that the interviews collect correct and sufficient data to answer the research question, a checklist with key questions, which is presented in Appendix F, was developed.

5.4.2 Reducing and summarising the data

After all interviews were transcribed, the researcher embarked on the process of coding the data. Lockyer (2004) describes coding as a methodical way in which to reduce extensive data sets into smaller analysable units through the construction of themes and concepts derived from the data. For the purpose of this study, the researcher made use of three types of coding, namely open coding, axial coding and selective coding, as is indicated in the table 5.7 below.

CODING TYPE	PURPOSE
Open Coding	To open up theoretical possibilities and generate categories. (Identification of themes)
Axial Coding:	To interrelate the substantive developed from open coding (Identification of subthemes)
Selective Coding:	To align and integrate the analysis. (Identification of categories, and linking themes, subthemes and categories)

Table 5.7 Types of coding used during data analysis (Punch, 2009)

All transcribed interviews were copied from Microsoft Word, and pasted into Microsoft OneNote, where the researcher manually coded the data, highlighting the text concerned and then marking the text with the appropriate code, as demonstrated in the figure below.

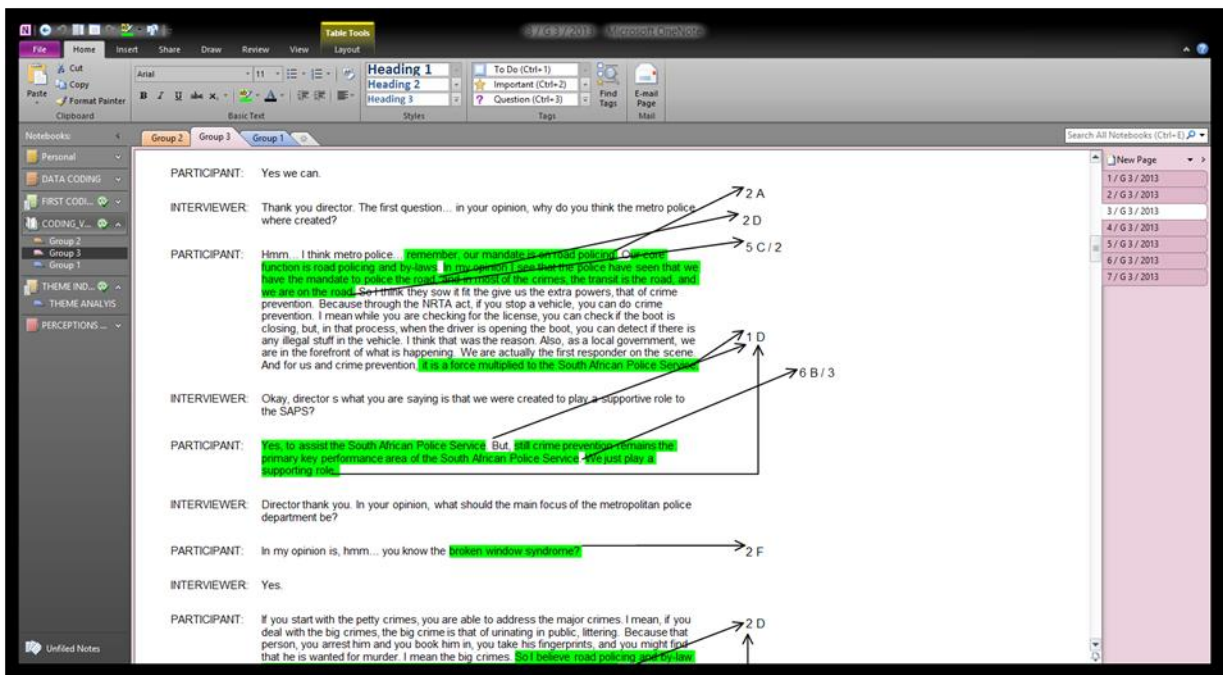


Figure 5.5 Screenshot of data coding in Microsoft OneNote (Researcher's illustration of the concept)

During the coding process, a coding scheme, as is demonstrated in Appendix G, emerged. In the first round of coding, only a number was given to each theme. These numbers can be considered to represent the main themes identified during the data analysis. In the second round of coding, subthemes were identified and a letter from the alphabet was added to the number allocated to the main theme. In the third round of coding, a second number was added to the number-letter combination

to identify categories relevant to the identified subthemes used in the second round of coding.

5.4.3 Presenting the data

After coding, the researcher embarked on conducting a content analysis of the data. In Microsoft OneNote, a table was constructed that resembled the coding scheme presented in Appendix G. Coded text from interviews was copied from the coded transcripts and pasted into the table next to the appropriate code. A table was constructed for each group. After all coded text was pasted into the table, the frequency of the sub-theme or category was calculated. In this manner, the ‘burning issues’ within the Tshwane Metropolitan Police Department were uncovered.

Category	Code	Frequency
CRIME PREVENTION: IMPD	7	7
IMPORTANCE	7 A	5
INFLUENCING FACTORS	7 B	
SUPERVISION / MANAGEMENT	7 B / 1	5
MOTIVATION	7 B / 2	3
RESOURCES / MAN POWER	7 B / 3	12

Figure 5.6 Screenshot of content analysis in Microsoft OneNote (Researcher’s illustration of the concept)

After the content analysis, the analysed data were ready for presentation. This presentation is discussed in the next chapter.

5.5 METHODS TO ENSURE RELIABILITY AND VALIDITY

Without rigour, research becomes fiction and loses all its value (Morse, Barrett, Mayan, Olson, & Spiers 2002). In qualitative research, reliability is concerned with the trustworthiness of the procedures and data generated (Roberts, Priest

& Traynor 2006). Savin-Baden and Howell Major (2010, p.178) describes trustworthiness as

...the process of checking with participants both the validity of the data collected, and that data interpretations are agreed upon a shared truth. It is evidence of research accountability and involves both integrity and rigour.

Validity, on the other hand, is concerned with how well the research method investigates what it is supposed to investigate (Carcary, 2009; Golafshani, 2003; Roberts *et al.*, 2006.). In order for qualitative research to be valid, it must be credible, fitting, auditable and confirmable (Morse *et al.* 2002).

In order to ensure that this research is credible, fitting, auditable and confirmable, the following strategies, as listed below, were employed:

5.5.1 Triangulation

Bryman (2004), Hastings (2010) and Hussein (2009) describe triangulation as the practise of using multiple sources or multiple approaches to analysing data to enhance the credibility of the study concerned. For the purpose of this study, data, methodological and environmental triangulation were used.

Guion, Diehl and McDonald (2011b) describe data triangulation as the use of various sources of information to increase the validity of the study. For the purposes of this study, the population was divided into three groups, and the same information was collected from all three groups.

Methodological triangulation is described by Guion *et al.* (2011b) as the use of multiple methods to conduct a study. As demonstrated earlier in this chapter, the researcher made use of focus-group and in-depth interviews to collect the data, and systematic coding, constant comparison and content analysis to analyse the data.

Environmental triangulation is described by Guion *et al.* (2011b) as using different locations, settings and other key factors relating to environment in which the study took place. In order to achieve environmental triangulation and ensure prolonged

engagement in the research field, as suggested by Krefting (1991), the data-collection process was conducted over a six month period. Therefore, time, which is critical to the environment, was constantly changing. Different venues were also used for in-depth interviews.

5.5.2 Bracketing

Simon (2011) describes bracketing as a process where the researcher creates a distance between himself and previously held theories and assumptions in order to become a non-participating observer of the phenomenon under investigation. According to Chan, Fung, and Chien (2013), the fundamental purpose of bracketing is to ensure that the researcher does not influence the participants' understanding of the phenomenon.

Firstly, the researcher had to identify any preconceived ideas and perceptions that he might have had about crime prevention within the framework of the MPD (Gearing, 2008). He then placed brackets around these ideas and conceptions to prevent this information from tainting descriptions of the crime phenomenon provided by participants.

The researcher ensured that none of his own ideas and concepts about crime prevention 'pollutes' participants, by treating the research as a 'confidential project'. The research was not discussed with any of the possible participants, nor was any participant given any information, except for the purpose of the study before the interviews were conducted.

5.5.3 Member checking

Turner and Coen (2008) describe member checking as a process in which research products are returned to participants to obtain internal authentication. The member-checking process was embedded in the primary data collection process, as described by Sandelowski (2008), Harper and Cole (2012) and Trent and Cho (2006). Participants were asked to elaborate and clarify their opinions. This was accompanied by the researcher summing up the salient points of a statement and asking the participants if he understood them correctly.

5.5.4 Reflective journaling

Reflexivity, which forms the basis for reflective journaling, is described by Dowling (2008) as a researcher's engagement of constant scrutiny and explanation of how he influenced the research. According to Arber (2006), the keeping of a journal encourages self-reflection and avoids self-absorption. According to Watt (2007), a researcher can, by engaging in an on-going dialogue with him- or herself through journal writing, be able to determine what they know and how they think they came to know it.

For the purpose of this study, the researcher used a counter book, in which dates, times, feelings, impressions, methodological decisions and ethical considerations were progressively recorded as he engaged in the research field.

5.5.5 Providing an audit trail

According to Bryman (2008), providing an audit trail involves keeping complete records of all phases of the research in a presentable format. Carcary (2009) shares this sentiment when she argues that, in developing an audit trail, a researcher provides an account of all research decisions and activities throughout the study. Cutcliffe and McKenna (2004), based on the work of Halpren (1983), lists six categories of information that should be listed in the audit trail:

- Raw data
- Data reduction and analysis projects
- Data reconstruction and synthesis products
- Process notes
- Materials relating to intentions and dispositions
- Instrument-development information.

All information relating to these categories will be kept by researcher for a period of no less than five years after the study has concluded.

5.6 ETHICAL CONSIDERATIONS

Herrera (2010) states that ethical issues in research have got to do with the researcher's obligations and the limits of acceptable scientific activity. Orb,

Eisenhower and Wynaden (2001) as well as Stevens (2013) come to the same conclusion when they argue that research ethics ensure that good is done and harm is avoided.

Degu and Yigzaw (2006), and McNeill and Chapman (1990), identified various principles that should be followed to ensure ethical research. These principles, includes inter alia autonomy, informed consent, non-maleficence, beneficence, justice and confidentiality.

- Autonomy and informed consent: According to Van Norman (2011), participants must be able to make autonomous decisions regarding their voluntary participation in the research. This implies that the participant must be given enough information about the study to be able to make an informed decision on whether he or she wants to take part or not (Owens, 2010).
- Non-Maleficence: According to Pantilat (2008), the principle of non-maleficence states that researchers should act in such a way that their behaviour do not inflict evil or cause harm to others.
- Beneficence: According to Pantilat (2008), this principle implies that research should be done in such a way that it is done to the benefit of others.
- Justice: Orb *et al.* (2001) state that this principle is concerned with ensuring that participants are not exploited and abused.
- Confidentiality: According to Ogden (2008), this principle is based on the notion that nothing that is discussed with the researchers, should be disclosed in such a way that a participant can be publically identified.

In accordance with these principles, together with the guidelines for research involving human participants as described in Part 2 of the University of South Africa's policy on research ethics, a participant consent form was drafted as depicted in Appendix B. The information on the consent form was explained to the participant and the participant was asked to sign the consent form before the interview commenced. This insured, informed consent, autonomy and justice.

Appendix A, which represents permission from the Chief of Police to conduct this study within the Tshwane Metropolitan Police Department, also demonstrates how the principles of non-maleficence and beneficence were applied for the purposes of this study.

In order to ensure confidentiality, recordings of the interviews are only accessible to the researcher. No other person has access to these recordings. No names or other personal details have been recorded that may lead to the unjust identification of a participant in any document, except for information that may be recorded in the researcher's private notes.

5.7 SUMMARY

In this chapter, a short but comprehensive description was given of all the processes followed to conduct this research. By explaining the philosophical underpinnings relevant to the study, it was demonstrated why a qualitative research approach was deemed to be appropriate. The research design, which included aspects like the population relevant to the study, sampling techniques and sample sizes, was reviewed. The methods used to gather data, as well as the procedures used to analyse and interpret the data were also examined, after which the strategies for validity and reliability were explained. Finally, the ethical framework, which formed a critical part of the research process, was explained.

CHAPTER SIX

PRESENTATION OF THE RESEARCH FINDINGS

6.1 INTRODUCTION

As described in the previous chapter, various personal and focus-group interviews were conducted during the course of this study. The purpose of these interviews was to determine how members of the Tshwane Metropolitan Police Department perceive the crime-prevention phenomenon, and how they see themselves participating in the prevention of crime.

The purpose of this chapter is to examine and dissect the data. From the data analysis presented in this chapter, the seven headlining themes that have been identified are presented in appendix E. In this chapter, the researcher will make use of themes, patterns and relationships to demarcate and examine the general understanding of crime prevention within the Tshwane Metropolitan Police Department.

The collected data will be analysed in a specific sequence. Firstly, the theme or sub-theme will be introduced by clarifying the purpose of the enquiry. After the topic has been introduced, a synopsis of participant's responses in each cluster, starting off with the functional cluster, followed by the middle-management cluster and lastly the senior management cluster will be provided. After each synopsis, selected verbatim quotations, of at least three participants from the interviews relevant to that particular cluster will be given to provide a more comprehensive insight into the data being analysed.

6.2 THE PURPOSE OF ESTABLISHING A METROPOLITAN POLICE DEPARTMENT

The purpose of this line of enquiry was to determine why participants believe metropolitan police departments were created. In essence, this questioning was directed to finding answers to the age old question, 'why are we here?' Understanding how participants view the existence of a MPD will be critical to

understanding how participants view themselves and the department within the bigger crime-prevention picture.

In the functional cluster, which consisted of thirteen participants, six participants were of the opinion that metropolitan police departments was created with the purpose of assisting the SAPS in certain policing activities like visible policing, crime prevention and road-traffic policing, as the South African Police Service lacked the resources to deal with these functions decisively. Three participants also viewed the creation of a MPD as a means to extend the powers, duties and authority of traffic officers within the local government framework. One participant was of the opinion that the department was created to improve service delivery by the local government. One participant argued that no true extension of powers has taken place, as traffic officers were involved in crime prevention prior to the establishment of the MPD. Two participants viewed the creation of the MPD as a means to increase the law-enforcement capacity in large metropolitan cities.

Tshwane decided to improve its vision; from the old apartheid's vision of a traffic department, to a new vision that they had in implementing the metro police. And also then, at the same time, I think it is to assist the public and the South African Police Service with multi-tasking at this stage.

...the metro police was established to sort of formalise that we are assisting the SAPS. That is my view, if you look at a simple thing, and I don't know whether you have thought about it; look at the uniform. When we were, and this is just my take on it... when we were traffic, pure traffic we were wearing browns. Right through. But now, you have a blue shirt, coupled with a brown – it just gives that feeling of a combination between the two.

...the whole point of the formation of the metro police is to bridge the gap. To bridge the gap between traffic and the police, because there was a gap in between there.

In the middle-management cluster, which consisted of 7 participants, five participants were of the opinion that metropolitan police departments were created to improve

service delivery. Only two participants stated that the department was created to assist the South African Police Service.

...it is also there to centralise the services ... previously we had the traffic department, and you had the security departments as well. Now by matching the services is to match these services for the community.

Metro police were created, as an organ of the government that is nearer [closer] to the people. It [a MPD] belongs to the local municipality or the local government and then, in that sense it is controlled by the municipality and it gives us the sense of being nearer to the people.

...the metro police were created or established to assist the police [SAPS] in the combatting of crime, and with crime prevention.

In the senior-management cluster which consisted of seven participants, three participants were of the opinion that metropolitan police departments were created to assist the South African Police Service with certain policing activities, particularly crime prevention. Two participants thought that the creation of the metropolitan police departments was an attempt to improve service delivery. One participant stated that it was a political endeavour, aimed at combatting crime in large cities. One participant argued that the MPD was created to increase the powers and authority of local traffic officers.

So metro police was created on the basis of ensuring that they supplement the South African Police in terms of crime prevention... in bigger cities, you will find high numbers and concentrations of people and so forth. So we need a force multiplayer in terms of crime prevention.

... there was a shortcoming, especially between the two forces that today is still with us; you have your traffic departments and you have your police. And, there was a lack of crime prevention... preventative crime prevention.

...and it was to improve every day better service delivery for everyone involved.

It is significant to note is the variety of reasons why participants believe that metropolitan police departments were created. If there is no clear picture of why the organisation exists, then it will be impossible to have a clear picture of what the organisation should be doing, and how they should do it. Of further significance is the fact that most participants stated that the MPD was created to assist the South African Police Service, especially with crime prevention. This indicates that there may be a subconscious belief amongst participants that the MPD was created with the objective to prevent crime, which is not the case.

Understanding the reasoning behind the creation of the department is critical to correctly interpreting the main function of the MPD. An organisation is created with a specific purpose, and it is essential that the organisation is actually focused on that purpose.

6.3 THE MAIN FUNCTION OF A METROPOLITAN POLICE DEPARTMENT

The purpose of this section of the interview was to determine how participants view the main objective of a metropolitan police department in general. In essence, this section endeavoured to determine which of the mandated functions were important to participants, and what they saw as the main function or business of the MPD. Understanding the philosophical framework in which participants experienced the crime-prevention phenomenon would be critical to uncovering how they viewed crime prevention within the context of the MPD.

In the functional cluster, seven participants were of the opinion that a MPD should not focus on one specific function, but that equal attention should be given to all three mandated functions. Four participants thought that both by-law policing and road-traffic policing should be focal points of a MPD on an equal basis. Only one participant believed that road-traffic policing should be the main function of the MPD. Only one participant believed that by-law policing should be the MPD's main function.

In my opinion, I think that the main focus of the metro police should still be traffic law enforcement. Because, the way I see it; if I wanted to be a police officer, I would have joined the police. It is that simple.

Basically, it is like those three focuses, for example, like having three kids, your own kids, you only focus on your one favourite kid, the other two are going to do... I mean they're going to be disorganised. So, in short, it is exactly like that.

...it should be by-law enforcement, because I think we have to clean our city. You have to clean it, because everybody, especially the foreigners, when they come to South Africa, because if ever [when] they decide to do a business, they just go the corner, and do whatever they want to do. So I think there should be more concentration on by-laws, so that the city can be clean.

In the middle-management cluster, four participants stated that road-traffic policing should be the function of A MPD. Only two of the participants in this cluster believed that both road and by-law policing should be the main function of a metropolitan police department on an equal basis.

...day by day the volume of traffic increases. There are more cars on the road. So more traffic violations are committed, so that is why I think that it will be better for us to focus on that. I mean, then the SAPS can focus on crime prevention; although we can also do crime prevention, apart from road policing.

...remember our mandate is on road policing.

Our core function is road policing and by-laws.

In the senior-management cluster, three participants viewed road-traffic policing as the core business of the department. Based on the Broken Window Theory, three participants argued that the main functions of the MPD should be both road-traffic policing and by-law policing. Only one of the participants in this group believed that a MPD should focus on all three mandated functions on an equal basis.

Well, it is defined in the Act. The traffic function may not suffer because of the other two functions.

The main focus of the metro police should be around road policing. To ensure a reduction in the fatalities on our roads. The metro police's main focus should be the reduction of road accidents and the carnage on our roads.

Based on the New York model, if you police small crimes you prevent big crimes.

...we should be involved equally [all three mandates functions]. I think if we address civil disobedience through crime prevention, traffic law enforcement and by-law enforcement, that is our purpose; that is our function.

...to amend this, and they also worked on the broken window syndrome [broken window theory] of America, to use by-law enforcement to try and create a law enforcer – a force multiplied for the SAPS.

It is significant to note that the management clusters view the policing of road traffic as the main function of a MPD, while the functional cluster feels that all three functions should be the main objective of the MPD on an equal basis. This suggests that the management clusters may be detached from the functional cluster in terms of communicating the objectives of the organisation to the functional cluster. It may also suggest that participants in the functional cluster mostly take part in a certain function, with little opportunity to participate in the other functions. From the interviews however, it became clear that there is no homogeneous understanding of the core business of a metropolitan police department. In other words, there is no shared or collective vision of what a metropolitan police department should be doing. This is troublesome, because if there is no clear understanding of what the department should be doing, how can anything they do really be effective?

It is therefore necessary to examine the core business of the MPD in order to establish how participants view the function of the metropolitan police department in the prevention of crime.

6.4 THE FOCAL POINT OF THE TSHWANE METROPOLITAN POLICE DEPARTMENT

The previous section of the interview was directed at understanding what a MPD should be doing in general. As this research is directed at understanding the world

that the members of the TMPD live in, it becomes necessary to determine how members of the organisation perceive the main objective of the TMPD. Understanding the organisational framework in which participants experience the crime-prevention phenomenon will be critical if we want to uncover their views on crime prevention in the context of metro policing.

In the functional cluster, eleven participants believed that the current main focal point of the Tshwane Metropolitan Police department is the policing of road traffic. Only one participant indicated that by-law policing was the current main focal point of the department. Only one participant thought that the Tshwane Metropolitan Police Department was equally focused on all three mandated functions.

Our [the TMPD] current focus, as far as I am concerned, is by-laws. Why I say by-laws; as you see the cities, more people are coming to the cities, and then those people are standing on the street corners, and then they make traffic congestion...

They [national government] wanted officers to do everything; to do law enforcement, by-laws and road policing. So that is what we should do. That is the main things that we should do. We should multitask and do everything at the same pace.

I think our [the TMPD] management, they are too focused on road policing....

In the middle-management cluster, all seven participants were of the opinion that the main focal point of the Tshwane Metropolitan Police department was the policing of road traffic.

Currently... we [the TMPD] are more focused on road policing... more than anything else. Because we are doing the point duties, accidents, writing tickets and things like that.

We [the TMPD] are not that focused on crime prevention and also by-laws. We are more focused on road policing.

So even our [the TMPD] management are so mentally focused on road policing.

In the senior-management cluster, two participants thought that road-traffic policing was the main focal point of the Tshwane Metropolitan Police Department. Two participants in this group viewed crime prevention as the current focus point of the Department. One participant thought that the core business of the TMPD was to make money for the City Council. One of the participants stated that the TMPD is not really focused on any of the mandated functions at this stage. One participant also stated that the policing of municipal by-laws are the TMPD's current point of focus.

Our [the TMPD] main focal point at the moment is traffic control. You know we have congestions on our roads, so that is our main focal point at the moment.

But we [the TMPD] are so focused on money, that we will much rather give the person a fine, instead of asking what we can do to let him see the errors of his way.

...we [the TMPD] are not really focussing on anything.

...main focus should be by-law policing to ensure cleaner roads and so forth, which will mitigate pickpocketing on our pavements and those types of things. So I think that that should be our main focal area.

This means that our [the TMPD] focus has shifted to conviction rates and bringing in money, instead to moving to intelligent driven police enforcement so that we can get the crash indexes down, which is very important.

From these interviews it seems that no one actually knows what the core business of the Tshwane Metropolitan Police Department is. It is significant, however, that there is no clear understanding amongst any of the groups about what exactly the current focus point of the Tshwane Metropolitan Police Department is. This suggests that there may not be proper communication within the department. Even more troublesome is that not even within the senior-management cluster, which is supposed to provide the entire organisation with purpose and strategic direction, is there any clear picture of the departmental objectives. This may suggest that there is

no clear departmental policies in place, or that the content and objectives of these policies, should they be in place, are not communicated throughout the department. Again it is necessary to ask the question, if there is no clear direction of what the department should be doing, can anything they currently do be effective in any way?

As there is no clear philosophical or organisational framework in which crime prevention can be applied, it becomes necessary to investigate the mandated functions of the MPD in order to determine how participants view these functions within the larger crime-prevention picture.

6.5 ROAD-TRAFFIC POLICING

The purpose of this section of the interview was, firstly, to determine if the policing of road traffic should indeed be a critical function of a metropolitan police department. Secondly, it is necessary to determine if participants can establish a link between road-traffic policing and crime prevention. Finally, this line of questioning aimed to determine how participants perceived the TMPD's approach to road policing. As road-traffic policing can significantly contribute towards crime prevention, it is critical to understand how members actually see road-traffic policing contribute towards the prevention of crime, and to explore the organisational framework in which it is practised.

6.5.1 The importance of road-traffic policing

This question was directed at investigating if participants view the policing of road traffic as a critical function of a metropolitan police department. Understanding how members view road policing within the framework of the metropolitan police philosophy will provide later insight into how the crime-prevention phenomenon is interpreted within the context of the department.

All the participants of all three clusters thought that the policing of road traffic are a critical function of the MPD. These are some of the responses:

But, hmm, it is a very, very, very big portion of our work.

So road policing is very important to save lives and to ensure compliance.

So it is important, because we [a MPD] are part of the government and we are also enforcing the act that was written by government.

It is significant to note that all participants acknowledged the fact that road policing is a critical function of a metropolitan police department. This indicates that it is indeed possible that a uniform understanding of the metropolitan police philosophy can be created within the metropolitan police fraternity.

6.5.2 The link between road-traffic policing and crime prevention

This question was directed at establishing whether participants can establish a causal link between the policing of road traffic and the prevention of crime. Understanding how participants perceive this link will prove valuable in understanding how participants see themselves contributing towards the prevention of crime while performing the statutory functions of a MPD.

All the participants in all the clusters acknowledged that the policing of road traffic can contribute towards the prevention of crime.

Eight participants in the functional cluster believed that road-traffic policing contributes towards the prevention of crime by giving members the opportunity to search a vehicle without having to obtain a search warrant first. Four participants in this cluster thought that the policing of road traffic makes a significant contribution towards the overall visible policing in an area. Only one participant viewed the contribution of road-traffic policing towards the prevention of crime as providing an opportunity to intercept criminals as they travel to and from the place where the intended to commit an offence, or have already done so. These are some of the responses:

By stopping vehicles and searching vehicles and looking for defects on vehicles, you can pick up on house-breaking equipment or illegal equipment, or stolen property inside the vehicle.

I think it is visibility. The visibility of the police officials will prevent a criminal to commit a crime. Because, I mean the criminal will not do [commit a] crime if they see a metro police official in full uniform.

You will hear of cash in transit heist every day, N12, N1... in our area it was a big problem. So what you will do, you will target certain vehicles – it was the BMW five series at that time – and you brief your officers; whilst you are doing your road blocks, you stop them, you search them you charge the driver, and you impound them. That had a knock on effect. It definitely had a knock-on effect, because now the guys would, instead of... because remember, they have to transport whatever they need to do the crime to the area where they're going to do the crime. How do they transport it? Motor vehicles. What do we deal with? Motor vehicles. So to answer you, yes definitely.

In the middle-management cluster, five participants were of the opinion that the policing of road traffic contributes towards road policing by making it possible to search of a vehicle without first obtaining a search warrant. Only two participants viewed the contribution of road-traffic policing towards the prevention of crime as that of visible policing. Here follow some of the responses:

While doing road blocks, the people who are working roadblocks are also actually busy with crime prevention. Because if you work drunken driving and you stop a vehicle and you see something suspicious then you can act on it.

So, if you patrol, and you do visible patrolling as they call it, you automatically will look for illegal activities.

If you stop a person with a vehicle, you also check the vehicle if it is stolen, you also check for illegal goods, you also check for drugs, illegal firearms, etcetera, etcetera. You know, as a metro police official, you are supposed to do all three areas. So automatically you as a traffic officer are obliged to check for the vehicle and the keys

In the senior-management cluster, three participants thought that road-traffic policing contributes towards crime prevention by providing a strong police presence through visible policing. Two participants claimed that road policing provides an opportunity

to search a vehicle without first having to obtain a search warrant. Two participants were of the opinion that road policing provided the means to intercept criminals as they travel to and from the place where they intended to commit a crime, or have already done so.

The rationale behind that is that in South Africa we have got very long distances, and criminals uses roads to get to the scene, or to another city, or to transport drugs, or to transport stolen goods, or to flee the scene. But in any case, in any commission of any crime, they need transport to move, and the idea was that traffic law enforcement gives you access to a vehicle without you having to get a search warrant.

Immediately when they [potential offenders] see men in uniform obviously the suspect won't commit crime, you will disturb them, and they will not commit a crime in front of you. It doesn't matter if you are issuing a summons for a traffic offence – they see a man in uniform, they will wait until you move until they start with their job.

But you [potential offenders] still have to drive, nobody walks. He [potential offenders] doesn't steal; he [potential offenders] doesn't blow up an ATM and walk with the explosives or safe under his arm. So yes, road policing gives us access. You also, as a traffic officer, can check for the triangles in the boot of the car, check for the spare wheel, which gives him [you] access to check what is in the car. A normal systematic on a vehicle, a forty point's systematic check on a vehicle, gives you access to every single thing that is in that car. You can check for firearms, you can check for anything, and the moment that takes place, you don't need a search warrant. You don't need a search warrant to pull a car off and search the car – the Road Traffic Act gives you that authority. So, it is an easy way to get access to vehicles.

It is significant to note that all participants stated that road-traffic policing can significantly contribute towards the prevention of crime, and that despite small discrepancies; participants describe the same ideas as to how road-traffic policing can contribute towards the prevention of crime. This suggests that it will indeed be possible to create a uniform understanding of road-traffic policing, and how road-traffic policing contributes towards the prevention of crime, not only with the

Tshwane Metropolitan Police department, but throughout the entire metropolitan police fraternity.

6.5.3 The approach of the Tshwane Metropolitan Police Department to road-traffic policing

The purpose of this question was to investigate the organisational framework in which road-traffic policing is currently practiced. Understanding the organisational framework will be valuable in understanding the larger crime-prevention picture within the Tshwane Metropolitan Police Department.

In the functional cluster, all participants believed that the current approach of the Tshwane Metropolitan Police Department is lacking. All thirteen participants stated that the current approach of the TMPD is more focused on issuing fines for traffic offences than actually policing road traffic. Three participants also indicated that the current approach of the Tshwane metropolitan police department is fuelled by an 'old traffic-department mentality'.

Because they [the management] want to force the members to do certain things or write certain amount of cases, so you go out there and you want to charge everything.

Every day when we go on duty, they [supervisors] tell us to bring stats back. They only want tickets.

But, I think in Tshwane we still have that mentally that if we see a crime happening, it is not our business. But if something goes wrong on the road, then it is our business.

Participants in the middle-management cluster came to the same conclusion as the participants of the functional cluster – that the current approach of the Tshwane Metropolitan Police Department is significantly poor. Five participants in this group also described the current approach of the Tshwane Metropolitan Police Department towards road policing as stats driven. Three participants believed that the current approach is based on an 'old traffic-department mentality'.

But from the local point of view, there is a lot of pressure. Because sometimes you end up not doing policing in the way that you should be doing it. You are doing it, pressurised for statistics.

And the quality of the cases is not as good as it was previously, because it is now statistically driven.

I mean most of us; we are from a traffic background. So we are still having that mentality. That is why we are more focused on road policing than on the other core functions that we should be doing as well.

In, the senior-management cluster, only one participant thought that the Tshwane Metropolitan Police Department does indeed have a good approach to the policing of road traffic. Two participants believed that the current approach of the Tshwane Metropolitan Police Department is in actual fact quite poor. Four participants in this group, like the functional and middle-management clusters, maintained that the approach of the Tshwane Metropolitan Police Department is statistically motivated.

And at the last quarterly feedback, it was said that if the scorecard is not met of that specific commander, he himself must go and write the cases.

Hmm... The current approach of the Tshwane Metro Police, in my opinion, is very, very good, and is geared towards the goal of preventing fatalities.

We are trying to do road policing in a very fragmented way. It is not an integrated approach that perhaps might bring the desired solution. You will find that in one region they do it differently than the other...

It is significant that the current approach of the Tshwane Metropolitan Police Department is described as 'statistically driven' and fuelled by an 'old traffic department mentality' by most of the participants. This implies that currently, within the Tshwane Metropolitan Police Department, road policing is not being practised in such a way that it actually can contribute towards the prevention of crime. It further suggests that, if there be a road-policing policy in place, it is a very narrow policy,

which does not recognise the effect that the policing of road traffic can have on the overall crime-prevention picture.

6.6 THE POLICING OF MUNICIPAL BY-LAWS

The purpose of this section of the interview was, firstly, to determine if participants thought that by-law policing should indeed be a critical function of a metropolitan police department. Secondly, it is necessary to determine if participants could establish a link between by-law policing and the prevention of crime. Lastly, this line of questioning aimed to determine how participants perceived the TMPD's approach to by-law policing. As by-law policing can significantly contribute towards crime prevention, it is critical to understand how members actually see by-law policing contributing towards the prevention of crime, and to explore the organisational framework in which it is practised.

6.6.1 The purpose of municipal by-laws

This question was directed at investigating why participants believed it necessary for a municipality to have by-laws. Understanding how participants viewed the purpose of municipal by-laws would contribute towards understanding how participants view the contribution that by-law policing can make towards the prevention of crime.

In the functional cluster, seven participants maintained that the purpose of municipal by-laws is to control human behaviour and to create order within a city. Five participants thought that the purpose of municipal by-laws is to create an income for the municipality. One participant believed that municipal by-laws are an acknowledgement of the fact that communities differ from place to place.

...municipal by-laws, is put in place to regulate... whether it be the environment that we live in, contact with our neighbours, controlling hawkers on the street.

The first thing I think is to make money.

...the existence of municipal by-laws in the first place, is because, as a country, we are acknowledging that region to region, we differ...so my personal view on this is that

municipal by-laws have to exist, to cater for that region's needs, which cannot be catered for in legislation.

In the middle-management cluster, six participants were of the opinion that municipal by-laws exist to create order within the city boundaries. One participant thought that the purpose of municipal by-laws was to create an income for the municipality.

...because they [municipalities] should have their own way of running the municipality and their own way of controlling the hawkers in their own municipality.

...maybe it is to generate their own revenue.

...if everybody is just going to come and stand along the road side, there is going to be chaos.

In the senior-management cluster, four participants believed that the purpose of municipal by-laws was to create order in a city, and to control human behaviour. Two participants were of the opinion that the purpose of municipal by-laws is to generate income for the municipality. One participant stated that by-laws were necessary to ensure that regional issues were addressed.

...because since criminal laws and other legislation does not address local problems, therefore, it is the responsibility of the local authority to come up with a strategy of promulgating their own by-laws so they can operate in their districts.

...They are important because we need to regulate municipal places like parks – parks are places of entertainment, and we if we don't regulate them, there will be total chaos...

...to ensure that the municipality's standards don't deteriorate, because where there is no by-law enforcement, there will be lawlessness...

Therefore, the same ideas around the purpose of municipal by-laws are present in all the groups in the sample. This suggests that it will indeed be possible to create a

homogeneous understanding of the role of by-law policing in crime prevention in the TMPD.

6.6.2 The importance of by-law policing

This question was directed at investigating if participants view the policing of municipal by-laws as a critical function of a metropolitan police department. Understanding how members view by-law policing within the framework of the metropolitan police philosophy will provide later insight into how the crime-prevention phenomenon is interpreted within the context of a MPD.

All the participants in all three clusters were of the opinion that the policing of municipal by-laws are a critical function of the MPD. Here are some of the responses:

To me it is also very important. I think it is to have control over those people who are selling on the street.

It is very important for the municipality to have by-laws.

Well, it is critical. It is one of the core functions of the municipality to enforce its by-laws.

It is significant to note that all participants acknowledged the fact that by-law policing is a critical function of a MPD. This suggests that it would indeed be possible to create a uniform understanding of the metropolitan police philosophy within the metropolitan police fraternity, and specifically within the Tshwane Metropolitan Police Department.

6.6.3 The link between by-law policing and crime prevention

This question was directed at establishing if participants can establish a causal link between the policing of municipal by-laws and the prevention of crime. Understanding how participants perceive this link will prove valuable in understanding how participants see themselves contributing towards the prevention of crime while performing the statutory functions of a MPD

All the participants in all the clusters acknowledged the fact that the policing of municipal by-laws can contribute towards the prevention of crime.

In the functional cluster, all participants were of the opinion that by-law policing can contribute towards the prevention of crime. Eight participants believed that this contribution was primarily to control the behaviour of informal traders. Four participants thought that by-laws can be used to regulate the number of people who occupy a specific place at a specific time. One participant maintained that specific by-laws can be created to address specific problems.

And other people, they sit at a stall on the corner there, and they pretend that they sell apples, fruits and cigarettes, but actually they sell this Nyaope drug to people.

I think if municipalities can actually create this tailor made by-laws for criminals that you give to specific criminals. You know, for crimes that are predominant in that area.

Because, if the city is clean and it is safe then we won't have crime.

In the middle-management cluster, five participants viewed the contribution of by-law policing towards the prevention of crime as controlling the behaviour of informal traders. One participant maintained that municipal by-laws can be used to control the number of people at a specific place, at a specific time. One participant were of the opinion that by-law policing not only contributes towards crime prevention, but towards road-traffic policing of as well.

But even if the parking meters were back in place and operating again, that will solve the parking problem – road policing again.

Hence, some people are having businesses in residential areas, so it can regulate such misconduct.

So when you regulate by-laws and you regulate the hawkers in terms of the by-laws, then the space will be open and the result will be that there won't be too much of crime that is happening within that space where those people are.

In the senior-management cluster, four of participants viewed the contribution of by-law policing towards the prevention of crime, as controlling the behaviour of informal traders. Two participants thought that specific by-laws can be created to address specific problems. One participant viewed by-law policing as contributing towards the overall visible policing in an area.

Let's take the by-laws on hawkers as an example; they are [all] over the city centre, and people are being mugged, normally, in those particular areas.

It can make a very huge contribution. If you check in the cases that get reported at the police stations of smash-and-grabs within our city, they are huge. And the people who do these smash-and-grabs, most of them are trading on the streets...

So if you get a civil disobedient in a lesser form, we should develop a by-law and go forward with it. So if you write a by-law about the problem – you can use it as a vehicle.

It is significant to note that, despite small discrepancies, the same ideas of how the policing of municipal by-laws can contribute towards crime prevention are present in all three groups. This suggests that a homogeneous understanding of by-law policing, and how it applies to the crime-prevention phenomenon, can be created. It is troublesome, however, that most participants see the value of by-law policing with respect to the prevention of crime as controlling the behaviour of informal traders. This can indicate that participants do not understand the full extent of municipal by-laws, or that they only have been exposed to one element of by-law policing.

6.6.4 The approach of the Tshwane Metropolitan Police Department towards the policing of municipal by-laws

The purpose of this question was to investigate the organisational framework in which by-law policing is currently practised. Understanding this framework will be

valuable in understanding the larger crime-prevention picture within the Tshwane Metropolitan Police Department.

In the functional cluster, all participants were of the opinion that the TMPD does not have an adequate approach to the policing of municipal by-laws. Five participants thought that they are not adequately trained to deal with municipal by-laws. One participant acknowledged the fact that they did not realise the importance of by-law policing. Seven participants believed that interference by management is a problematic phenomenon when it comes to the policing of municipal by-laws. Here are some of the responses:

You will see that person on the street selling whatever, and even if you can arrest that person today, tomorrow, you will find him at the same place smiling at you, laughing at you...

...I realised... at the by-law course I realised that my implementation of by-laws and my knowledge of by-laws was next to nothing.

...I feel it is a degrading job for me to do by-laws. I would rather do high-risk crime prevention such as house robberies, armed robberies, cash in transit robberies... My supervisor will tell me in the morning to go and do by-laws I will tell him no, there is a by-law section so I don't do by-laws.

We only are concentrating on the CBD, instead of concentrating on the whole area of Tshwane.

...when I was working at by-laws, there were certain people whose stuff we could not take, because they know someone else, someone of a high rank. That person will even call other members not to take their stuff.

In the middle-management cluster, all participants thought that the current approach of the TMPD was inadequate. Two participants were of the opinion that members are not adequately trained to deal with municipal by-laws, and five participants also believed that management interferes too much in the policing of municipal by-laws.

I think the approach of the metro police [the TMPD] in terms of by-laws, it is not satisfactory. Because by-laws are there and we are taking it very lightly.

I also think with this by-law approach of us, there is too much interference concerning by-laws. The very same people that drafted the by-laws are interfering with it. We try by all means to enforce by-laws, but now and then you do something – you will enforce the by-laws and then you will get a call from somebody saying to you leave those people selling there and not to arrest those people there...

I think also we need to educate our members in this regard.

In the senior-management cluster, six participants were of the opinion that the TMPD's current approach to by-law policing is in fact poor and inadequate. Only one participant thought that the department currently has a good approach to the policing of municipal by-laws. In addition, five of the seven participants also indicated that they were of the opinion that members were not adequately trained to properly deal with by-law policing.

I can say for now, it is a good approach. Because look, we are able to identify hazardous areas, which, I mean, are problematic to a city as a whole. So I think the approach might be commended on that one.

We got all the strategies. We got all the different sections that are dealing with by-laws, specifically. But there is nothing. They lack implementation. There is no implementation of the strategies

This shows that the members are not interested in enforcing the by-laws.

...half our members don't know whether you write an OTR, whether you give a fine, whether you give a notice, whether you give a 341...

No, it is a priority for the department, because, we are a local authority. But the members, on the road, they don't care.

From these comments it becomes evident that there is no clear policy framework within which by-law policing is currently practised. It is interesting to note that a large number of participants in the functional and middle-management clusters thought that management interferes too much in by-law policing, while most of the participants in the senior-management cluster maintained that members are not interested in by-law policing. This suggests that there might be insufficient communication within the department. As with road policing, it seems that the current approach of the Tshwane Metropolitan Police Department is very narrow and does not recognise the value of by-law policing in the prevention of crime.

6.7 CRIME PREVENTION IN GENERAL

The purpose of this section of the interview was to investigate how participants perceive crime prevention in general. It tried to establish how participants generally describe crime prevention, whom they consider to be responsible for crime prevention overall, and how they would apply crime prevention within a general policing context. Understanding how participants generally perceive crime prevention will contribute towards a better understanding how of participants view the role of a metropolitan police department within the larger crime-prevention framework.

6.7.1 Describing crime prevention

The purpose of these two questions was to determine how participants generally would describe crime prevention as a concept. Understanding how participants generally view crime prevention will contribute towards a better understanding of how participants view crime prevention within the context of the metropolitan police department.

In the functional cluster, six participants were of the opinion that crime prevention should take place before a crime actually happens. Six participants believed that some sort of law-enforcement action should be instituted to prevent a crime from happening. One participant thought that crime prevention is a phenomenon that changes over time, as criminal trends change.

...we prevent a crime before it happens, unlike reacting to a crime.

So if you are asking us what crime prevention is, it is an adaptation, because as we countered, the criminals countered. As we counters, the criminal counters. So it is an adaptation of what we are used to...

I would say that it is any means or actions taken by a police officer to deter crime. Whether it is by means of visibility, proactiveness, or any such patrolling...

In the middle-management cluster, three participants were of the opinion that crime prevention is the prevention of crime by stopping it before it happens. Four participants also stated that some sort of law-enforcement action will be necessary to prevent a crime form happening.

I also think that is a proactive approach towards crime – you stop it before it happens...

Yes, proactive, being proactive. And then... maybe being strict with what we are doing. When you come with a particular crime, there must be punitive actions that are taken

I would say that crime prevention is to stop the crime before it happens.

In the senior-management cluster three participants were of the opinion that crime prevention is to stop a crime before it happens. Two participants were of the opinion that some sort of law-enforcement activity will be necessary to prevent a crime, while one participant acknowledged that crime prevention will include measures other than law enforcement. One participant believed that it was impossible to truly define crime prevention, as the phenomenon is too complicated. Here are some of the responses:

It is just, crime prevention is to prevent, you prevent something from happening...

So law enforcement is but one aspect of crime prevention, but is a social problem that has to be addressed by everybody.

So I will say that there is not a proper definition for crime prevention... there are too many things that cause crime to really define it.

It is significant to note that the majority of participants believed that some sort of law-enforcement activity would be necessary to prevent crime. This proposes that participants are either not familiar with the total spectrum of activities associated with the crime-prevention phenomenon, or that they only have been exposed to one portion of this complicated phenomenon. It is further significant to note that the majority of participants describe crime prevention as 'the prevention of crime before it happens'. This might indicate that a common idea of crime prevention may already be present within the Tshwane Metropolitan Police Department. Should this indeed be the case, it is clear that such an idea will have to be refined, and communicated throughout the department.

6.7.2 The responsibility of crime prevention

The purpose of this question was to investigate who participants believe should carry the primary responsibility for the prevention of crime. Understanding how participants understand the responsibility of crime prevention, will contribute towards understanding the larger framework within which participants understand and practise crime prevention.

In the functional cluster, all thirteen participants were of the opinion that the responsibility of crime prevention, does not lie with a single law-enforcement agency or entity, but that everybody has got a role to play in the prevention of crime.

I think it starts with the word me. In other words, everyone. If we must ask ourselves who is responsible, it will start with the word me. Even if you are not in the police or in the traffic or whatever occupation concerning law enforcement, it starts with the word me. If I am a member of the public, I have to protect my family, including myself, so it starts with me.

Yes, I would say so because crime affects everyone, not just certain people, it affects me.

...the key is the community. I was saying that the most of vulnerable people; may be the community, those are the first of the people who can prevent crime, because when it happens, it happens to them.

In the middle-management cluster, six participants maintained that the responsibility of crime prevention lies not with a specific organisation or entity, but that everybody has got a role to play in the prevention of crime. One participant however thought that law-enforcement agencies should carry more responsibility than the general public.

Everyone, even the public. Because, it is all of us responsibility; law enforcement and the public to ensure your own safety and the safety of your children.

...crime prevention is for everyone. Even we, as members of the community, we can promote crime.

... but is more related to us as police officers.

In the senior-management cluster, two participants believed that the prevention of crime is a responsibility that should be shared amongst everyone. Three participants were of the opinion that the SAPS should bear the primary responsibility in this regard. Two participants thought the responsibility for preventing crime should be shared between the SAPS and the MPD.

That is why I say that everybody must be involved in crime prevention. You cannot leave it to only one person to prevent crime.

And I am still adamant that the SAPS must play the leading role in the prevention of crime.

I think that it is both SAPS and Metro Police, in equal parts.

There was thus no single interpretation of who should be responsible for crime prevention within the Tshwane Metropolitan Police Department. This suggests that participants may not be familiar with the role they are supposed to play in the prevention of crime. However, it is noteworthy that the same ideas of who should carry this responsibility are present in all three groups, at least to some extent. This,

again, suggests that it will be possible to create a uniform understanding of crime prevention within the Tshwane Metropolitan Police Department.

6.7.3 The best methods for crime prevention

The purpose of this question was to investigate what methods participants believed to be the best to prevent crime. Knowing what methods the members considered to be effective will contribute towards understanding what crime prevention means to a member of the TMPD.

In the functional cluster, four participants thought that visible policing is the best method to prevent crime. Three participants believed that educating the community and making them aware of crime and crime prevention is the best method of crime prevention. Two participants maintained that the best way to prevent crime is to gather intelligence on criminal activities, and then to act on the intelligence. Four participants were of the opinion that the best way to prevent crime will be through a criminal-justice response.

I think it also to be visible, because criminals don't like to be on the spotlight.

I would say to be safe and it is to educate. Education is very much needed.

I think harsher punishments will also prevent crime. Because, if you don't pay your TV license, you go to jail for five years, but if you kill someone you get bail for ten thousand rand.

In the middle-management cluster, three participants thought that the best way to prevent a crime is through education and awareness. Three participants were of the opinion that visible policing was the best method. One participant believed that the best way to prevent crime is to limit the opportunities for a crime to occur.

You know, there are many ways in which you can do it [crime prevention]; visible policing. That is one of them.

I think it is by being exemplary...

And also lessening the opportunities for crime, and not creating opportunities for crime.

In the senior-management cluster, three participants were of the opinion that visible policing is the best way to prevent crime. One participant believed that the use statistics to determine crime hotspots and then policing those hotspots was the best method of crime prevention. One participant maintained that ensuring a quick response time after a crime had occurred was the best way to do crime prevention. One participant believed that a criminal-justice response will be necessary to prevent a crime from happening. One participant also thought that engaging the community and getting them involved in crime prevention was the best method to prevent crime.

The best way is juts visibility. Visibility is number one. If you are not visible, you give the criminals a chance to commit their act, but if you are visible, everywhere, on every street and every corner, there is no way someone can commit a crime.

You look at the stats to find out where the crimes are, and then you focus your crime prevention in those hotspot areas.

So actually education becomes primary in terms of ensuring that we prevent crimes.

...when a crime takes place, a speedily and successful action is taken.

So, the main role of the metro police should be to apprehend the suspect. To ensure, I mean, that they bring the perpetrators to book so that the SAPS can do the investigation.

It is significant to note that the majority of participants, whether through visible policing or any other action, believed that a criminal-justice response will be necessary to prevent crime. This may suggest that most participants, and consequently, most of the members of the Tshwane Metropolitan Police Department, are not familiar with the full spectrum of the crime-prevention phenomenon. This is further illustrated by the fact that education and awareness was the only social elements of crime prevention that was mentioned. As there was no single

interpretation of the best way of preventing crime, it can be argued that participants are unclear on the role that they, and consequently the Tshwane Metropolitan Police Department, should play in the prevention of crime.

6.7.4 Leading the crime-prevention process

The purpose of this question was to establish who participants believed should lead the crime-prevention process. Understanding who participants viewed as the leaders of this process, would be a useful tool to uncover how participants viewed the role that they themselves and the Tshwane Metropolitan Police Department should play in the prevention of crime.

In the functional cluster, eight participants were of the opinion that the South African Police Service should lead the crime-prevention process. Three participants thought that National Intelligence should lead the crime-prevention process. Two participants maintained that there were too many organisations currently trying to lead the process.

Rather have one unit, like the South African Police Service, who falls under the national government, and they will be assisting us, because we will also be integrated into the South African Police Service."

Okay, in my personal view, National Intelligence. Because if they were to gather all the intelligence, they would know what is happening, they would know who is doing what... they will be telling us. Because the things that they know: they know all the criminals, they know how they operate, they know all of these things. So they are the ones who are actually gathering the stats and the information. If they were to brief the commanders and give them instructions, I think it would be more effective.

According to me, there are too many organisations currently doing crime prevention. I mean, there are security companies, there are the metro police, there is Gauteng Provincial [Traffic Department], there is the RTMC and the South African Police Service.

In the middle-management cluster, four participants were of the opinion that the South African Police Service, in cooperation with the MPD should lead the crime-

prevention process. Only three participants thought that the SAPS should lead the crime-prevention process.

I think it should be both the SAPS and us. We are equally responsible for crime prevention. But it is not only us and the SAPS; all the law-enforcement agencies are equally responsible for crime prevention.

But, in terms of the responsibility for crime prevention, we are all equally responsible.

The South African Police Service most definitely.

In the senior-management cluster, six participants were of the opinion that the SAPS should lead the crime-prevention process. Only one participant thought that the Department of Social Development should lead the crime prevention process.

They are a key – I mean the South African Police Services is actually, in terms of the SAPS Act, it is their responsibility of the national government. So their role, actually, is key in terms of crime prevention.

...because the custodian of crime prevention is the police [SAPS].

It should be social development, or one of those departments, but it shouldn't be the police.

There is thus no uniform understanding of who should lead the crime-prevention process, and it can therefore be argued that participants are unclear with respect to the role of a MPD in the prevention of crime. It is also significant that the majority of the participants indicated that the South African Police Service should lead the crime-prevention process – this suggests that participants may not be familiar with the dynamic nature of the crime-prevention phenomenon, as there is very little that the police can actually do to prevent crime.

6.7.5 The role of the national government in crime prevention

The purpose of this question was to determine how participants view the role of national government in the prevention of crime. Understanding how participants view the role of the national government will assist in uncovering how participants view the role of a metropolitan police department within the larger crime-prevention picture.

In the functional cluster, all of the participants thought that national government has a key role to play in crime prevention. Seven participants believed that that the national government should provide strategic direction by generating policies, standard practises and appropriate legislation. Two participants were of the opinion that the role of the national government is to provide resources to those who are involved in crime prevention. Four participants maintained that the role of the national government in this regard is to coordinate crime-prevention efforts.

I see their [the national government] role as coordination, because they are the father of all police services...

I think they [the national government] should standardise operations.

Okay, for one, pass laws that are more effective.

In the middle-management cluster, like in the functional cluster, all participants were of the opinion that the national government has a key role in the prevention of crime. Four participants believed that the role of the national government in this regard is to provide strategic direction. Two of the participants thought that the role of the national government in the prevention of crime was to ensure that young people are equipped with the necessary skills to obtain employment.

They must develop strategies for crime prevention. Like for example, we have the national crime prevention strategy. They must come out strategies on how to prevent crime.

They can create employment for the youth. You know, that are the ones that are most vulnerable at the moment.

So the government can play a very big role in terms of maybe creating a strategy of how can accommodate these youngsters so that they can be involved with other things.

In the senior-management cluster, all participants were of the opinion that the national government has a key role to play in the prevention of crime. Three of the participants were of the opinion that the role of national government in the prevention of crime is to provide strategic direction. Two participants thought that the role of the national government in crime prevention is to provide crime-prevention role players with resources. Two participants believed that the role of the national government is to ensure that skills development take place.

National [government] should focus on... inter... inter departmental...more bigger... you know, more organised syndicates, more organised issues or more specialised issues. We can address the local problems.

The role of the national government is by giving all the role players, like the SAPS and the provincial police like the Gauteng traffic police and then locally, metro police and traffic, enough budget, to have enough resources.

...we all pay the skills development levy, there is billions lying there, and it is not being used. Why not? But once again, it doesn't help if you spend all that money and give the people skills, but they have nowhere to go and work.

It is significant that all participants thought that the national government does have an important role to play in the prevention of crime, and that, to some extent, the same ideas are present in all three groups. It should therefore be possible to create a uniform understanding of crime prevention within the TMPD. The fact that there are differences of opinion however, demonstrates that, currently, no such common understanding exists.

6.7.6 The role of the municipality in crime prevention

The purpose of this question was to determine how participants view the role of the municipality in the crime-prevention scene. As a MPD forms part of the municipality, understanding how participants view the role of the municipality in crime prevention

will be a useful tool to uncover how participants view their role and the role of a metropolitan police department within the larger crime-prevention framework.

In the functional cluster, all participants believed that the municipality has a key role to play in crime prevention. Nine participants thought that the role of the municipality in this regard is to address local issues like street lighting, dilapidated buildings and open spaces. Four participants were of the opinion that the municipality's role in the prevention of crime is to facilitate social development.

... crime is happening, it is not happening in the national government, it happens within the area of the municipalities, because they [the municipality] are the first ones to interact with the community. In short, I am saying that crime affects the local government more than it does the national government.

By making sure that the street lights are working. There are some places where there are a lot of bushes. Those bushes, they [the applicable municipal department] can cut them. I mean most people who come to steal or whatever, they are going to hide there.

...empty buildings. There are a lot of empty buildings here in the city, so they [the municipality] must try to occupy these buildings, and make these buildings so people can live there, and then there will be less crime.

In the middle-management cluster, like in the functional cluster, all participants were of the opinion that the municipality does have an important role to play in the prevention of crime. Five participants believed that the role of the municipality in this regard, is to address local issues, like street trading, street lighting, and dilapidated buildings. Two participants, as with the functional cluster, maintained that crime prevention by the municipality should be directed at social development.

...we [the City of Tshwane] have so many, buildings that are vandalised, that are not looking right... dilapidated... there are so many bushes that it becomes a breeding area for crime. The parks that are not attended to... We have got the places that are there without streetlamps and so on. That is the responsibility of the municipality - to get those things right, and by doing so preventing crime.

It can even be a type of job creation, because as soon as people don't have work they start stealing or doing house breakings or whatever the case may be.

...the council is responsible for housing, electricity, for health and social development.

In the senior-management cluster, three participants maintained that the role of the municipality in crime prevention is to address local issues. Two participants were of the opinion that the role of the municipality in crime prevention is to create and enforce municipal by-laws, while two participants believed that the role of the municipality in this regard is to facilitate social development.

...because they [the municipality] must just supplement where the national government comes in...

And we [the municipality] need to have campaigns within communities, where we make them more aware of things.

So, law and order should start with the municipality, with the correct set of by-laws, with the correct people enforcing those by-laws, and with those by-laws being universally applied across the area of the municipality.

It is noteworthy that the same ideas on the role of the municipality in the prevention of crime are prevalent in all three groups. Again, it should thus be possible to create a uniform understanding of crime prevention within the Tshwane Metropolitan Police Department. However, the differences of opinion demonstrate that there does not currently exist any such common understanding.

6.7.7 Applying crime prevention

This question was directed at investigating to what extent participants actually understand crime prevention. Participants were given a short scenario, demonstrated in Annexures B and C, and asked if they thought that crime prevention had indeed taken place. Investigating to what extent participants apply crime prevention to the given scenario will be useful to reveal the level of their understanding of this complicated phenomenon.

In the functional group, all participants thought that crime prevention did indeed take place. One participant maintained that it was impossible to know if you actually had prevented a crime or not. Eight participants believed that crime prevention had taken place because they removed the tools with which the potential offenders intended to commit a crime. Five participants argued that crime prevention has taken place because a crime was stopped before it could have occurred.

...because by taking... not only car-breaking equipment, but house-breaking equipment as well, you have prevented a crime from happening. Maybe numerous crimes. Maybe with that equipment he wanted to steal numerous cars. So you are actually preventing a crime from happening.

...the plan that they are having is to break into cars, and they did not.

So, you could have prevented it, or you didn't – you will never know.

In the middle-management cluster, all participants were of the opinion that crime prevention had indeed taken place. All seven participants were of the opinion that crime prevention had taken place because the tools needed to commit the intended crime had been removed.

Yes, obviously, by having that equipment they were planning to use it, so yes you prevented a crime.

You have taken away their tools.

Yes, a future crime has been prevented.

In the senior-management cluster, like in the functional and middle-management clusters, all participants thought that crime prevention had taken place. More than half the participants believed that crime prevention had taken place because the tools needed to commit the intended crime had been removed. Four of these participants thought that a crime had been stopped before it could occur. Three

participants believed that crime prevention had taken place because of visible policing.

...that equipment can be used to commit a crime. So I think that the prevention of crime has been done by affecting an arrest and booking that equipment [into] at the SAP 13.

If I stop you, search you, arrest you, I am preventing you from the planned crime that you wanted to commit.

...the media will get to know about the successes, and that will be broadcasted, so that will be more, even more visible, especially for the surrounding area, but it will be more visible to the general public that crime prevention is happening...

The fact that all participants were of the opinion that crime prevention had taken place is a worrying matter. The fact that none of the participants acknowledged the fact that a crime must be committed before an arrest can be affected suggests that participants are not very familiar with the total spectrum and dynamics of this complicated phenomenon. Furthermore, the fact that all participants did not interpret the scenario in the same manner also suggests that there truly is no common understanding of crime prevention within the Tshwane Metropolitan Police Department.

6.8 CRIME PREVENTION AND METROPOLITAN POLICE DEPARTMENTS

The purpose of this section of the interview was to create an understanding of how participants perceive crime prevention within the context of a metropolitan police department by investigating how important the prevention of crime is for the participants and, by implication, for the department; what factors may influence the crime-prevention capabilities of the department, and to what extent a MPD can participate in crime prevention.

6.8.1 The importance of crime prevention

This question probed whether participants view crime prevention as a critical function of a metropolitan police department. Understanding how important participants

perceive crime prevention will be useful to discover how participants view their role and the role of the MPD in crime prevention.

All the participants of all three clusters were of the opinion that crime prevention is a critical function of a metropolitan police department. Here are some of the responses, of all three clusters:

Because it affects more municipalities than the provincial or national government. Why I say that is because if crime happens in Tshwane, then the municipality is suffering...

Yes it is because, we as a metro police, we are there to protect the municipality and its property.

It is important, but we are supporting it through our by-law enforcement and road policing.

It is significant to note that all participants acknowledged the fact that crime prevention is a critical function of a metropolitan police department. This suggests that it is indeed possible to create a uniform understanding of the metropolitan police philosophy within the metropolitan police fraternity, and specifically within the Tshwane Metropolitan Police Department.

6.8.2 Factors that may influence crime prevention

The purpose of this question was to investigate what factors participants believe may influence the crime-prevention capabilities of the Metropolitan Police Department, more specifically the TMPD. This information will be useful to establish how participants understand and apply crime prevention within the framework of the Tshwane Metropolitan Police Department.

It should be noted that for the purpose of discussing these factors, responses from all three clusters will be analysed simultaneously. This is done in the interest of completeness and conciseness. A summary of participants responses, from all three clusters, will be provided, after which a verbatim quote from each cluster, where

possible, will be given. Firstly, a quote from the functional cluster will be provided, followed by a quote from the middle-management cluster and lastly a quote from the senior-management cluster.

6.8.2.1 Supervision and management

In all three clusters, a lack of supervision or management has been identified as a factor that might have an effect on the crime-prevention capabilities of a MPD. A large majority of participants were of the opinion that there is a significant lack of management and supervision within the Tshwane Metropolitan Police Department. A small minority of participants thought that the current management of the TMPD is handling crime prevention correctly.

We all know that the problem in the Tshwane Metro Police is management. There are a lot of different mentalities up there...

People are not supervising the process properly, to see exactly where the open areas are that we need to address. You will find our guys are just loitering around in the city centre...

...the emphasis that they put is supervision. That is one of the key areas that lacked, and top management really tried to... hmm... in that area to capacitate the supervisors, by appointing superintendents and inspectors...

It is troublesome that the majority of participants do not have a lot of trust in the current management of the Tshwane Metropolitan Police Department. This indicates that there is no clear understanding of how a MPD should participate in crime prevention, and how the crime-prevention obligations of the MPD should be managed.

6.8.2.2 Motivation

In all three clusters, motivation has been identified as a factor that may have either a positive or negative impact on the crime-prevention capabilities of a metropolitan police department. In all three clusters, all participants were of the opinion that most people in the Tshwane Metropolitan Police Department are currently not motivated to

perform their functions. Consequently, all participants held that, if there were not only more, but proper motivation within the TMPD, the crime-prevention capabilities of the department can be increased.

...the people are negative. They are not motivated so they can't work hard.

And officers also need to be motivated. Because if they are not motivated, the end result will not be possible. It is not going to be fruitful. Because now you have officers going out there being very unmotivated, being tired...

Because there is nothing that motivates them to do their job, and as well, sometimes doing their job can get them into trouble.

It is significant that the majority of participants across all three clusters believed that people are not motivated to participate in crime prevention. Again this suggests that members within the Tshwane Metropolitan Police Department do not fully understand the importance of crime prevention, or that members are not familiar with the entire spectrum and the dynamics of the crime-prevention phenomenon.

6.8.2.3 Resources and manpower

The majority of participants across all three clusters thought there are not enough resources to significantly participate in the prevention of crime. Participants highlighted vehicles, equipment, and funding as the most significant shortages currently experienced. Two thirds of participants were of the opinion that there is currently not enough manpower to deal with the crime problem decisively, and more manpower will be needed to significantly contribute towards the crime-prevention effort.

I have been exposed to crimes, and I have been beaten because we don't have handcuffs, we don't have pepper spray, I mean we don't have so many things.

Firstly, you cannot prevent crime if you do not have the equipment to do so.

...yes, we do need more people, because Tshwane is a huge area, and we need more resources as well.

The fact that the majority of participants across all three clusters believed that there are not enough resources to significantly participate in the prevention of crime, suggests that there truly are no resources available, or that resources are not distributed correctly. It is further significant to note that most of participants were of the opinion that more manpower is necessary to address the crime problem. This more traditional response to the crime problem suggests that participants may not be familiar with the complicated and dynamic nature of crime prevention.

6.8.2.4 Training

Training was identified across all three clusters as a factor that might have a negative impact on the crime-prevention capabilities of a metropolitan police department. A large majority of all participants in the functional cluster thought that they are not adequately trained to truly participate and contribute towards the prevention of crime. Two thirds of participants in the middle-and senior-management clusters believed that members throughout the department, including themselves are not trained to reasonably participate in crime prevention.

Like for instance, on a day to day [basis], we only stop the cars, inspect the license disk and the [driver's] license. We don't actually know how to look for tampered VIN numbers...

Except that you have to train your people, that they are not just traffic officers, they are also policemen, and can do crime prevention...

But, I also think it is a lack of training... So how do we expect a constable, a sergeant or even an inspector, without a tertiary qualification to know about it, if we don't teach them that?

It is significant to note that the majority of participants were of the opinion that they are not adequately trained for such an important function. This might suggest that members of the Tshwane Metropolitan Police Department might not be trained to such an extent that it is possible for them to understand the entire spectrum of the crime-prevention phenomenon. Taking this into consideration, it can be argued that because of this lack of training, it will be impossible for members of the Tshwane

Metropolitan Police Department to fully understand their role or the role of their department in the prevention of crime.

6.8.2.5 The current shift system

The eight-hour shift system currently used by the Tshwane Metropolitan Police Department, which consists of six days on duty, with three 'quick changes' in between, followed by two days of rest, have been identified in the functional and middle-management clusters as a factor that may have a negative impact on the crime-prevention capabilities specifically of the Tshwane Metropolitan Police Department. A significant majority of participants believed that this shift system did not allow members the time to rest adequately, therefore leaving them too tired and demoralised to actively and positively participate in crime prevention. A very small minority of participants maintained that the current shift system increased the capacity of the TMPD to do visible policing. The issues surrounding the current shift system were not identified in the senior-management cluster as a factor that might have an impact on the crime-prevention capabilities of the MPD.

...we are working like monkeys, but ja...

...since the brining in of the new shifts, the stats are declining.

... I don't like these shifts, these six-day shifts, as far as I don't like them... what I have seen is that they are making a difference in terms of visibility.

It is significant to note that the functional and middle-management clusters – the people who are directly participating in crime prevention – were of the opinion that they were too tired to significantly contribute towards crime prevention. This may suggest that members of the Tshwane Metropolitan Police Department do not fully understand the importance of the crime-prevention function, or that the importance of crime prevention has not been correctly communicated to them. If this is the case, it may suggest that there is a significant break in communication between the senior-management cluster and the rest of the department. The fact that they were unhappy with the shift system, may also suggest that they were not consulted during the

process of changing the shift system, which also implied a break in communication between the senior-management cluster and the rest of the department.

6.8.2.6 Lack of support

In the functional cluster, participants identified a lack of support from management and the government in general as a factor that might have a negative impact on the crime-prevention capabilities of a metropolitan police department. All of the participants were of the opinion that the TMPD did not provide support to them if a complaint, either criminal or civil, were laid against them by suspected offenders, and that the government had given offenders more rights than they had. Because of this, the majority of participants in the functional cluster thought that they would rather avoid crime-prevention situations like arresting an offender, searching a person or premises, and responding to dangerous situations than get involved, because they would get no support afterwards. This lack of support was not identified in the middle-management or senior-management clusters as a factor that might have an impact on the crime-prevention capabilities of a metropolitan police department.

And then, the investigators will follow you all around the place. So now, we are afraid of everything, because the government is on their side. So that is... we are demoralised actually

I think that is the police can have more rights than the criminal, and then it will make a difference...

So it is like police don't have laws that cover them, because we have people who sit around the table, analysing the situation with the aim of getting something from the government.

It is significant that this lack of support causes members of the Tshwane Metropolitan Police Department to rather avoid crime prevention, than to engage in it. This may suggest that members are not truly familiar with the legal framework in which they must operate, or that members are not familiar with what crime prevention is exactly. It also suggests that the legal support system within the TMPD

is ineffective. It can also be argued that the management does not have a significant interest in their members of staff.

6.8.2.7 Lack of information

A lack of information has been identified in the functional and the senior-management clusters as a factor that might have a serious impact on the crime-prevention capabilities of the Metropolitan Police Department. Approximately two thirds of participants in the functional cluster believed that they do not have enough information about criminal activities and trends to sensibly participate in the prevention of crime. This sentiment was shared the majority of the participants in the senior-management cluster.

We are not made aware of crime stats. We are not made aware of what is happening.

We need to remember that patterns are changing on a daily basis. If you implement things today it doesn't mean that it is going to be there for five years.

People don't share intelligence...

It is significant to note that participants maintained that they did not know enough of where the crime in their area of jurisdiction is for them to participate in crime prevention in any meaningful way. This may suggest that there is no communication between the South African Police Service and the Tshwane Metropolitan Police Department. It may also suggest that the prevention of crime is not high on the TMPD's list of priorities.

6.8.2.8 Cooperation with the South African Police Service

Another factor that was identified as possibly having a negative impact on the crime-prevention capabilities of the TMPD is the lack of cooperation between the SAPS and TMPD. Across all three clusters, the majority of participants thought that there is currently very little cooperation between the SAPS and TMPD, and this lack of cooperation complicates an already difficult task even more, and unnecessarily so.

...when you get to the SAPS, they [the SAPS] don't work the same as us, and then you get a thing where there is no assistance.

I think supt, even the relationship between us [the TMPD] and the SAPS – it is not good. I think that is where we have to start. There is some animosity, I don't know where it is coming from, but we all know about that. We only work together when the stuff is on paper, when there is an operational plan – if the roadblock has been planned. Other than that, if they see that you are struggling with something, they will just pass you.

It is not a holistic approach and we need to win the war by having one approach, one communication channel, one integrated plan where everybody knows what he or she must do.

It is significant to note that participants viewed the cooperation of the South African Police Service as critical. It suggests that participants may be more familiar with the role that the South African Police Service should play in crime prevention than with their own, and it may also indicate that there is a lack of communication between the Tshwane Metropolitan Police Department and the South African Police Service.

6.8.2.9 Remuneration

The functional cluster identified remuneration as a factor that may have an impact on the crime-prevention capabilities of a metropolitan police department. Approximately two thirds of participants in this group believed that, if they were paid more or if they received incentives for performing certain activities, they would be more inclined to participate in crime prevention. The issue of remuneration have not been raised in either the middle- or senior-management clusters.

I think there should be incentives...

I don't know if is right or not, but remuneration as well, we are very positive towards that.

...but if there were such a thing as... like incentives, where they say that okay, in a month we would require from you, let's say a hundred tickets, for every ten after

that, we give you so much. For every arrest after your two arrests, we give you so much – then we will actually be working.

It is troublesome that participants feel that it is necessary for them to be paid more in order to perform their statutory duties. This may suggest that members are not familiar with the importance of the role that they must play in the prevention of crime. It may further suggest that these participants do not work within a strong or appropriate ethical framework. It may also suggest some underlying labour issues within the Tshwane Metropolitan Police Department.

6.8.2.10. The quality of recruits and staff

The quality of new recruits being appointed into a metropolitan police department has been identified as a factor that may have a negative impact on the crime-prevention capabilities of specifically the Tshwane Metropolitan Police Department. Across all three clusters, two thirds of participants maintained that if the Tshwane Metropolitan Police department continued to appoint recruits who are 'sub-standard', the department will lose the ability to sensibly contribute towards the prevention of crime. Approximately two thirds of participants believed that the Tshwane Metropolitan Police Department is currently focused on the number, rather than the quality of the recruits they employ.

The more members they can afford the better. They [management] tend to lose focus on the quality of the appointments...

When the selection process is done, during the interviews, they should take people who are passionate about the profession; they must not just take any Tom, Dick, or Harry. Because that is... if you really talk to some people you can see this person is at the wrong profession.

...when you recruit police officers, we don't actually screen them; know their background and where they come from...

It is significant to note that the quality of recruits was identified as a critical issue across all three clusters in the sample. This indicates that the Tshwane Metropolitan

Police Department clearly has appointed sub-standard recruits in the past, and that this practise may still be continuing.

6.8.2.11 Technology

The senior-management cluster identified the use of new technologies as a factor that may improve the crime-prevention capabilities of a MPD. A small minority of participants in this cluster thought that the employment of new technologies will greatly improve the ability and effectiveness of the Tshwane Metropolitan Police Department in the prevention of crime. They also acknowledged, however, that no new technologies are currently being considered for implementation. The use of technology has not been identified in the functional and middle-management clusters as a critical issue.

I think we should move to start using cutting edge technology. Because, you know, criminals are always 5 steps in front of us. We should have cutting edge tools to make our job easier.

There are wonderful inventions out there that we [the TMPD] have not made our own, because we are so stuck in our old ways.

I think we [the TMPD] should have modernised technology, tools and equipment.

It is significant to note that this issue was only mentioned in the senior-management cluster. It may be that participants in the functional and middle-management clusters may not be aware of new technologies being discovered and developed. This may be an indication of a lack of research within the Tshwane Metropolitan Police Department. A more worrying argument may be that participants in the functional and middle-management clusters are not interested in new developments in their profession, and thus not that interested in improving their crime-prevention capability.

6.8.2.12 Corruption

All three clusters have identified corruption as a factor that may have a negative impact on the crime-prevention capabilities of a metropolitan police department. A

large majority of participants were of the opinion that corruption, which is currently widely scattered throughout the TMPD, will cause criminals to evade justice, as they simply can buy their way out of it. A small number of participants thought that officers involved in crime serve to facilitate rather than prevent it.

But a visible deterrent only helps if there is respect for it. It's not just, "there is another metro guy who is going to 'tjo-tjo'¹, because that's what we're doing right now.

But, when people see us, they already take out that hundred rand, because they know their tail lights are not working...

...because, most of our officers tends to be used to escort trucks that have been hijacked with their blue lights and so forth.

It is significant to note all three clusters mentioned corruption as a significant factor that may negatively impact on the crime-prevention capabilities of the TMPD. Corruption is therefore undoubtedly present within the department, and it is not limited to one segment of the department, but it occurs throughout the entire organisation.

6.8.2.13 The power to investigate

All three clusters identified the need for a MPD to be able to investigate crime as a factor that may improve their crime-prevention capabilities. More than half of participants in all three clusters thought that enabling a metropolitan police department to investigate crime will put them in a better position to participate in the prevention of crime, as they will be able to participate in the criminal justice sector more comprehensively.

I think if metro police were given the same powers as the SAPS – to investigate and those types of things, I think then it can help...

¹ take a bribe

...because actually, the military police has got more powers than we have. They are now allowed to investigate murder cases. We at the metro police are not allowed to investigate murder cases.

...which will also empower local municipalities in the form that they can deal with crime within their municipality, investigate and so forth. And have those powers that are assigned to them. Maybe I think that is where we are lacking.

It is significant to note that members see the ability to investigate the occurrence of crime as critical to crime prevention. This may indicate that they actually realise that crime prevention encompasses both proactive and reactive measures, and that sufficient and reliable information is necessary to sensibly partake in the prevention of crime.

6.8.3 Adopting a crime-prevention model for metropolitan police departments

The purpose of this question was to investigate what crime-prevention model, and consequently what crime-prevention role participants viewed as the most appropriate and applicable to a metropolitan police department. Investigating their views in this regard may be useful in discovering their understanding of crime prevention and how it applies to them. For the purpose of this section, short discussions on the four most prominent crime prevention models were held.

6.8.3.1 Situational crime prevention

The purpose of this section of the interview was to investigate, firstly, if participants are familiar with this crime-prevention model; secondly, to determine if a metropolitan police department is able to participate in this type of crime prevention; and thirdly, to what extent they would be able to participate in this type of crime prevention. Understanding how participants view and apply the situation of a metropolitan police department in this crime-prevention model will be critical to discovering their perceptions of the organisation's crime-prevention capabilities.

In the functional cluster, eight participants thought that the TMPD should participate in situational crime prevention. Only one of the participants stated that he is not

familiar with this type of crime prevention, and therefore cannot formulate an opinion on the matter. Twelve participants thought that a metropolitan police department is able to play a comprehensive role in this type of crime prevention. One participant was of the opinion that the TMPD was already involved in this type of crime prevention, although only internally.

...let's say for instance I have been demoralised, and I feel like I am going to go home tonight, and shoot my wife. The employee wellness is already targeting that positions and see where there is a problem, or where problems are arising. So, I think that that is a structure that is within the metro police. Yes, I don't think that it is outwards towards the community, I think that it is more for the members itself – preventing crime within the members themselves.

...if you teach me something, you take me to a workshop or something, I will be able to implement it. So sometimes it is a situation where I don't know.

Yes, I one hundred percent believe so, yes.

In the middle-management cluster, all participants indicated that a metropolitan police department should be involved and should play a comprehensive role in this type of crime prevention.

I think we should participate right up to the end, to ensure that a crime does not take place.

...you have to look at the whole situation. If you stop a suspicious person, he is not only a jay-walker, [you must ask] what is he doing? You must look at the whole vicinity, not only look with eye flaps on your eyes like a donkey, but you must look wide.

But the metro police, as the senior supt has said, must stay connected to the problem. If there must be palisades erected, you must ensure that it has been done. If patrols must be done, then you must ensure that the region is patrolling that area. You must not just leave it and say; okay, my part is now finished.

In the senior-management cluster, six participants thought that a MPD should play a role in this type of crime prevention, while one participant believed that the department should not participate in this type of crime prevention. Three of the participants were of the opinion that the department should play a comprehensive role in this type of crime prevention. Three participants thought that a metropolitan police department should only play an advisory role in this regard, while only one participant maintained that the role of a MPD should be limited to responding to a crime incident only after it has occurred.

Of the different activities that you can mention, as many as you want to, in each of them, we do have a minor role to play. Either by coordinating it or by taking the whole activity over.

Always we wait for crime to happen somewhere, so we can send our resources there. No, it is not working in that manner. That theory is not working very well.

We will only be a responsive unit in this type of crime prevention. Reactive, responding only after a crime has been committed.

The fact that there is no consensus amongst participants about the role of the MPD in this type of crime prevention is proof that there is no single understanding of crime prevention within the TMPD. The fact that the majority of participants indicated that they should play an extensive role in this type of crime prevention may indicate that they are not familiar with this type of crime prevention or that they are not familiar with the actual crime-prevention capabilities of the organisation.

6.8.3.2 Crime prevention through environmental design (CPTED)

The purpose of this section of the interview was to investigate if participants are familiar with this crime-prevention model, if the department is able to participate in this type of crime prevention, and if so, to what extent. Understanding their views in this regard will be critical to understanding their perception of the crime-prevention capabilities of the organisation.

In the functional cluster, all thirteen participants believed that it is important that a metropolitan police department is involved in this type of crime prevention. All participants also thought that the department should play a comprehensive role in crime prevention through environmental design.

We [the TMPD] should be more approachable to the public. If we do a study and you ask the public; what do you think about the metro police? They will tell you we are lions. We sit there the whole day, and we want to attack them. And, that is what we are doing.

We have many roadblocks, although we are not instructed to have roadblocks, because when you do road policing it is a road block. So actually you are creating an environment that is not conducive to criminals.

We said, in the discussion we had, we should be more visible at schools. Currently environmental is not involved in schools. I never see anyone who went to a school. Except for us that were here at the training academy; we had a project named Daantjie Kat, where we went to scholar patrols, and we taught the kids, about road policing.

In the middle-management cluster, all participants were of the opinion that a metropolitan police department should play an active role in crime prevention through environmental design. Five participants thought that the department should play an advisory role in this regard. Only two participants believed that a metropolitan police department should play a comprehensive role in this type of crime prevention.

...while you patrolling, you can identify the areas that might create the opportunity to commit a crime, and report them. If you see a place with poor lighting, or a place with long grass, or whatever the case may be, you report it to the relevant department.

So for re-design and designing the environment, it is critical that the metro police give it inputs.

...we [the TMPD] need to coordinate and start being actively involved, and we need to start educating other departments, because they make stupid environmental design mistakes...

In the senior-management cluster, all participants maintained that a MPD should be involved in crime prevention through environmental design. Four participants thought that a metropolitan police department should only play an advisory role in this type of crime prevention, while three participants indicated that a metropolitan police department should play a comprehensive role in crime prevention through environmental design.

There is already a council resolution that metro police will have to comment on safety issues. So actually, we are influencing safety through environmental design.

We [the TMPD] can try our best by engaging other departments, like parks department by getting them to cut the trees and the grass where the hotspots for crime are. As a metro police, we don't have the machine to cut the grass, cut the trees – we depend on other departments to help us. That is the role that we can play.

...because we [the TMPD] cannot execute it, we can only propose to the different departments what measures is to be taken. Unless, it is directly in our power to... to take immediate measures, like visible policing or being at that spot more often, or... but environmental design we cannot address on our own.

Firstly, it is significant to note that in the functional cluster, participants confused crime prevention through environmental design, with social crime prevention. This may indicate that participants are not very familiar with the various types of crime prevention. Of further significance is the fact that the majority of participants in the middle-management cluster were of the opinion that the department should play a comprehensive role, while the majority of participants in the senior-management cluster thought that the role of a MPD should be mostly in an advisory capacity. This may indicate that there is no clear CPTED objective in the Tshwane Metropolitan

Police Department. It may also be an indication of participants' lack of knowledge regarding CPTED, or with the actual crime-prevention capabilities of the MPD.

6.8.3.3 *Social crime prevention*

The purpose of this section of the interview was to investigate if participants are familiar with this crime-prevention model, if a MPD is able to participate in this type of crime prevention, and if so, to what extent. Understanding participants' views on this crime-prevention model will be critical to their perceptions on the crime-prevention capabilities of the organisation.

In the functional cluster, all participants were of the opinion that a metropolitan police department should be involved in social crime prevention. Seven participants thought that a metropolitan police department should focus on educating the community on issues relating to crime prevention and creating awareness within the community. Six participants believed that the department should be focused on educating the youth and engaging in school-based programmes.

Yes, we [the TMPD] must have some officers who go to the communities, to schools and educate the learners and the community, even those who are not going to schools, but we need to have time to educate them, so that we can reduce the crime that we have in our society.

Make the public aware of what we are doing, and how we are doing it.

...the school point of view our kids around issues of ensuring that they know how to cross the road...

In the middle-management cluster, like in the functional cluster, all participants thought that a metropolitan police department should engage in social crime prevention. Two participants were of the opinion that the role of the MPD in this regard should be to educate and create awareness of crime and crime-related issues. Five participants believed that the department should be focused on educating the youth.

...they [members of the TMPD] would go out to the community and give lectures on drugs, rapes, and how to identify people that are using drugs, people who are selling drugs, were to report and all those kinds of things.

I think social crime prevention is very important, because it is the only leg that can reach out to young people. We always deal with motorists, drivers, drunk drivers, reckless drivers, drivers in general. But there is no leg that deals with young people...

Because the youth is still the impressionable person in the community to change behaviour and to help shape behaviour as a grownup.

In the senior-management cluster, like in the functional and middle-management clusters, all participants thought that a metropolitan police department should be involved in social crime prevention. Five participants were of the opinion that the department should play a comprehensive role in this regard. Only two participants thought that the role of the MPD in social crime prevention was to create awareness through education, with special emphasis on the youth.

I see social crime prevention as one of the major things, apart from environmental design, where you can have... all these things that you are talking about now, has got long-term effects. And if we don't start getting there, we are only going to catch up – forever.

For instance, the issue of vagrants within our city, it creates a problem for us, because these people tend to be beggars on the road, and so forth. So if we are not involved in terms of identifying these issues and coming up with solutions, to ensure that social development takes care of these areas, and social imbalances and so forth.

We are trying to reach the children, because if you reach the children you reach the parents. But that is the educational and awareness aspect of social crime.

It is significant that the all participants maintained that a MPD should be involved in social crime prevention. Again, the differences of opinion indicate that there is no clear understanding within the Tshwane Metropolitan Police Department as to what

the crime-prevention objectives of the organisation are. The fact that the majority of participants were of the opinion that the department is able to play a comprehensive role in social crime prevention suggests that participants are not familiar with the actual crime-prevention capabilities of the organisation.

6.8.3.4 Crime prevention through effective criminal justice

The purpose of this section of the interview was to investigate participants' knowledge of this crime-prevention model, if they thought that a MPD was able to participate in this type of crime prevention, and if so, to what extent. Understanding participants' views in this regard will be critical to uncovering their views on the crime-prevention capabilities of the organisation.

In the functional cluster, all thirteen participants thought that a metropolitan police department should be involved in this type of crime prevention. Six participants believed that the department can only participate in this type of crime prevention as part of the criminal justice sector. One participant thought that a MPD would be able to significantly contribute towards this type of crime prevention, had they any control over the municipal courts. Five participants were of the opinion that the current court system is ineffective.

So we [members of the TMPD] are playing a role as we are officers who arrest people and you would have to appear in court at some stage, but it is very small role. But it is only where you are forced to arrest.

So I think the magistrate or whatever should be strict on those people. When a person has been arrested for a crime, so that they can get their punishment, because some of these people, they got people at the courts, and they go free for nothing. Tomorrow you see the same person. So, police are doing their part and the court must also do its part.

If we [the TMPD] enforce tickets, then we must enforce the court system as well.

In the middle-management cluster, seven participants thought that a metropolitan police department should participate in this type of crime prevention. Two

participants were of the opinion that they should play a role in all the activities that are associated with this type of crime prevention. Five participants believed that the court system is not effective.

We [members of the TMPD] are playing a role in all of them.

Why I say in terms of the justice system; sometimes the justice system has got even more powers than us. We can issue the fines only to find that they are scrapped, one way or the other.

...but at the end of the day the justice department is not doing their job. So our efforts don't really help.

In the senior-management cluster seven participants were of the opinion that a metropolitan police department should be involved in this type of crime prevention. Two participants thought that the department should only play an advisory role in this type of crime prevention. Two participants believed that a MPD would only be able to contribute towards this type of crime prevention as a sector. One participant maintained that a MPD would be able to significantly contribute towards this type of crime prevention if they were given control of the municipal courts. Two participants said that the current court system is ineffective.

So I think we need to be involved in that forum to ensure that inputs are taken along from our side as the metro police.

While, on the other side, they [the courts] release some of the suspects, because they say they committed a minor offence, and then they go back to the community and commit a serious offence, after a week.

Ah yes... most metropolitan police departments has got their own municipal courts. The design for this metro police was that we will run our own by-law courts, where we can touch on criminal justice issues.

A significant number of participants believed that a MPD should control their own courts. This suggests that participants may not know the legal framework applicable

to the policing environment as this notion, in principle, is unconstitutional. Again, it is significant that there is no shared vision of how the department can participate in this type of crime prevention. This may suggest either that members are not familiar with this type of crime prevention or that participants are not familiar with the actual crime-prevention capabilities of the department. It is also significant that the majority of participants thought that the courts are ineffective. It can be argued that this ineffectiveness may cause members to rather avoid crime prevention, than participate in it.

6.8.3.5 Selecting an appropriate crime-prevention model for a metropolitan police department

The purpose of this section of the enquiry was to determine which of the identified crime-prevention models participants believed would be the most appropriate for a MPD to adopt. Understanding how participants weave these crime-prevention models into the framework of a metropolitan police department will be a useful tool to investigate how they perceive crime prevention as it is applicable to them.

Across all three clusters, a significant majority of participants were of the opinion that a metropolitan police department should not be involved in only one of these crime-prevention models, but that a combination of all four models should be identified and adopted. A significantly small minority of participants thought that the department should only participate in social crime prevention. A similar minority of participants believed that they should only participate in social crime prevention and CPTED.

You cannot leave one out. I think at the end of the day it is case by case for the specific hotspot what is the most appropriate model to apply to that specific hotspot and type of crime. So the types have to be considered, not the model.

I think that all four models are important, and that we need to play a role in all of them. Maybe we can integrate all four of them...

All of them are appropriate, because you need an integrated approach. You can't single out only one approach. You might not get the desired approach. But if we

have an integrated approach of all these models, I think we will be able to succeed in our strategy in terms of preventing crime...

It is significant to note that, once again, there is no single understanding of how a MPD should participate in crime prevention. This suggests that the crime-prevention objectives of a metropolitan police department may not have been communicated throughout the department. It also suggests that members are not familiar with the role that they, as part of a MPD, can play in the prevention of crime. It also suggests that participants are not familiar with the actual crime-prevention capabilities of a MPD.

6.9 SUMMARY

The objective of this chapter was to examine the data collected from the various interviews conducted throughout the data-collection process. During the examination of this data, seven main themes, together with a variety of subthemes and categories were identified. In order to summarise them, a brief overview is depicted in Annexure E.

In terms of theme 1, which was directed at investigating how participants view the motive for the creation of the metropolitan police departments, the majority of participants were of the opinion that the department was created to assist the South African Police Service with a variety of policing functions, including crime prevention.

Theme 2 was directed at investigating which mandated function participants perceive to be the main focal point of a metropolitan police department, while theme 3 endeavoured to investigate how participants view the current focal point of the Tshwane Metropolitan Police Department. In terms of theme 2, the majority of participants thought that road policing should be the focal point of a metropolitan police department. A significant number of participants, especially in the functional cluster, maintained that all three mandated functions should be the focal point of a MPD on an equal basis. In terms of theme 3, the majority of participants said that the current focal point of the Tshwane Metropolitan police department is road policing.

In terms of Theme 4, which was directed at investigating how participants perceived road policing within the framework of a metropolitan police department, the majority

of participants were of the opinion that the policing of road traffic are indeed a critical function of the department? All participants acknowledged the fact that the policing of municipal by-laws can contribute towards the prevention of crime. The vast majority of participants thought that the current approach of the Tshwane Metropolitan Police Department is inadequate, and that the issuing of fines is overemphasised.

Theme 5 was directed at exploring how participants view the policing of municipal by-laws within a metropolitan police department. The majority of participants were of the opinion that by-laws exist to create order in a city and to control human behaviour. All participants thought that the policing of municipal by-laws are indeed a critical function of a metropolitan police department that could contribute towards the prevention of crime. The majority of participants believed that, like with road-traffic policing, the TMPD's current approach to by-law policing is inadequate.

Theme 6, which was directed at exploring the general understanding of crime prevention amongst participants, yielded significant results. The data revealed that there is no single or uniform understanding of crime prevention within the Tshwane Metropolitan Police Department, as opinions relating to how crime prevention should be described, who should carry the main responsibility for crime prevention, what the best methods are to perform crime prevention, and how to apply crime prevention, varied significantly.

Theme 7 aimed to investigate to what extent participants believed a MPD could and should participate in the prevention of crime. All participants were of the opinion that crime prevention is indeed a critical function of the department. The majority thought that the MPD should be involved in situational crime prevention. All participants said that a MPD should be involved in crime prevention through environmental design, social crime prevention and crime prevention through effective criminal justice. An overwhelming majority of participants maintained that a MPD should not adopt just one of the identified crime-prevention models, but that a combination of all these models should be adopted. Various factors that can influence the crime-prevention capabilities of a MPD, and in particular the TMPD, were also identified. These factors included, among others, training, resources, corruption, and a lack of cooperation with the South African Police Service.

CHAPTER SEVEN

INTERPRETATION OF THE RESEARCH FINDINGS

7.1 INTRODUCTION

In the previous chapter, the data obtained from various personal in-depth and focus-group interviews were examined. Various themes, subthemes and categories have been identified during the analysis. However, it remains unclear what these themes, subthemes and categories mean. The purpose of this chapter is therefore to explore their meaning by comparing the position of the participant(s), where possible, with the position presented by the appropriate legislation and literature.

Each section in this chapter, as far as possible and appropriate, will contain a summary of the data analysis as presented in Chapter 6, after which a summary of legislation and literature as presented in Chapters 2, 3 and 4 will follow. After these summaries, differences and similarities between the literature and the positions of the participant(s) will be highlighted, and the possible meaning of these differences and similarities will be explored.

7.2 THE PURPOSE OF ESTABLISHING A METROPOLITAN POLICE DEPARTMENT

In the functional and senior-management clusters, the majority of participants thought that metropolitan police departments was created with the purpose of assisting the South African Police Service in certain policing activities like visible policing, crime prevention and road-traffic policing. Other opinions raised by participants in these groups included that metropolitan police departments was created to extend the powers and authority of traffic officers within the local government framework, to improve service delivery, and to increase policing capacity in major cities. In the middle-management cluster, the majority of participants said that the metropolitan police departments were created to improve service delivery. Only one other opinion was raised by participants in this group, which was that metropolitan police departments were created to assist the South African Police Service with a variety of policing functions, especially with crime prevention.

From the literature, as presented in Chapter 3, it seems that metropolitan police departments was created because of the South African Police Service's inability to deal with the crime problem decisively. It can therefore be argued that the metropolitan police departments was created with the expectation that it would be able to prevent crime, and that its existence would have a significant impact on the crime situation. Legislation, however, as presented in Chapter 2, is silent as to when it is deemed appropriate for a municipality to establish a metropolitan police department and thus offers no explanations as to what the motivation for the creation of the metropolitan police departments was.

It is significant to note that there is a variety of reasons why participants believe the MPD was created. If there is no clear picture of why the organisation exists, then it will be impossible to have a clear picture of what the organisation should be doing, and how they should do it. It is worrying that members don't seem to be familiar with the core business of a metropolitan police department.

7.3 THE MAIN FUNCTION OF A METROPOLITAN POLICE DEPARTMENT

In the functional cluster, the majority of participants maintained that a MPD should not focus on one mandated function, but that equal attention should be given to all three mandated functions. Other opinions identified in this cluster were that by-law policing and road-traffic policing should receive equal attention as main functions of a MPD. It was also suggested that either by-law policing or road policing should be its main function. In the middle-management cluster, the majority of participants believed that road-traffic policing should be the main focus. Only one other opinion was identified in this group, namely that by-law policing and road-traffic policing should receive equal attention as the main functions of a MPD. In the senior-management cluster, the majority of participants thought that road-traffic policing should be the main focus of a metropolitan police department. Other opinions identified in this cluster included that by-law policing and road-traffic policing be the main functions of a MPD on an equal basis, and that the MPD should give equal attention to all three mandated functions.

Contrary to popular belief, the main objective of a metropolitan police department is not the prevention of crime, but the enforcement of road-traffic legislation and

municipal by-laws. Legislation, as demonstrated in Chapter 3, lists the functions of a MPD in a specific order. By listing road-traffic policing first, it can be argued that the legislator sees traffic policing as particularly important, and consequently as the main function of a metropolitan police department. By listing by-law policing in the second place, it can be argued that by-law policing is also critical to a metropolitan police department, as municipal by-laws play a supportive role to both the functions of traffic policing and crime prevention. By placing crime prevention in the third position, it can be argued that the legislator sees the prevention of crime as an implicit result of the two preceding functions.

Despite the fact that the majority of participants thought that a MPD was created to assist the South African Police Service, it seems that a significant portion of participants are not familiar with the official mandate of a metropolitan police department. This is demonstrated in the variety of opinions raised during the interviews. Issues like improved service delivery and increased authority of local traffic officers are not mentioned either in legislation or the available literature. Again, it seems that there is no shared vision or central philosophy about the core business of the department.

7.4 THE FOCAL POINT OF THE TSHWANE METROPOLITAN POLICE DEPARTMENT

In the functional cluster, the majority of participants believed that the Tshwane Metropolitan Police Department is currently focused on road-traffic policing. A very small number of participants thought that by-law policing was the current main focus of the TMPD. A very small number of participants also said that the TMPD was equally focused on all three mandated functions. In the middle-management cluster, all participants thought that the main focal point of the Tshwane Metropolitan Police Department was the policing of road traffic. In the senior-management cluster, the majority of participants maintained that the TMPD is currently focused on road-traffic policing. Other opinions raised in this cluster was that crime prevention is the current focal point of the department, that by-law policing is the current focal point of the department, and that the TMPD currently is not focused on any of the mandated functions. One more opinion raised in this cluster was that the TMPD was focused on making money rather than policing.

As argued in the previous section, legislation indicates that the core business of a metropolitan police department should be the policing of road traffic. The majority of participants in all three clusters thought that the Tshwane Metropolitan Police Department was indeed focused on the correct mandated function. It should be mentioned, however, that it seems as if there is no overarching strategy in the Tshwane Metropolitan Police Department that prescribes what the department should be doing. This is demonstrated in the variety of opinions raised during the interviews.

7.5 ROAD-TRAFFIC POLICING

Road policing is a critical function of a metropolitan police department, and should be considered as its primary function, because it is listed first by the legislator when describing the mandate of the department. However, no description of this function of a MPD could be found, either in the literature or in legislation.

7.5.1 The importance of road-traffic policing

All participants, of all three clusters believed that the policing of road traffic is a critical function of the Metropolitan Police Department, and that the department should definitely be engaged in this type of policing.

As argued earlier, legislation indicates that road-traffic policing should be the primary function of a metropolitan police department. This is validated in Section 64A (2) and Section 64C (c) of the South African Police Service Act (1995), where it is stated that the establishment of a metropolitan police department may not prejudicially influence traffic policing by the municipality.

It is significant to note that all participants viewed the policing of road traffic as an important function of a MPD. However, it seems that not all participants have the same view on how important the function of road policing really is to a MPD. As demonstrated earlier, participants had different opinions on what the primary function of a metropolitan police department should be. If there was a common understanding of how important road policing is to a MPD, then all participants would have come to the same conclusion – that the policing of road traffic should be the primary function of a metropolitan police department.

7.5.2 The link between road-traffic policing and crime prevention

All participants in the functional, middle- and senior-management clusters acknowledged the fact that the policing of road traffic can contribute towards the prevention of crime. In all three clusters, the majority of participants were of the opinion that road-traffic policing contributes towards the prevention of crime by giving members the opportunity to search a vehicle without having to first obtain a search warrant. Other views identified in these clusters were that road-traffic policing contributes towards visible policing, and that it facilitates the interception of criminals as they travel to and from the place where they intended to commit an offence, or had already done so.

Very little literature could be found on the actual link between the policing of road-traffic and crime prevention. The literature that does exist suggests that road policing contributes towards the prevention of crime in the form of visible policing. Policy also implies that the policing of road traffic contributes towards visible policing, because the White Paper on Safety and Security (1998) describes the crime-prevention role of a MPD as police presence by means of various point duties and visible police patrols.

It is significant to note that there are different views within the Tshwane Metropolitan Police Department on how the policing of road traffic can contribute towards the prevention of crime. Again, the absence of a central philosophy about the core business of the department is evident. However, since the idea that road-traffic policing can contribute towards crime prevention is present throughout the department, it seems that it would indeed be possible to create a uniform understanding of road-traffic policing and crime prevention within the Tshwane Metropolitan Police Department.

7.5.3 The approach of the Tshwane Metropolitan Police Department to road-traffic policing

In the all three clusters, the majority participants said that the current approach of the Tshwane Metropolitan Police Department is poor and deficient. Only one participant, from the senior-management cluster was of the opinion that this approach is quite

good. Participants across all clusters described the current approach as focused on law-enforcement statistics, and driven by an 'old traffic-department mentality'.

Legislation describes this function of a MPD as 'road-traffic policing' and not as 'road-traffic law enforcement'. As demonstrated in Chapter 2, there is a significant difference between the concept of "traffic policing" and "traffic law enforcement". While traffic law enforcement is concerned with the creation of a safe traffic situation through the application of criminal sanctions to undesirable behaviour, traffic policing will incorporate a variety of both reactive and proactive activities like traffic control, education and accident management in order to create a safe traffic situation.

From the opinions voiced by participants, it is clear that the Tshwane Metropolitan Police Department is currently focused on road-traffic law enforcement rather than road-traffic policing. Again, it is evident that there is no central philosophy on how the department should conduct its business. It also appears that there is an absence of a clear and wide-ranging policy on road-traffic policing within the TMPD. If such a strategy was indeed present, and the objectives of this strategy were properly communicated throughout the department, the participants may have viewed the current approach in a more positive light.

7.6 THE POLICING OF MUNICIPAL BY-LAWS

The policing of municipal by-laws are a critical function of a metropolitan police department. Despite the fact that it is listed second by the legislator when describing the mandate of a MPD, it should not be seen as less important than road policing, as the policing of municipal by-laws plays a significant role in controlling and managing local behaviour.

7.6.1 The purpose of municipal by-laws

In the functional cluster, the majority of participants maintained that the purpose of municipal by-laws is to control human behaviour and to create order within a city. Other opinions voiced in this cluster was that by-laws exist to create an income for the municipality concerned, and that by-laws are created in acknowledgement that communities differ from place to place. In the middle-management cluster, the majority of participants thought that the goal of municipal by-laws is to create order

within the city boundaries. Only one other opinion was voiced in this cluster, namely that municipal by-laws exist to create an income for the municipality. In the senior-management cluster, like in the functional and middle-management clusters, the majority of participants said that the purpose of municipal by-laws was to create order within a city and to control human behaviour. Other opinions identified in this cluster included that municipal by-laws existed to create an income for the municipality and that by-laws are necessary to ensure that local issues are addressed.

As demonstrated in Chapter 2, the Constitution of the Republic of South Africa (1996) empowers municipal councils to create and enforce local by-laws in order to manage and address local issues like street trading, cemeteries and outdoor advertising. It is necessary to create municipal by-laws, because national legislation cannot conceivably address every little issue in all demographical areas appropriately. A by-law can thus be described as local legislation, passed and enacted by a municipal council to control various forms of local misbehaviour.

It seems that the majority of participants are familiar with the purpose of municipal by-laws. Again, however, it is evident that there is no central or shared philosophy in the Tshwane Metropolitan Police Department on how the department should conduct its business. If such a philosophy was present, all participants would have had the same opinion on this matter. However, the fact that the same ideas are present throughout all three clusters suggests that it will indeed be possible to create such a philosophy within the TMPD.

7.6.2 The importance of by-law policing

All participants, of all three clusters believed that the policing of municipal by-laws is a critical task of a MPD, and that a metropolitan police department should definitely be engaged in this type of policing.

As argued in Chapter 3, the importance of municipal by-laws is seated in the fact that it plays a supportive function to both the mandated functions of road-traffic policing and crime prevention. In this regard, it is argued that municipal by-laws contribute towards traffic policing in the form of creating local legislation that regulates traffic

flow and parking arrangements within the area of the municipality, and regulates the behaviour of other factors that may influence the road-traffic situation, like street traders, roadside advertising, municipal roads and municipal impounds. The policing of municipal by-laws contributes towards crime prevention by policing various other forms of local misbehaviour by facilitating control over, *inter alia*, public nuisances, establishments that sell liquor, local amenities, noise pollution, public places, refuse removal and street lighting.

The fact that all participants acknowledged that the policing of municipal by-laws is indeed a critical function of a metropolitan police department suggests that it will indeed be possible to create a uniform understanding of the metropolitan police philosophy within the TMPD.

7.6.3 The link between by-law policing and crime prevention

All participants in all three clusters acknowledged the fact that the policing of municipal by-laws can contribute towards the prevention of crime. In the functional cluster, the majority of participants said that the contribution of by-law policing towards crime prevention is that of controlling the behaviour of informal traders. Other opinions voiced in this cluster were that by-laws can be used to regulate the number of people occupying specific premises at a specific time, and that specific by-laws can be created to address specific problems. In the middle-management cluster, like in the functional cluster, the majority of participants viewed the contribution of by-law policing towards the prevention of crime as controlling the behaviour of informal traders. Other opinions raised by participants in this cluster included that municipal by-laws can be used to regulate the number of people occupying specific premises at a specific time, and that by-law policing can contribute towards crime prevention and the policing of road traffic. In the senior-management cluster, like in the other two, the majority of participants viewed the contribution of by-law policing towards the prevention of crime, as controlling the behaviour of informal traders. Other opinions that were raised by participants in this cluster included that specific by-laws can be created to address specific problems and that the policing of municipal by-laws contributes towards visible policing.

Similar to the case with road-traffic policing, very little literature could be found on the actual link between by-law policing and the prevention of crime. The literature does suggest, however, that by-laws can be used to address certain problems within specific areas, since municipal by-laws differ from region to region. As demonstrated in Chapter 2, by-laws can be used to address a variety of local problems and issues.

It is striking that most participants specifically mentioned that by-laws should be used to control the behaviour of informal traders. This suggests that participants are not familiar with the entire breadth of municipal by-laws and the policing thereof, or that they only have been exposed to one element of by-law policing. Again, at this point, the absence of a central philosophy of the MPD's core business becomes evident. However, as the idea that the policing of municipal by-laws can contribute towards crime is present throughout the department, it seems indeed possible to create a uniform understanding of road-traffic policing and crime prevention within the Tshwane Metropolitan Police Department.

7.6.4 The approach of the Tshwane Metropolitan Police Department to the policing of municipal by-laws

In the functional cluster, the majority of participants were of the opinion that the TMPD did not have an adequate approach to the policing of municipal by-laws. Participants in this group also thought that they were not sufficiently trained to deal with the policing of municipal by-laws, and that they did not realise the importance thereof. Participants in this cluster also believed that management interfered too much in by-law policing. Likewise, in the middle-management cluster, the majority of participants also maintained that the Tshwane Metropolitan Police Department currently does not have an adequate approach to the policing of municipal by-laws. Other opinions voiced in this cluster were that members are not adequately trained to deal with by-law policing, and that management interfered too much in by-law policing. In the senior-management cluster, the majority of participants labelled the current approach of the Tshwane Metropolitan Police Department as poor and inadequate. A very small number of participants thought that the TMPD does have a good approach to by-law policing. Participants in this cluster also said that members within the organisation were not adequately trained to deal with by-law policing.

From the opinions voiced by participants, it becomes clear that the TMPD is currently not sufficiently focused on by-law policing. As with road-traffic policing, the legislator also refers to the policing of municipal by-laws, and not merely to by-law enforcement. By-law policing will then, similar to traffic policing, include a wider variety of functions than mere law enforcement. Like in the case of road-traffic policing, it appears that there is an absence of a clear and wide-ranging by-law policing policy within the TMPD. If such a strategy was present, and the objectives of this strategy properly communicated throughout the department, the participants may have viewed the current approach of the department to the policing of municipal by-laws in a more positive light.

7.7 CRIME PREVENTION IN GENERAL

Due to the complicated and ambiguous nature of crime prevention, which is considered to be the main function of the police, it has been a source of constant frustration to policing agencies around the world. Despite the importance of crime prevention, very little is known on how members of a police service actually perceive this complicated phenomenon. This section is therefore directed at exploring how members of the TMPD, perceive the prevention of crime in general terms.

7.7.1 Describing crime prevention

In the functional cluster, the majority of participants believed that crime prevention is best described as stopping a crime before it actually happens. The majority of participants also thought that some sort of law enforcement action should be instituted in order for crime prevention to take place. Only one other opinion was identified in this cluster, namely that crime prevention changes over time as criminal trends change. In the middle-management cluster, like in the functional cluster, the majority of participants said that crime prevention is stopping a crime before it happens, and that some sort of law-enforcement action will be necessary to prevent a crime from happening. In the senior-management cluster, like in the other two clusters, the majority of participants were of the opinion that crime prevention is stopping the crime before it happens.

From the literature, as demonstrated in Chapters 2 and 3, it is known that crime prevention is an ambiguous term that holds different meanings to different people.

As demonstrated earlier, the meaning of crime prevention is critically dependent on the organisational, philosophical, legislative and time frameworks within which it is applied. Turning to legislation to find the meaning of crime prevention does not solve this problem, as legislation also fails to provide a proper explanation of what exactly is meant by the term 'crime prevention'.

The vagueness of the descriptions offered by the participants confirms the fact that crime prevention is indeed an ambiguous term, meaning different things to different people. Despite this confirmation, it seems that a common idea of crime prevention may already be present within the TMPD. It is also significant that the majority of participants thought that some sort of law-enforcement activity would be necessary to prevent crime. Although there is a degree of truth in this sentiment, if law enforcement is applied as a proactive measure to prevent more serious crimes from happening, this still suggests that participants are either not familiar with the total spectrum of activities associated with the crime-prevention phenomenon, or that they only have been exposed to one portion of this complicated phenomenon. Again the absence of a central philosophy or strategy within the Tshwane Metropolitan Police Department becomes evident. If a clear and unambiguous philosophy or policy were in place, participants would have been able to provide a proper description in this regard.

7.7.2 The responsibility of crime prevention

In the functional cluster, the majority of the participants were of the opinion that the responsibility for crime prevention, did not lie with a single law-enforcement agency, but that everybody has got a role to play in the prevention of crime. In the middle-management cluster, the majority of participants believed that the responsibility for crime prevention did not lie with a specific organisation or entity, but that everybody has a role to play in the prevention of crime. In the senior management cluster, the majority of participants said that the South African Police Service should be overall responsible for crime prevention. In contrast to the functional and middle-management clusters, a minority of participants maintained that everybody has a role to play in the prevention for crime. One other opinion was identified in this cluster, namely that the responsibility of crime prevention should be shared between the SAPS and the MPD.

The Constitution of the Republic of South Africa (1996) prescribes that the SAPS should carry the primary responsibility for crime prevention, when it states the primary objectives of the SAPS is the prevention, combating and investigation of crime, the maintenance of public order, and the upholding and enforcement of the law. Literature, on the other hand, suggests that it will be impossible for any one organisation to take responsibility for such a complicated endeavour. Consequently, literature further suggests that crime prevention will only be possible if everybody, including the community, the government, non-governmental organisations, businesses and the police all play their part in a combined effort to solve the crime problem. Legislation becomes confusing at this point, because in spite of the provisions of by the Constitution, the National Crime Prevention Strategy and the White Paper on Safety and Security both acknowledge the arguments raised by the literature. Thus, despite consulting legislation and literature, it still remains unclear who exactly should be responsible for crime prevention.

In the previous section, when participants were asked to describe crime prevention, the majority of participants were of the opinion that some sort of law enforcement activity will be necessary to prevent crime. In this section, however, the majority of participants thought that everybody is responsible for crime prevention. This indicates that participants may not be familiar with the complexities of the crime-prevention phenomenon. The fact that a variety of opinions were identified in this section suggests that participants are not familiar with the role that a metropolitan police department is supposed to play in the prevention of crime. It also indicates that there is no central philosophy or strategy within the TMPD as to how the core business of a MPD should be conducted. It is noteworthy, however, that to some extent, the same ideas of who should carry this responsibility are present in all three groups. This suggests that it will be possible to create a uniform understanding of crime prevention within the Tshwane Metropolitan Police Department.

7.7.3 The best methods for crime prevention

In the functional cluster, a variety of opinions on the best ways to prevent crime were identified, including visible policing, education and awareness, the gathering of intelligence and acting on that intelligence, and a tough criminal justice response to crime. In the middle-management cluster, the majority of participants were of the

opinion that the best way to prevent crime was through education and awareness. Other opinions voiced in this cluster were visible policing and limiting the opportunities for a crime to occur. In the senior-management cluster, the majority of participants thought that the best method to prevent crime was through visible policing, concentrating on crime hotspots, ensuring a quick response time after a crime has occurred, getting the community involved and ensuring a swift and hard criminal response after a crime has occurred.

The literature suggests that the selection of an appropriate crime-prevention method is dependent on our understanding of what causes crime. As demonstrated in Chapter 3, the factors that contributed towards the commission of crime is simply too vast and complicated to truly know what causes crime. The selection of the best method will only be possible if all the factors that contribute towards crime is correctly identified, and if an accurate prediction can be made on when and where such crime will occur – an endeavour that is indeed impossible. The literature does mention all the methods mentioned by the participants, but does not advocate one as being the best. Crime-prevention literature advocates that the selection of the best methods will be dependent on the situation at hand. Legislation and policy provide us with various activities that should be undertaken to prevent crime. Although many of these activities, like social development, increased visible policing, public education and improved environmental design did contribute towards the prevention of crime to some extent, they should not be considered as appropriate, as they have failed to address the crime problem in its totality.

From the variety of opinions voiced by participants, it is striking that education and awareness are the only social elements of crime prevention that was mentioned by participants. The majority of participants thought that some sort of law-enforcement action would be necessary to prevent a crime, which suggests that participants may not be familiar with the full spectrum of the activities associated with the crime-prevention phenomenon. Again the absence of a central philosophy or strategy within the Tshwane Metropolitan Police Department is clear. If an unambiguous philosophy or policy was in place, participants would have had the same ideas on what the best methods of crime-prevention were.

7.7.4 Leading the crime-prevention process

In the functional cluster, the majority of participants said that the South African Police Service should lead the crime-prevention process. Other opinions voiced in this cluster were that National Intelligence should lead the crime-prevention process, and that there were too many organisations currently trying to lead the crime-prevention process. In the middle-management cluster, the majority of participants believed that the SAPS in conjunction with metropolitan police departments should lead the crime-prevention process. Only one other opinion was voiced in this cluster, namely that the South African Police Service should lead the crime-prevention process. In the senior-management cluster, the majority of participants were of the opinion that the South African Police Service should lead the crime-prevention process. Only one other opinion in this regard was voiced in this cluster, namely that the Department of Social Development should lead the crime-prevention process.

It can be concluded from the wording of the Constitution of the Republic of South Africa (1996) that the SAPS should lead the crime-prevention process. On the other hand, the National Crime Prevention Strategy (1996) and the White Paper on Safety and Security (1998) acknowledges the fact that policing alone will not solve the crime problem. This view is also expressed in the literature, which proposes that crime is caused by a variety of social factors that fall outside the direct control of the police. Consequently, it can be argued that no police agency should lead the crime-prevention process.

What is significant about the statements made by participants is that there is no uniform understanding of who should lead the crime-prevention process within the TMPD. Taking this into consideration, it can be argued that participants are unclear on the role of the MPD in the prevention of crime. The fact that the majority of participants indicated that the SAPS should lead the crime-prevention process raises the argument that participants may not be familiar with the dynamic nature of the crime-prevention phenomenon, as there actually is very little that the police can do to prevent crime.

7.7.5 The role of the national government in crime prevention

In the functional cluster, the majority of participants said that the national government has a key role to play in the prevention of crime. Participants in this cluster described the role of the national government in this regard as providing strategic direction through policy development, providing resources to those involved in crime prevention, and to coordinate crime-prevention efforts. In the middle-management cluster, the majority of participants also thought that the national government has a key role to play in the prevention of crime by providing strategic direction through policy development, and through skills development. In the senior-management cluster, all participants said that the national government has got a key role to play in the prevention of crime by providing strategic direction, resources, and skills development.

The National Crime Prevention Strategy (1996) and the White Paper on Safety and Security (1998) indicates that the role of national government in the prevention of crime is that of coordination and strategic direction. The National Crime Prevention Strategy (1996) and the White Paper on Safety and Security (1998) are national policy documents that shifted the focus of policing from traditional crime control methods to pre-emptive crime-prevention techniques. The national government should also assist in the execution of the policies and strategies.

It is significant that all participants were of the opinion that the national government does have an important role to play in the prevention of crime, and that, to some extent, the same ideas were present in all three groups, which proposes that it should be possible to create a uniform understanding of crime prevention within the TMPD. The fact that there were differences of opinion, however, demonstrated the current lack of such a common understanding within the TMPD.

7.7.6 The role of the municipality in crime prevention

In the functional cluster, the majority of participants described the municipality's key role in the prevention of crime as having to address local issues and facilitate social development. In the middle-management cluster, the majority of participants described the municipality's key role in the prevention of crime as having to address local issues and facilitating social development. In the senior-management cluster,

the majority of participants described the municipality's key role in crime prevention as having to pass and enforce municipal by-laws. Only one other opinion was identified in this cluster, namely that the role of the municipality in the prevention of crime is to facilitate social development.

The literature, as well as the National Crime Prevention Strategy (1996), singles out crime prevention through environmental design and social crime prevention as two crime-prevention models in which the municipality can and should play a significant role. The reasoning behind this notion seems logical – municipalities are strategically placed to understand the uniqueness of the local crime problem; and those municipalities carry the primary responsibility to address and solve local issues like health, housing, urban planning and local economic development. This sentiment is shared by the White Paper on Safety and Security (1998), which describes a variety of activities that the municipality should undertake to participate in crime prevention, including:

- 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 activity
- the initiation of targeted crime-prevention programs aimed at specific problems and groups at risk.

Overall, it seems that participants are familiar with the critical role of the municipality in the prevention of crime. Despite the fact that members acknowledge the fact that the MPD has a critical role in the prevention of crime, a variety of views on how the municipality should engage in crime prevention have been identified. Due to this variety of opinions, and differences of opinion between the functional and middle-management clusters, and the senior-management cluster, the absence of a central philosophy or strategy within the Tshwane Metropolitan Police Department is abundantly clear. If an unambiguous philosophy or policy was in place, participants would have had the same views on how the municipality should participate in the prevention of crime.

7.7.7 Applying crime prevention

In response to the given scenario as depicted in Appendices B and C, the majority of participants in the functional cluster said that crime prevention did indeed take place, because the tools that were to be used during the intended crime were removed, and the crime was stopped before it happened. In the middle-management cluster, all participants thought that crime prevention took place, because the tools for the commission of the crime were removed. In the senior-management cluster, all participants maintained that crime prevention took place, because the tools for the intended crime were removed, visible policing took place and the crime was stopped before it could happen.

National Legislation and policy provides us with various activities like social development, increased visible policing, public education and improved environmental design that should be undertaken to prevent crime. Despite these descriptions, literature on the other hand, infers that crime prevention is a very complicated phenomenon, which is difficult to truly understand.

From the participants' statements it seemed that they were not familiar with the total extent of the complicated crime-prevention phenomenon. In the given scenario, it could not be stated that crime prevention took place, because in the scenario, suspicious people were found with car-breaking equipment, and they were arrested. A prerequisite for arrest is that the person who is arrested must, on reasonable grounds, be suspected of having committed a crime. If a person is arrested, it means that such a person has already committed an offence, and it is impossible to argue that crime prevention has taken place as a crime has already occurred. It can be argued, especially if the law enforcement and zero tolerance approaches are considered, that a possible future crime has been prevented, but there is no way to determine if this is indeed the case.

7.8 CRIME PREVENTION AND METROPOLITAN POLICE DEPARTMENTS

Crime prevention is the last function of a metropolitan police department mentioned by the legislator's description of the department's mandate. By placing it in the third position, it can be argued that the legislator sees the prevention of crime as an implicit result of the two preceding functions.

7.8.1 The importance of crime prevention

All 27 participants were of the opinion that the prevention of crime is a critical task of the department, and that they should definitely be engaged in this function.

As the legislator specifically mentions the prevention of crime in the mandate of a MPD, it can be argued that it is indeed a critical function of the metropolitan police department. Despite this notion, very little literature, if any, could be found on the importance of crime prevention in the context of a metropolitan police department.

The fact that all participants acknowledged that the prevention of crime was indeed a critical function of the department proposes that it would indeed be possible to create a uniform understanding of the metropolitan police philosophy within the TMPD.

7.8.2 Factors that may influence crime prevention

In order for a metropolitan police department to find for itself an appropriate and realistic role in the prevention of crime, it is necessary to create a realistic picture of the crime-prevention capabilities of a MPD. Creating such a picture will only be possible if the factors that may have a significant impact on these crime-prevention capabilities are examined.

7.8.2.1 Supervision and management

A lack of supervision or management was identified in all three clusters as a factor that may have an effect on the crime-prevention capabilities of the department. The majority of participants thought that there is a significant lack of management and supervision within the Tshwane Metropolitan Police Department. Only a very small minority believed that the current management of the Tshwane Metropolitan Police Department was handling crime prevention correctly.

Neither legislation nor literature provides any guidelines on how crime prevention should be supervised within the framework of the Metropolitan Police Department. It becomes evident, however, that the majority of participants do not trust the current management of the TMPD. The fact that participants express so little trust in the current management indicates that the management is detached from its members. It further proposes that there is no clear understanding of how a metropolitan police

department should participate in crime prevention, and how the crime-prevention obligations of a MPD should be managed.

7.8.2.2 Motivation

In all three clusters, motivation has been identified as a factor that may either have a positive or negative impact on the crime-prevention capabilities of the Metropolitan Police Department. In all three clusters, the majority of participants were of the opinion that most people in the TMPD are currently not motivated to perform their functions. Consequently, the majority of participants believed that if there were not only more, but proper motivation within the department, the crime-prevention capabilities of the Tshwane Metropolitan Police Department could be increased.

Neither legislation nor literature provides any direction on how members of a metropolitan police department should be motivated to participate in the prevention of crime. Subsequently, the management of TMPD will have to identify and implement methods to motivate its members.

From the participants' statements it seems that the current lack of motivation within the Tshwane Metropolitan Police Department is due to circumstances within the department. Several of these factors will be identified and interlinked with other factors identified in this section.

7.8.2.3 Resources and manpower

A significant majority of participants across all three clusters were of the opinion that there are not enough resources to significantly participate in the prevention of crime. Participants highlighted vehicles, equipment, and funding as the most significant shortages currently experienced. More than half of the participants thought that there currently is not enough manpower to deal with the crime problem decisively, and more manpower will be needed to significantly contribute towards the crime-prevention effort.

The literature infers that there is an international tendency by national and local governments to reduce the amount of resources available to the police to combat and prevent crime. Literature further states that, especially in South Africa, resources

for the prevention of crime are extremely limited. Taken the above into consideration, it becomes clear that a metropolitan police department will have very little crime-prevention resources at its disposal. The department must therefore ensure that these resources are used in the most economic and efficient way.

From the statements made by participants, it is clear that the TMPD does not currently use their available resources in the most economic manner. It was significant that most participants maintained that more manpower was needed to address the crime problem. This more traditional response to the crime problem suggests that participants may not be familiar with the complicated and dynamic nature of crime prevention.

7.8.2.4 Training

Training was identified by all three clusters as a factor that might have a negative impact on the crime-prevention capabilities of a metropolitan police department. Participants in the functional cluster were of the opinion that they were not adequately trained to truly participate and contribute towards the prevention of crime. Participants in both the middle- and senior-management clusters felt that members throughout the department, including themselves, were not adequately trained to participate in crime prevention in any meaningful way.

As demonstrated in Chapter 3, despite the fact that a MPD is mandated to engage in the prevention of crime, crime prevention does not feature as a focal point in any of the basic training programmes. Nowhere within the current curricula relevant to the training of a metropolitan police officer could a comprehensive discussion of the crime-prevention phenomenon, as it applies to a MPD, be found. Consequently, it can be concluded that metropolitan police officers receive very little, if any, formal training in crime prevention. As the core personnel of a metropolitan police department were derived from former municipal traffic and security departments, it can be argued that members of a MPD, does not have much, if any, formal experience in crime prevention.

From the statements made by participants, it is clear that members of the TMPD are not educated to such an extent that it is possible for them to understand the entire

spectrum of the crime-prevention phenomenon. Taking this into account, it can be argued that the lack of training will make it impossible for members of the department to fully understand their role and the role of the department in the prevention of crime.

7.8.2.5 The current shift system

Participants in the functional and middle-management clusters thought that the current shift system used by the Tshwane Metropolitan Police Department had a negative impact on the crime-prevention capabilities of the department. Participants advocated that this shift system does not allow members time to rest sufficiently, leaving them tired and demoralised.

Taking the statements of the participants into account, it becomes clear that this factor is interlinked with motivation. Neither legislation nor literature provides any direction on how members of a metropolitan police department should be motivated to participate in the prevention of crime. In the absence of such direction, the management of the TMPD should find ways stimulating the workforce to achieve the goals of the organisation through the application of various intrinsic and extrinsic motivational techniques like increasing rewards, recognition and improving working conditions.

It is significant to note that the unhappiness with the new shift system was only expressed within the functional and the middle-management clusters. This fact, together with the fact that they are unhappy with the shift system, might indicate that they were not consulted during the process of changing the shift system, and be indicative of a significant break in communication between the senior-management cluster and the rest of the department.

7.8.2.6 Lack of support

Participants in the functional cluster said that the department did not provide support to them if a complaint, either criminal or civil, was laid against them in the course of their duty, and that the government gave offenders more rights than they had. A large majority of participants in the functional cluster would therefore rather avoid crime-prevention situations like arresting an offender, searching a person or

premises, and responding to dangerous situations, than get involved in these situations, because they felt they would get no support afterwards.

From the statements made by participants, it seems that there is a lack of legal support within the Tshwane Metropolitan Police Department. It can also be argued that the management does not appear to have a significant interest in their members and staff.

7.8.2.7 Lack of information

Participants in the functional and senior-management clusters said that they did not have enough information about criminal activities and trends to sensibly participate in the prevention of crime.

A metropolitan police department, which is not allowed to investigate crime, is dependent on the South African Police Service, which is constitutionally mandated to investigate crime, for information and statistics on crime and criminality within the area of jurisdiction of the metropolitan police department concerned. The literature, as demonstrated in Chapter 3, suggests that the validity and accuracy of this information, with which a MPD is obliged to work, is questionable, at best. A metropolitan police department does however have other mechanisms it can utilize to gather crime information. They can attend CPF meetings, they can request representation in operational rooms of the SAPS and they can establish crime report lines for tip offs and other crime related information. None of these mechanisms, however, will provide a MPD with properly examined crime information that will be useful to the management of multidisciplinary crime prevention programmes.

The participants' statements indicated very little communication between the TMPD and SAPS. These statements also suggested that the management of crime information is not important within the TMPD.

7.8.2.8 Cooperation with the South African Police Service

Although legislation requires that there should be significant cooperation between the South African Police Service and the metropolitan police departments (see Chapter 2), and the MPD is dependent on the South African Police Service for crime information, participants in all three clusters were of the opinion that there was very little cooperation between the Tshwane Metropolitan Police department and the South African Police Service.

The fact that participants viewed cooperation with the South African Police Service as critical could be indicative of the fact that participants might be more familiar with the role of the SAPS in crime prevention than with their own. It also further demonstrated the lack of communication between these two policing agencies.

7.8.2.9 Remuneration

In the functional cluster, the majority of participants thought that they did not get sufficient remuneration to participate in crime prevention. Participants maintained that, if the payment of incentives were coupled to crime-prevention activities, they would be inclined to participate more in crime prevention.

It is worrying that participants want to be 'paid more' to participate in crime prevention. This indicates that members are not familiar with the actual importance of their role. It is also indicative of a questionable ethical framework, and possibly also of underlying labour issues within the TMPD.

7.8.2.10 The quality of recruits and staff

Participants across all three clusters said that the Tshwane Metropolitan Police Department was appointing substandard recruits, and was focused on the quantity of people being appointed rather than the quality of the new recruits.

The minimum requirements for appointment as a member of the MPD, as described in Chapter 2, included, amongst other things, that new recruits should at least be in possession of a senior certificate, and should be proficient in English.

From the participants' statements it seems that the Tshwane Metropolitan Police Department does not use these minimum requirements as a guide during the recruitment process. If this practise continues, it will be detrimental to the TMPD, as it will not only have a negative impact on the crime prevention capabilities of the organization, but also on the service delivery potential of the TMPD.

7.8.2.11 Technology

Participants in the senior-management cluster felt that the application of contemporary technology will improve the crime-prevention capabilities of the department. They also stated that no new technologies are currently being considered for implementation by the Tshwane Metropolitan Police Department.

Legislation does not describe the technologies that should be used by a metropolitan police department to facilitate crime prevention. It seems logical, however, for a metropolitan police department to keep up to date with current developments and trends within the technological sphere of law enforcement.

The lack of research within the Tshwane Metropolitan Police Department is evident from the participants' statements. As this issue was only identified in the senior-management cluster, it can be argued that participants in the functional and middle-management clusters are not interested in new developments in their profession, and therefore not that interested in improving crime prevention.

7.8.2.12 Corruption

Participants across all three clusters believed that corruption would cause offenders to evade justice as they simply can buy their way out of trouble. Participants also thought that corruption is spread throughout the entire department, and that officers themselves are involved in crime.

The extent of corruption within the Tshwane Metropolitan Police Department has not yet been fully investigated. Various allegations have been made in the press, but these allegations have not been proven, and can therefore not be regarded as empirical evidence for the purpose of this study.

However, statements made by participants do indicate that corruption throughout the entire department is indeed a problem within the TMPD.

7.8.2.13 The power to investigate

The majority of participants across all three clusters were of the opinion that if a metropolitan police department were to be given the power to investigate crime, their crime-prevention capabilities would be greatly increased.

Examining the regulatory framework of the department revealed that a metropolitan police department is not allowed to investigate crime. The investigation of crime remains the prerogative of the South African Police Service. The literature indicates that the MPD is dependent upon the SAPS for information relating to crime and criminality, but that the information thus provided is questionable, at best. As was mentioned earlier, metropolitan police departments do have other mechanisms that it can employ to gather crime information. These mechanisms however, do not provide access to the suspect, the victim, the modus operandi of the crime. All these elements are critical to understanding crime causation and subsequently to crime prevention. Therefore it can be argued that a MPD is simply not in a position to successfully initiate and manage any multidisciplinary crime-prevention programme, as they simply do not have access to the necessary crime information.

From statements made by participants, it seems that they might be familiar with the important role of crime investigation in the prevention of crime. If metropolitan police departments were to be given the authority to investigate crime, the MPD would definitely be in a better position to participate in its prevention.

7.8.3 Adopting a crime-prevention model for metropolitan police departments

The literature, as presented in Chapter 4, indicates that a metropolitan police department can, in fact, participate to a limited extent within the four headlining crime-prevention models. Members' perceptions on their participation in these models still remain unclear though.

7.8.3.1 Situational crime prevention

In the functional cluster, the majority of participants thought that the department should participate in this type of crime prevention. A small minority of participants in this cluster also stated that they were not familiar with this type of crime prevention. The majority of participants in this cluster said that a metropolitan police department should play a comprehensive role in this type of crime prevention. In the middle-management cluster, the majority of participants believed that the department should engage comprehensively in situational crime prevention. In the senior-management cluster, the majority of participant maintained that a metropolitan police department should participate in this type of crime prevention, but participants harboured different views about the way in which the department should participate, ranging from comprehensive involvement, to an advisory role, to limiting their involvement to reactive response after a crime had already occurred. Only one participant thought that the MPD should not be involved in this type of crime prevention.

The literature made it clear that a metropolitan police department would only be able to play a very limited role in situational crime prevention. The MPD, as a police department, can only participate in eight of the sixteen suggested activities. Participation in these eight activities is limited to visible policing, by-law policing, registration and licensing, education and the reporting of potential crime risks. Consequently, it can be argued that a MPD would only be able to act as a participant in this crime-prevention model. Due to resource constraints, jurisdictional limitations and the complicated nature of this type of crime prevention, The Metropolitan Police Department is not in a position to take the lead in this regard.

From the participants' statements it seems as if participants are not truly familiar with situational crime prevention, and consequently are not familiar with the actual crime-prevention capabilities of the Metropolitan Police Department. The differences of opinion make it evident, once again, that no central philosophy or policy currently exists on how the department should conduct its business.

7.8.3.2 Crime prevention through environmental design (CPTED)

In the functional cluster, the majority of participants were of the opinion that it is important for a MPD to be involved in this type of crime prevention. All participants in

this cluster also thought that the department should play a comprehensive role in crime prevention through environmental design. The participants in the middle-management cluster, although agreeing that the department should be involved in CPTED, maintained that the MPD should only play an advisory role in this type of crime prevention. In the senior-management cluster, half the participants thought that a metropolitan police department should play a comprehensive role in this type of crime prevention, while the other half believed that they should only play an advisory role in this regard.

The literature presented in Chapter 4 makes it clear that a MPD participation in crime prevention through environmental design will be rather limited. Taken the mandate of a metropolitan police department into consideration, as discussed in Chapter 3, it becomes evident that the primary contribution of the department in relation to CPTED will be by-law policing and surveillance. It can therefore be argued that a MPD should only be regarded as a minor participant in this type of crime prevention.

From the participants' statements it seems that they are not truly familiar with crime prevention through environmental design, and consequently are not familiar with the actual crime-prevention capabilities of a metropolitan police department. It becomes evident from the differences of opinion, once more, that there is no central philosophy or policy in existence to give direction to the core business of the Tshwane Metropolitan Police Department.

7.8.3.3 Social crime prevention

In the functional cluster, the all participants were of the opinion that a metropolitan police department should play a comprehensive role in social crime prevention, especially with respect to educating the community on crime prevention and crime-related issues, creating awareness within the community, and educating the youth through school-based programmes. In the middle-management cluster, like in the functional cluster, all participants thought that the department should play a comprehensive role in social crime prevention by creating awareness of crime and crime-related issues, and educating the youth. All participants in the senior-management cluster agreed with the members from the other two clusters

regarding the comprehensive role of a MPD in social crime prevention by creating awareness through education, with special emphasis on the youth.

The literature in Chapter 4 makes it clear that a metropolitan police department's participation in social crime prevention will be fairly limited. The only contribution that the department will realistically be able to make towards social crime prevention is that of formal observation, law enforcement, education on by-law and traffic matters, and reactive responses to incidents of domestic violence. Mainly due to jurisdictional limitations, and the fact that most of the activities associated with this type of crime prevention should be taken up by stakeholders other than the police, it can be argued that a MPD will only have a minor contribution to make in this type of crime prevention.

From the participants' statements, it seems as if they are not truly familiar with social crime prevention, and consequently, also not with the actual crime-prevention capabilities of a metropolitan police department. The variety of opinions was expressed by participants is, once more, indicative of the lack of a central philosophy or policy on how a metropolitan police department should conduct its business.

7.8.3.4 Crime prevention through effective criminal justice

In the functional cluster, all participants maintained that a metropolitan police department should be involved in this type of crime prevention. Less than half of participants were of the opinion that a MPD can only participate in this type of crime prevention as part of the criminal justice sector. Participants in this cluster also said that the MPD should be placed in control of the municipal courts. A small minority of participants in this cluster thought that the current court system is ineffective. In the middle-management cluster, all participants were of the opinion that the department should be involved in this type of crime prevention. Less than one third of participants in this cluster thought that a MPD currently does play a role in all activities associated with this type of crime prevention. More than two thirds of participants in this cluster also believed that the current court system is ineffective. In the senior-management cluster, all participants maintained that a metropolitan police department should be involved in this type of crime prevention. Participants in this cluster said that a MPD could only participate in this type of crime prevention as part

of the criminal justice sector. Participants in this cluster also maintained that a metropolitan police department should be placed in control of the municipal courts. Approximately a quarter of participants also believed that the current court system is ineffective.

From the literature presented in Chapter 4 it becomes clear that a metropolitan police department's participation in crime prevention through effective criminal justice will be limited to a small number of activities. They will be active with respect to law enforcement and visible policing. However, they will have a minor role to play in victim empowerment while they will not play a significant role in criminal investigations or the rehabilitation and reintegration of offenders. Mainly due to jurisdictional limitations and limitations imposed on the department by the regulatory framework, it can be argued that a MPD will play an active, but minor role in this type of crime prevention.

Participants' statements make it seem as if they are not familiar with crime prevention through effective criminal justice in its totality, and consequently, not with the actual crime-prevention capabilities of a MPD. Again, the lack a central philosophy or policy on the core business of the department is evident from the variety of opinions expressed by participants. It is significant to note that a number of participants thought that the MPD should control their own courts, which suggests that participants may not be familiar with the legal framework applicable to the policing environment as this notion is unconstitutional in principle. It is noteworthy almost half of all participants thought that the courts are ineffective. It can be argued that this perception of ineffectiveness may cause members to avoid crime prevention, rather than participating in it.

7.8.3.5 Selecting an appropriate crime-prevention model for a metropolitan police department

Across all three clusters, a large majority of participants were of the opinion that a metropolitan police department should not be involved in only one of these crime-prevention models, but that a combination of all four models should be adopted. A significant minority of participants felt that a MPD should only participate in social crime prevention, while a similar minority of participants thought that a

metropolitan police department should only participate in social crime prevention and crime prevention through environmental design.

From the literature presented in Chapters 2, 3 and 4, it seems as if the adoption of a crime-prevention model, based on selected activities from each of the identified crime-prevention models would be appropriate. A summary of these activities are presented in Appendix H. The metropolitan police department simply is not in a position to concretely and effectively participate in crime-prevention activities associated with social and situational crime prevention, or crime prevention through environmental design, because they are neither able to control all the aspects relevant to these types of crime prevention, nor are they allowed to do so.

From the statements made by participants, it becomes clear that they are not familiar with the role of a MPD in the prevention of crime. The lack of a central philosophy or policy on how the Tshwane Metropolitan Police Department should conduct its business is again evident in the variety of opinions expressed by participants. Accordingly, it is argued that participants are not familiar with the actual crime-prevention capabilities of the department.

7.9. SUMMARY

Throughout this chapter, the themes, subthemes and categories identified during the process of data analysis were compared to literature and legislation in an attempt to ascribe appropriate meaning to all of them.

Examining the applicable legislation and the relevant literature indicated that a metropolitan police department can, in fact, only participate to a limited extent in models like situational and social crime prevention, and crime prevention through environmental design and effective criminal justice. A summary indicating the extent to which a metropolitan police department can participate in these crime-prevention models is presented in Appendix H. Taking these activities into consideration, it is argued that the role of the department in crime prevention is very limited, and that it will be impossible for a MPD to lead the crime-prevention process.

The participants' comments made it clear that participants are not familiar with the actual crime-prevention capabilities of a metropolitan police department, and, consequently, not with the role of the department in the prevention of crime. A significant weakness identified throughout this chapter was the absence of a central philosophy or policy on how the MPD should conduct its business within the TMPD.

CHAPTER EIGHT

CONCLUSION AND RECOMMENDATIONS

8.1 INTRODUCTION

This research was directed at understanding and describing how members of a metropolitan police department, in this case, the Tshwane Metropolitan Police Department (TMPD), generally perceive the crime-prevention phenomenon within their own working context.

As this research was directed at describing the crime-prevention phenomenon from the perspective of metropolitan police officials, it provided crime-prevention scholars with a unique opportunity to view this complicated phenomenon from the perspective of those who are involved in the prevention of crime on a daily basis. It was also anticipated that this research would contribute towards clarifying the role of metropolitan police departments in crime prevention, and developing a homogeneous interpretation of the crime-prevention phenomenon within the metropolitan policing fraternity.

This chapter will firstly provide a concise overview of the previous chapters, by providing a short summery of the contents thereof. This will be followed by conclusions derived from the literature review, the various interviews and the data analysis process, after which recommendations regarding the best practises for MPD participation in the prevention of crime will be presented. These recommendations will be followed by recommendations for future research. The chapter will conclude answers to the research questions.

8.2 BRIEF CHAPTER OVERVIEW

Chapter one introduced the research topic by firstly providing a background to the study, followed by an explanation of the problem statement and clarification of the research objectives. The research objectives of this study are defined as to ultimately understand and describe how members of a metropolitan police department, in this case the Tshwane Metropolitan Police Department, generally

perceive the crime-prevention phenomenon in the context of municipal policing. In order to reach these objectives, various research questions were identified:

- What does crime prevention mean to members of the TMPD?
- What should crime prevention mean to members of the TMPD?
- What crime-prevention model is the most appropriate to the Tshwane Metropolitan Police Department?
- What crime-prevention model do officials view as the most appropriate to their unique situation?
- What factors influence crime prevention in the context of municipal policing?
- What role can a metropolitan police department realistically play in the prevention of crime?
- What role do members believe the organisation should play in the prevention of crime?

This chapter then proceeded to define key terms and concepts critical to this research. It concluded by discussing the significance of the research and by providing a brief overview of the ethical framework applicable to this study.

In Chapter 2, the researcher examined the regulatory framework of the metropolitan police departments and tried to create a clear picture of the obligations, responsibilities, duties, powers and limitations imposed upon a metropolitan police department through legislation. This chapter firstly provided an overview of the constitutional framework applicable to a MPD, then proceeded to examine the framework for the establishment, functioning and control of a metropolitan police department provided in the South African Police Service Act (Act 68 of 1995). As all members of a metropolitan police department must be registered traffic officers, this chapter then explored all the sections of the National Road Traffic Act (Act 93 of 1996) applicable to the appointment, training and disqualification of traffic officers. This was followed by a brief examination of the Criminal Procedure Act (Act 51 of 1977) and other legislation applicable to the department. This chapter concluded with an overview of national policy documents like the National Crime Prevention Strategy (1996) and the White Paper on Safety and Security (1998).

In Chapter 3, a theoretical backdrop was created within which the actual crime-prevention capabilities of a metropolitan police department could be examined. Firstly, a short history of crime prevention as a policing function was provided, followed by an exposé of the problematic nature of the crime-prevention phenomenon within the context of policing. This was followed by a short history of metropolitan police departments in South Africa. The chapter then proceeded to identify various factors that might have an impact on the crime-prevention capabilities of this department. These factors included the regulatory framework of a MPD, public perceptions, political pressure, resource constraints, and training and experience.

Chapter four was directed at painting a realistic picture of how the metropolitan police departments can participate in the complicated crime-prevention phenomenon. This chapter was written from the perspective of what a MPD are able to do, realistically, and not what they are expected to do. This chapter also examined the extent to which a MPD could participate in crime-prevention models like situational crime prevention, crime prevention through environmental design, social crime prevention and crime prevention through effective criminal justice. This examination revealed that the metropolitan police departments do, in fact, have a minor role to play in these crime prevention models. A summary of those activities that metropolitan police departments actually can participate in are presented in Appendix H.

Chapter 5 described the research process that was followed to conduct this research. It started with the reasons for the qualitative research design and an examination of the philosophical approaches that shaped the study, followed by a description of the population and subpopulations relevant to the study, as well as the sampling techniques and sample size relevant to this research. The methods and processes for data collection and analysis were discussed, as well as the strategies used to ensure reliability and validity. These strategies included, *inter alia*, triangulation, bracketing, member checking and providing an audit trail. The chapter concluded with a discussion of the ethical framework that shaped this study.

Chapter six presented the data collected from the various focus-group and personal in-depth interviews. This chapter, therefore, essentially explored crime prevention and the other mandated functions of a metropolitan police department, in this case the TMPD from the perspective of the participants. The themes, subthemes and categories identified during the data analysis are presented in Appendix E. Seven main themes were identified and discussed in this chapter, these themes included:

- The purpose of establishing metropolitan police departments.
- The main function of a metropolitan police department.
- The focal point of the Tshwane Metropolitan Police Department.
- Road Traffic Policing
- By-Law Policing
- Crime Prevention in general
- Crime Prevention and a metropolitan police department

Chapter 7 endeavoured to interpret the collected data. Essentially, this chapter aimed to provide meaning to the identified themes, subthemes and categories, by comparing the positions of the participants, where possible, with the positions presented in the appropriate legislation and available literature. Significant differences between the positions held by participants and the theoretical framework were identified, and it became evident that participants were not familiar with the actual crime-prevention capabilities of the Tshwane Metropolitan Police Department, and, therefore, also not with the role of the department in the prevention of crime.

8.3 CONCLUSIONS AND RECOMMENDATIONS

In this section, various conclusions derived from the data analysis and interpretation are presented, followed by recommendations for finding the best ways for the metropolitan police department to participate in the prevention of crime.

8.3.1 The purpose of establishing a metropolitan police department

The differences of opinion in the participants' statements about the purpose for the creation metropolitan police departments made plain that there was no central philosophy or shared vision encapsulating the core business of the metropolitan police. If there is no clear picture of why the organisation exists, it will be impossible to have a clear picture of what the organisation should do, and how they should do it.

It is recommended that the Tshwane Metropolitan Police Department revisit the reasoning behind the creation of the department, that the outcome of this revision is reflected in a comprehensive departmental policy, and then communicated throughout the department.

8.3.2 The main function of a metropolitan police department

The participants' statements made it clear that a significant number of participants are not familiar with the mandate of the Tshwane Metropolitan Police Department. This is attributed to the absence of a shared vision or central philosophy that encapsulates the core business of the department.

It is recommended that the TMPD revisit and examine the mandate of the department as presented in national legislation. The outcomes of this revision should then be reflected within a comprehensive departmental policy, and members should be made aware of exactly what the core functions of the department are by making use of training programmes and departmental communication.

8.3.3 The focal point of the Tshwane Metropolitan Police Department

The participants' statements revealed that the TMPD is currently more focused on the policing of road traffic than any of the other mandated functions. Although legislation does suggest that the main function of a metropolitan police department is the policing of road traffic, it appears that no central policy or strategy, indicative of this focal point, is present within the Tshwane Metropolitan Police Department. The variety of opinions on the TMPD's current focal point serves as testimony to this fact.

It is recommended that a comprehensive departmental policy, clearly stating the objectives and functional areas of the department, is created and communicated throughout all the levels of the department. The development and communication of such a policy will contribute significantly towards the creation of a shared vision on how the department should conduct its core business.

8.3.4 Road-traffic policing

It is significant to note that legislation describes this function as *traffic policing*, and not as *traffic law enforcement*. Traffic policing will include a much wider variety of activities than only enforcing traffic legislation. While traffic law enforcement is concerned with the creation of a safe traffic situation through the application of criminal sanctions to undesirable behaviour, traffic policing will incorporate various other proactive and reactive undertakings, such as traffic control, education and accident management, in order to create a safe traffic situation. It is critical that the metropolitan police department take note of this terminological difference, and incorporate it into departmental policies and strategies.

8.3.4.1 The importance of road-traffic policing

Despite the fact that all participants indicated that the policing of road traffic is a critical function of a metropolitan police department, not all members have the same opinion as to how important the policing of road traffic actually is to the metropolitan police department. The differences of opinion in this regard make the lack of a central overarching policy on the core business of the department quite clear.

It is recommended that a comprehensive policy or strategy, clearly indicating the departmental objectives and priorities are developed, implemented and communicated throughout the department. Such a step will significantly contribute towards the creation of a shared vision on how the metropolitan police department should conduct its core business.

8.3.4.2 The link between road-traffic policing and crime prevention

Despite the fact that all participants thought that the policing of road traffic can contribute towards the prevention of crime, they had different views on exactly how this would happen, which is indicative not only of different views on road policing within the TMPD, but also on crime prevention, emphasising once again the lack of a central overarching policy describing the core business of a metropolitan police department.

It is recommended that a comprehensive policy or strategy, clearly indicating the departmental objectives and priorities, be developed, implemented and

communicated throughout the department in order to create a shared vision of how the department should deal with its three mandated functions.

8.3.4.3 The approach of the Tshwane Metropolitan Police Department to road-traffic policing

From the statements made by participants it is clear that the Tshwane Metropolitan Police Department is currently focused more on road-traffic law enforcement than road-traffic policing. It is thus clear that there is no central philosophy on how the metropolitan police department should conduct its business and that there is currently no clear and wide-ranging road-traffic policing policy within the Tshwane Metropolitan Police Department. If such a policy were, in fact, present, participants would have perceived their involvement in road traffic policing differently.

It is recommended that a comprehensive policy or strategy, based on the notion of road-traffic policing rather than road-traffic law enforcement, which clearly indicates the departmental objectives and priorities, are developed, implemented and communicated throughout the department. If such a policy comprehensively describes how the MPD should deal with its mandated functions, it will contribute towards a uniform understanding of the department's core business, and subsequently may lead to improved service delivery.

8.3.5 The policing of municipal by-laws

Like with *traffic policing*, the legislator again refers to *by-law policing* and not *by-law enforcement*. By-law policing will then, like traffic policing, include a wider variety of functions than mere law enforcement. It is critical that metropolitan police departments take note of this terminological difference and incorporate it into departmental policies and strategies.

8.3.5.1 The purpose of municipal by-laws

Participants' statements made it clear that they generally perceive the existence of municipal by-laws to create order within a city and control human behaviour. Other opinions expressed by participants included that by-laws exist to generate an income for the municipality and that by-laws are indicative of the differences between communities. Despite the fact that the majority of participants seems to understand

the reasoning behind the creation of municipal by-laws, the different views on the issue was identified is yet again emphasising the absence of a shared or central philosophy or strategy that describes how the MPD should conduct its core business.

It is recommended that the concept and the constitutional framework applicable to municipal by-laws be revisited, and that the outcomes of this revision be reflected in a comprehensive departmental policy. Members should be made aware of the exact purpose of municipal by-laws through training programmes and departmental communications.

8.3.5.2 The importance of by-law policing

Despite the fact that all participants indicated that the policing of municipal by-laws is a critical function of a metropolitan police department, not all members have the same opinion as to how important the policing of municipal by-laws actually is to the department. These differences of opinion make the lack of a central or overarching policy that describes the core business of the MPD quite plain, yet again.

The development, implementation and communication of a comprehensive policy or strategy, clearly indicating the departmental objectives and priorities, is strongly recommended in order to help create a shared vision of the MPD's core business throughout the department.

8.3.5.3 The link between by-law policing and crime prevention

The fact that participants described by-law policing as contributing towards the prevention of crime mainly in terms of controlling the behaviour of informal traders made it evident that they were not familiar with the entire spectrum of municipal by-law policing and how the policing of municipal by-laws can contribute towards the prevention of crime.

It is recommended that a comprehensive policy or strategy, addressing the entire spectrum of municipal by-laws and the policing thereof, is developed, implemented and communicated throughout the department. The implementation and communication of such a strategy will significantly increase the current contribution of by-law policing towards the prevention of crime within the City of Tshwane.

8.3.5.4 The approach of the Tshwane Metropolitan Police Department to the policing of municipal by-laws

From the participants' statements, it became clear that the policing of municipal by-laws are currently not a priority of the Tshwane Metropolitan Police Department. The little by-law policing that does occur tends to lean more towards by-law enforcement than by-law policing. It thus became evident that the Tshwane Metropolitan Police Department has failed to realise the significant role that the policing of by-laws can play in both the policing of road traffic and the prevention of crime.

It is recommended that the Tshwane Metropolitan Police Department re-evaluate the role of municipal by-law policing with respect to both the policing of road traffic and the prevention of crime. The outcomes of this re-evaluation should then be reflected in a comprehensive departmental policy. The development and communication of such a policy throughout the MPD will significantly contribute towards the creation of a shared vision on how the department should conduct its core business.

8.3.6 Crime prevention in general

Various views relating to the prevention of crime has been identified within the Tshwane Metropolitan Police Department, indicating that there is no common understanding of this complicated phenomenon within the department.

8.3.6.1 Describing crime prevention

Despite the fact that a common idea of crime prevention has been developing within the Tshwane Metropolitan Police Department, the vagueness of the descriptions offered by participants confirmed that crime prevention remains an ambiguous term meaning different things to different individuals. The fact that the majority of participants indicated that some sort of law enforcement will be necessary to prevent a crime from happening, indicates that participants are not familiar with the entire spectrum of the crime-prevention phenomenon. Again the absence of a central philosophy or strategy within the Tshwane Metropolitan Police Department became evident. If a clear and unambiguous philosophy or policy were in place, participants would have been able to provide clear descriptions in this regard.

It is recommended that a comprehensive policy or strategy, which clarifies the meaning of crime prevention in the context of the Tshwane Metropolitan Police Department, is developed, implemented and communicated throughout the department to ensure that a uniform understanding of crime prevention is created within the TMPD.

8.3.6.2 The responsibility of crime prevention

A variety of opinions on who should carry the responsibility of crime prevention have been identified among participants, indicating that they are not familiar with the complexities of the crime-prevention phenomenon or with the key players in the crime-prevention arena. Consequently, they cannot be familiar with the role of a metropolitan police department in the prevention of crime.

It is recommended that the Tshwane Metropolitan Police Department revisit the legislative and policy framework applicable to crime prevention in South Africa in order to clarify the role of the department in this regard. After this role clarification, a comprehensive policy or strategy that spells out the obligations of a MPD in crime prevention should be developed, implemented and communicated throughout the Tshwane Metropolitan Police Department. The development and communication of such a policy will significantly contribute towards the creation of a shared vision on the role of the department in crime prevention.

8.3.6.3 The best methods for crime prevention

The majority of methods mentioned by participants indicated that some sort of policing action is necessary to prevent a crime from happening. The only social crime-prevention methods mentioned were education and awareness, which indicates that the participants are not familiar with the full spectrum of activities associated with the crime-prevention phenomenon. It is also clear that there is no policy or strategy within the Tshwane Metropolitan Police Department to guide participants as to what methods would be appropriate.

It is recommended that the Tshwane Metropolitan Police Department revisit the legislative and policy framework applicable to crime prevention in South Africa, as well as the mandate of the metropolitan police department in order to clarify its role

in the prevention of crime. Based on this role clarification, appropriate crime-prevention methods can be identified, after which a comprehensive policy or strategy, indicating what appropriate crime-prevention activities for a metropolitan police department, can be developed, implemented and communicated throughout the TMPD.

8.3.6.4 Leading the crime-prevention process

The participants' statements revealed that there is no uniform understanding of who should lead the crime-prevention process within the Tshwane Metropolitan Police Department. This indicates that participants are not familiar with the role of the department in the prevention of crime, resulting in a leaderless situation. The majority of participants were of the opinion that the South African Police Service should lead this process, indicating that participants are not familiar with the dynamic nature of the crime-prevention phenomenon, as there is actually very little that the police can do to prevent crime.

It is recommended that the TMPD revisit the legislative and policy framework applicable to crime prevention in South Africa, as well as the mandate of the department in order to clarify the role of the various role players in the prevention of crime. Based on this role clarification, the appropriate organisation to lead the crime-prevention process can be identified. Any policy or strategy development that follows this role clarification should then be in accordance with the direction provided by the identified leading organisation.

8.3.6.5 The role of the national government in crime prevention

Despite the fact that participants acknowledged the fact that the national government does indeed have a key role to play in the prevention of crime, various opinions have been voiced as to what exactly this role of government should entail, indicating that members of the Tshwane Metropolitan Police Department are not familiar with the roles and responsibilities of the various role players in the crime-prevention system. If this is indeed the case, then it will be impossible for participants to understand the role of a metropolitan police department in this complicated phenomenon.

It is recommended that the Tshwane Metropolitan Police Department revisit the legislative and policy framework applicable to crime prevention in South Africa in order to clarify the role of the various players in the crime-prevention arena. Based on this role clarification, the various roles and responsibilities of the various participants in the crime-prevention process can be identified. The outcomes of this role clarification should be communicated throughout the department by means of training sessions, workshops and departmental communications.

8.3.6.6 The role of the municipality in crime prevention

Despite the fact that participants acknowledged the fact that the municipality did indeed have a critical role to play in the prevention of crime, various opinions were identified as to how the municipality's role should manifest itself. These differences of opinion made it quite clear that participants were not familiar with the roles and responsibilities of the various players in the crime-prevention arena. It would thus be impossible for participants to understand the role of a metropolitan police department must play in the prevention of crime. It is therefore imperative that a central philosophy or strategy be developed, implemented and communicated to provide members of the TMPD with direction.

In order to do this, it is recommended that the department revisit the legislative and policy framework applicable to crime prevention in South Africa, and clarify the role of the various role players in the crime-prevention arena. Based on this clarification, the various roles and responsibilities of the various players in the crime-prevention process can be identified. Once the role of the municipality has been clarified, the Tshwane Metropolitan Police Department can isolate the activities in which it actually can participate. Planning and policy developments can then be done in accordance with this role clarification.

8.3.6.7 Applying crime prevention

From the participants' statements, it became clear that participants were not familiar with the total extent of the complicated crime-prevention phenomenon. This was illustrated by the fact that participants stated that crime prevention had taken place after an arrest had been affected. Although this notion is correct if considered in relation to the zero tolerance approach, it is argued that an arrest can only be

affected after a crime has been committed – thus it is argued that there could not have been any real crime *prevention*.

It is recommended that the Tshwane Metropolitan Police Department improves and deepens the current knowledge of crime prevention within the department. This can be done by identifying, developing and implementing an appropriate crime-prevention training programme across all levels of the organisation. Such training will also contribute towards the creation of an informed understanding of crime prevention within the Tshwane Metropolitan Police Department.

8.3.7 Crime prevention and metropolitan police departments

Participants' statements made it clear that there are various opinions on how crime prevention applies to a metropolitan police department. Consequently, it appears that no one is truly familiar with the role of the department in crime prevention.

8.3.7.1 The importance of crime prevention

Despite the fact that all participants indicated that crime prevention is a critical function of a metropolitan police department, not all members have the same opinion as to exactly how important crime prevention actually is to the department. The lack and necessity of a central overarching policy or strategy, which describes the core business of the department has become a refrain throughout this research. Here, again, it is evident that, if such a philosophy were in fact present, all participants would have had the same opinion about the importance of crime prevention.

It is recommended that a comprehensive policy or strategy, which clearly indicates the departmental objectives and priorities are developed, implemented and communicated throughout the department. The development and communication of such a policy will significantly contribute towards the creation of a shared vision on how the TMPD should conduct its core business.

8.3.7.2 Factors that may influence crime prevention

Participants have identified various factors that may influence the crime-prevention capabilities of the Tshwane Metropolitan Police Department, including:

- supervision or management: There is a serious lack of supervision and management within the Tshwane Metropolitan Police Department, and it is recommended that management training be conducted throughout all levels of management within the Tshwane Metropolitan Police Department.
- motivation: Members of the Tshwane Metropolitan Police Department are not motivated to participate in crime prevention, and it is recommended that the reason for this lack of motivation be investigated. Once the cause has been established, management can take appropriate action to address this issue.
- resources and manpower: There is a significant shortage of resources and manpower within the Tshwane Metropolitan Police Department. It is recommended that the available resources be strategically redistributed throughout the department.
- training: Members of the Tshwane Metropolitan Police Department are not trained to such an extent that they fully understand the entire spectrum of the crime-prevention phenomenon. It is recommended that the curriculum for the basic training programme is realigned to include crime-prevention training, and that various in-service training programmes for training members in crime prevention are conducted throughout all levels of the department.
- the current shift system: Members of the TMPD are unhappy with the current shift system used by the department, which contributes to the demotivation of the work force. It is recommended that the management of the Tshwane Metropolitan Police Department revisit the shift system and facilitate the necessary changes to ensure a more motivated work force.
- lack of support: The current legal support system within the Tshwane Metropolitan Police Department does not support and assist members when it is required. Consequently, members rather avoid crime-prevention activities than engage in them. It is recommended that a proper legal support structure be introduced into the TMPD, and that members are granted access to its services.
- lack of information: The TMPD does not currently have enough information about crime and criminality to sensibly participate in crime prevention. It is recommended that communication between the SAPS and TMPD be improved, and that the department seeks alternative information sources.

- cooperation with the SAPS: Currently there is very little cooperation between the SAPS and TMPD. It is recommended that a memorandum of understanding, which facilitates closer cooperation between the two organisations, be drafted and implemented.
- remuneration: It is clear that the ethical framework of certain members should be questioned, as certain members want to be paid more to participate in crime prevention. It is recommended that a proper and appropriate ethical framework in the form of an 'oath of office' is developed and implemented throughout the department. Such an oath is currently in place in the department, but it will be necessary to revisit the ethical framework presented in this document.
- the quality of recruits and staff: The Tshwane Metropolitan Police Department is currently focused on appointing a large number of members rather than appointing quality members. It is suggested that the minimum requirements for appointment in a metropolitan police department be adhered to, and that department-specific criteria, designed to ensure an appropriate minimum standard for new recruits, are developed and implemented.
- technology: The TMPD does not currently employ any new technologies available to assist in the fight against crime. It is suggested that the department investigate newly discovered technologies, and where appropriate and possible, obtain and implement such technologies to the advantage of all concerned.
- corruption: This factor was spontaneously identified by participants across all three clusters, which serves as an indication of the real presence of corruption throughout all levels of the TMPD. It is suggested that a comprehensive anti-corruption strategy be developed and implemented throughout the department. It is also suggested that civil oversight over the TMPD is increased.
- the power to investigate: The TMPD, in accordance with legislation, is not allowed to investigate crime, which implies that the Tshwane Metropolitan Police department does not have the necessary information to manage the multidisciplinary crime prevention programmes. Metropolitan police departments should not be given the power to investigate crime either, as this will lead to a duplication of the functions of the SAPS. In order to ensure sufficient crime information, it is recommended that communication between the SAPS and

TMPD be improved, and that the department seeks alternative information sources rather than granting the MPD investigative power.

8.3.7.3 Adopting a crime-prevention model for the metropolitan police departments

A metropolitan police department can play a very small role in the prevention of crime, limited only to certain activities associated with crime-prevention models like situational and social crime prevention, and crime prevention through environmental design and effective criminal justice. A summary of these activities are presented in Appendix H.

- Situational crime prevention: A metropolitan police department can participate to a very limited extent in a limited number of activities associated with this crime-prevention model, including deflecting offenders, controlling facilitators, formal and natural surveillance, identifying property, reducing temptations and controlling disinhibitors. From the participants' statements it was clear that they were not truly familiar with situational crime prevention, and, consequently, not with the actual crime-prevention capabilities of the metropolitan police department.
- Crime prevention through environmental design: A MPD can participate to a very limited extent in a limited number of activities associated with this crime-prevention model, including surveillance and visibility, access and escape routes, and images and aesthetics. The participants' statements revealed that they were not truly familiar with situational crime prevention, and, consequently, not with the actual crime-prevention capabilities of the department.
- Social crime prevention: A MPD can participate to a very limited extent in a limited number of activities associated with this crime-prevention model, including designing out crime, education, promoting local cohesion, supporting youth and families at risk, and breaking cycles of violence. From the statements made by participants, it became clear that they were not truly familiar with situational crime prevention, and, consequently, not with the actual crime-prevention capabilities of the department.
- Crime prevention through effective criminal justice: A metropolitan police department can participate to a very limited extent in a limited number of

activities associated with this crime-prevention model, including law enforcement, visible policing and victim empowerment. The statements of the participants revealed that participants are not truly familiar with situational crime prevention, and, consequently, not with the actual crime-prevention capabilities of the department.

- Participants expressed various opinions relating to what crime-prevention models will be appropriate for the metropolitan police department. These differences of opinion indicate that members are not familiar with the TMPD's role in the prevention of crime, and there is no central philosophy or policy on how the department should conduct its core business.

In order to ensure that members become familiar with these crime-prevention models and the role of a metropolitan police department in the prevention of crime, it is recommended that the curriculum for the basic training programme is realigned to include comprehensive crime-prevention training, and that various in-service training programmes for training members in the entire spectrum of crime prevention are conducted throughout all levels of the department.

8.4 RECOMMENDATIONS FOR FUTURE RESEARCH

This research revealed that there is actually little that a metropolitan police department can do to prevent crime. It is suggested that the same type of analysis is conducted in terms of the South African Police Service. The SAPS is fundamentally considered to be the primary stakeholder in crime prevention. As is the case with the MPD, it is anticipated that what the South African Police Service is expected to do and what they are actually able to do are two very different things. Only after the actual crime-prevention capabilities of the SAPS have been determined, can the organisation identify an appropriate role for itself in the prevention of crime.

This research also identified various other themes for future research, including:

- the potential contribution of road policing in crime prevention
- the potential contribution of by-law policing in crime prevention
- the application of crime-prevention principles to the by-law and road policing environments.

The investigation of these themes will be greatly beneficial to metropolitan police departments.

8.5 CONCLUSION

This research was directed at uncovering what crime prevention means to a member of the Tshwane Metropolitan Police Department. Based on the findings of the study, it can be concluded that members of the Tshwane Metropolitan Police Department are, firstly, not familiar with the complicated nature of the crime-prevention phenomenon. Secondly, they are not familiar with the actual crime-prevention capabilities of the organisation. Consequently, these members are not familiar with the role of a MPD in the prevention of crime. Since there is no central or shared philosophy or overarching strategy, which addresses these issues within the Tshwane Metropolitan Police Department, a variety of interpretations on what crime prevention means are currently found within the TMPD. Consequently, true to the complicated and ambiguous nature of the term, crime prevention means different things to different members of the Tshwane Metropolitan Police Department.

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APPENDIX A

PERMISSION BY THE CHIEF OF POLICE TO CONDUCT A QUALITATIVE RESEARCH PROJECT WITHIN THE TSHWANE METROPOLITAN POLICE DEPARTMENT



Tshwane Metropolitan Police Department

Room A222 | Premos | 11 State Artillery Road | Pretoria West | 0183
PO Box 440 | Pretoria | 0001
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www.facebook.com/CityOfTshwane



My ref:		Tel:	(012)358 0018
Your ref:		Fax:	086 2102317
Contact person:	Supt. EH van Biljon	Email:	ernstvb@tshwane.gov.za
Section/Unit:	Tshwane Metropolitan Police Academy (Basic Training)		

20 February 2013

APPLICATION FOR PERMISSION TO CONDUCT A RESEARCH STUDY WITHIN THE TSHWANE METROPOLITAN POLICE DEPARTMENT

This report serves as an application to conduct a qualitative research study within the Tshwane Metropolitan Police Department.

The applicant is a Member of the Tshwane Metropolitan Police Department, and currently holds the rank of Superintendent. He is stationed at the Tshwane Metropolitan Police Academy, Basic Training Section.

Personal Details of the Applicant:

Full names: Ernst Hendrik van Biljon

Pay Number: 28154-6.

The applicant is a registered student for a Master's degree (Magister Technologiae) in Policing, with the University of South Africa, and is currently in his second year of study. A requirement of this qualification is that a research project, within the field of policing are conducted.

The title of the proposed research study is: "*Exploring the Meaning of Crime Prevention within the Tshwane Metropolitan Police Department*", and is directed towards understanding how members of the Tshwane Metropolitan Police Department perceive their role and the role of the organization within complicated crime prevention phenomenon, by exploring their believes, opinions and perceptions in this regard. A proposal document, which reveal all the relevant details of the proposed study have been attached to this document for your convenience and review.

Kgoro ya Ditirelo tša Sephodisa sa Mmasepala • Metropolisiediens • Lefapha la Ditirelo tsa Sepodisi sa Toropokgolo
Ndzawulo ya Vukorhokeri bya Maphorisa ya Masipala • Imisebenzi Yezamaphoyisa Omkhandludolobha
Metro Police Services

On request, this document can be provided in another official language

After reviewing the attached proposal document, the Department of Police Practice at the aforementioned university has granted permission to proceed with the intended study. A Study Supervisor has already been assigned to the applicant.

Details of Study Supervisor:

Prof Rika Snyman

Tel: 082 559 7705

Email: rsnyman@unisa.ac.za

It is of critical importance that cognizance is taken of the potential benefits that this research holds for the Tshwane Metropolitan Police Department. It is envisioned that this research will provide the management of the Tshwane Metropolitan Police Department with a unique opportunity to view the mandated functions of the metropolitan police department, and in particular the complicated crime prevention phenomenon from the perspective of its members. This information will prove to be valuable during strategic planning, and employee development processes, and consequently, will improve service delivery by the Tshwane Metropolitan Police Department. It is also anticipated that this research, on a more universal scale, will contribute towards a homogenous interpretation of crime prevention within the metropolitan policing fraternity.

The researcher intends to conduct three focus group interview sessions of approximately 80 minutes each. These focus group interviews will consist of a maximum of twelve participants each, and will be restricted to rank groups of constables, sergeants, inspectors, superintendents and senior superintendents. Upon the conclusion of these focus group interviews, the researcher intends to conduct various one-on-one interviews, of approximately 45 minutes each with senior police managers.

It is anticipated that this research will hold no financial implications for the Tshwane Metropolitan Police Department. As this research is based on the principles of non-maleficence and beneficence, a minimal impact on organizational productivity is anticipated.

The applicant gives you his assurance that all ethical requirements, as is prescribed by the Ethics Committee of the University of South Africa, will be adhered to all times.

Your kind assistance in this study will be highly appreciated.



EH VAN BILJON

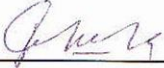
SUPERINTENDENT: BASIC POLICE TRAINING

20/02/2013
DATE

Kgoro ya Ditirelo tša Sephodisa sa Mmasepala • Metropolisiediens • Lefapha la Ditirelo tsa Sepodisi sa Toropokgolo
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Metro Police Services

On request, this document can be provided in another official language.

RECOMMENDED / RECOMMENDED AS AMENDED / NOT RECOMMENDED



J DE KELA
COMMANDER: BASIC POLICE TRAINING

22/02/2015

DATE

RECOMMENDED / RECOMMENDED AS AMENDED / NOT RECOMMENDED

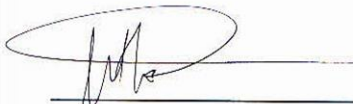


MF RACHEKHU
DIRECTOR: POLICE TRAINING

2013-09-22

DATE

RECOMMENDED / RECOMMENDED AS AMENDED / NOT RECOMMENDED



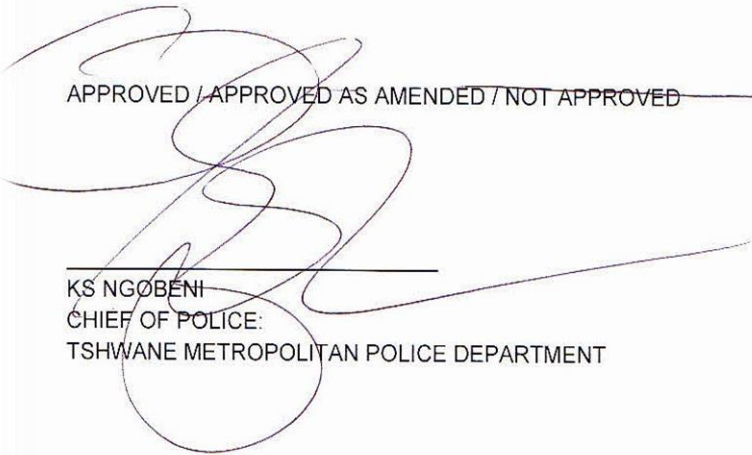
PM MANQELE
DEPUTY CHIEF OF POLICE:
TRAINING, RESEARCH AND RESOURCE DEVELOPMENT

Recommended

2013/02/27

DATE

APPROVED / APPROVED AS AMENDED / NOT APPROVED



KS NGOBENI
CHIEF OF POLICE:
TSHWANE METROPOLITAN POLICE DEPARTMENT

12/08/13

DATE

Kgoro ya Ditirelo tša Sephodisa sa Mmasepala • Metropolisiediens • Lefapha la Ditirelo tsa Sepodisi sa Toropokgolo
Ndzawulo ya Vukorhokeri bya Maphorisa ya Masipala • Imisebenzi Yezamaphoyisa Omkhandudolobha
Metro Police Services

On request, this document can be provided in another official language.

APPENDIX B

INTERVIEW SCHEDULE: FOCUS-GROUP INTERVIEWS

**EXPLORING THE MEANING OF CRIME PREVENTION WITHIN THE TSHWANE
METROPOLITAN POLICE DEPARTMENT**

INTERVIEW SCHEDULE
(FOCUS-GROUP INTERVIEW)

INTERVIEW NUMBER: F/G _____ / G_____ / 2013

DATE OF INTERVIEW: _____ / _____ / 2013

PLACE OF INTERVIEW: _____

INTERVIEW TIME: _____: _____ UNTIL _____: _____

INTERVIEW GROUP: 1 / 2

PARTICIPANT DETAILS:

GROUP	RANK	AMOUNT	TOTAL
GROUP 1	CONSTABLE		
	SERGEANT		
	INSPECTOR		
GROUP 2	SUPERINTENDENT		
	SENIOR SUPERINTENDENT		

1. PREPARATION

1.1 EQUIPMENT NEEDED

- 1.1.1 Laptop
- 1.1.2 Projector
- 1.1.3 Projector screen
- 1.1.4 Tables and chairs (at least 17 tables, and 15 chairs)
- 1.1.5 Consent forms
- 1.1.6 PowerPoint presentation
- 1.1.7 Whiteboard and whiteboard markers
- 1.1.8 Stationary for participants (should need arise)
- 1.1.9 Audio recorder

1.2 PERSONNEL NEEDED

1.2.1 Facilitator (The researcher himself)

1.2.2 One Scribe

1.2.3 One electronic support specialist

1.3 VENUE REQUIREMENTS

1.3.1 Venue to be air conditioned

1.3.2 Venue should comply with all relevant OHS specifications

1.3.3 Venue should be big enough to house participants comfortably

1.3.4 Venue should be easily accessible to participants

1.3.5 Venue should cater for participants with special needs

1.4 SEATING ARRANGEMENTS

1.4.1 Seating will be placed according to classroom set-up

1.4.2 Seating will be arranged in circle (O)

1.4.3 The electronic support specialist will be seated in order to effectively operate all recording equipment

1.5 LOGISTICAL ARRANGEMENTS

1.5.1 Iced drinking water to be placed on tables to ensure participants' refreshment

1.5.2 IT and recording equipment to be handled by electronic support specialist only

1.5.3 Cleaning of venue to be arranged prior and after focus-group session.

1.5.4 All consent forms and documents completed by scribe and any other relevant documents to be filed in appropriately numbered file immediately after interview session

1.5.5 All recorded material to be backed up or duplicated immediately after interview session

2 THE INTERVIEW SESSION

2.1 INTRODUCTION

Duration: ± 10 Minutes

- 2.1.1 Researcher to extend friendly welcome to all participants
- 2.1.2 Researcher to introduce himself and other personnel
- 2.1.3 Researcher to explain purpose of study and purpose of session
- 2.1.4 Researcher to explain all rights of participants in relation to participation in study in detail
- 2.1.5 Researcher to circulate consent forms to participants for signature
- 2.1.6 Ground rules for session to be established

2.2 SECTION 1: METROPOLITAN POLICING – GENERAL

2.2.1 Section 1.1. Core Objective

Duration: ± 10 Minutes

Question 1: Why, in your opinion, were the metropolitan police department created?

Question 2: What, in your opinion, should be the main focus of the metropolitan police department?

Question 3: What, in your opinion, is the current focus point of the Tshwane Metropolitan Police Department?

2.2.2 Section 1.2. Road Policing

Duration: ± 10 Minutes

Question 4: How important is the enforcement of road-traffic legislation to the Metropolitan Police Department.

Question 5: Can the policing of road-traffic offences contribute towards the prevention of crime?

Question 5A: If yes: To what extent?

Question 5B: If no: Why not?

Question 6: How would you describe the current approach of the Tshwane Metropolitan Police Department towards the policing of road offences?

Question 6A: How effective do you think this approach is?

Question 6B: What can be done to improve this approach further?

2.2.3 Section 1.3. By-law enforcement

Duration: ± 10 Minutes

Question 7: What, in your opinion, is the purpose of municipal by-laws?

Question 8: How important is the enforcement of municipal by-laws to the Metropolitan Police Department?

Question 9: What contribution do you believe the policing of municipal by-laws can make towards the prevention of crime?

Question 9A: Why do you believe the enforcement of municipal by-laws will make this contribution?

Question 10: How would you describe the current approach of the Tshwane Metropolitan Police Department towards by-law policing?

Question 10A: How effective do you think this approach is?

Question 10B: What can be done to improve this approach further?

2.3 SECTION 2: CRIME PREVENTION IN THE CONTEXT OF METROPOLITAN POLICING (GENERAL)

2.3.1 Section 2.1. Defining Crime Prevention

Duration: ± 5 Minutes

Question 11: If a member of the public approached you and asked what crime prevention is, how would you explain the concept to him or her?

Question 12: If you were asked to provide a short definition of crime prevention, how would you define it?

2.3.2 Section 2.2. Crime Prevention: General

Duration: ± 15 Minutes

Question 13: Who, in your opinion, is responsible for the prevention of crime?

Question 13A: Why?

Question 14: What, in your opinion, is the best way to prevent crime?

Question 15: Which organisation do you believe should lead the crime-prevention process?

Question 16: What role, in your opinion, should the national government play in the prevention of crime?

Question 17: What role, in your opinion, should the municipality play in the prevention of crime?

Question 18: What role, in your opinion, should the South African Police Service play in the prevention of crime?

Question 19: While patrolling the Pretoria CBD, you notice two men acting suspiciously. You approach them and conduct a search in the prescribed manner. In the possession of both men you find car-breaking implements. You arrest both men on a charge of possession of car-breaking equipment.

Question 19A: Has crime prevention taken place?

Question 19B: Please explain.

2.3.3 Section 2.3. Crime prevention and metropolitan policing

Duration: ± 25 Minutes

Question 20: How important is the prevention of crime for you as a metropolitan police officer?

Question 21: What factors, do you believe, will influence crime prevention within the context of the metropolitan police department?

Question 22: What role do you believe the metropolitan police department should play in the prevention of crime?

Question 23: What, in your opinion, is the best way for the metropolitan police department to prevent crime?

Question 24: (Provide definition first) What role do you see a metropolitan police department playing in situational crime prevention?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 25: (Provide definition first) What role do you see a metropolitan police department playing in crime prevention through environmental design?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 26: (Provide definition first) What role do you see a metropolitan police department playing in social crime prevention?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 27: (Provide definition first) What role do you see a metropolitan police department playing in crime prevention through effective criminal justice?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 28: Which of the crime-prevention models that we have discussed do you think will be the best suited for the MPD to participate in?

Question 28A: Why?

Question 29: Are there any other aspect of crime prevention that, in your opinion, are critical to the Metropolitan Police Department?

2.4 CLOSING

Duration: ± 5 Minutes

2.4.1 Summarise key points

2.4.2 Provide participants with details on where and how they can get feedback about the study

2.4.3 Thank participants for their participation

2.4.4 Assure participants that anonymity will be ensured

2.4.5 Formally close session

TOTAL DURATION: 75 MINUTES

END OF SESSION

NOTES:

APPENDIX C

INTERVIEW SCHEDULE: PERSONAL IN-DEPTH INTERVIEWS

**EXPLORING THE MEANING OF CRIME PREVENTION WITHIN THE TSHWANE
METROPOLITAN POLICE DEPARTMENT**

INTERVIEW SCHEDULE
(IN-DEPTH INTERVIEW)

INTERVIEW NUMBER: I/D _____ / G 3 / 2013

DATE OF INTERVIEW: _____ / _____ / 2013

PLACE OF INTERVIEW: _____

INTERVIEW TIME: _____: _____ UNTIL _____: _____

INTERVIEW GROUP: 3

PARTICIPANT DETAILS:

RANK		SECTION / UNIT
COMMANDER:		
DIRECTOR:		
DEPUTY CHIEF OF POLICE:		
CHIEF OF POLICE :		

1. PREPARATION

1.1. EQUIPMENT NEEDED

- 1.1.1. Consent forms
- 1.1.2. Information sheet
- 1.1.3. Video camera / Audio recorder

1.2. PERSONNEL NEEDED

- 1.2.1. None – this is a one on one interview

1.3. VENUE REQUIREMENTS

- 1.3.1. For the convenience of the participant, and in accordance with military tradition, the interview will be arranged at the office of the participant.

1.4. SEATING ARRANGEMENTS

1.4.1. Not applicable.

1.5. LOGISTICAL ARRANGEMENTS

1.5.1. The Researcher will make use of his own transport to get to and from the place where the interview is to be held.

2. THE INTERVIEW SESSION

2.1. OPENING / INTRODUCTION

2.1.1. Thank the participant for taking the time to participate in this study.

2.1.2. The researcher to introduce himself, to the participant.

2.1.3. Researcher to explain the purpose of the study and the purpose of the session.

2.1.4. Explain the rights that the participant has in full detail.

2.1.5. Present the consent form to the participant for his / her signature.

2.2. SECTION 1: METROPOLITAN POLICING – GENERAL

2.2.1. Section 1.1. Core Objective

Question 1: Why, in your opinion, were the metropolitan police department created?

Question 2: What, in your opinion, should be the main focus of the metropolitan police department?

Question 3: What, in your opinion, is the current focus point of the Tshwane Metropolitan Police Department?

2.2.2. Section 1.2. Road Policing

Question 4: How important is the enforcement of road-traffic legislation to the Metropolitan Police Department.

Question 5: Can the policing of road-traffic offences contribute towards the prevention of crime?

Question 5A: If yes: To what extent?

Question 5B: If no: Why not?

Question 6: How would you describe the current approach of the Tshwane Metropolitan Police Department towards the policing of road offences?

Question 6A: How effective do you think this approach is?

Question 6B: What can be done to improve this approach further?

2.2.3. Section 1.3. By-law enforcement

Question 7: What, in your opinion, is the purpose of municipal by-laws?

Question 8: How important is the enforcement of municipal by-laws to the Metropolitan Police Department?

Question 9: What contribution do you believe the policing of municipal by-laws can make towards the prevention of crime?

Question 9A: Why do you believe the enforcement of municipal by-laws will make this contribution?

Question 10: How would you describe the current approach of the Tshwane Metropolitan Police Department towards by-law policing?

Question 10A: How effective do you think this approach is?

Question 10B: What can be done to improve this approach further?

2.3. SECTION 2: CRIME PREVENTION IN THE CONTEXT OF METROPOLITAN POLICING (GENERAL)

2.3.1. Section 2.1. Defining Crime Prevention

Question 11: If a member of the public approached you and asked what crime prevention is, how would you explain the concept to him or her?

Question 12: If you were asked to provide a short definition of crime prevention, how would you define it?

2.3.2. Section 2.2. Crime Prevention: General

Question 13: Who, in your opinion, is responsible for the prevention of crime?

Question 13A: Why?

Question 14: What, in your opinion, is the best way to prevent crime?

Question 15: Which organisation do you believe should lead the crime-prevention process?

Question 16: What role, in your opinion, should the national government play in the prevention of crime?

Question 17: What role, in your opinion, should the municipality play in the prevention of crime?

Question 18: What role, in your opinion, should the South African Police Service play in the prevention of crime?

Question 19: While patrolling the Pretoria CBD, you notice two men acting suspiciously. You approach them and conduct a search in the prescribed manner. In the possession of both men you find car-breaking implements. You arrest both men on a charge of possession of car-breaking equipment.

Question 19A: Has crime prevention taken place?

Question 19B: Please explain.

2.3.3. Section 2.3. Crime prevention and metropolitan policing

Question 20: How important is the prevention of crime for you as a metropolitan police officer?

Question 21: What factors, do you believe, will influence crime prevention within the context of the metropolitan police department?

Question 22: What role do you believe the metropolitan police department should play in the prevention of crime?

Question 23: What, in your opinion, is the best way for the metropolitan police department to prevent crime?

Question 24: (Provide definition first) What role do you see a metropolitan police department playing in situational crime prevention?

- Should the MPD participate in this type of crime prevention?

- To what extent is the MPD capable of participating in this type of crime prevention?

Question 25: (Provide definition first) What role do you see a metropolitan police department playing in crime prevention through environmental design?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 26: (Provide definition first) What role do you see a metropolitan police department playing in social crime prevention?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 27: (Provide definition first) What role do you see a metropolitan police department playing in crime prevention through effective criminal justice?

- Should the MPD participate in this type of crime prevention?
- To what extent is the MPD capable of participating in this type of crime prevention?

Question 28: Which of the crime-prevention models that we have discussed do you think will be the best suited for the MPD to participate in?

Question 28A: Why?

Question 29: Are there any other aspect of crime prevention that, in your opinion, are critical to the Metropolitan Police Department?

2.4. CLOSING

2.4.1. Thank the participant again for the time he took to participate in this study.

- 2.4.2. Provide the participant with details on where and how he / she can get feedback about the study
- 2.4.3. Ensure participants that anonymity will be ensured.
- 2.4.4. Formally close the session

END OF SESSION

NOTES:

APPENDIX D

PARTICIPANT'S CONSENT FORM

**EXPLORING THE MEANING OF CRIME PREVENTION WITHIN THE TSHWANE
METROPOLITAN POLICE DEPARTMENT**

PARTICIPANTS CONSENT FORM

DATE:	Y	Y	Y	Y	-	M	M	-	D	D
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TIME:	H	H	:	M	M
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PLACE:	
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INTERVIEW TYPE:	FOCUS GROUP	PERSONAL INTERVIEW
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I, the undersigned, confirm that:

	ASPECT	YES*	NO*
1.	the purpose of this research has been fully explained to me.		
2.	the researcher has informed me that I am under no obligation to participate in this study.		
3.	the researcher has informed me that no one may force me in any way to participate in this study.		
4.	the researcher fully explained to me the extent of my participation in this study.		
5.	the researcher has informed me of my right to terminate my participation at any time.		
6.	the researcher has made me aware of the possible consequences of my participation in this study.		
7.	the researcher has informed me that I am under no obligation to provide him with my identity or any other personal information that is not relevant to the study.		
8.	the researcher has assured me that he will take all reasonably possible steps to ensure my anonymity in this study.		

Accordingly, I declare that I am participating in this study of my own free will, and that I understand my rights as indicated above.

SIGNATURE OF PARTICIPANT

APPENDIX E

THEMES, SUBTHEMES AND CATEGORIES

IDENTIFIED THEMES, SUBTHEMES AND CATEGORIES

Theme 1: The purpose of establishing the Metropolitan Police Department	
Subtheme	Category
<ul style="list-style-type: none"> The reason for the creation of a MPD 	<ul style="list-style-type: none"> Assist the SAPS Improve service delivery Extend powers and authority Improve law-enforcement capacity Political endeavour to combat crime in large cities
Theme 2: The main function of the Metropolitan Police Department	
Subtheme	Category
<ul style="list-style-type: none"> The most critical mandated function 	<ul style="list-style-type: none"> Equal attention to all mandated functions By-law policing and road-traffic policing on an equal basis. Road Policing By-law policing
Theme 3: The focal point of the Tshwane Metropolitan Police Department	
Subtheme	Category
<ul style="list-style-type: none"> The activity given the most attention by the Tshwane Metropolitan Police department 	<ul style="list-style-type: none"> Road policing By-law policing All mandated functions Crime prevention Moneymaking

Theme 4: Road Policing	
Subtheme	Category
<ul style="list-style-type: none"> • The importance of road policing • The link between road policing and crime prevention • The approach of the TMPD to road policing 	<ul style="list-style-type: none"> • Facilitating searching without a warrant • Visible policing • Interception of offenders in transit • Poor approach • Focused on fines and stats driven • Old traffic-department mentality
Theme 5: By-Law policing	
Subtheme	Category
<ul style="list-style-type: none"> • The purpose of municipal by-laws • The importance of by-law policing • The link between by-law policing and crime prevention • The approach of the Tshwane Metropolitan Police Department towards by-law policing 	<ul style="list-style-type: none"> • Controlling human behaviour • Creating income for the municipality • Community diversity • Creating order in society • Addressing local issues • Controlling behaviour of informal traders • Regulating occupancy • Specific by-laws • Visible policing • Road policing • Poor approach • Training • Importance of by-laws • Interference by management • Good approach

Theme 6: Crime Prevention in General	
Subtheme	Category
<ul style="list-style-type: none"> • Describing crime prevention 	<ul style="list-style-type: none"> • Preventing a crime before it happens • Changes over time • Law enforcement • Other measures • No clear definition
<ul style="list-style-type: none"> • The responsibility of crime prevention 	<ul style="list-style-type: none"> • Everybody • All law enforcement agencies • South African Police Service • The metropolitan police department together with the South African Police Service
<ul style="list-style-type: none"> • The best method to prevent crime 	<ul style="list-style-type: none"> • Visible policing • Education and awareness • Intelligence gathering • Criminal justice response • Limit opportunities • Crime hotspots • Quick response to crime • Engaging the community
<ul style="list-style-type: none"> • Leading the crime-prevention process 	<ul style="list-style-type: none"> • South African Police Service • National Intelligence • Too many organisations • The metropolitan police department • Department of social development
<ul style="list-style-type: none"> • The role of the national government 	<ul style="list-style-type: none"> • Key role • Strategic direction • Resources • Coordination • Skills development • Key role

<ul style="list-style-type: none"> • The role of the municipality • Applying crime prevention 	<ul style="list-style-type: none"> • Address local issues • Facilitate social development • Enforce municipal by-laws • Has Taken place • Removed equipment • Stopped potential crime
Theme 7: Crime prevention and the Metropolitan Police Department	
Subtheme	Category
<ul style="list-style-type: none"> • The importance of crime prevention • Factors that may influence crime prevention • Adopting a crime-prevention model for the metropolitan police department 	<ul style="list-style-type: none"> • Supervision / management • Motivation • Resources and manpower • Training • Current shift system • Lack of Support • Lack of information • Cooperation with the South African Police Service • Remuneration • Quality of recruits and staff • Technology • Corruption • The power to investigate • Situational Crime Prevention • Crime prevention through environmental design • Social Crime Prevention • Crime Prevention through effective criminal justice • Selecting an appropriate crime-prevention model

APPENDIX F

DATA-EVALUATION CHECKLIST

EXPLORING THE MEANING OF CRIME PREVENTION WITHIN THE TSHWANE METROPOLITAN POLICE DEPARTMENT

DATA-EVALUATION CHECKLIST

INTERVIEW NUMBER: _____ / G _____ / 2013

DATE OF INTERVIEW: _____ / _____ / 2013

PLACE OF INTERVIEW: _____

INTERVIEW TIME: _____: _____ UNTIL _____: _____

INTERVIEW GROUP: 1 / 2 / 3

DATE ON WHICH TRANSCRIPTION WAS COMPLETED: _____ / _____ / 2013

QUESTION		YES	NO
1.	Did a clear description of how the participant(s) view(s) the main objective of a metropolitan police department arise from the data?		
2.	Did the participant(s) establish a link between the prevention of crime and the policing of road traffic?		
3.	Did the participant(s) establish a link between the prevention of crime and the policing of municipal by-laws?		
4.	Did the participant(s) provide a clear description or definition of crime prevention?		
5.	Did the participant(s) identify a role for a metropolitan police department in the prevention of crime?		
6.	Did the participant(s) identify any factors that may have an effect on the crime-prevention capabilities of a MPD		
7.	Did the participant(s) ascribe either a comprehensive or an advisory role for a MPD in all four identified crime-prevention models?		

APPENDIX G

DATA-CODING SCHEME

EXPLORING THE MEANING OF CRIME PREVENTION WITHIN THE TSHWANE METROPOLITAN POLICE DEPARTMENT

CODING SCHEME

- 1 The purpose of establishing a metropolitan police department
 - 1.A The reason why the metropolitan police department were created
 - 1.A/1 Assist the SAPS
 - 1.A/2 Improved service delivery
 - 1.A/3 Extension of powers or authority
 - 1.A/4 Improved law-enforcement capacity
 - 1.A/5 Political endeavour aimed at combatting crime in large cities
2. The main function of a metropolitan police department
 - 2.A The most critical mandated function
 - 2.A/ 1 Equal attention to all mandated functions
 - 2.A/ 2 By-law policing and road-traffic policing on an equal basis.
 - 2.A/ 3 Road Policing
 - 2.A/ 4 By-Laws
3. The focal point of the Tshwane Metropolitan Police Department
 - 3.A The activity given the most attention by the TMPD
 - 3.A/1 Road Policing
 - 3.A/2 By-law Policing
 - 3.A/3 All mandated functions
 - 3.A/4 Crime Prevention
 - 3.A/5 Making money
4. Road Policing
 - 4.A The importance of road policing
 - 4.B The link between road policing and crime prevention
 - 4.B/1. Facilitate searching without a warrant
 - 4.B/2. Visible policing
 - 4.C The approach of the TMPD towards road policing
 - 4.C/1. Stats Driven
 - 4.C/2. Traffic Mentality

- 4.C/3. Adequate
- 4.C.4. Not Adequate / Poor

5. By-Law Policing

- 5.A The purpose of municipal by-laws
 - 5.A/1 Control human behaviour
 - 5.A/2 Create income for the municipality
 - 5.A/3 Community diversity
 - 5.A/4 Create order in society
 - 5.A/5 Address local issues
 - 5.A/6 Control human behaviour

- 5.B The Importance of municipal by-laws

- 5.C The link between by-law policing and crime prevention
 - 5.C/1 Control behaviour of informal traders
 - 5.C/2 Regulate occupancy
 - 5.C/3 Specific by-laws
 - 5.C/4 Visible policing
 - 5.C/5 Road policing

- 5.D The approach of the TMPD towards by-law policing
 - 5.D/1 Poor approach
 - 5.D/2 Training
 - 5.D/3 Importance of by-laws
 - 5.D/4 Interference by management
 - 5.D/5 Good approach

6. Crime Prevention

- 6.A Describing crime prevention
 - 6.A/1 Preventing a crime before it happens
 - 6.A/2 Changes over time
 - 6.A/3 Law enforcement
 - 6.A/4 Other measures
 - 6.A/5 No clear definition
 - 6.A/6 Preventing a crime before it happens

- 6.B The Responsibility of Crime Prevention
 - 6.B/1 Everybody
 - 6.B/2 All law enforcement agencies
 - 6.B/3 South African Police Service
 - 6.B/4 The MPD together with the SAPS

- 6.C The best methods to prevent crime
 - 6.C/1 Visible policing
 - 6.C/2 Education and awareness
 - 6.C/3 Gathering of intelligence
 - 6.C/4 Criminal-justice response
 - 6.C/5 Limiting opportunities
 - 6.C/6 Crime hotspots
 - 6.C/7 Quick response to crime
 - 6.C/8 Engaging the community

- 6.D Leading the crime-prevention Process
 - 6.D/1 South African Police Service
 - 6.D/2 National Intelligence
 - 6.D/3 Too many organisations
 - 6.D/4 The Metropolitan Police Department
 - 6.D/5 Department of Social Development

- 6.E The role of the national government
 - 6.E/1 Key role
 - 6.E/2 Strategic direction
 - 6.E/3 Resources
 - 6.E/4 Coordination
 - 6.E/5 Skills development

- 6.F The Role of the Municipality
 - 6.F/1 Key role
 - 6.F/2 Address local issues
 - 6.F/3 Facilitate social development
 - 6.F/4 Enforce municipal by-laws

- 6.G. Applying Crime Prevention
 - 6.G/1 Has Taken place
 - 6.G/2 Removed equipment
 - 6.G/3 Stopped potential crime before it happened

7 Crime prevention and the Metropolitan Police Department

- 7.A The Importance of crime prevention

- 7.B Factors that may influence crime prevention
 - 7.B./1 Supervision or management
 - 7.B./2 Motivation
 - 7.B./3 Resources and manpower
 - 7.B./4 Training
 - 7.B./5 Current shift system
 - 7.B./6 Lack of Support
 - 7.B./7 Lack of information
 - 7.B./8 Cooperation with the South African Police Service
 - 7.B./9 Remuneration
 - 7.B./10 Quality of recruits and staff
 - 7.B./11 Technology
 - 7.B./12 Corruption
 - 7.B./13 The power to investigate

- 7.C Adopting a crime-prevention model for the metropolitan police department
 - 7.C./1 Situational crime prevention
 - 7.C./2 Crime prevention through environmental design
 - 7.C./3 Social crime prevention
 - 7.C./4 Crime prevention through effective criminal justice
 - 7.C./5 Selecting an appropriate crime-prevention model

APPENDIX H

PROPOSED CRIME-PREVENTION MODEL FOR METROPOLITAN POLICE DEPARTMENTS

A CRIME-PREVENTION MODEL FOR THE METROPOLITAN POLICE DEPARTMENT

SITUATIONAL CRIME PREVENTION	CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN	SOCIAL CRIME PREVENTION	CRIME PREVENTION THROUGH EFFECTIVE CRIMINAL JUSTICE
<ul style="list-style-type: none"> • Deflecting offenders: Visible policing of crime hotspots • Controlling facilitators: Municipal by-laws • Formal surveillance: Visible policing • Natural surveillance: Reporting potential problems to the relevant role players • Identify property: Registration and licensing of motor vehicles • Reducing temptations: Policing of municipal by-laws • Rule scanning: Education and training on municipal by-Laws • Controlling disinhibitors: By-law policing. 	<ul style="list-style-type: none"> • Surveillance and visibility: Formal observers in crime hotspots. • Access and escape routes: Enforcement of municipal by-laws • Image and aesthetics: Enforcement of municipal by-laws 	<ul style="list-style-type: none"> • Design out crime: Formal observation and by-law enforcement • Education: Limited to education of by-law and traffic matters • Promoting local cohesion: Limited to by-law and traffic law enforcement • Supporting youth and families at risk: Limited to reactive responding to family or domestic violence • Breaking cycles of violence : Limited to reactive responding to family or domestic violence 	<ul style="list-style-type: none"> • Law enforcement and active visible policing: By-law and road-traffic law enforcement. • Victim empowerment: Providing information and basic counselling to victims of crime.