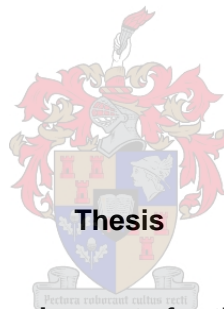# A SUSTAINABLE GOVERNANCE MODEL FOR METROPOLITAN POLICING IN SOUTH AFRICA

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Thesis

In partial fulfillment of the requirements for the degree of Master of Public Administration at the University of Stellenbosch

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DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree.

Signature: …………. …..   Date: ……………

ABSTRACT

Having just celebrated ten years of democratic rule, South Africa, as a young democracy, is an emerging country in the international world. It is also emerging, from a history of police brutality in apartheid South Africa, towards embracing human rights, accountability, police-community relations and a people-orientated approach to safety issues.

It is this young democratic country that is paving the way for metropolitan policing on the African continent, by setting the example in South Africa. Metropolitan/ Municipal police has found its legislative mandate through the South African Police Amendment Act (Act No. 83 of 1995). It provides an opportunity to enable positioning of local government policing in a manner that will ensure that 'quality of life' for all is achieved through effective, efficient and sustainable policing.

This study aims to give essence to a governance model as a strategy for sustainable metropolitan policing. The research provided for the following concepts of sustainable governance as a basis or foundation to build metropolitan policing:

- Institutional/ Managerial/Leadership/Sustainability;
- Political Sustainability;
- Representivity;
- Development and Growth;
- Equitable Allocation and Distribution Resources;
- People-centred Approaches;
- Democratic Rights;
- Professionalism and Ethics;
- Financial sustainability;
- Effective and Efficient Processes;
- Co-ordination and Integration;
- Sustainable decision making;
- Sustainable results

The framework for sustainable governance in Metropolitan Policing is broad and key aspects that influence the main objective of this research, namely co-ordination and integration have been included, for the purpose of this study.

The study provides opportunity for deep reflection on how future policing at local government level in this country is structured, shaped and managed. The international basis of the study provides lessons conceptualised within a 'learning organisation' context. Metropolitan police services can enrich their organisation through learning from their international counterparts and sister organisations, inclusive of the South African Police Service (SAPS).

It is also the relationship with the SAPS that will be the most challenging for the metropolitan police service. A key element that shapes the interaction between the Metropolitan Police organisations and the South African Police Services is based on sharing of policing power and distribution of resources. A sustainable relationship between the SAPS and metropolitan police services is important. It directly impacts on how policing is executed. It also requires consideration when co-ordination and integration processes in metropolitan police organisations are considered.

The study aims to prove the importance and necessity of integration and co-ordination; however, it also emphasises the relevance of proper systems, processes and structures within an environment prior to embracing co-ordination and integration initiatives. It binds the concept of co-ordination and integration into all facets of organisational life, arguing the basis for technological assistance to consolidate such transformation.

The study brings metropolitan policing into a transit from a 'local government traffic organisation linked to council policies' to a modern-day police organisation that embraces the complexities within which such organisations exist, both externally and internally, finding sustainable solutions and strategies for service delivery that fits our young democratic heritage of a single decade.

The challenge to shape metropolitan policing to be different from the historic apartheid-style municipal police force will eventually be a task for leadership of the metropolitan police organisation (across all levels) in its responses to society in terms of service delivery outcomes, which will be determined by how the organisation has shaped its future (vision), what it presents to society in terms of service delivery and the measures taken to achieve sustainability. The latter refers, in principle, and for purposes of this study, to good governance and sustainable development, both of which form the cornerstone of effective and efficient policing.

OPSOMMING

Teen die agtergrond van die onlangse viering van 'n dekade van demokrasie, staan demokratiese Suid Afrika as 'n opkomende land op die wêreldhorison. Die land is ook besig on weg te beweeg vanaf 'n geskende verlede wat gekenmerk was deur polisiebrutaliteit in apartheid-Suid-Afrika na die omhelsing van menseregte, verantwoordelikheid, polisie-gemeenskaps verhoudinge en 'n mensgeoriënteerde benadering tot veiligheidsaspekte.

Dit is hierdie jong demokrasie wat leiding in Afrika neem met die konsep van metropolitaanse polisiëring. Die Metropolitaanse/ Munisipale polisie verkry wettige bestaansreg in die Suid Afrikaanse Polisie Wysigingswet, (Wet Nr 83 van 1995). Dit voorsien die geleentheid om polisiëring deur middel van plaaslike regering tot reg te laat kom op 'n manier wat verseker dat "lewenskwaliteit" vir almal deur effektiewe , doeltreffende en volhoubare polisiëring verwesenlik kan word.

Hierdie studie beoog om 'n basis te vind vir volhoubare beheer in metropolitaanse polisiering, te wete deur:

- Institutionele / bestuur/ leierskap/ volhoubaarheid;
- Politieke volhoubaarheid;
- Verteenwoordiging;
- Ontwikkeling en groei;
- Gelyke verspreiding en toekenning van hulpbronne;
- Mens-georiënteerde strategieë;
- Demokratiese regte;
- Professionalisme en etiek;
- Finansiële volhoubaarheid;
- Effektiewe en doeltreffende prosesse;
- Ko-ordinering en integrasie;
- Volhoubare besluitneming;
- Volhoubare resultate.

Die raamwerk vir volhoubare beheer in metropolitaanse polisiëring is wyd. Kernaspekte wat die hoofdoelwit van hierdie ondersoek affekteer, naamlik ko-ordinering en integrering, word vir die doeleindes van hierdie studie ingesluit om die argument te versterk.

Die studie bied geleentheid vir nabetraging oor hoe die toekoms van polisiëring op plaaslike regeringsvlak gestruktureer, geposisioneer en bestuur word. Die internasionale grondslag van die studie bied lesse wat binne 'n 'lerende organisasie' beslag gekry het. Metropolitaanse polisie-organisasies kan hul organisasies bemagtig deur van hul internasionale ewekniëë en susterorganisasies soos die nasionale Suid-Afrikaanse Polisiediens. (SAPD) te leer.

Dit is ook die verhouding met die SAPD wat die meeste uitdagings meebring. Naas die verhouding met die publiek, blyk dit die belangrikste te wees as gevolg van die polisiëringsmagte en standaarde wat op beide organisasies van toepassing is. Volhoubaarheid in die verhouding tussen die SAPD en die metropolitaanse polisiedienste is belangrik aangesien dit 'n direkte impak op dienslewering asook integrasie en ko-ordinering kan hê.

Hierdie studie beoog om die belangrikheid en noodsaaklikheid van integrasie en ko-ordinering te toon. Dit beklemtoon egter ook die noodsaaklikheid daarvan dat behoorlike stelsels, prosesse en struktuur in organisasies geïmplimenteer word voordat ko-ordinering en intergrasie aangepak word. Die studie verbind die konsepte van ko-ordinering en intergrasie met alle ander fasette van 'n organisatoriese stelsel, met 'n sterk fokus op die rol van tegnologie ten einde transformasie te bewerkstellig.

Die studie beoog om die transformasie van 'verkeersdienste-organisasies wat met raadsbeleid skakel' na 'n metropolitaanse polisiëringsdiens te vergemaklik, ten einde 'n moderne organisasie daar te stel wat in staat is om kompleksiteit, as 'n integrale deel van die interne en eksterne omgewing, deur middel van volhoubare strategieë te bestuur en aan die vereistes van dienslewering in 'n jong demokrasie van tien jaar te voldoen.

Die uitdaging om metropolitaanse polisiedienste in ooreenstemming met hedendaagse demokratiese en konstitutionele beleid te vestig, berus op die leierskap (op alle vlakke)

in die organisasie. So ook is daar die verantwoordelikheid om te verseker dat metropolitaanse polisiedienste die diensleweringsuitkomstes behaal deur middel van 'n volhoubare visie, die tipe en gehalte van dienste wat gelewer word en die prosesse/strategieë wat gevolg word ten einde volhoubaarheid te bereik. Laasgenoemde (volhoubaarheid) verwys, vir die doeleindes van hierdie studie, na goeie beheer en volhoubare ontwikkeling, beide deel van die hoeksteen van effektiewe en doeltreffende polisiëring.

ACKNOWLEDGEMENTS

In thanksgiving, to Jesus Christ, the King of Mercy, for blessing me to complete this course; to my beloved late parents, in particular my mom, who gave me the most beautiful gift a mother can give to her daughter by teaching me to pray and have trust in God; to my brother, John, for his support and my niece, Rochella, for her tireless typing during the first year of my studies; to Assistant Commissioner Mmutle, a former colleague in the South African Police Services, who has been a source of inspiration during my studies and career in metropolitan policing. My fullest appreciation goes to my supervisor, Prof Fanie Cloete, for his guidance and support to complete this thesis and for the AHA! moment on complexity. Since that moment, I have developed a deep interest in policy analysis.

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CHAPTER 1

INTRODUCTION TO THE METHODOLOGY

"Highly interconnected, selforganising national subsystems operating autonomously each in its own interest, in a fragmented way, without a single, shared, coherent, vision, cannot achieve success at national level".
(Cloete, 2004, p. 466)

1. Introduction

The purpose of this thesis is to develop a governance approach to Metropolitan Policing. This will call for an integrated and co-ordinated framework of policing within a sustainable governance context.

South Africa has celebrated its first decade of democracy. This sets the path to further improve service delivery within the three tiers of government, namely local, provincial and national. For the local government policing services of the country, it is a direct call towards a holistic approach, enhanced through integration and effective, efficient co-ordination. Its essence is found in proactive policies and evidence-based outputs to ensure that the vision of a 'better life for all' is further brought to logical relevance as we move into the 21st century and our second decade of democracy.

South Africa as a country has recently introduced the notion of local government policing through the establishment of metropolitan police services/departments. This is a decentralised approach to policing, allowing local government and local constituencies to respond directly to public safety issues and service delivery. Local government has embraced the concept of metropolitan policing as an example of people-oriented policing service delivery whereby municipalities can play a pivotal role to shape policing priorities and objectives.

The apartheid era created and presented South Africans with a national police force that did not carry legitimacy with the majority of its citizens. It was characterised by a non-consultative approach to policing, was re-active, with a high level of centralisation and a lack of delegation of powers; perceived to have been the gatekeeper of the apartheid system, protecting the interest of the white minority and known for excessive use of force, human rights abuses and a non-existing relationship with the broader community as a whole. Democratic South Africa provided the impetus behind the transformation of the national police service, then known as the South African Police Force (SAP).

Other dynamics of apartheid era policing included the municipal police, established during the 1980s, controlled by local government at the time, and deployed in townships. Rauch, Shaw & Louw (2001, p. 5) emphasised the negative reputation that apartheid municipal police gained, namely "excessive and inappropriate use of violence, ill discipline, personal vendettas, drunken behaviour and charged with murder, robbery, assault, theft and rape".

Our young democracy now poses the challenge to newly-established metropolitan police services to render policing service delivery within a context that is identified with a democratic society through a governance approach that consolidates sustainability. To this end metropolitan police services should foster a citizen-police relationship characterised by dignity and respect for the rights of others through the execution of policing functions within a constitutional framework.

1.1 Background: Metropolitan Police

Post-Apartheid South Africa grappled with the controversial and complex topic of re-introducing municipal policing or local government policing as early as 1994. Past experience of such initiatives decreased credibility rather than providing legitimacy for a decentralised form of policing. Rauch et al., (2001, pp. 6-8) give credit to the City of Durban for an existing police service "…that set the scene for a precedent in many ways, specific relating to the relationship between a municipal police agency and SAPS". The Durban Metropolitan Police became the first metropolitan police department in democratic South Africa.

There seems to be different perceptions of the reasons that eventually led to the establishment of metropolitan police. Sentiments raised include failure of the SAPS to police the economic hubs of the country effectively and efficiently, to the increase in crime levels, the lack of trust in the SAPS and low confidence in the capacity for service delivery of the national police service.

Rauch et al., (2001, p.13) emphasise the importance of local government policing, arguing that this popular notion exists because of

> *the inability of local government to influence priorities, resources and activities of the SAPS in their areas, which limits ability to deliver on safety issues. Since local government cannot make any direct impact on activities of the SAPS, municipal policing become an attractive law enforcement alternative.*

Local government (municipalities) embraced the concept of metropolitan policing as a solution towards people-orientated policing service delivery.

1.2 Enabling and facilitating legislation

Research shows not much has been written on improving metropolitan policing in democratic South Africa. The South African Police Services Act, as amended, has regulated the establishment of municipal police services. The implication of this new system is that municipalities may opt to establish such services and be financially accountable for all expenditure to sustain such organisations. Sufficient financial support should be available prior to the establishment of metropolitan/municipal police services.

Metropolitan police services function in an environment guided by legislation that sets the path towards sustainability and good governance. The Local Government Municipal Structures Act (Act No. 117 of 1998), Chapter 3, Article 19 requires from a municipality to ensure that people-orientated approaches are followed, namely to address the needs of the community; review priorities to meet those needs; review processes involving the community; review its organisational and delivery mechanisms to meet the needs of the

community; and review its performance in achieving objectives set out in the Constitution of the country.

The White Paper on Local Government (1998, p. 15) defines the need for continuous improvement of service delivery through the Batho Pele principles, namely consultation, service standards, access, courtesy, openness and transparency, redress and value for money.

The Local Government Systems Act (Act No. 32 of 2000) prescribes to municipalities a developmental approach that links to good governance principles. Integrated planning, performance management, resource management and people-orientated processes are important areas identified by the legislation.

The Local Government Municipal Finance Act (Act No. 56 of 2003) sets the parameters for effective and efficient financial management aligned to the application of 'value for money' decisions on an economical basis. The legislation becomes a management support tool towards sustainable financial management as it emphasises accountability, transparency and responsibility.

The King II Report on Corporate Governance for South Africa (2002, p. 91) sets the scene for "sustainable integrated financial management, emphasizing good governance principles for non-financial aspects". The King report consolidates good governance approaches to ensure sustainable service delivery and citizen relations.

The City of Cape Town established a Municipal Police Service in 2001, following the option of a separate service excluding the integration of existing traffic and law enforcement into the newly formed police service. The City of Cape Town became the only municipality that established municipal police services without integration of other uniformed services. To this end, the directorate City Police Services consisted of the Traffic Department, Law Enforcement and the Municipal Police as three organisations.

Each organisation has had its own structure of ranks set out in an organogram, and operating autonomously from the other. A senior member of each of the organisations had a reporting line to the executive head of the directorate. The organisations of Traffic

Services and Law Enforcement operated within a geographical location of six administrations, whilst the Municipal Police operated within the framework of a model covering eight areas. This gave birth to a fragmented approach between the City Police, Traffic Service and Law Enforcement.

The City Police Services also had a different rank and organisational structure, operating under the requirements of the South African Police Services Act, as amended. Such requirements direct compliance with national policing standards in the execution of policing duties as members have more policing powers than Traffic or Law Enforcement officials.

It can be argued that this scenario has given rise to three 'silo's' as the organisational culture in each of the three tiers is different. The legal compliance within the three organisations differed in that Municipal Police were subject to national Policing standards whilst the traffic and law enforcement departments were not.

The directorate City Police Services has been presented with the challenge to reposition itself within the context of a sustainable governance approach. It is this challenge that will determine how the agency develops and implements plans and policies to achieve the desired outcomes, integrates and co-ordinates, how it responds to internal management and the inter-governmental relationship with other services, in particular with the South African Police Service. Metropolitan policing consists of three key functions, namely traffic policing, by-law enforcement and prevention of crime and it therefore becomes imperative to understand the challenges to achieving sustainable governance outcomes.

1.3 Research problem and research objective

The previous history of "apartheid-styled municipal police services" arguably did not provide the South African society with a linkage to a well-managed, high performance organisation, building policing capacity that could become the pride of the nation. The 21st century finds South Africa with metropolitan police services that lack uniformity in terms of structure, ranking system, uniform, strategy or a service charter (although some

aspects are now receiving attention). The services struggle to survive as police organisations having to operate in a space between council policies and national policing standards. An organisation that must co-exist in an environment where it seems, at times, that local government lacks understanding of the particular policing phenomenon needed to sustain police services and where the national police service still has a long way to go before local government priorities becomes policing objectives at police station level.

A range of literature and international case studies on good governance and sustainability have provided intellectual resources for the purposes of this research. Information gained through such approaches can assist metropolitan police organisations to build sustainability. The literature survey in this study was guided by an exploration of the concepts of good governance and sustainability. It followed a chronological approach and is deductive in nature, while also critical and analytical.

The Cape Town Municipal Police established in 2001 is in its infancy. It was re-launched in 2005 as a metropolitan police department, to facilitate the compulsory integration of traffic and law enforcement members into the department, on successful completion of the required curriculum. There is a high level of formalisation within the directorate.

The municipal police service in Cape Town now faces the challenge of an opportunity to reposition itself through integration of the current system based on functional fragmentation. The fact that there are three different uniformed services, namely Law Enforcement, with a primary mandate to uphold the City's by-laws; Traffic Services, with a primary mandate for traffic enforcement; and the Municipal Police with a legislative mandate of traffic policing, by-law enforcement and prevention of crime, necessitates a new approach that will complement co-ordination and enhance decision making.

The directorate faces challenges linked to procedures, culture, lack of a Geographic Information (GIS) system to co-ordinate operational activities, and absence of Information Technology support systems to monitor police responses and to consolidate operational performance information on daily outputs.

The status quo of three separate uniformed services at municipality level is not sustainable. It does not enhance integration of functions, co-ordination and utilisation of resources within an integrated approach. There is a need to position the organisation to meet future expectations on a sustainable governance basis. Policing at local government level remains complex in nature and it is this dynamic and complex environment in which policing functions in a post-apartheid era, that requires understanding to facilitate sustainability and good governance. This is a direct call on local government as another key role player in the public safety arena. It is the challenge of transformation that determines the context of the research questions, which are formulated as:

- What entails a sustainable governance model in metropolitan policing?

- How can functional integration contribute towards a sustainable governance model in metropolitan policing?

1.3.1 Research Objective

Against the background to the above research questions, the objective of the research became:
- To recommend a preferred policy approach to ensure good governance and sustainability within metropolitan policing.

1.4 Research Design and Methodology

The research design that was chosen was qualitative in nature, deductive and empirical, meaning that the data were collected on the basis of exploratory visits, best practice information, observation, interviews and documents. Theory gave form to the significant process that facilitated the application of the data. A comparison of the various elements was done on the basis of theory. A literature study served as a guide to the case studies which formed part of observations in the Cape Town City Police Services (now referred to as Cape Town Metropolitan Police Department), and exploratory visits to the Florida Department of Law Enforcement, the Tallahassee Police Department, the New York Police Department and the Public Security Bureau in the Province of China. Own

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perspectives based on experiences, information gained from purposive focus group sessions and unstructured interviews also form part of the research design.

Three purposive focus group sessions that were attended by middle management and operational reporting line supervisors of the Cape Town City Police, with approximately ten respondents per session, were held. These sessions formed part of my actual work responsibilities related to the implementation of a "realignment strategy". The purpose of the strategy was to achieve service integration of the three different uniformed departments into a Metropolitan Police Department. The respondents were selected in terms of the level of seniority in the organisation and the functional area of responsibility. The focus groups were asked to identify challenges in terms of functional integration and co-ordination towards the transformation of the existing status quo.

Six unstructured interviews were held with senior representatives of three Metropolitan Police Departments in South Africa, a Member of the Executive Committee at Provincial level and two senior members of the South African Police Services. The group was selected in terms of the positions of authority that they hold and the influence on decisions that they exercise within their respective Departments. The political head was selected on the basis of the portfolio that he holds, namely Safety and Security. The interviews were focused on testing the interviewees' views and opinions on the current and future status of metropolitan policing against a background of sustainability and good governance.

1.5 Structure of research report

This thesis is structured on the following basis:

- ***Chapter 1: Methodological Introduction***
  This chapter aims to identify the rationale for the research, the background to the status of metropolitan policing, the purpose of the research and the process that was followed to achieve the goal of the research.

- *Chapter 2: Literature Study on governance and sustainability*

  This chapter will define the reason why sustainability and governance is viewed as a theory that can facilitate significant impact on police organisations in context with policing approaches. It will focus on the problems that were identified and why improvements should take place. Cognisance will be taken of the type of improvements found in literature studies. This will suggest the relevance for sustainable governance improvement in metropolitan policing.

- *Chapter 3: Comparative International Police Governance Case Studies*

  This chapter summarises the main elements of integrated policing approaches in the province of China, the City of New York, Florida and Tallahassee. It then describes and assesses South African metropolitan police challenges against the background of a democratic society moving into a second phase of democracy.

- *Chapter 4: The Metropolitan policing system in SA*

  This chapter describes the reality of sustainability in metropolitan policing in South Africa and focuses on local case study content. The chapter emphasises why the current situation is not sustainable.

- Chapter 5: *A Policing Model for sustainable governance*

  This section links Chapter 2 (theory) with Chapters 3 and 4 (case studies) and applies the conclusions that are reached towards a preferred model for sustainable governance in metropolitan policing.

- *Chapter 6: Conclusions and Recommendations*

  This final chapter deals with the conclusions and recommendations related to a suggested model for sustainable governance in metropolitan policing.

CHAPTER 2

LITERATURE STUDY ON GOVERNANCE AND SUSTAINABILITY

2.1 Introduction

Organisations across the world have become more effective in positioning themselves to respond to the needs of a vast, dynamic society where technology provides modern-day solutions. It is a world that generates and provides complex challenges and requires a level of insight to lead, manage, co-ordinate and integrate organisations with their internal as well as external demands to enable sustainable service delivery to society.

Police organisations are no different; in fact they automatically present a complex adaptive system due to the many facets of the work environment and the way members in police organisations respond to the environment and changes thereto. It is in police organisations that the concept of understanding the significance of organisational culture is defined to its depth as it bears examples of both the impact of a 'good' (sustainable) and that of a 'not-so-good' unsustainable culture.

2.2 Linking sustainability and governance

Cloete (2004. p. 241) defines sustainability as "the overall capacity of an organisation to deliver such services and adapt to changing circumstances over an extended period of time, maintaining and improving the service concerned". The author argues that sustainability for purposes of managerial interest is interpreted within such a context, to be the

> … institutional and functional durability of public policy programs. Sustainability in governance is the durability of service of a required level of quality over an extended period. It includes the availability of finances or provides needed services and the overall capacity of the organisation to deliver such services and adapt to changing circumstances over a period of time, maintaining and improving the service concerned.

Cloete,(2004,pp. 241-242) argues that there is an interconnectedness between sustainability and governance. He defines the principles of good governance as

> *… responsibility and equity in resource control and allocation; development and growth; people-centred, participatory, responsive strategies; democratic rights; stability; legitimacy and transparency of processes; political and financial accountability; professionalism and ethical behaviour; flexible effective, efficient and affordable processes; co-ordination, integration and holism of services; creative, completive, and entrepreneurial practices, literate, educated, participating and empowered citizens; sustainable outcomes.*

These principles emphasise the need for "democratic, transparent and accountable services". It is this clearly defined interpretation that captured the attention of the researcher and eventually formed the foundation for a sustainable governance model for metropolitan policing.

Swilling (2002, p. 5) provides for a more environmental and socio-economic definition of sustainability in describing it as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". This emphasises appropriate resource utilisation. Swilling further defines an activity as sustainable if it can be "maintained indefinitely". He argues that sustainability is the "characteristic of an organisation reflecting its level of integration of different aspects in decision making".

The Province of the Western Cape Concept Paper on Sustainable Development (2005, p. 7) defines the principles of decision-making as

> *…mainstreaming sustainability considerations into policy, planning and decision-making process…, institutional arrangements aimed at ensuring effective co-ordination and integration of sustainability considerations within and between local …government departments and parastatals; regulatory and policy framework, promoting co-operative governance across all spheres of government, vertically and horizontally; promoting good understanding, commitment and governance amongst all stakeholders based on principles of transparency, access to information, accountability, shared responsibility and empowered participation; … developing monitoring and evaluation systems based on commonly sustainable development indicators…*

The Western Cape Concept Paper on sustainable development (2005, pp. 6-7) refers to the "dependencies between the integrated governance systems" and stipulate the need to "understand the interdependencies that exist within such interrelationships…

Accordingly the linkage is defined on the basis of sustainable use, equity and efficiency through effective management on the basis of integrated governance systems".

Sustainability and good governance are very relevant concepts for effective and efficient policing. The relevance for policing is that such organisations must ensure that the quality of the services rendered is of such a nature that the interests of the present society and that of future generations are served. An example is the prevention of crime as an objective to achieve the outcome of a 'safe and secure environment'. This requires a modern approach to policing – a sustainable approach. The latter will result in proper policy processes, consideration of the broader environment, technological support and future impact.

Sustainability and good governance requires that decision-makers in management consider how an agency is to position itself to become the mechanism that society would turn to for protection and the custodian of an organisation that carries values as a process to achieve a specific outcome: to improve the quality of life in all communities.

To this end it must influence decision-making processes and planning in such a manner that a certain quality of service can be sustained over a period of time. It requires from police managers the ability to facilitate network relations with other stakeholders and role-players with similar interests. It is founded on the principles of good governance, among which integrity is of utmost importance.

The public should experience the integrity of members through their daily interaction, for whatever reason. Similarly, the response to reported incidents and the quality of service delivery rendered to the public should become a mirror image of the department. It is the context of non-financial values that plays a pivotal role in building good governance. This means that, besides following prescribed procedures, rules and regulations, police organisations should continuously strive towards strong implementation of non-financial values.

2.3   Understanding policy systems to achieve sustainability

The policy environment operates as an open complex system, characterised by the different components, the level of influences and the category of relations. Lawton and Rose (1993, p. 47.) emphasise the relevance of systems theory, namely that it is a "more modern perspective upon organisations and sees organisations as systems interacting with the environment within which they operate".   Cloete (2004, p.455) presents the policy systems approach as follows:

Figure 2.1: The Policy Systems approach
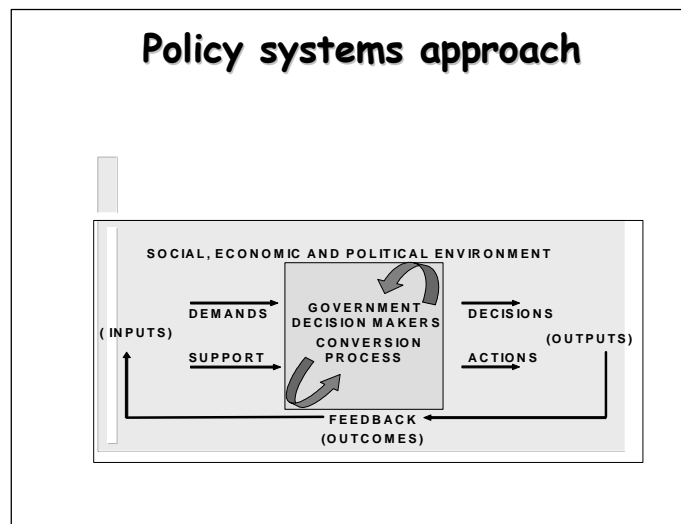
Source: Cloete, F. (2004:455)

The policy systems approach presented above holds benefits for police organisations. It implies that such organisations should have a clear understanding of the external environment to which they are linked, as well as the internal environment and how that impacts on the organisation. In metropolitan policing at local government level, the political environment is found to create constant change. Recent local government elections resulted in a change of political leadership of some municipalities. This impact on the policy approaches has to be implemented by metropolitan police organisations.

A policy systems approach also requires that metropolitan police organisations understand the social environment. It is this process that requires continuous interaction

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with the broader society. It takes the process one step further into that of a complex system that determines a 'new governance relationship'.

Cloete, (2004, p. 362) speaks of *complex systems* as

> *… relationship and networks… these relationships form to exchange information and through this information exchange the system evolves behaviours that distinguish it from the external environment. A complex system interacts with its environment both in terms of feed-back and feed forwards, so boundaries connect the system with its environments, rather than separate it.*

The business sector becomes important as sponsorships and other contributions in terms of partnerships can add value in the process. Organised labour is another critical stakeholder as unions represent the interest of workers and their support and inputs are extremely necessary, due to the resource strength that they present, as well as the risks attached thereto. Civil society also represents another factor and ongoing interaction as an obligation. This shapes the role and contribution from civil society and what resources are available.

What does this relationship really mean for metropolitan policing? In brief, it allows opportunity to integrate all available resources to achieve a common outcome. It represents a fresh approach towards integration and co-ordination. It allows duplication of strategies and action to be avoided by an approach that connects different stakeholders in different environments to make all their resources available to address a key objective, namely to ensure safety and security within the boundaries of a municipality.

Figure 2.2: The new governance relationship

Source: Cloete, F (2004:462).
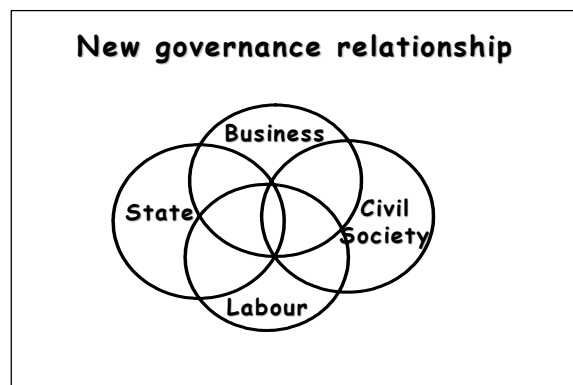
2.3.1 The Governance Challenge

Du Toit et al., (2002, p. 64) emphasise that governance can be interpreted to be "the connections and interactions between national, provincial and local authorities and the public they serve." Theron et al. (2000, pp. 64-65) also place critical emphasis on the *development of a culture of good governance*, which they argue is based on partnership with stakeholders and governance building blocks. The latter is described by Theron et al, (2000, p. 65) as four key features, namely "accountability, (building government capacity), predictability (rule of law), participation and transparency".

To ensure governance, transformation is essential, of which integration is a critical objective. Transformation in the context of this paper is defined as management transformation, which is interpreted by Cloete, (2005: Slides) to include "… paradigm shift in the way management is perceived and should be done: full integration."

2.3.2 Transformation

Rolstadäs, (1995, p. 2003) argues that transformation requires inclusion of the following elements, namely leadership and guidance from top management; external focus; top level strategy and leaders who can implement change; methods for redesigning processes to meet performance targets; use of advance information technology to enable breakthrough performance; effective change management and ability to develop organisational culture; continuous improvement methods to sustain and increase options achieved.

Rauch et al. (2001, pp. 28-30) emphasise the importance of transformation in the organisational culture of metropolitan police services. The authors argue that such an approach will impact on the manner in which service delivery is transformed. This aspect brings us to the concept of community policing. It is a legislative requirement that metropolitan police services participate in community police forums at station, area and provincial levels of the South African Police Services.

Van Rooyen (1995, p. 149) emphasises that the acceptance of a "community-policing style means organisational change must take place and it includes a multi-dimensional philosophy within which changes in strategy, culture, structure and management occurs". Rauch et al. (2001, p. 29) refers to the necessity of delivering upon community "expectations" and to maintain "standards". Newham et al. (2002, pp. 14-29) focus on service delivery standards and the accountability process against the background of challenges that metropolitan police services face, namely budgetary constraints and organisational structure.

An important aspect of transformation is the challenge of effective co-ordination at policy and institutional level. It becomes a process that delivers the outcome of integration. Swilling (2002, p. 15) emphasises that "integration should result in real transformation of current institutions and practices". Cloete (2004, p. 21) captures the essence of integration within an "integrated policy management process" against the background of a technological approach. Cloete argues that information technology plays a central role in integrated process.

Olowu and Sako (2002, pp. 113-118) define the characteristics of good policy interventions as efficiency, effectiveness, responsiveness, innovation, political feasibility and administrative feasibility. Cloete (2004, p. 19) emphasises that good governance is "good leadership and sensible management of transition processes…".

Cloete argues that developmental strategies should be inclusive of technological aspects and emphasises the same challenge of capacity building to achieve outputs. In this aspect, Batley and Larbi (2004, p. 233) hold the view that "long-term capacity development" is critical to facilitate sustainable approaches from an organisational perspective.

Dalal-Clayton and Bass, (2002, pp. 33-34) re-emphasise important principles for sustainable development strategies. Such principles, namely people-centred focus, "long-term vision, integration, budgetary priorities, reliable analysis, monitoring and learning, ownership, high-level commitment, strengthening and developing on existing mechanisms and participation" all show an interconnectedness to governance

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approaches. The same authors also focus on the key aspects of decision-making, which is a valuable asset in the process of policy-integration.

2.3.3 Integrated Policy Management Process

It is also the aspect of process that requires consideration; integration of functions will require an integrated policy process. In metropolitan policing organisations it may indicate a fresh approach towards understanding policy process. The diagram that follows (Figure 2.3), provides a graphic illustration of the aspects involved in the integrated policy management process namely a clear understanding of the environment (internal and external); proper problem identification and understanding of the dynamics of the problem; linking of technological needs; clear-cut objectives that should facilitate sustainable results; and continuous improvement through monitoring, evaluation and review. This will ensure that there are links between understanding *how* to proceed, the actual implementation process, co-ordination; monitoring and review as an integral part of evaluation.

Figure 2.3: The Integrated Policy Management Process
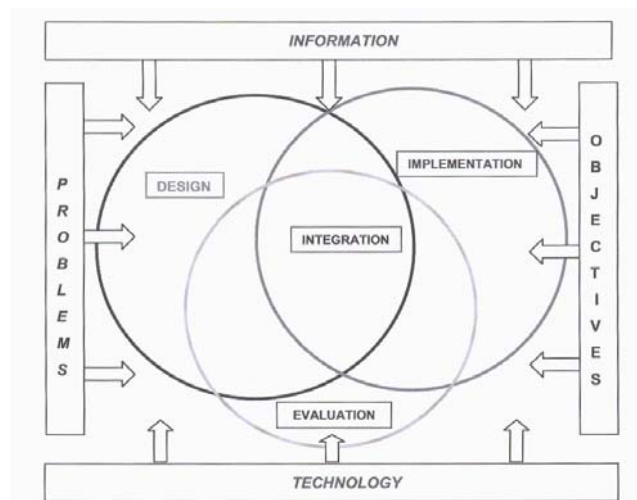
Source: Cloete, F. (2003, p. 21).

2.3.4   The service delivery framework

The framework provided by Du Toit et al. (2002, p. 57) conceptualises the broader governance challenge. It provides an understanding of the relevance of transformation and integration, through systems that ensure that good governance is achieved. It also guides an interpretation of service delivery, inclusive of municipalities.

A key element is the links that exist between decisions at national, provincial and local level. This also implies the strong level of dependency that exists between the three spheres of government in terms of governance issues. The emphasis on sustainable decision making and service delivery cannot be understated.

The service delivery framework requires metropolitan police organisations to consider the impact of normative principles. The latter, according to the framework, refers to important guidelines, such as the Batho Pele principles and legislation. Municipalities are also held responsible for ensuring compliance with the Batho Pele principles, which prescribe courtesy, access, service standards, consultation, value for money, redress, openness and transparency and access to information. Accordingly, the framework stipulated in the diagram (Figure 2.4) becomes very relevant to local government organisations,

Figure 2.4: The public service delivery framework

ENVIRONMENT

GENERAL	SPECIFIC	NORMATIVE PRINCIPLES:
Natural	Suppliers	Legislation
Political	Competitors	Legal rules
Social	Regulators	Social value systems
Economic	Consumers	*Batho Pele* principles
Technological		
Cultural		

POLITICS:
- Political culture
- Political economy
- Political party

Decisions
- Power
- Pressure groups
- Proletariat
- Propaganda

THE STATE:
- International recognised territorial boundaries
- Sovereignty
- Hierarchy of government insitutions
- Citizens

NATIONAL GOVERNMENT:
Parliament – *Decisions*
Legislative
- National Assembly
- National Council of Provinces

Executive – *Decisions*
- The president
- Cabinet

Judiciary
- Constitutional and other courts

PROVINCIAL GOVERNMENT
Decisions

LOCAL GOVERNMENT
Decisions

GOVERNANCE:
Government institutions
Decisions to:
- Take actions
- Deliver services
- Improve welfare of people

Services such as the following are delivered:
- Education, Health, etc. (National government)
- Roads, etc. (Provincial government)
- Water, electricity, etc. (Local governments)
To deliver these services, decisions have to be made continuously

ENVIRONMENT   ENVIRONMENT

Key

→ Indicates a flow of authorising, mandating and instructing institutions lower down along a hierarchical line to execute certain actions

- - → Indicates the influences of the environment on the activities of different institutions

- - → Indicates that certain normative guidelines exist and that they are taken into consideration by institutions along a hierarchical line of institutions responsible for the delivery of services

Source: Du Toit, D. et al. (2002, p. 57).

The framework in particular encourages metropolitan policing organisations to consider various principles and processes. Key aspects of this framework can be applied on the basis that it can provide metropolitan police organisations with guidelines towards transformation. It places emphasis on the impact of the general and specific environment, focusing on the fact that it greatly influences decision making at local

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government level. Metropolitan policing departments must understand the dynamics of the environment in shaping the expectations of the society about the level of service delivery that should be rendered.

Municipalities representing the third tier of government are exposed to the influences of the political environment, which determines the strategic-political leadership roles given to officials responsible for management of municipalities. Metropolitan Police Departments are guided by the policies of the municipality and by legislation, inclusive of national policies. Society at large is vocal in exercising their democratic rights and also more knowledgeable. Against this background, consideration had to be given to the fact that local government elections held in 2006 brought a change of political leadership to the City of Cape Town. This, by implication, resulted in new prioritisation of what should form the key focus of transformation and policy formation.

This dynamic situation requires local government police departments to ensure that good governance is achieved through transformation. Internal and external focus is required of such a department to ensure that they achieve good governance through effectively positioning themselves to understand how changes in the political, social, cultural and technological environment impacts on them, through knowing the needs of a changing society in terms of the expectations of the quality of policing service to be rendered; through ensuring compliance with legislative and policy requirements; through having sustainable intergovernmental relationships with national, provincial and local government departments that contribute towards safety and security as stakeholders or role-players; briefly, through an integrated approach towards service delivery and co-ordination and compliance with good governance principles.

An example is the national or provincial policing strategies and policies developed by the South African Police Service, which impact directly on how metropolitan police responds to safety and security needs in society. Decisions and a particular action are expected from Metropolitan Police Departments and such actions must be executed in full compliance with legislative aspects and service delivery policies.

A further requirement is that inputs and outputs are in accordance with relevant legislation and enhanced intergovernmental co-ordination and are sustainable in terms

of decision making. Olowu and Sako (2002, pp. 35-68), also emphasise the "…*relevance of good governance and sustainability.*" For metropolitan policing this means that transformation processes and integration systems must be sustainable. It requires the implementation of a sustainable strategy that encompasses the various facets within the organisation that need redress through a process of transformation and will result in good governance.

2.3.5 The sustainability framework

Stead and Stead (2004, pp. 123-183) *define the framework for sustainability* within organisations and the link to decision-making, learning organisation principles, sustainable human resource management and technologies. Dalal-Clayton and Bass (2002, p. 75) emphasise the *mechanism* by which a *sustainable ...strategy* is constituted and the relations between such mechanisms, namely, "vision, goals and objectives; communication and awareness-raising mechanisms; monitoring and accountability mechanism; information systems; strategic assessments, negotiation and conflict resolution mechanism, prioritization, planning and decision-making mechanism, financial resources mobilisation and allocation, change management mechanisms including pilot activities". Figure 2.5 emphasize the viewpoint held by Dalal and Bass in the "continuous improvement process".

These guidelines set by Dalal-Clayton and Bass require that policing is shaped through an approach that is interconnected. The linkage of the various systems in such organisations must be aligned to achieve the desired outcome. It ensures that a sustainable process is implemented to achieve good governance. The mere reference to financial resources and allocation focuses on a key aspect in metropolitan policing. If the budget provision and sustainable strategy is not aligned, desired outcomes may not be achieved. This means that transformation plans must be linked to budget provisions. A lack of sufficient financial support for metropolitan police organisations can impact on the sustainability of good governance, as transformation and service delivery are affected.

Figure 2.5: The continuous improvement approach to managing sustainable development strategies
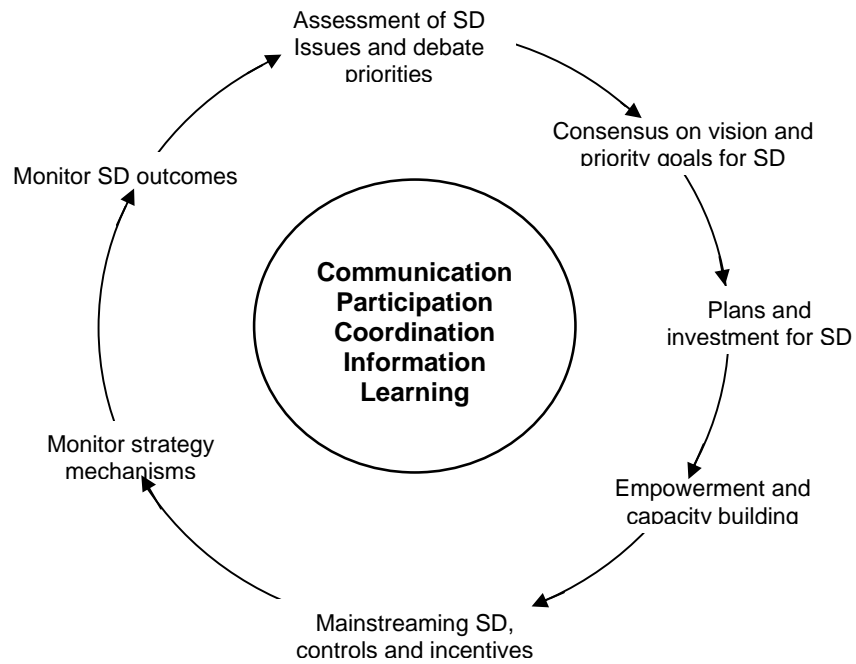
2.3.5.1 The link between integration and work culture

Rollins and Roberts (1999, p. 154) define the importance of work culture when aspects such as integration become relevant. The authors focus on the four work culture model that consist of functional system, process-driven, network and time-based system with technology, reliability and flexibility inter-connected.

Figure 2.6: The Four Work Cultures

Figure 6.18
The Four Work Culture Models
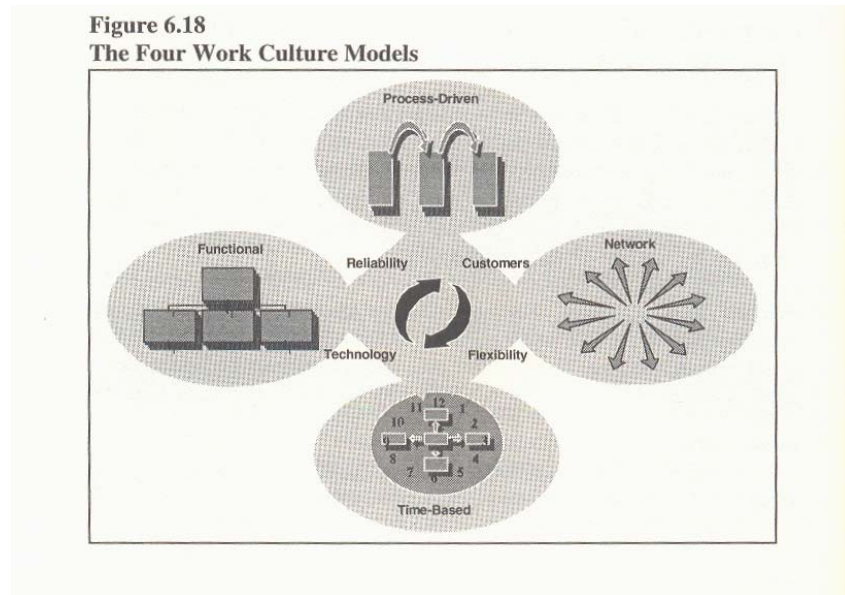
Source: Rollins, T. and Roberts, D. (1999, p. 154)

The police environment needs a functional work culture. Police organisations are dependent on a functional structure. They operate within processes linked to legislative requirements and policies, rendering service within specific time frames. Such organisations rely on operational support from internal and external role-players, stakeholders and technology, to achieve the desired outcome. Effective and efficient service delivery to civil society is of essence to ensure that sustainability is achieved and good governance upheld.

The example of day-to-day policing is relevant as civil society requires that reported incidents of crime are attended to within a specific time frame. The expectation is that the service rendered will meet the requirements and increase confidence in policing. For metropolitan policing this will require that a member who responds to reported incidents be multi-skilled in traffic-policing, by-law enforcement and crime prevention. The latter reflects the link with the South African Police Services. To this end the integration of functions are critical, as this will contribute towards sustainability.

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2.3.6 Linking integration and sub processes

To achieve transformation, integration must be a key focus. Police organisations operate within a highly process-orientated environment. To ensure good governance, transformation becomes the vehicle. A key area such as integration is linked to sub-processes of which work culture, as previously described, is one.

Integration of functions remains of utmost relevance to ensure that duplication is eliminated, cost effectiveness ensured and co-ordination takes place. When a department such as the Metropolitan Police aligns functions and integrates three disciplines into a single system, sub-processes must be implemented to monitor the organisational performance. De Waal (2001, pp. 205, 259-265) indicates the need to simplify integration and argues that an *integrated performance management process* can benefit through linking sub processes.

Figure 2.7: The Integrated Performance Management Process

Source: De Waal, A. A. (2001, p. 260).
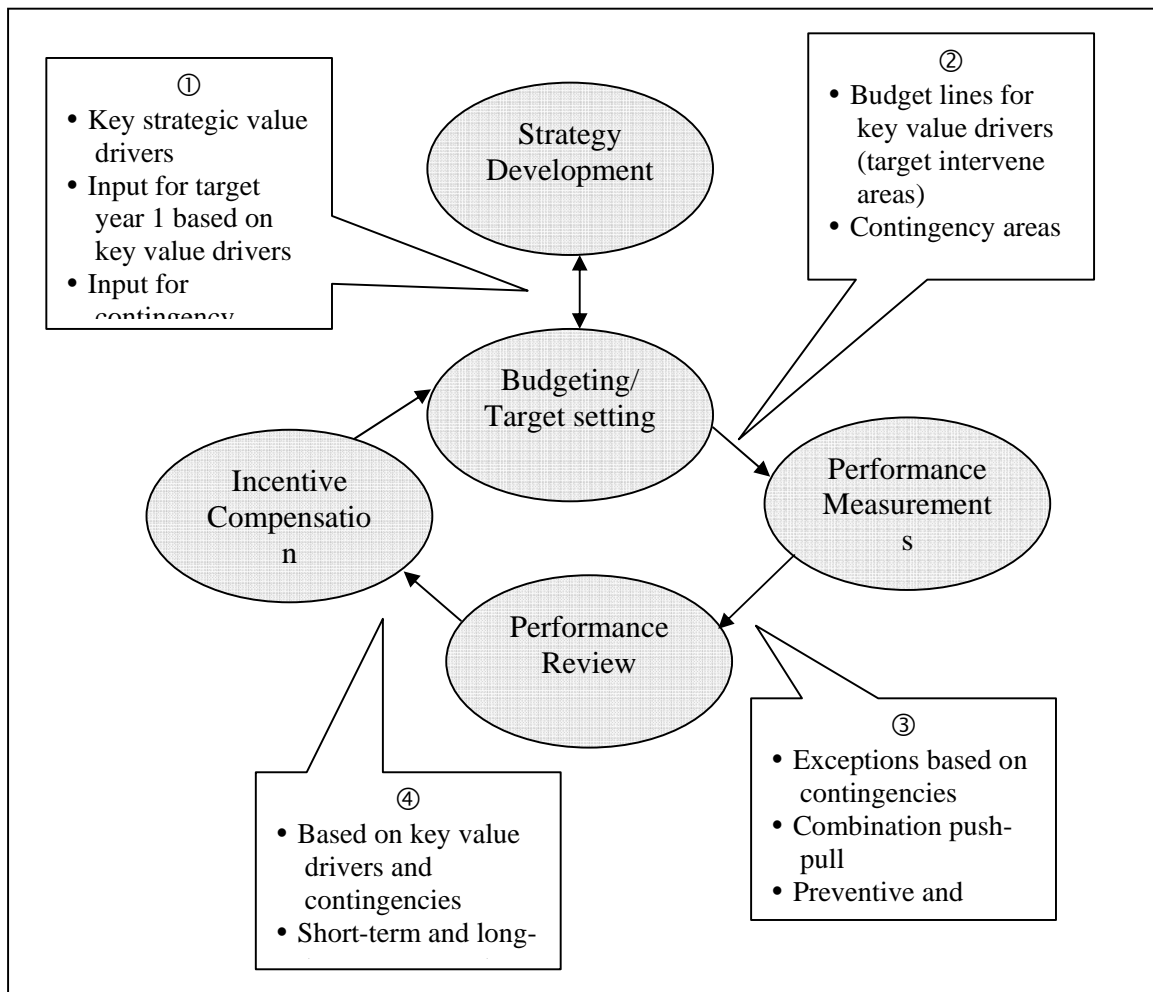
2.3.7 Building good governance through people-management processes

Grobler, Warnich, Carrel, Elbert and Hatfield (2002, p11) clearly explain the importance of human resource management (HR) and present an integrated model that should facilitate a response to modern-day challenges. The authors succeed to create an understanding of the model's relevance to implement appropriate processes and systems to address human resource management challenges in the workplace.

According to the researcher this suggests that young organisations in policing environments, due to the nature of the work environment and its relation to the personnel (members), cannot run the risk of having an HR section that is not properly positioned to respond to organisational priorities. Integration relies on a sub-process, which in turn has to be co-ordinated.

Robbins and Barnwell (2002, p. 109) explain the *interpretation of co-ordination* as "… the process of integrating the objectives and activities of separate units of an organisation in order to achieve organisational goals efficiently'. They argue that co-ordination is much needed when complexity increases.

Transformation, such as integration and co-ordination, requires leadership abilities that will ensure enhancement. Dubrin (2004, p. 63-87) emphasises the importance of transformational leadership. It is indeed critical. Visser (2003, p. 98) argues that "transformational leaders emerge to take enterprises through major strategic changes…" According to Visser, the specific characteristics of transformational leaders include charisma, inspirational motivation, intellectual stimulation and individualised consideration.

2.4 Institutional, managerial and leadership sustainability.

2.4.1 *Institutional sustainability*

Thomas, Mallone, Laubacher and Morton (2003, p. 331) captures the challenge of institutional sustainability by asking the critical questions: "What values do we honour?

What legislative policies will we enact? How will we organise ourselves…? What kind of working environment will we provide? How will we interact with our social and physical environment? What kind of work will we do? What kind of organisations will we work for? How will we treat our fellow humans at work and elsewhere?"

The authors Thomas et al. (2003, p. 337) argue that an institution will have to "recast its role and image and its relationship with others" Cloete (2004, p. 118) defines institutional sustainability to refer to "durable, efficient and effective institutions which have a good record of achieving strategic policy objectives and learning from past failures and experience".

Cook et al. (1998, p. 51) emphasise the characteristics of public institutions that become learning organisations, by saying that "there is an internal and external focus; six categories of levels exist, namely environment behaviour, capacity/skills, beliefs, identity, spiritual or transmission".

- Internal and external linkage at organisational level comprise the following:

  - Spiritual: What is the organisation's vision?
  - Identity: What is the organisation's mission?
  - Environment: In what environments do we operate?
  - Capacity/skills: What is the capability of our organisation to deliver what our stakeholders demand?
  - Beliefs: What are the beliefs of our stakeholders? (e.g. distorted resource allocation?)

Cook et al: (1998, p. 13-14) define the principles of a learning organisation as systems thinking (interconnected: the "interrelated whole"), personal mastery (personal vision and the ability to "realise what matters to another person"; mental models / challenging assumptions and dominant organisational culture); shared vision (future-focused); team learning (thinking together as a unit, working together as one with "dialogue as essence").

2.4.1.1 Culture

Developing a culture of good governance that synchronizes with our democratic society becomes critical for institutional sustainability and service delivery. Rollins and Roberts (1999, p. 35) define culture as "a pattern of shared basic assumptions… that have worked well enough to be considered valid and therefore to be taught to new members as the correct way to perceive, think and feel… the essence of culture lies in the set of underlying assumptions that a group shares… culture includes behaviour as well as shared assumptions and values".

The development and sustainability of a strong culture takes place in the levels of socialisation, attitude of senior members, symbols and rituals followed, observations and interactions in an organisation and rewards and punishment systems. A strong culture influences organisational effectiveness, especially with internal integration. "It requires that an organisation's culture, strategy, environment and technology be aligned to meet the organisation's goals. The successful organisation will achieve a good external fit – its culture will conform to its strategy and environment … and internal fit, with culture properly matched to technology". (Robbins & Barnwell, 2002, p. 382).

2.4.1.2 Structure

Structure plays another pivotal role in achieving institutional sustainability. The current challenge lies in the fact that most metropolitan police departments have different organisational structures. There is a need for synchronisation towards a structure that is of national significance and is responsive to modern-day challenges. According to Robbins and Barnwell (2002, p. 243), an important aspect is that any structure should allow the organisation to respond and adapt to continual change.

Robbins and Barnwell (2002, pp. 112-119 categorise the different types of structures, namely, "the machine bureaucracy: highly centralised, formalised routine and operating

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tasks; divisional structure: self-contained autonomous units co-ordinate by a central headquarters; the adhocracy: high horizontal differentiations, low vertical differentiation, decentralisation, intense coordination, good flexibility and responsiveness."

Robbins & Barnwell, (2002, pp. 4-99) define key structural dimensions and determinants as understanding the need to create flatter organisations; understanding vertical differentiation aspects (depths of organisational structure or "layers of management"); span of control, and understanding that structure follows strategy.

2.4.1.3 Strategy

Reyneke and Fourie (2001, p. 72) support the " depending of structure on strategy". The authors argue that the structure is aligned to the strategy – there is a need for synergy between the two. Policing structures are classified as

> … nationally dominated structure, with central command and control or a decentralised approach with more authority at a lower level. A process approach supports an integrated plan where different role players contribute to a specific outcome and work together in … teams. In a functional approach, each functional approach work independently, with little or no interaction with other functional domains.

Reyneke and Fourie (2001, p. 64) conceptualise a strategic framework for police organisations, as indicated below:

Figure 2.8: Strategic Framework

```
                          ┌─────────────────┐
                          │     Vision      │
                          └─────────────────┘
                                   │
                                   ▼
                          ┌─────────────────┐
                          │     Mission     │
                          └─────────────────┘
                                   │
          ┌────────────────────────┼────────────────────────┐
          ▼                        │                         ▼
┌──────────────────────┐          │          ┌──────────────────────┐
│  Service framework   │          │          │  Policing values and │
│                      │          │          │      principles      │
└──────────────────────┘          │          └──────────────────────┘
          │                        │                         │
          └────────────────────────┼─────────────────────────┘
                                   ▼
                     ┌───────────────────────────┐
                     │ Strategic medium-term goals│
                     └───────────────────────────┘
                                   │
                                   ▼
                     ┌───────────────────────────┐
                     │  Policing service strategies│
                     │      and objectives        │
                     └───────────────────────────┘
                                   │
                                   ▼
                     ┌───────────────────────────┐
                     │  Implementation framework  │
                     └───────────────────────────┘
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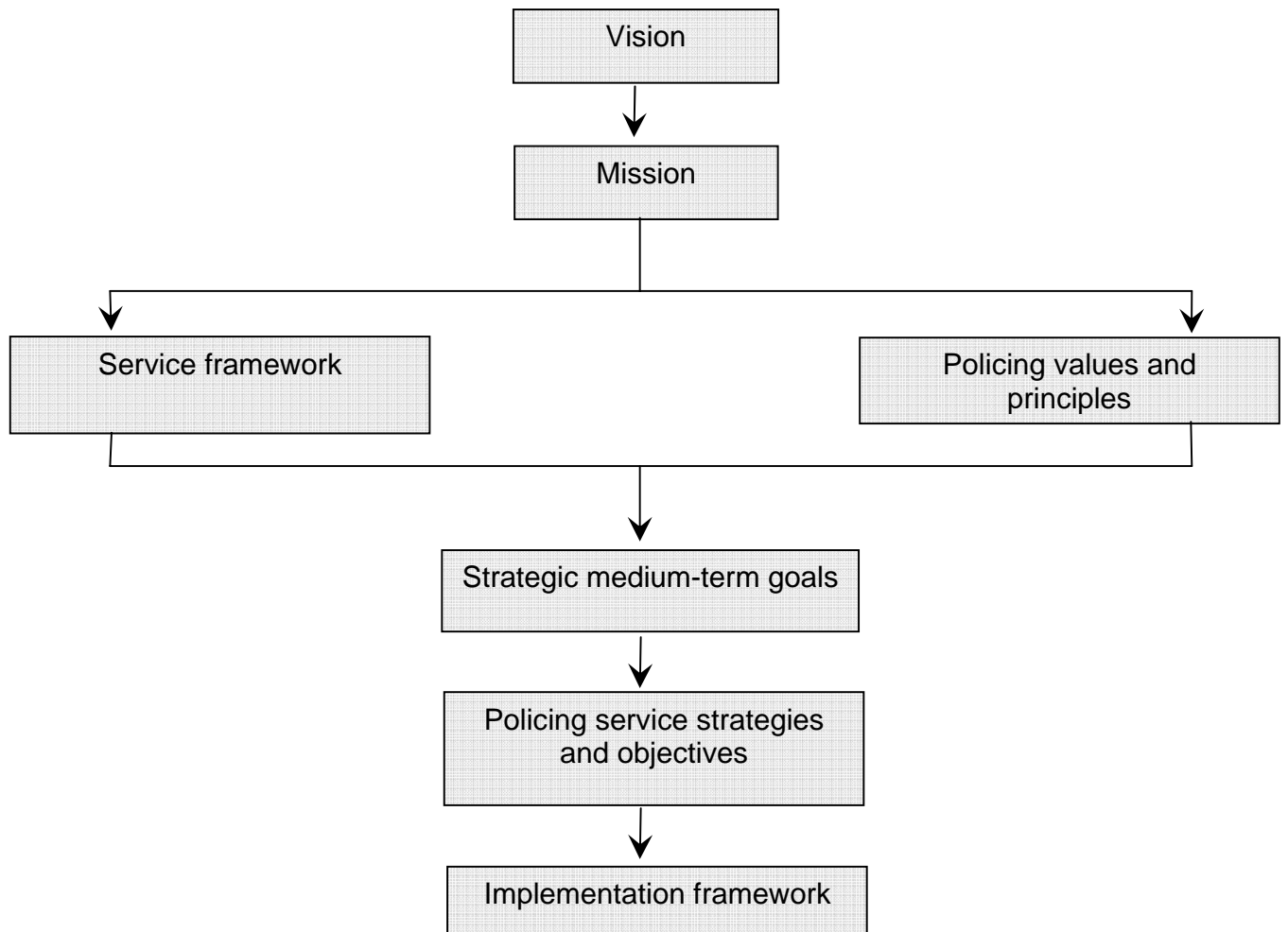
Source: Reyneke & Fourie, (2001, p. 64)

2.4.1.4   Sustainable systems framework

Authors (Dalal-Clayton & Bass, 2002, p. 32) emphasise

> *… sustainable institutional frameworks consisting of sustainable vision, goals and objectives integrating communication and awareness-raising mechanisms; monitoring and accountability mechanisms; information systems: tracking trends, issues, needs, research and analysis; strategic assessment: environment, economic, social; participation mechanism; negotiation and conflict mechanism; prioritisation, planning and decision-making mechanism; financial resources mobilisation and allocation; change management mechanisms including pilot activities.*

Figure 2.9: Rationale for a systematic approach to sustainable development strategies
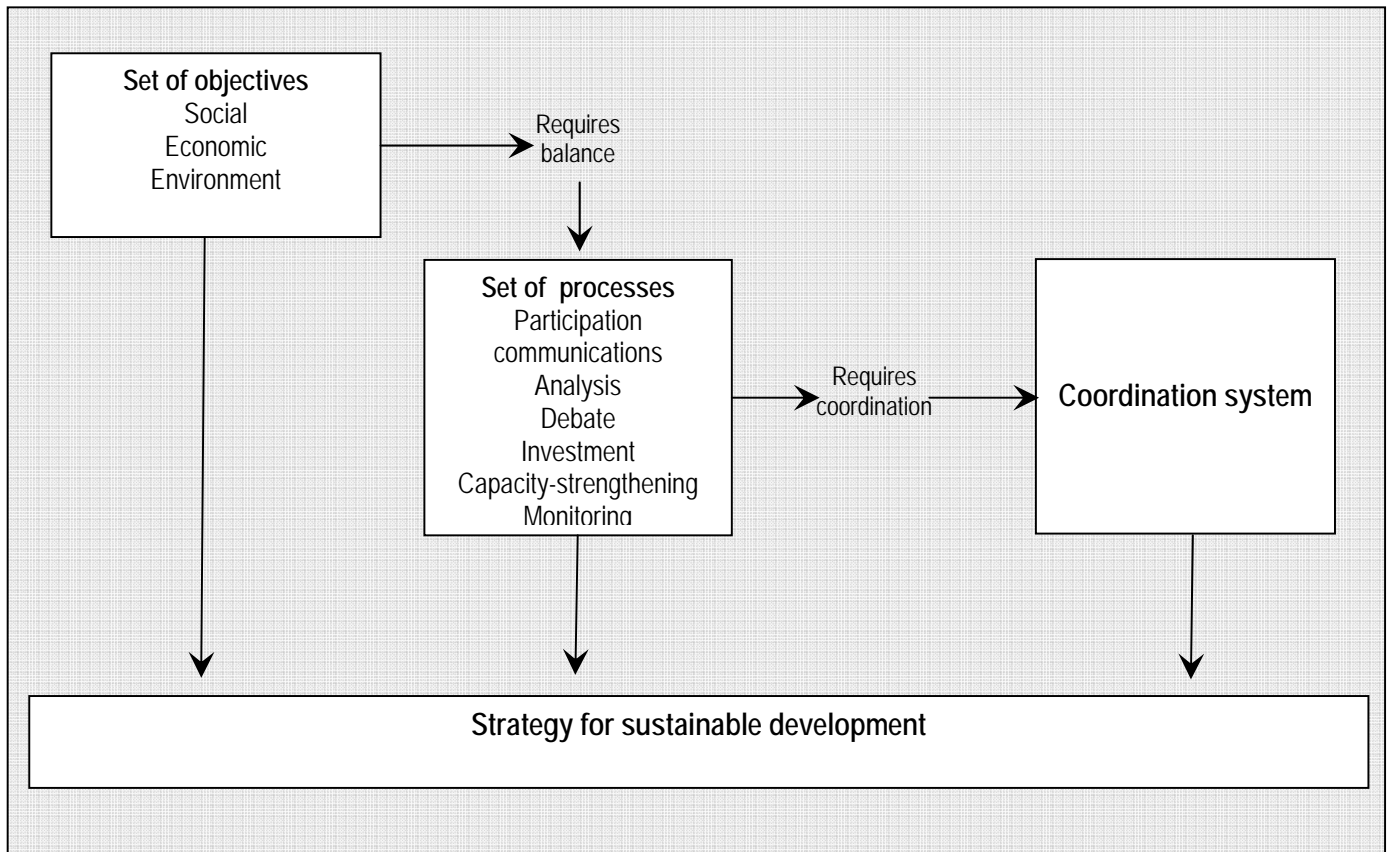
Source: Dalal-Clayton & Bass (2002, p. 32).

2.4.2 *Managerial sustainability*

Cloete (2004, p. 118) defines managerial sustainability as "strong and committed leadership … clear … strategic policy objectives … effective and efficient policy implementation ... monitoring … review …"   Managerial sustainability will require a sustainable, centred value-system. Stead and Stead (2004, pp. 130-141) have defined it as follows:

- *Wholeness*: *Interconnectedness, the connections between past, present and future;*
- *Posterity: believing that future generations of human beings and other species are prominent factors to be considered in humankind's decisions… posterity will require shared visions; clear visions of the future are critical for the organisation's*

success; strategic managers who value posterity are better equipped to make decisions compatible with achieving sustainability.

- *Community: Individuals, organisations and economies are part of a greater community: the latter are cognitive networks of individuals, organisations and institutions that share common geography, … values and aspirations; from these common values and aspirations comes the cultural moves and ethical system that guide community members, including actions taken by … organisations. Valuing the comprehensive communities to which they belong helps them to be more aware of the interconnections between their decisions and the quality of life in the communities where they operate;*

- *Appropriate scale: Sustainability is a matter of scale. Value of appropriate scale to the situation.*

- *Diversity: Effectively managing diversity can help organisations improve leadership, higher quality of problem solving etcetera;*

- *Quality: Adopting quality as a key value in strategic decision-making processes can improve operational efficiency. A value of quality must include three basic dimensions: Quality of services, quality of work and quality of life.*

- *Dialogue: Organisations can establish with stakeholders the kinds of communication processes that can be very instrumental in sustaining healthy … balance … It will encourage participation on established community organisations and processes designed to benefit the community and protect the planet. Dialogue as basis for interaction with both internal and external stakeholders puts organisations in position to assess their perceptions concerning employees and their community.*

- *Spiritual fulfillment: To experience states of peacefulness, love, joy, happiness, enlightenment, satisfaction, accomplishment and creative expression. Organisations must focus to contribute to quality of life in community and need to create structures, processes and outputs designed to fulfil needs of community and employees.*

2.4.3 *Leadership sustainability*

Leadership sustainability is critical as it has broad implications for the organisation as a whole. Sustainable leadership will require the following: a deep understanding of the organisation; how to lead the organisation to deliver projected outcomes; to position the organisation to meet future demands, taking cognisance of both the dynamics of human capital and sustainability. Dubrin (2004, p. 3) defines leadership as the "ability to inspire confidence and support among the people who are needed to achieve organisational goals".

Schwella, (2004, p. 2) emphasises the importance of emotional intelligence (EQ) in the workplace, arguing that research has found a link to "organisational success and level of EQ the organisational leadership." Dubrin (2004, p. 3) stresses that leadership is needed "in all levels of an organisation … not only among high level positions…" Schwella (2004, p. 2-3) encourages the development of emotional intelligence in the areas of self-awareness, self-regulation, motivation, empathy and social skill.

Schwella (2004, p. 2-3) defines the transformational approach to leadership as

> *…leaders continuously focus on process, dealing with organisational destiny, products and work, busy creating and sharing a powerful vision and implementing these plans effectively; inspiring the total organisation … by means of persuasive communication to strive towards vision; planning to realise the vision and implementing plans effectively and efficiently; creating and maintain strong teams to reach organisational vision; motivating all towards the energetic pursuit of organisational vision; recycling information technology and knowledge after evaluation of organisational effort to ensure continuous performance improvement through processes of change, adaptation and re-envisioning.*

The author also emphasises the "social learning approach", namely that "organisations continuously learn and experiment in order to improve capacity and performance".

Cloete (2004, p. 401) argues that "the public manager who recognizes the self-organising character of his or her agency must also recognize the special responsibilities of leadership in such an organisation". To this end, it is understood that leadership in a modern-day society requires self-awareness. An example is the ability to understand complexity in organisations and to lead effectively under such circumstances. Cloete, (2004, p. 436) emphasises that "complex systems are characterized by having

interrelated parts, subtle and shifting relationships between cause and effect and constantly emerging surprises".

2.5 Integrating key concepts

The key aspects, as argued by various authors, clearly indicate that sustainability and governance within institutional, managerial and leadership contexts for metropolitan police organisations will require the following:

- A clear strategy, defining vision, mission, goals and objectives;
- a sustainable, centred organisational culture that shares attitude, beliefs, systems, values, practices, assumptions consistent with sustainability (Stead & Stead, 2004, p. 170));
- sustainability concerning centred organisational structures reflecting "learning structures that are flat, flexible, dynamic, process-orientated, rely on informal, knowledge-based, idea-driven, decision-making processes…, are team-based and idea-driven…" (Stead & Stead, 2004, p. 173-174) ;
- vision-driven leadership that focuses on "designing, teaching and stewarding the organisation along the path of vision" (Stead & Stead, 2004, p. 174). Such organisations will require sustainable leadership, calling for an understanding of how to embrace and lead in complexity – leadership that is transformational;
- to become learning organisations, to provide a "framework for more … spiritual view of organisational work, organisational life and organisational purpose; … allowing employees to be creative and self-directed in pursuit of their personal visions… and translate sustainability based values and visions into strategic actions" (Stead & Stead, 2004, p. 175);
- sustainable human resource management systems:
  - *…without qualified, motivated, dedicated, well-trained and well-led employees, sustainable strategic management cannot succeed. Six interrelated human resource factors are critical for implementation, namely active support and involvement of top management in transition to and long-term maintenance of strategic sustainable management; team structures that empower employees to make decisions, generate ideas, experiment and innovate …; effective processes and programs for recruiting, selecting and retaining employees that will add value to the firm's pursuit …; effective training, development and continuous learning programs and*

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> *processes that maintain the high levels of sustainability knowledge*
> *and skills necessary…* (Stead & Stead,2004,pp 123-183);

- performance appraisal systems that measure employee contributions to the organisation's sound, ecological, … performance criteria; reward system that compensate and recognize employee contributions, (Stead & Stead, 2004, pp. 175-176);
- sustainable technologies: the linkage between people, organisation and technology to achieve sustainability;
- sustainable process: a systems approach to achieve sustainability and good governance.

2.5.1 Building support systems to respond to integration challenges

Development and growth of all personnel presents a crucial aspect to enable metropolitan police to render sustainable service delivery. Olowu and Sako (2002, p. 75) argue that "the lack of capacity … has a significant impact on the effectiveness … of public sectors, given peculiarities and specificities of the needs within each sector". Batley and Larbi (2004, p. 18-19) raise three key aspects of capacity to be taken into consideration. These aspects are presented in the table that follows:

TABLE 2.1: Aspects of Capacity (Internal)

INTERNAL ENVIRONMENT	CO-ORDINATION	INSTITUTIONAL ENVIRONMENT
Human resources, skills and incentive system; organisational and administrative arrangements (inclusive of authority relations, distribution of functions and responsibilities, management style and leadership); The organisation's equipment,	Co-ordination arrangements: roles, flow of decisions and finance: What is status: Clear or contradictory?	How do wider institutional arrangements enable or constrain mobilisation and deployment of personal and organisational capacity? -How is political oversight exercised; -Rules and regulations;

| capital and financial resources.		-How does broader context
		affect organisation:
		-Stability of political system;
		-Technological change
		-Legal framework and
		enforcement.

Source: Batley & Larbi (2004, p. 18 – 19)

Development and growth as a sustainable capacity is an aspect that is relevant to a human resources strategic management strategy. It is a policy that should encompass the broader issues to position metropolitan police to ensure that the organisation has the capacity to deliver services. Emphasis on the human resources policies will ensure that good governance and sustainability is achieved. The lack of proper human resources policies compatible with a policing environment creates a vacuum that weakens the ability of the organisation to sustain itself.

The human resources department (HR) needs to *integrate* plans according to the HR Strategy of the department. Such a strategy should be linked to an HR scorecard. Grobler et al. (2002, p. 11) have defined a strategy for strategic human resources management according to the following diagram:

Figure 2.10: Human Resources Strategy and Policy
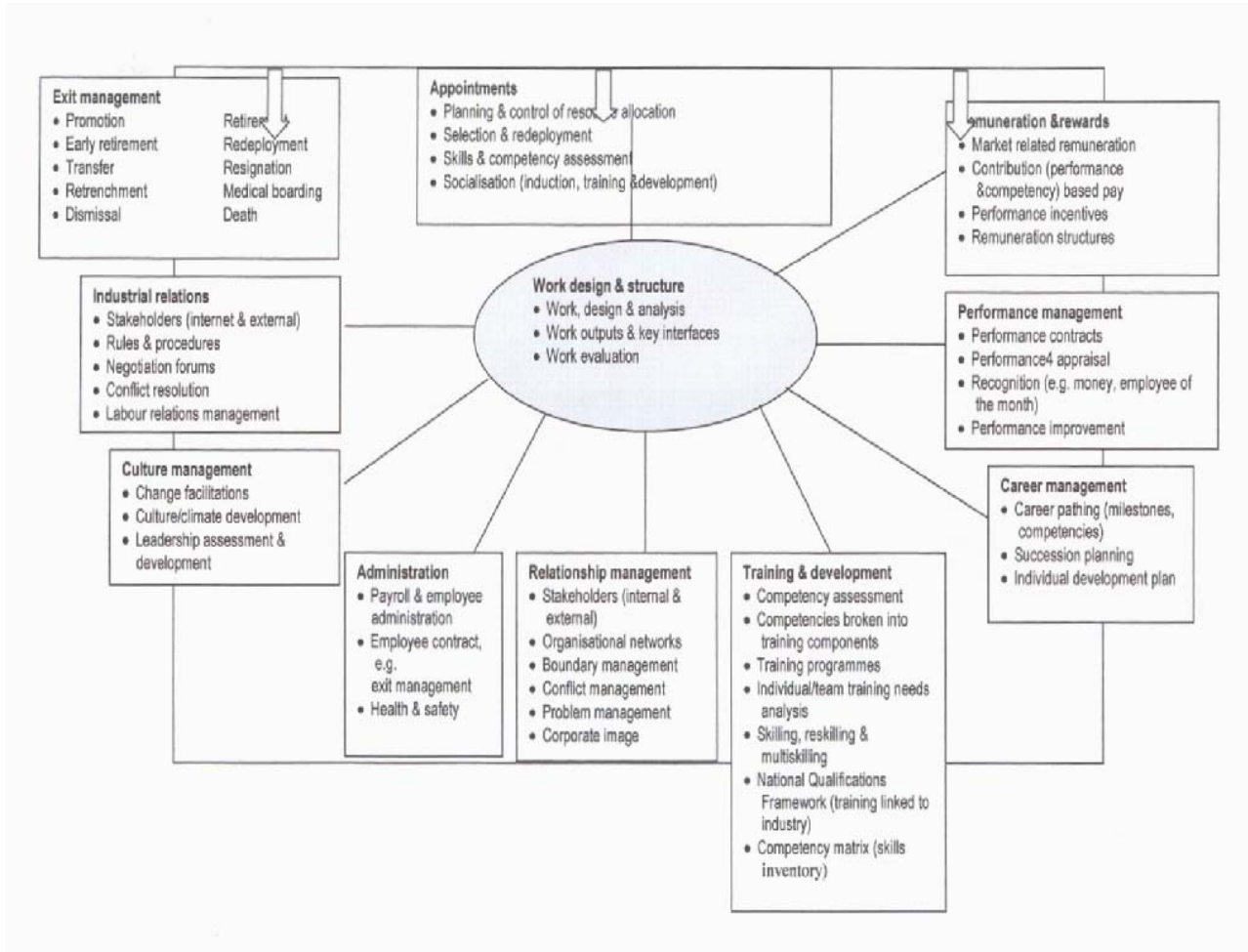
Source: Grobler et al. 2002, p. 11

2.5.2 Multiculturalism

Rice (2005, p. 77) defines multiculturalism as "the process of recognizing, understanding and appreciating cultures other than one's own, and a change in perspective in regard to the diversity of individual workers in an organisation. The change is from regarding differences as a disadvantage to seeing them as an important asset in an organisation." Rice (2005, p. 79) emphasises the characteristics of multiculturalism, namely f*ocus*: learning and effectiveness of cultural differences; *qualitative*: emphasises appreciation of differences; creates environment which is valued and accepted by all; *organisational*

surveys monitor progress (attitudes and perceptions); ethically *driven:* Moral and ethical imperatives drive culture change; *Idealistic:* benefiting all. Inclusive environment – everyone benefits; *diversity model*: Group retains own characteristics and shapes organisations as well as being shaped by the organisation; *open attitudes, minds and the culture*: effects affect attitudes of employees; *resistance:* created by fear and longing for old status quo.

The metropolitan police departments are good examples of groups of individuals from diverse backgrounds. Members come from various state departments, namely the South African Police Service, the South African National Defence Force, the Air Force, Traffic Departments, civilian employment, as well as other arenas, e.g. former political activists, etcetera. Rice (2005, p. 231) regards such a dynamic combination as a characteristic of a multicultural organisation, saying that it is a

> *… phenomenon that occurs when people of different … backgrounds, with different values, life experiences and ways of expressing themselves, work together. Multiculturalism is a transmutational process in which different ideas, values, and experiences of organisational members are integrated and transformed into a constructive [and productive] force. Underlying this process is an inactive approach to multicultural problem-solving that emphasizes organisational change, sharing and learning.*

A multiculturalism approach will require a specific leadership response, namely participative leadership that creates shared leadership in public organisations. Rice argues that such leadership will help the organisation "take advantage of the diverse backgrounds and abilities of its employees". Key factors include "reframing cultural perspectives, facilitating social learning, learning interpersonal skills, empowering employees and promoting participation and representation" (Rice, 2005, p. 231).

Rice (2005, p. 232) emphasises the need for a diversity strategy, to ensure "full integration into all structures and activities of the organisation". Key objectives of a diversity strategy include the following eleven specifics:

> *evaluate status of leadership devoted to human resources and establishing a multicultural organisation;*
> *effectively recruiting and retaining a multicultural workforce;*
> *developing an innovative, creative, people-oriented work environment;*
> *working towards community acceptance of a multicultural workforce;*
> *highly valuing, understanding and effectively managing diversity in the organisation;*

*providing outstanding support and first-line supervision to a multicultural
workforce;*
*establishing a policy that enables employees to balance career and
personal needs in a complex society;*
*developing an organisational vision and focus for training and
development of workforce;*
*implementing effective accountability for managing a multicultural
organisation and diversifying the workforce;*
*clearly defining goals and timetables for the organisation to achieve within
certain time frames and have vision for future accomplishments;*
*giving appropriate recognition of individual and organisational units for
multicultural accomplishments;*
*ensuring organisational communication: strategy, structure, operations
and culture (Rice 2005, p. 232-234).*

2.5.3 Equity as a sustainability factor: development of women

The Metropolitan Police Departments /Services, just like any other organisation, have to
ensure development and growth based on equity principles, of which previously
disadvantaged individuals are factors for consideration. That presents an opportunity to
create an organisation reflective of a democratic society. Robbins and Barnwell (2002, p.
438) argue that "if a section of society is excluded from holding positions of influence
and power, then that section of society is disenfranchised from many of the benefits that
society can provide. Also, significant decisions concerning the direction of society are
not made by people representative of that society".

2.6 Co-ordination and integration

Cloete (2004, p. 466) emphasises good governance through the rationale of integration,
arguing that "highly interconnected, self-organising national subsystems operating
autonomously each in its own interest, in a fragmented way, without a single shared
coherent vision, cannot achieve success at national level." Swilling (2004, p. 6)
emphasises that "an activity is sustainable if it can be maintained indefinitely". Swilling,
(2004, p. 14) argues that sustainability is pursued through implementation of integration
and such integration should take place on a "policy as well as an institutional level and
… should lead to a real transformation of current institution, practices…".

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The conceptualisation of good governance and sustainability calls for identification of a sustainable model that will ensure sustainable outcomes for the quality of life in communities. Swilling (2004, p. 6) defines the vision for sustainability as "respect and care for the community of life now and in future". This is a call that leads towards consolidation of integration, as the vision sets the way forward. Swilling (2004, p. 6) stresses that structural adjustments will have to take place to achieve sustainability. Cloete (2004, p. 216) adds that "integration may refer to procedural and organisational arrangements… to be applied at similar points in time."

Police departments are part of a country's most valuable assets. It plays a direct role in ensuring that all living in that country can co-exist together. Police departments face the moral obligation of achieving improved quality of life for all. The fundamental role of upholding law and order delivers a sustainable development outcome.

Integration will require consolidation of functions, elimination of duplication, the creation of platforms for joint execution and decision-making. Integration will necessitate co-ordination. Cloete (2004, p. 2) conceptualises good governance as "the achievement by a democratic government of the most appropriate developmental policy objectives to sustainably develop its society. This is done by mobilizing, applying and co-ordinating all available resources in the public, private and voluntary sectors … in the most effective, efficient and democratic way".

2.6.1 *Key principles in achieving integration and co-ordination*

Dalal-Clayton and Bass (2002, p. 29) argue that a strategic approach is crucial as there is a need to ensure that "incremental steps in policy-making and action are moving towards sustainability". Developing a strategic framework for integration and co-ordination is important. The authors (2002, p. 33) describe criteria for sustainable strategies in the following manner: "people-centred approach, consensus on long term vision, comprehensive and integrated, targeted with clear budgetary priorities, comprehensive and reliable analysis". Their suggestions are presented in the following table:

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Table 2.2: The elements of a sustainable strategy:

INTEGRATION	PARTICIPATION AND PARTNERSHIP	OWNERSHIP AND COMMITMENT	DEVELOPING CAPACITY	OUTCOMES AND IMPLEMENTATION
*Linking local, national and provincial priorities *Linking the short term to medium and long term *Linking local, national, regional and global levels; *Linking different sectors *Coherence between budget and strategy priorities	*Institutionalised channels for communication; * Access to information for al stakeholders and effective networking *Transparency and Accountability *Trust and mutual respect *Partnerships between govern-ment, civil society	*Strong political and stakeholder commitment *Sound leadership and good governance *Shared strategic and pragmatic vision *Strong institution spearheading the process *Continuity of national sustainable process	*Building on existing knowledge and expertise *Building on existing mechanisms and strategies	*Means to assess and agreement on priority issues in place *Coherence between budget, capacity and strategic priorities *Realistic, flexible targets *integrated mechanisms for assessment.

Source: Dalal-Clayton & Bass (2002, p. 36)

Dalal-Clayton and Bass (2002, p. 77) write that "Analysis of opportunities and challenges including initial assessment of the need for and approach towards sustainability is a prerequisite". They indicate the first step as stakeholders' identification in terms of "institutional, technological, environmental and social issues". Analysis is defined by them (2002, p. 114) as "identification applying relevant *existing knowledge* to challenges

… identifying *gaps in knowledge…".* The criteria for analysis are presented in the table that follows.

Table 2.3: Criteria for analysis

Stakeholder Analysis	Objective identification of stakeholders, their interests, powers and relations; (helpful tool to construct working groups and committees)
Sustainability Analysis	Assessment of human and environmental conditions, strengths and weaknesses, key relationship between humans and ecosystem and locality, closeness of society to sustainability and direction of change
Strategy Process/Mechanism analysis	Identification and assessment of potential component systems and processes to be used; their effectiveness, reliability, equitability and performance are to be analysed.
Scenario Analysis	Develop pictures of the future (explore options and test sensitivity);
Analysis and ranking of options	Assess costs, benefits, risks of optional programmes to implement strategy (Decision making without good analysis is risky.)
Reviewing strategy achievements	Assess outcomes that have been achieved and the correlation with sustainable processes. (Monitoring and evaluation)

Source: Dalal-Clayton & Bass. (2002, p. 114-115).

Benefits, a second factor, according to Dalal-Clayton & Bass (2002, p. 77, 194), are, defined as what "stakeholders can expect to derive from all … required to provide

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solutions". The authors argue that such benefits included strategy information, strategy policy formulation, and strategy implementation and monitoring. The authors emphasise the importance of assessing the risks of emerging trends as part of the policy process. This gives impetus to the *consolidation of strategic approach.*

Dalal-Clayton and Bass (2002, p. 29) also argue that a new way of thinking and working is necessary, namely

> *from developing and implementing a fixed plan … towards operating an adaptive system that can continuously; improve; from centralise and controlled decision-making … towards sharing results and opportunities, transparent negotiations, co-operation and concerted action; from a view that the state alone is responsible … towards one that sees responsibility of society as a whole; from sectoral planning towards joined up … integrated planning …*

Dalal-Clayton & Bass (2002, p. 108-109) emphasise the importance and relevance of coherence and co-ordination. The authors argue the need for proper preparation of strategies, in

> *preparation of a departmental profile, identifying what the department does and how it does it;*
> *Issues scan: assessment of department's activities in terms of impact …;*
> *Consultations: perspective of clients, partners and stakeholders on departmental practices and how to achieve them;*
> *Identification of goals and objectives and targets, including benchmarks it will use for measuring performance;*
> *Development of an action plan that will develop targets into measurable results including specifying policy, programme, legislative, regulatory and operational changes;*
> *Creation of mechanisms to monitor … report and improve the department's performance.*

2.6.2   *Managing power and interest to achieve sustainable intergovernmental relations*

Integration and co-ordination will require sustainability in relations between internal role-players and all other stakeholders. Metropolitan Police Services face three important challenges, firstly the consolidation of the relationship with the South African Police Service, the most important role-player in the governmental sphere of their relationship matrix; secondly, the internal relationship with other role-players within the municipality and, thirdly, civil society. The first two relationships symbolise the level of co-operation

needed for effective and efficient service delivery (the need for integration and co-ordination of resources and functions) and the community reflects the need for sustainable outcomes through a developmental and people-orientated approach.

Dalal-Clayton and Bass (2002, p. 127) point out the need to analyse relations, as it "can effect their position on issues." The authors determine the following factors as essential in an analysis of relations:

- *Function of relationship (Is it legal; what is interpersonal links or power building?);*
- *Strengths of relationship (and intensity of contact);*
- *Formality of relationships (formal or informal and what mechanisms are used);*
- *Dependence among stakeholders (a business type of dependency – with or without a 'referee'; a regulatory-type of dependency – with or without incentives and sanctions; a technical dependency – with or without attitudinal changes; or a social dependency);*
- *Quality of relationships: Each stakeholder's perception of relationships with other party: awareness, relevance and timeliness of the relationship, its accessibility; communication media used or ability to control the relationship. Overall assessment in terms of the good, moderate, conflictual, based on relevance of stakeholders opinions.*

The relations between the SAPS and Metropolitan police services are of relevance for purposes of this discussion. Dalal-Clayton and Bass (2002, p. 127), argues that "power issues must be understood and tackled". Identification process for strategy analysis will include the *"degree* of stakeholders' power; *source* of that power; *means* by which power is exercised; other elements of power".

Dalal-Clayton and Bass, (2002, p. 128) further emphasise that the identification process is followed by a power analysis within the context of the following framework, namely sustainable development issues; stakeholders; main interests; powers; relation with other; net impact; options / ways forward.
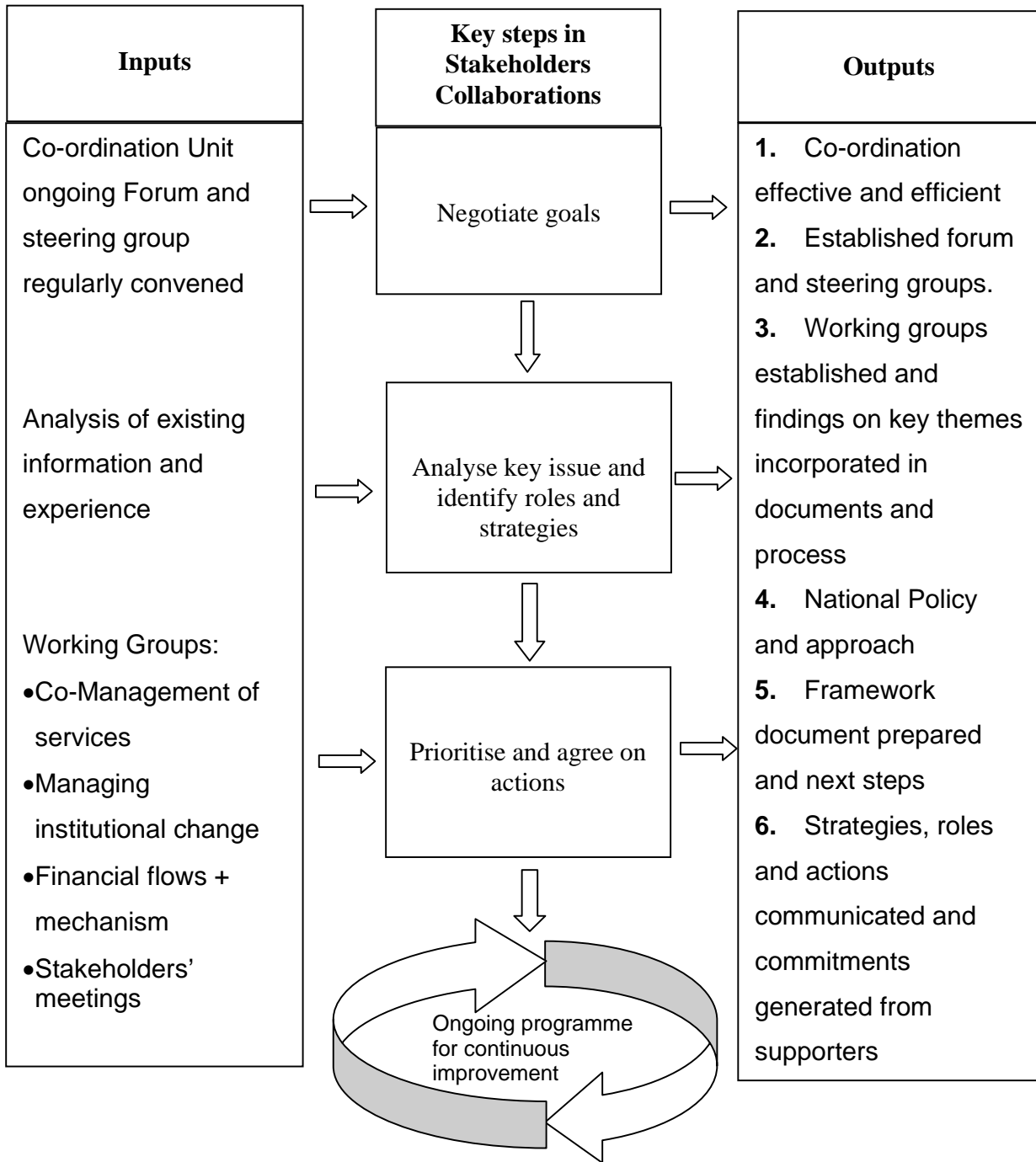
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Police relations provide a challenging aspect as it impacts on service delivery. A senior Metropolitan Police official puts the relationship challenge with SAPS in a simplistic manner, by stating that members in that particular Service are told: "Love SAPS, it does not matter what they do, just love them" (Scharnick, Unstructured Interview: Senior Metropolitan Police managers, 26 July 2005).This suggests that some metropolitan police managers understand the complexity of the power relationship. In an attempt to sustain the relationship, given the absence of a clearly defined strategy guiding this intergovernmental relationship at the different levels, the logic to encourage co-operation through emotions seems to be what some managers may rely upon. To achieve sustainable intergovernmental relations, proper co-ordinating mechanisms must exist.

2.6.3 *Creating sustainability and good governance through co-ordination*

The importance of a co-ordinating mechanism is stressed by Dalal-Clayton and Bass (2002, p. 49). They argue that such a mechanism should serve the purpose of "effective vertical and horizontal co-ordination within the … sector, at all levels and in interaction … through specific fora and consultative groups, intersectoral work groups and task forces". Their framework for an implementation support facility follows below.

Figure 2.11: Framework for an implementation support facility

Inputs	Key steps in Stakeholders Collaborations	Outputs
Co-ordination Unit ongoing Forum and steering group regularly convened	Negotiate goals	**1.** Co-ordination effective and efficient
Analysis of existing information and experience	Analyse key issue and identify roles and strategies	**2.** Established forum and steering groups. **3.** Working groups established and findings on key themes incorporated in documents and process **4.** National Policy and approach
Working Groups: •Co-Management of services •Managing institutional change •Financial flows + mechanism •Stakeholders' meetings	Prioritise and agree on actions Ongoing programme for continuous improvement	**5.** Framework document prepared and next steps **6.** Strategies, roles and actions communicated and commitments generated from supporters

Source: Dalal-Clayton & Bass (2002, p. 49).

Co-ordination in metropolitan policing will require the establishment of a mechanism, namely an operational room to ensure integration of functions, monitoring of operational execution and increasing supervision through over-sight command. Co-ordination will require an "internal and external focus". The latter refers to co-ordination whereby the SAPS play a key role, whilst the former refers to co-ordination within the Metropolitan police. It is the reference to internal co-ordination that forms part of a key focus for this paper. Firstly, Dalal-Clayton and Bass (2002, p. 234-235) emphasise the "co-ordination of information (internal) and co-ordination of information from external sources".

The authors stress that such a step requires development of a "common information base … to make relevant information readily accessible". Turban et al, (2002, p. 338) also emphasise the need "to identify information systems applications that fit the objectives and priorities established by the organisation" The authors argue for the existence of an Information Technology plan "aligned to the organisational plan".

Secondly, there is an argument for monitoring to include assessment of "the work plans of component activities" (Dalal-Clayton & Bass, 2002, p. 318). Thirdly, the monitoring of the "pressure-state-response" namely "the pressure that society puts on the environment for demands on resources leads to resource depletion" and the "resulting state of the environment compared with desirable (sustainable) state" Fourthly, "the response in the form of political … decisions, measures and policies" must be considered (Dalal-Clayton & Bass, 2002, p. 320).

The arguments of the authors have much relevance for Metropolitan Police Services. There clearly is a growing demand from civil society for increased deployment of the Metropolitan Police.   Practical examples at grassroots level indicate a continuous assignment of Metropolitan Police to deal with the increasing number of community requests for policing responses. The nature of municipalities, as a much politicised environment due to the link with portfolio councillors, creates room for responses from the political level on a frequent basis as service delivery is influenced directly.

2.6.4 *Technology as co-ordination and integration tool*

The application of GIS (Geographic Information Systems) can be of utmost value for police organisations. Such a system plays a pivotal role in sharing of information and identifying of patterns and trends. Operational monitoring rooms can benefits from this application in the most effective and efficient way that will ensure good governance and sustainability.

Cloete and Needlam (2002, Slide 10) define GIS as a "computer-based information system capable of storing information as a collection of thematic layers with its geographical location, powerful data overlay, quantitative analysis and visualisation capability linked to geographical location, 'what-if scenario' assessment and identification of patterns and trends."

Cloete and Needlam (2002, Slide 8) argue that GIS provides a "governance tool, faster decisions, increased productivity, simplifying complexity, increases quality outputs, completive advantages, cost reductions and overcoming cognitive limitations".

Figure 2.12: Integration
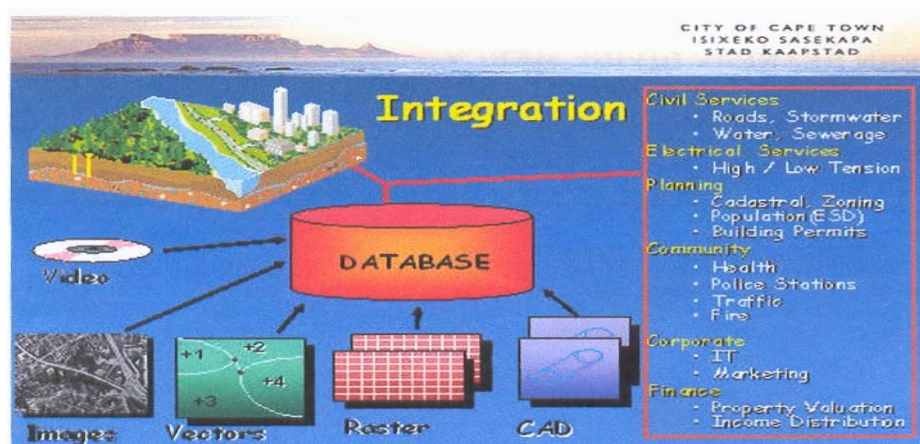
Source: Cloete, F. & Needham, H. (2002).

2.6.4.1 *Linking GIS and GPS (Geographic Plotting System) to improve police operations accountability through implementation of operational rooms.*

The implementation of operational rooms will ensure that Metropolitan Police Services have a sustainable co-ordinating mechanism for operationalisation of policing functions. Linking GIS and GPS to operational deployment and co-ordination creates benefits as a more focused, pro-active approach to police deployments are ensured, which, in return, should deliver sustainable outcomes, namely quality of life in the sense of a safer environment.

Figure 2.13: Three functional GIS levels
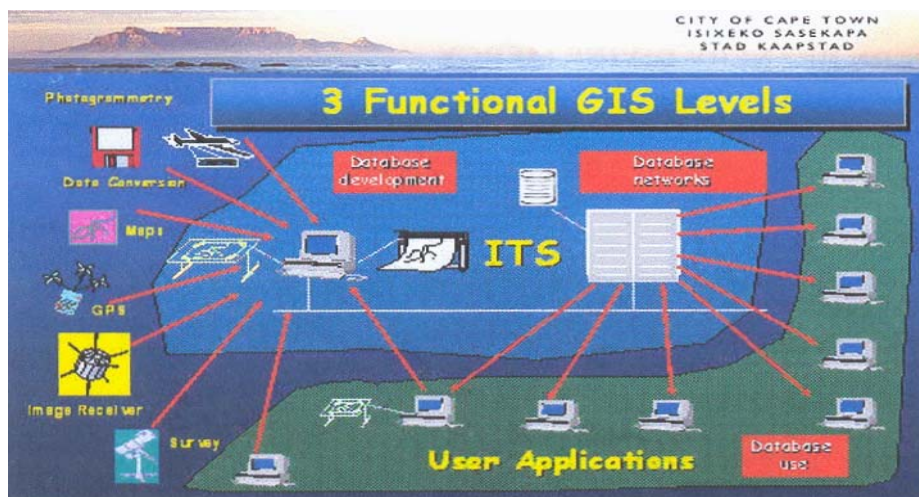
Source: Cloete, F. & Needlam, H. (2002).

Key factors for consideration in the co-ordination mechanism (operational room) insofar as this refers to GIS and GPS can be summarised as follows: GPS can be used to link sector blocks at which specific police operations are aimed; a daily deployment report can be obtained, which can serve as management information; plotting and identification of sector blocks (GPS); capturing of plotted sector blocks; identification of trends; colour coding of areas; emergency planning; collection and plotting of available data; tracking system in patrol vehicles; tracking system of radios and database.

Technology makes provision for policing services to advance, ensuring that service delivery needs are met. Cloete and Needlam (2002, p. 5) point out that the GIS facility is so effective that, "with the press of a button, you can print the map and other relevant information…". It is this type of support that will enable policing services to respond to modern-day challenges. The authors state that GIS ensures that traffic and crime trends are clarified as the system has the ability to "visualize, linking places, times, routes and types of incidents that can form the basis for more effective responses" (2002, p. 12).

2.7 Conclusion

The literature study pointed out the following key aspects:

- the need for organisations to reposition (transform) to meet the demands of a changing environment where sustainability and good governance serves as the foundation of all policies, approaches or strategies;
- the challenge to ensure "holism of services" through integration and co-ordination (linking processes, people and technology to create sustainability);
- the direct challenge to develop sustainable strategies as a response to modern-day challenges;
- the need for young organisations (such as the newly established metropolitan police services) to become responsive as modern organisations of the 21[st] century.

Police organisations, because of the semi-military environment, face direct challenges in a modern-day context. The formulation of a vision, mission, creation of a value system' organisational strategy, management and leadership approaches' performance management, human resource management, implementation and evaluation, all provide opportunity for complexity in the organisational life. All organisational aspects are interconnected and the lack of effective and efficient sustainability in one aspect impacts negatively on another. To this end the literature study provides various strategies of improvement that can facilitate sustainable governance approaches within the metropolitan policing context.

The application of the strategies discussed in this chapter will place metropolitan policing in a much better position to deal with the dynamic, challenging environment in which it

operates. It will also ensure that sustainability is achieved in the manner in which such organisations approach day-to-day policing activities. The outcome for metropolitan policing is sustainable good governance. Only through application of strategies that encourage transformation, will metropolitan policing be sustained.

CHAPTER 3

COMPARATIVE INTERNATIONAL POLICE GOVERNANCE CASE STUDIES

3.1 Introduction

The international case studies all have a strong foundation in information technology to support and sustain systems. The case studies provide insight into how police organisations shape their futures to meet service delivery outcomes. This ranges from internal integration of functions to external service delivery initiatives. This presents a challenge and Cloete (2004, p.1) emphasises the fact by stating "governments in developing countries are increasingly realising that whether they want to do so or not, they may have no other choice but to attempt the difficult policy route of migrating to electronic means of service delivery (e-government) if they are serious in their attempts to achieve sustainable developmental outcomes..." Cloete (2004, p.3) defines e-government as "a new approach to public service delivery in the form of internal public management, external service delivery and democratic interaction with society, primarily through electronic means".

Integration facilitates cost-effective management (value for money); long-term sustainability; strong, dedicated leadership; efficient operational management; a people-orientated approach to internal and external functions; partnership with community (networking); and evidence-based policy outcomes that are the result of effective and efficient policy implementation, innovation and creativity, teamwork and revolutionary strategic thinking.

Co-ordination of functions and service delivery objectives takes place through a centralised command centre. Representatives of traffic services, police and fire services each take responsibility to assess and monitor the extension of their respective functions through technological assistance. An individual co-ordinator takes the leadership role and manages the co-ordination as supervisor of all uniformed disciplines. Bounds, Yorks, Adams and Ranney,(1995, p. 93) emphasise that transformation is linked more to the improvement of process and systems and "...not just improving people".

The following international cases studies will be assessed briefly with regard to experience with integrated policing. They will not be systematically analysed in detail because the focus of analysis in this study is on the Cape Metropolitan Police and not on other cases. However, the comparative experience of these other cases provides important conclusions as integral part of the current knowledge base on this topic, and therefore has to be noted. Only those experiences relevant to this study will therefore be summarised here.

The international case studies serve to provide a basic overview of the international perspective. Due to the circumstances under which the international exploratory visits were undertaken, challenges such as time constraints and changing official schedules at the time limited the opportunity for greater depth in the research.

3.2 The *Florida Department of Law Enforcement (FDLE):*

The United States of America (USA) mostly operate on a system whereby levels of federal law enforcement included "state and local with prosecution at all levels". From the South African perspective, road distances in that country prove to be vast and challenging. According to CIA World Fact book, 2003 estimates indicate the USA has an adult literacy rate of 99%. This provides an advantage in terms of educational level and experience as South Africa has a literacy rate of 86.4%.

The Florida Department of Law Enforcement is structured into three functional areas, namely Forensic Science Services, Criminal Justice Information Services and Criminal Justice Professionalism Services. The population in 2001 stood at 16 million against a police deployment of 36725 law empowerment officers. The FDLE also performs an oversight and co-ordination function. To this end, its personnel and functions include 77000 criminal justice officers, 500 criminal justice agencies and 39 training centres. The FDLE is headed by a commissioner who is appointed by the Governor with the approval of at least three members of the cabinet.

 (Schanick, 2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

The *mission statement* of the FDLE is as follows:

- To provide services in partnership with local, state and federal criminal justice agencies

- To prevent, investigate and solve crimes whilst protecting Florida's citizens and visitors.

The *value system* that guides the FDLE stipulates the following: *Service* to the law enforcement community and others we service; *Integrity* of the organisation and the individual; *Respect* for each member as our most valuable asset; *and Quality* in every thing we do. (Schanick, 2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

The key challenge facing the FDLE is the history of Florida as a potential gateway for drug transportation and distribution into the United States of America. Operational co-operative processes were implemented as a response to a priority issue. To achieve sustainable results, consideration was given to the integration of technology into processes in a quest for effective and efficient co-ordination. (Scharnick, 2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

3.2.1. Technology as co-ordination mechanism

The FDLE implemented a state-wide Drug Intelligence System with a web-based drug intelligence database compatible with web-based technology. This technological system facilitates information sharing between all members in the state, affording access to all law enforcement agencies. The FDLE argues "that this system will eliminate duplication and enhance co-ordination of cases between different state agencies, resulting in an increased level of productivity in investigations". The system is also able to provide

geographical mapping. Accordingly the FDLE argues that it will also increase the levels of police safety.

A shared network referred to as CJNet (Florida Criminal Justice Network) exists as communication mechanism to over 600 criminal justice sites, specifically designed as an intranet for information sharing and communication between local law enforcement and criminal justice agencies throughout Florida. .(Scharnick,2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

3.2.1.1 *Ensuring sustainability*

The FDLE embarked on a drug-combating strategy with four goals, namely:

- Goal number one: Protect Youth from substance abuse.
- Goal number two: Reduce Demand for Drugs
- Goal number three: Reduce Supply for Drugs (33% by 2005)
- Goal number four: Reduce Social, Health and Economic Cost of illegal drug use.

The FDLE defines the objective for goal number three to also include more operations aimed at regulation, environmental design and prevention. In response to this, the Miami River Project was launched to combat drug supply and to promote an environment-unfriendly climate for drug dealers in the vicinity of the Miami River (which was then developed into a 'river project'). To this end the Miami River project is held up as an example of a sustainable operation, while the river was previously regarded as the point where drug entry and distribution occurred.

From an environmental point of view, the Miami River Project enabled public access to the area. Development of neighbourhood improvements also took place as part of the strategy. This resulted in a more controlled, environmental friendly area, and the policing of the vicinity became more effective. Policing enforcement could be sustained.

The police implemented an operational approach that integrated resources and expertise from a large number of law enforcement members. This led to a more focused enforcement that could be sustained over a long period of time. It provided operational readiness and co-ordination that resulted in positive improvements.(Scharnick,2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

3.3 The Tallahassee Police Department (Municipal Police)

This municipal police organisation has proved itself in providing services to the community for more than 150 years. The area covers 96 square kilometres and the organisation operates in a geographical area of three divisions (also known as patrol districts).

The Tallahassee Police Service has functional responsibilities that include a problem-solving approach to crime prevention and community policing. Accordingly the department sees itself as responsible for implementing and enforcing strategies designed to resolve unique neighbourhood problems. To this end the FDLE emphasises "quality of life" as the concept behind their focus on the community in determining a problem solving technique to address specific neighbourhood problems, irrespective of whether this ranged from speeding cars to drug houses or youth at risk.

The Tallahassee Police Department has implemented a geographical information system (GIS) to ensure effectiveness and efficiency and enhance operational abilities. This step allowed the organisation to move away from the manual "pin-mapping process", which is still common in police organisations. The department benefits from the GIS as they can immediately see the pattern of criminal activity that are taking place.

Other state-of-the-art technology that the department links to its service delivery approach is a mobile data computer that features a colour touch screen. Patrol vehicles are equipped with computers. This provides immediate access to critical information much needed during the process of pro-active patrols, namely checking for stolen property, vehicle registration checks, et cetera.

The department also applies an automated vehicle locator that provides identification of operational units and their location at the time of a call. The system increases operational readiness within the field deployment as it has the ability to identify which unit is closest to a call. It becomes a cost-effective approach to deployment, increasing the service delivery capacity as speedy responses are seen by the department to 'hopefully save lives.'

The Tallahassee Police Department offers the community that they serve "trust, loyalty and commitment." Their *mission statement* presents their objectives as "to protect the right of all people, ensure order and provide for the public's safety through effective delivery of law enforcement service whilst maintaining the highest level of professional standards" (Scharnick, 2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

3.4 The New York Police Department (NYPD)

The NYPD is known for the challenge that it faces: to deliver policing service within a human rights context, with integrity and compassion. A diverse community expects the highest level of service delivery and professionalism from the NYPD. A police commissioner is responsible for positioning the NYPD in community policing. The department faced critical internal and external challenges, ranging from corruption, misconduct, abuse of force to rebuilding community trust as increasing crime and corruption allegations created safety concerns amongst citizens.

The mayor of New York at the time (Mayor Rudolph W Giuliani) guided the police commissioner to "refocus the Police Department on one central mission, that of reducing crime, disorder and fear in the City of New York and make certain the Department carries out this work with the highest possible degree of integrity." The police commissioner responded by redirecting the department towards a high-performance culture, focused on measurable outcomes and standards" (New York Police Department, Police Strategy No. 7: 1995, p. 1).

The police commissioner focused on laying a foundation of integrity and respect to create a high performance organisation. The political office (mayor) adopted six new crime reduction strategies for combating illegal possession of firearms, youth violence, drugs, domestic violence; disorder in public places and auto-related theft. The mayor created an independent citizens' monitor, (the "Commission to Combat Police Corruption" and engaged the public in a step to create trust, by assuring the people of New York that "the Police Department are as effective in fighting internal crime as it was proving to be in fighting street crime." (New York Police Department, Police Strategy No 7. 1995, p. 2)

Police Strategy No 7: Rooting out Corruption: Building Organisational Integrity in the NYPD, saw the light and defined the transformation process that the Department had to undertake within a time frame of 18 months. The Strategy identifies the goal:

> *As it moves assertively to reduce crime, disorder and fear in the city it serves, the New York Police Department will empower, instruct, galvanise and hold accountable management, supervision and personnel at all levels to create a police agency of unparalleled integrity that is thoroughly and effectively intolerant of corruption and brutality throughout its ranks.* (NYPD Strategy No. 7, 1995, pp. 2-3)

The NYPD embarked on using a cultural diagnostic tool to identify the organisational culture and the obstacles. The purpose of the study further aimed to provide processes to overcome identified challenges. They were guided by the realisation that the value of respect can provide a shift in norms. The approach followed by the NYPD to *create sustainability* consisted of the following:

- *A focus on changing the operating culture of the organisation to high-performance, committed action and empowerment;*

- *Institutionalisation of a culture of integrity and respect "through a thoroughly: effective internal affairs function to serve as deterrent to corruption, brutality and services misconduct; re-engineering key organisational systems, especially areas of supervision, training and discipline and construction of systems of external accountability and partnership to cement a band of trust between the police and the public";*

- *Implementation of a new policy that identified command accountability as key principle by :*
    - *advising all commanders of trends, patterns and profiles of corruption and brutality ;*
    - *monthly reports on complaints and statistical comparison with citywide complaints rate;*
    - *in-service training for all commanders and integrity officers to enable them to identify and respond pro-actively to suspected corruption and brutality, without compromising investigations;*
- *Accurate intelligence: computerisation of all personnel and internal affairs records, to create a master file with cross-referencing to corruption, brutality and discourtesy complaints, linking sick leave records, arrest activity, commendations and disciplinary action;*
- *computerised mapping technology to identify time, place and patterns of corruption and police brutality ;*
- *pro-active tactics and rapid deployments;*
    - *integrity testing each year;*
    - *investigations of every complaint linked to use of force by police officers;*
    - *daily reporting to the District Attorney of any discovered or alleged perjury by a member of the Department;*
    - *implementation of surprise random drug tests;*
- *A follow-up system: a management system checking every accomplice to every crime and reporting to the chain of command on the effect thereof;*
- *Re-engineering of organisational systems:*
    - *supervision: enhancing capabilities, functions and span of control of sergeants and lieutenants;*
    - *retraining: on real-life integrity and tactical situations;*
    - *training: pre-promotional training;*
    - *deployment increase of late tours supervision;*
    - *discipline: a review of the disciplinary procedure to ensure quick management response;*
    - *improving the standards of the recruitment and selection process;*

- *instilling conflict resolution through training that empowers members to understand the value of respect and to apply it as a tactical technique;*
- *formation of a Training Advisory Board and Committee on Integrity and Respect ;*
- *Accountability and co-operation:*
  - *Civilian oversight and participation in anti-corruption activities, which include access to the weekly briefing;*
  - *Instilling a culture of co-operation with unions to address identified challenges.*

(NYPD Strategy No 7, 1995, pp. 5-11)

The NYPD also effected the application of a computerised system referred to as PRIDE (Programmable Retrievable Investigative Data Entry) that supports data integrity. Safety mechanisms in the system ensure that critical information is not missed in the system. (NYPD, Strategy No 7, 1995, p. 38).

The NYPD has a performance appraisal system redesigned to enhance appraisal of police officers. The performance monitoring system consisting of seven separate programmes has the databases integrated to enhance a "cross-referential database for personnel tracking" (NYPD, Strategy No 7, 1995:65-66).

The USA case studies clearly identify and guide responses to key challenges facing modern-day police organisations in a constantly changing environment. The case studies provided insight into the following:

- how police organisations respond to sustainability as a key informant of crime combating strategies;
- the importance of required resources *versus* available resources, to ensure sustainability (the capacity to deliver required services);
- the need for continuous development of personnel ;
- what principles build the foundation to sustainable community and police relationships and how such sustainability is ensured;

- the need to integrate technology into policing processes/tactics, from tactical strategies to human resource management and management practices;
- how technology can enhance co-ordination of systems and processes resulting in improved policing service delivery and sustainable outcomes, namely "quality of life";
- the importance of non-financial values to create a sustainable ethical work environment.

3. 4.1 Achieving durability

The strategic approach followed by the NYPD contributes to transformation of the day-to-day policing and also ensures that the organisational vision is achieved. Integration and co-ordination of processes and systems have been crucial in the strategy, to enable a response towards the cultural challenges in the work environment. It provided the department with long-time results as discipline improved and overall performance was given a boost. The implication thereof is that sustainability is achieved through long-term activities.

3.5 Policing in the Province of China: The Case study of Beijing, Tianjin, Shanghai and Jinan.

According to the researcher The Province of China is densely populated, with high population growth and a low crime rate. It is a country in which the advancement of technology in business practices is highly prioritized.   The country has a growing economy with police personnel strongly committed and dedicated to their task. Policing is characterised by strong militaristic discipline, which seems to enhance the strong sense of command that is visible. The police have adopted a strong people-friendly approach to policing and thrives on the relationship with the community on the basis of "people first".

The essence of the co-ordination argument is found in the policing approaches applied in the country, whereby integration of functions and co-ordinated systems of technology play a pivotal role. The co-ordination is sustained through the leadership at supervisory

level.   (Department of Community Safety: Western Cape, 2004. Report on exchange visit to Public Security Bureau in China).

The Public Security Bureau

This organisation in Beijing is the "principal police authority in China and integrates police functions, traffic management and fire fighting. The Ministry of Public Security is the central agency of the police force". (Department of Community Safety, Report on Exchange visit to Security Bureau in China, 2004, pp. 1-6)).The Public Security Bureau plays a key role in the *integration of functions*. They are also responsible for functions other than policing, namely household administration, etcetera.

The challenge to integrate policing functions.

The Public Security Bureau ensures the integration of functions through an integrated emergency 110 centre where the different complaints are received and assigned for execution. The Bureau co-ordinates responsibility within a city, district and station context.

Tianjin police finds strength in an integrated structure whereby different functional areas are clustered under specific command responsibilities. The Shanghai Public Security Bureau implemented a "fully integrated police, traffic and fire control system, with direct operational integration of command in the centralised control held by a senior police commander who has ultimate authority over a single control centre consisting of representatives from various disciplines" (Department of Community Safety, Report on Exchange Visit to Security Bureau in China, 2004. pp. 6-8).

The department implements consolidation or integration of systems and functions through the control room, or operational room. This control room concept is acknowledged in police practices worldwide, as it becomes the centre of service delivery that can change quality of life. The differentiation is found in the highly modernised technology that the police departments in China apply to make monitoring and co-ordination of police operations and pro-active approaches sustainable, effective, efficient and cost-saving.

Figure 3.1 Shanghai's Control Centre

Source: Dept of Community Safety: Western Cape, Report on Exchange
Visit to Security Bureau in China, 2004.p7.

Closed-circuit television (CCTV) applications

Monitoring of this technological system also takes place through the control room. An
aspect of significance is that only uniformed members perform the monitoring function.
The Provinces of China have all opted for closed-circuit television to enhance police
tactics. The reports form CCTV forms part of the decision-making process to determine
crime prevention responses.

Culture and performance linked to Value Systems

The Police departments implemented the value of loyalty in the approaches towards
service excellence and performance management; discipline; recruitment (loyalty to the
Communist Party is considered a criteria in selection of candidates); empowerment
(encouraging self-empowerment and compulsory refresher training); a punish-and-
reward system; work ethic; unity and leadership (Department of Community Safety,

2004, pp. 13-14. Report on Exchange visit to Public Security Bureau in China. 23 September to 3 October 2004: Western Cape).

The China Case Study emphasises the need for integration and co-ordination to achieve sustainability. Although the country itself is not founded on democratic principles (is not a democracy), it still offers its South African counterparts the rare opportunity to explore the challenge of functional integration and co-ordination, in whichever model is best suitable to do so. Swilling (2002, p. 14) indicates that implementation means integration, in theory and in practice. Such integration is understood to deliver "transformation of the current practice", resulting in changing the manner in which things are being done.

The long-term results of this model indicate the importance of implementing processes and systems that increase the organisational performance and effectiveness of service-delivery to achieve durability. The China model presents an organisation that 'changed the way they do things'. The integration of technology into operational policing ensures that a more focused, targeted approach is taken towards pro-active policing. Secondly it provides opportunity to evaluate the re-active responses.

3.6 Defining the case study challenge in the context of sustainable governance

The challenge of integration and co-ordination presents the process of transformation management as a whole. It is from the basis of a need to ensure an integrated and co-ordinated approach that metropolitan police will have to respond to both internal and external repositioning. The aspect of co-ordination also focuses on a critical matter, namely the intergovernmental co-operation between different spheres of government, in particular with the lead agency, the SAPS. The Intergovernmental Relations Framework Act (Act No. 13 of 2005) emphasises the responsibility of national, provincial and local governments to co-operate with each other.

Any approach towards integration of functions will also influence the relationship. If a metropolitan police service intends to establish an operations room or centre, it will be necessary to assess the levels of operational support to the SAPS to ensure smooth integration of joint initiatives.

3.7 Conclusion

Metropolitan police organisations clearly have to consider key aspects to ensure that good governance is achieved. To this end the case studies also provide the insight that "soft issues" also require consideration. Integration and co-ordination of values and systems ensures that durability is achieved and this promotes good governance.

The international case studies, from an analytical perspective, clearly provide an argument in favour of good governance. It presents the opportunity for the South African counterparts to learn from international experience and avoid making the mistakes that have been made. It provides a benchmark for how to go about to instil good governance approaches in policing organisation in the present time.

The China experience does not provide a benchmark in terms of democratic principles in its broad context. It does, however, present a model of integration and co-ordination within a policing context, through applications of technology. This also points the way towards the transformation of organisations to enable sustainability of a high performance organisation. The concept of *integrated policing* or integration of different services is the framework of policing approaches in the provinces of China. Beijing and Shanghai display an integration of functions and service delivery approaches within an internal and external context and their methodology has ensured effective and efficient utilisation of resources.

Technological integration of services plays a major role in policing concepts in China's police department. Closed-circuit surveillance cameras and high technology operational rooms to integrate functions and service delivery outcomes and ensure sustainability form the basis of their approach. Integration of services involve centralised control, namely that local police, traffic police and fire services fall under central police control as one single service.

The NYPD presents the importance of establishing a culture which embraces good governance and results in sustainability in police organisations. This is found in the focus on instilling core values that are recognised and supported by all the members. It

is further enhanced by a systems approach towards the management of the organisation's activities and command responsibilities. It is found, again, that the application of technology is utilised to co-ordinate and integrate activities for monitoring purposes and to provide management information. The strategy of the NYPD has elements of good governance and allows applicability over a period of time.

The Cape Town experience can benefit from the international benchmarking as this presents the perspective of people, organisation and technology. There is interconnectedness between the three elements. Accordingly the essence for a sustainable governance model is found in the principles defined by Cloete, (2004, pp. 231-241) and is conceptualised in this model as basis for achieving good governance and sustainability. The principles can serve as key focus areas within a policing context, as they are linked directly with challenges in such environments.

The international case studies particularly that of the New York Police Department (NYPD) scenario, confirm that similar symptoms within our local metropolitan police environment is reflective of modern day challenges within police organisations. The case studies clearly indicate the strong emphasis on transformation to ensure sustainability and good governance. Integration of the various aspects that ensure good governance within a policing organisation is present in the NYPD case study. It is here that the linking of different aspects becomes an integrated approach; the specific integration of different functions within a single monitoring system serves as a good example.

CHAPTER 4

THE METROPOLITAN POLICING SYSTEM IN SA.

4.1 Introduction

The criteria for sustainability and good governance are found in various references. The idea of "Sustainable Development, towards a common conceptual understanding" is defined in the Concept Paper on sustainable development, Western Cape (2005, p. 2). It is proposed that sustainable development will be achieved through implementing *integrated governance systems* that promote economic growth in a manner that contributes to greater *social equity* and that monitors the ongoing capacity of the natural environment to provide the ecological services upon which socio-economic development depends."

The core principles for implementation of sustainable development policy and strategy referred to in The Concept Paper on Sustainable Development, Western Cape (2005, p. 7) emphasise the following: staying within ecological limits; mainstreaming sustainability considerations into policy, planning and decision-making process; exploring appropriate institutional arrangements aimed at ensuring effective co-ordination and integration of sustainability considerations within and between local, provincial and national government departments; introducing appropriate regulatory and policy framework; promoting co-operative governance across all spheres of governance amongst all stakeholders based on principles of transparency, access to information, accountability, shared responsibility and empowered participation; developing monitoring and evaluation systems based on community-accepted sustainable development indicators; promoting the education and capacity building of all stakeholders.

Cloete, (2003, Slide 7) defines good governance as "achieving the most appropriate developmental policing objectives to sustainably develop a society, by mobilizing, applying and co-ordinating all available domestic and international resources in public, private and voluntary sectors in the most effective, efficient and democratic way."

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4.2 Constitutional Obligations

Chapter 7, Section 152(1) of the Constitution of the Republic of South Africa 1998 (Act no 108 of 1998, hereafter referred to as 'the Constitution', defines the objectives of local government as follows:

(a)   to provide democratic and accountable government for local communities;

(b)   to ensure the provision of service to communities in a sustainable manner;

(c)   to promote social and economic development;

(d)   to promote a safe and healthy environment; and

(e)   to encourage the involvement of communities and community organisations in the matters of local government.

Chapter 10, Section 195(1) of the Constitution further defines the "basic values and principles governing public administration" in stressing that:

(a)   A high standard of professional ethnics must be promoted and maintained;

(b)   Efficient, economic and effective use of resources must be promoted and maintained;

(c)   Public Administration must be development-orientated;

(d)   Services must be provided importantly, fairly, equitably and without bias;

(e)   People's needs must be responded to and the public must be encouraged to participate in policy-making,

(f)   Public administration must be accountable;

(g)   Transparency must be fostered by providing the public with timely, accessible and accurate information;

(h)   Good human-resource management and career-development practices to maximise human potential, must be cultivated;

(i)   Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress unbalances of the past to achieve broad representation.

In addition it states that:

(2)   "The above principles apply to -

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(a) administration in every sphere of government."

Chapter 3 of the Constitution emphasises the aspect of intergovernmental relations. Section 41(1) points out, *inter alia,* that "all spheres of government and all organs of state within each sphere must …

    a) respect the constitutional status, institutions, powers and functions of government in the other spheres;

    b) not assume any power of function except those conferred on them in terms of the Constitution;

    c) exercise their powers and perform their function in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere; and

    d) co-operate with one another in mutual trust and good faith by-

        (i) fostering friendly relations;

        (ii) assisting and supporting one another;

        (iii) informing one another of and consulting one another on matters of common interest;

        (iv) co-ordinating their actions and legislation with one another;

        (v) adhering to agreed procedures;

        (vi) avoiding legal proceedings against one another."

Arguably, the Constitution therefore sets the foundation for good governance practices and sustainability to also apply to the provision of policing services.

4.3 Metropolitan policing in South Africa

Metropolitan policing services were established in the year 2000 in the terms of the South African Police Services Act, Act No. 68 of 1995, as amended. Currently a total number of six metropolitan policing organisations are operative, namely the Durban Metropolitan Police Department (DMPS), Ekhululeni Metropolitan Police Department (EMPS); Johannesburg Metropolitan Police Department (JMPD); Tshwane Metropolitan Police Service (TMPS); Cape Town City Police Service (CTCP), now referred to as Cape Town Metropolitan Police Department; and Malmesbury City Police Services

(Newman, Masuku & Gomomo (2002, pp. 3-17). The authors emphasise that, during 2001, the metropolitan police deployment capacity ratio to civilians was reflected as follows:

- DMPS –   1:2758 versus SAPS   1:503
- CTCP –   1:2961 versus SAPS   1:409
- JMPD –   1:1080 versus SAPS   1:320
- TMPS -   1:3035 versus SAPS   1:320
- EMPS -   1:3568 versus SAPS   1:320

Firstly, this clearly indicates the resource capacity within the metropolitan police fraternity. Sustainability in organisations is determined by human resource capacity and the ability to respond to daily service delivery needs. The response should be sustainable to enable future generations to benefit. The fight against crime requires a deployment capacity that will provide significant impact over a period of time.

Secondly, the above links the visibility factor of uniformed police and the level of security experienced by the public. Given the mandate of metropolitan police, namely traffic enforcement, by-law enforcement and prevention of crime, against the background of increased public demands concerning service delivery and external environmental challenges, the current deployment ratio does not provide opportunity for quality service delivery.

Batley and Larbi, (2004, p. 164) describe the rationale for organisational capacity according to a "framework for analyzing capacity". Human resources, organisational structure, financial resources and information technology resources are linked to social conditions. Macro economic conditions link the skills levels; the legal and administrative framework links the reward and incentive framework, systems, cultures and practices. The political governance conditions are linked to political commitment and support, nature of political decision making, systems of appointment to leadership posts and political stability.

This framework is also very relevant in the environment where metropolitan police departments function, namely under the political governance conditions. The decision-

making bodies are mostly Safety and Security Portfolio Committees with different political ideologies at municipal level, which results in different inputs. The conversion of inputs into outputs takes place when Metropolitan police organisations put strategies in place that will ensure the desired outcome through targeted actions. Organisational performance management systems must be in place to monitor and evaluate the outcomes.

The framework emphasises the integrated approach towards building capacity. It also provides an analysis of those key elements that may impact directly or indirectly on organisational sustainability. One of the important aspects of this framework is that it emphasises the financial requirement. This key aspect means that police organisations require adequate financial support.

To this end the availability of financial support sets the foundation for organisational capacity. A lack of adequate funding may result in a smaller number of uniformed personnel (this means not being in a position to deploy the required number of personnel to render sustainable service). It impacts negatively on the human resources strategy and may not provide sustainable results in terms of the broader organisational service delivery plan.

Thirdly, there is a need for an integrated approach by the different role-players. This emphasises the need for an integrated, co-ordinated approach by all metropolitan police departments. This will, by implication, provide opportunity to align functions, systems and processes. It will ensure that a best practice in one department is shared with another and that capacity is building increased. Such a step will also strengthen the network relations between the different departments. An integrated approach will also ensure that there is a common understanding of policing strategies and approaches, avoiding situations whereby one metropolitan police department submits an annual police plan and another follows a different route or does not submit at all.

Fourthly, the importance of co-ordination between the national police service and the metropolitan police department must be acknowledged. Such co-ordination emphasises the new governance relationship. This is of utmost importance as the utilisation of resources (human and logistic) is of significance. At operational level, there is a need to

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co-ordinate daily deployment between the two stakeholders. It is about perfecting the art of operational deployment in an era in which perpetrators of crime have become strategists within a field of their own. Police departments should therefore be more advanced in defining the deployment response to ensure quality of life for all.

South Africa has a very young and brief history of metropolitan policing – with the exception of the Durban City Police. As indicated by Rauch et al. (2001, p. 2), the Durban City Police was established in 1854 and operated until 2000, when it became the Durban Metropolitan Police Service, which was established under the South African Police Service Amendment Act (Act No. 83 of 1995). Rauch et al. argue that the Durban City Police is "respected … – a self-styled British constabulary".

In the South African context, metropolitan police services all have a strong background in former traffic departments. The challenge therefore arises from the fact that such former traffic departments operated from a different concept to the newly established metropolitan police organisations. The latter are challenged to comply with national policing standards and have more powers than former traffic officers. Accountability and oversight becomes the governing principles, yet, in comparison with the old concept of municipal traffic services, there have been no specific legislative requirements (as is the case with metropolitan police) to determine how such organisations are to be held accountable by the community they serve. Metropolitan police organisations have to comply with both the requirements stipulated in the relevant municipal legislation, as well as the South African Police Services Act.

Key cities in South Africa, namely Johannesburg, Pretoria and Cape Town, have all taken the route of establishing metropolitan police services. As indicated earlier, the City of Cape Town at the time of establishment (2001) became an exception to the general way of doing things as its municipal police service encouraged *voluntary* integration of traffic and law enforcement into the Service.   (City of Cape Town, City Police Establishment Plan, 2001, p. 60).

In Cape Town, the challenge of functional integration in the quest to create a single unit remains of utmost importance. This presents internal challenges related to the integration of functions and systems, establishment of a formal co-ordination mechanism

for field operations (operations room) and ensuring that targets are achieved during a period of major transformational change. A transformation process has commenced under the guidance of the newly appointed chief of the Cape Town Metropolitan Police Department.

The transformation process of the City Police Service will change the culture which has been marked by fragmentation with the three different uniformed disciplines functioning separately and creating opportunity for subculture dimensions due to separate functions and procedures.

4.4 The Metropolitan Police in Cape Town

The Metropolitan Police department was launched on 18 November 2005. This introduced a significant shift away from the identity of a municipal police service. The process was aimed at integrating the Traffic and Law Enforcement Services through appointment as members of the Metropolitan Police after successful completion of the required course. This provided the opportunity for an integrated structure aligned to overcoming the fragmentation and high level of division of labour that existed previously. Robbins and Barnwell (2002, p. 9) refer to co-ordination as the process of integrating objectives and activities of separate units of an organisation to achieve organisational goals effectively.

4.4.1 Understanding the local environment

General Environment

The general environment under which the directorate operates is distinguished by the *political, social and technological* conditions that impact directly on the organisation. In 2005, the political coalition within the City of Cape Town resulted in a new direction for the organisation as a whole. The technological environment brought upon through e-Government and the City of Cape Town's support towards technological advancement resulted in the directorate seeking technological solutions for traditional enforcement

problems, namely the difficulty of tracing wanted persons and those in default of payments for traffic offences.

Specific environments

Critical role-players include the regulators, namely the MEC for Community Safety, the local council's Safety and Security Portfolio with a legislative mandate in terms of the Local Government: Municipal Structures Act, 1998 (Act No. 17 of 1998); the National Commissioner and Provincial Commissioner, South African Police Services (SAPS) with reference to policing standards, co-operation and oversight in terms of a training curriculum; the Independent Complaints Directorate (ICD) in terms of oversight as determined by the South African Police Services Act, 1995 (Act No. 68 of 1995); the Minister of Transport, as determined in the National Road Traffic Act, 1996 (Act No. 93 of 1996) and other applicable legislation.

The clients, namely the community within the boundaries of the Cape Metropolitan area who are the recipients of the service delivery, play a critical role in the determination of the specific environment, namely the uniqueness thereof. Managers may be of opinion that they are addressing the critical needs of the client within the specific environment, only to find that there is a totally different perception.

The above-mentioned aspect is experienced in the different needs of the community, as indicated at a Mayor's Listening Campaign session during 2003 in the Mitchell's Plain area. The community argued that they had never seen traffic services officials "writing out traffic fines", whilst they see municipal police performing that function. They see municipal police as an entity not accountable for traffic-related functions, but more with a concentration on crime issues as that is their (the communities') greatest concern. The community held the opinion that there was a distortion of resources within the organisation.

Structure configuration

According to the researcher, the City Police Services is defined as three different enforcement agencies within the Directorate, each operating within own establishment

framework. The three enforcement agencies all have distinctive identities, uniforms, procedures and functions. A high level *division of labour* exists. Certain functions in the traffic section require different level of training and skills.

Spatial differentiation becomes another challenge. The uniformed personnel within the directorate were geographically assigned on the basis that where one discipline exercises executive responsibility, the other discipline is no longer responsible. The implication is that members of the municipal police service in some sections have to travel to the reporting point on a daily basis, then to another point for actual execution of specific functions, later travelling back to the original reporting point to report off duty and comply with other logistical requirements.

The above-mentioned scenario was addressed to a lesser degree through the latest effort to integrate the three disciplines into one formal structure under single area supervision. This step corrected the level of spatial differentiation, but resulted in duplication of functions. Although a geographical eight-area model has been adopted to regulate deployment, the structure linked to the deployment area creates duplication of functions. Different divisions with different reporting lines execute responsibility in an area. Members maintain their respective identities as traffic, law enforcement and municipal police through distinctive uniforms and different legislative powers and 'full integration' has not yet taken place to the extent that the complexity decreases.

An operational forum exists to co-ordinate operational execution. There is no system where technology is utilised to ensure operational co-ordination between the different disciplines. Manual collection of data and separate record-keeping serve as a co-ordinating mechanism, which at times may not be very reliable. Due to the high level of division of labour, there is a need for functional integration. There is a need to consolidate the co-ordinating process through integration of functions as different levels of command and control systems exist within the three disciplines.

The situation on which this case study is based has guided the research towards a model inclusive of principles that link sustainability and good governance. The researcher is in the fortunate position of understanding the environment of local government policing due to organisational exposure in a work-related context.

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Experience linked to direct work exposure and the organisational environment confirms the levels of complexity and the dynamics attached thereto.

The active learning provided through cases studies remains a valuable process for young developing and learning organisations and, as previously argued, the policing environment poses many challenges due to the dynamic elements shaping its existence.

4.4.2 Understanding the cultural dimension in the Directorate City Police Services

Robbins and Barnwell (2002, p. 377) describe organisational culture as a system of shared meaning within the organisation. The authors argue that culture refers to patterns of beliefs, symbols, rituals, myths and practices that have been established over a period of time and lead to a common understanding amongst members of the organisation of what their organisation is and how they should behave. That culture becomes something that is carried over to new members, regulating how they think, act or feel about issues.

Du Plessis (2003, p. 9) suggests that individuals determine culture within an environment as it provides them with identification, agreement and solidarity and promotes communication in the work environment. The directorate has three different uniformed services and, in spite of a large number of the municipal police being former traffic and law enforcement officials, it happens that the existing culture is fragmented. Du Plessis. (2003, p. 12) defines fragmentation of culture as a lack of solidarity and sociality as individuals act as if they work for themselves or can only identify with a specific profession.

Symptoms of the mentioned description are indeed visible in the Directorate, with some members failing to see themselves as a part of the bigger organisation and accordingly failing to identify with their counterparts who are metropolitan police members appointed in terms of the South African Police Act, as amended. This leads to a level of resistance towards transformation of the Department. A group of members, for instance, failed to comply with instructions to report at a new operational reporting office. Such re-deployment is aimed at operational integration of functions between the different groupings of uniformed members. The lack of a strong culture has resulted in a high level of formalisation within the Directorate.

Units are encouraged to operate in a co-ordinated manner. However, the result of the fragmented organisational structure is directly linked to the level of fragmentation which the directorate has experienced. A subculture had developed within each of the three organisations due to the separation of structures and functions. Thus the 'silo-effect' was brought along by the existence of the three separate disciplines.

A fragmented approach does not enhance sustainable governance. It may create extra financial implications and impact negatively on policy approaches and policy implementation towards sustainable service delivery, whereas integration facilitates effective and efficient operationalisation within a value for money context.

4.4.3 The dilemma of functional fragmentation, non-supportive procedures, culture and systems

The strategy as defined in the business plan for the establishment of the municipal police (City of Cape Town, Business Plan, 2001) emphasises the various roles and functions that must be fulfilled, namely crime prevention through visible policing, traffic enforcement and by-law enforcement. This is to be achieved through a service delivery deployment plan with emphasis on deployment in urban renewal areas and high crime areas within the Cape Metropolitan area.

The strategy clearly defines the approach for municipal policing, but does not include the strategic approach of the traffic and law enforcement services in terms of their level of operationalisation and institutionalisation within the directorate. In the absence of a strategy, the Traffic and Law Enforcement departments do not seem to have a specific service delivery plan.

Functional descriptions exist. The law enforcement department plays a prominent role in the security of council premises and buildings, responses to the surveillance cameras in the Cape Town Business District (CBD) and with vagrancy related matters. It is within the enforcement of by-laws and attendance to reported incidents that the thin line of division between the municipal police and the law enforcement officials occurs. From a

legislative perspective, both are held responsible for by-law enforcement. In the execution of the function, each department is subject to separate deployment, focus and supervision. This results in members from different departments arriving at the same point for a specific matter, which creates confusion in terms of responsibilities.

In the Traffic Department, deployment of personnel (other than for shifts) has occurred on the basis of a particular decision taken at a particular time, according to a specific need, subject to approval from the respective authority. This also increased the risk of patrol vehicles of that department and those of the municipal police responding to the same incident, unaware of the other's duty patrol in a particular area. Allocation of resources linked to deployment within the municipal police has occurred in relation to the establishment strategy. However, such deployment becomes heavily influenced by the directives and decision-making from the public representative, who directs such requests to the head of the department. It impacts on service delivery and results in strategy implementation not being sustained. This clearly indicates an evolutionary mode.

The traffic and law enforcement units are also challenged through the legacy systems, namely the established ways of doing things. They rely heavily on past experience with regard to what their disciplines can achieve within the directorate. The municipal police, operating on a set of new procedures regulated in terms of the relevant or applicable legislation, had to embrace a new way of doing. A simplistic yet important example concerns attending to reported incidents. The municipal police have crime scene management responsibilities in terms of prescribed procedure. The same responsibility is not always applicable to the traffic officer.

Any police organisation is highly dependent on the ability to mobilise effectively at grass-root level, if and when required. It is a general operating principle. However, the directorate remains challenged by the different procedures applicable to traffic, law enforcement and municipal police members. Each discipline has separate procedures regulating working hours and utilisation of official vehicles in terms of their respective contracts. This results in difficulty with regard to effectively ensure and sustain a required level of service delivery and operational readiness. A member of the traffic police may be assigned, with a vehicle, to a place of work (due tot procedures); the same procedure may not be applicable to a member of the municipal police.

Further formalisation is found in the rules, procedures and policies of local government, as determined by the Local Government Municipal Systems Act (Act No. 32 of 2000), of which the Code of Conduct for municipal staff members and conditions of service are of critical importance. The procedures to be followed at times are not suitable for regulating a policing environment or for enhancing and supporting the management thereof. The procedures can be argued to, at times, be more relevant to managing non-uniformed personnel and systems.

The municipal law enforcement department in Cape Town, as previously stated, had three uniformed sections operating as autonomous entities. The three sets of uniforms that marked the distinctive identity of the City Police, Traffic Department and the Law enforcement officials provided the first pattern in determining culture and it created a strong sub-culture within each section. The development of sub-cultures does not arise from a unified approach; it, rather, strengthens the identity of each section as a separate entity. In the current situation it has provided a strong base to working in silos, resulting in a lack of effective integration and co-ordination, as well as a separate command and control system of a hierarchical nature within each section, with separate leadership and management of each section.

Different sets of procedures for each section in terms of the specific functional area of responsibility has formed part of City Police Directorate policy. The implication thereof is that a specific procedure applicable to the Law Enforcement section does not necessary mean that it is also applicable on the City Police section and vice versa. It is this aspect that requires the integration of functions to ensure that service duplication is eliminated, that coherence is achieved in the procedure and that co-ordination between the different sections is established. Functional integration has required the Department to assess what it was doing, who was doing it and how it was done. It provided an opportunity to determine which functions required a specific level of expertise and which was part of the day-to-day responsibilities of sustaining policing service delivery.

The municipal police section faced various challenges due the public perception of distorted resources and, at times, lack of effectiveness and efficiency. This has become Services evident from Services verbal feedback from communities during meetings.

Given the circumstances, the community would also compliment the municipal police for always responding to reported incidents, though. The municipal police have become the 'first responder' to reported incidents, which usually are of a crime prevention nature. This requires a certain level of expertise in different aspects of policing to ensure compliance with current national policing standards applicable to metropolitan police.

The municipal police have also endured criticism from the local media over a period of time. The community has continued to report incidents of aggressive behaviour by members during execution of duties. This has created a public perception that the municipal police lack understanding of their constitutional obligations. Investigations into alleged misconduct by members involved allegations of abuse of power, use of extreme force, corruption, rape, theft, failure to comply with prescribed standards in terms of national policing standards and vehicle utilisation. This resulted in criticism of the Directorate and questions about the training curriculum of the municipal police and the level of discipline.

The Directorate was also challenged on account of the capacity to execute metropolitan policing duties in compliance with prescribed national policing standards. Evaluation visits to the different sections indicated that there was a need to improve record-keeping in compliance with legislation, improve supervision of members at ground level, and improve overall management of certain sections. According to examples that were found, record-keeping was deficient with regard to recording the utilisation of vehicles and damage to vehicles, pocket-books were not properly kept; entries into certain prescribed registers were not properly completed, et cetera.

The Directorate: City Police Services as a whole (all three Services) embarked on using a confidential culture diagnostic tool. The aim thereof was to determine the environmental readiness towards transformation; the quality of leadership; availability of systems to enhance policy implementation; the level of compliance with procedures (discipline); the awareness of prevention of corruption; perception levels regarding activities of corrupt nature; availability of information on procedures and policies to the members; support for the values of the organisation; and aspects supporting community partnership.

The results of the diagnostic tool indicated that the Directorate had to re-position itself to become a high-performance organisation, build a strong value system that supports the city's and the directorate's vision. The Directorate also conducted a service delivery diagnostic tool to determine the community's perceptions of the organisation; satisfaction levels in terms of service delivery; the partnership relationship and an understanding of current community expectations. The outcome indicated that the community's perception of members of the municipal police was that they were aggressive in behaviour and abused their powers.

The diagnostic tool further confirmed that the municipal police are quicker in responding to reported incidents than the national police service. Community expectations increased with society expecting a greater emphasis on the municipal police to continue to focus on crime prevention. What the community failed to understand was that crime prevention is one of three functions within the area of responsibility of the municipal police.

4.5 Conclusion

Against the background that is described above, the conclusion is that the current situation of the Cape Town City Police Services (now Cape Town Metropolitan Police Department) is not sustainable. This is the result of a variety of aspects (as described above) include the lack of adequate financial resources; inadequate human resources; absence of a human resource strategy that is supportive of a policing environment; fragmented organisational structure, practices and policies that are not user friendly to policing organisations and the need for effective and efficient integration and co-ordination of people, systems, processes and technology.

CHAPTER 5

MODEL FOR SUSTAINABLE GOVERNANCE

5.1 Introduction

The theory linkages between Chapters 2, 3 and 4 provide the basis for assessing the recurring patterns and consistent regularities of good governance and sustainability. The perspectives of the case study provide an understanding of the uniqueness of police organisations, in particular metropolitan policing. The analysis is based on sustainable governance and systematically assesses the impact of integration. The following themes appear consistently in Chapter 3 and Chapter 4, namely that transformation occurred through integration and technology. It is within the context of good governance and sustainability that the themes are being portrayed.

Application of the strategies discussed in Chapter 2 will position metropolitan policing much better to deal with the dynamic, challenging environment in which it operates. It will also ensure that sustainability is achieved with regard to how such organisations approach day-to-day policing activities. The key elements of the literature study (Chapter 2) are found in the concept of sustainability and good governance, consolidated through the interconnectedness between the two concepts. It is within the interpretation of sustainability that emphasis is given to very important theories, inclusive of co-ordination and integration.

It is only through the application of strategies that encourage transformation that metropolitan policing will be sustained. The case studies in Chapters 3 and 4 present lessons learned and best practices towards building sustainability in terms of the consistent themes. Emphasis is placed on the principles of service delivery through the concept of good governance. The characteristics of good governance principles for sustainability are of utmost importance to improve 'quality of life' for all.

Good governance linkages are directed towards co-ordination of all resources in integration as a key concept towards effective and efficient processes. It determines a

policy approach to ensure that policy outcomes are achieved. The active learning obtained from case studies remains a valuable process for young, developing and learning organisations. The policing environment faces many challenges due to the dynamic elements shaping its existence. The case studies provide insight into how police organisations can meet service delivery outcomes.

The case study on integrated policing in the Republic of China consolidates the importance of technology in integrating and co-ordinating the functions of different role-players or stakeholders. The concept focuses on centralisation as a mechanism to ensure co-ordination from a single point, such as an operational room.

The case study serves as a benchmark on the basis of the integration of different functions in policing having been addressed through technological, managerial and leadership sustainability. The implication thereof is that the linkage between the organisational environment, management and technology is acknowledged as an aspect of achieving sustainability. It offers an evidence-based process of the policy approach to integration.

The case study can be applied to police organisations that are challenged to integrate functions to achieve sustainable results and enhance sustainable decision making to ensure that sustainable governance is achieved. However, although China, as a country, may take the lead on a technologically advanced basis, they do not provide the South African metropolitan police services with a learning experience insofar as it relates to application of democratic principles in policing as China remains a one-party government under communist rule.

Against the above background the researcher argues that one takes that which adds value and may lead to further innovation or improvement from any learning experience and discards anything that may not have value at that particular time. China can learn from South Africa's newly found democracy and we can learn from their advanced technological applications in police organisations.

5.2 Understanding the good governance and sustainability challenge

Cloete's (2004, p. 241) definition of sustainability (presented in Chapter 2), as   the "overall capacity of an organisation to deliver such services and adapt to changing circumstances over an extended period of time, maintaining and improving the service concerned" is a very accurate description. The definition, by implication, requires that organisations respond and be assessed as a whole. The same author argues that an interconnectedness exist between sustainability and governance. "Sustainability in governance is the durability of service of a required level of quality over an extended period". To this end, Cloete defined the principles of good governance within a sustainability context.

The New York Police Department (NYPD) case study recorded in Chapter 3, basically serves as a support to Cloete's interpretation. The NYPD's response to the problem situation in the department is the most practical example of the linkage between sustainability and good governance. The department identified the challenge, namely to transform the culture within the department and reposition towards a high performance organisation. To achieve the latter, they systematically dealt with the issues. Their response involved a holistic, integrated approach that encompassed a variety of aspects.

To this end, it is argued that the NYPD experience provides a framework for how to facilitate transformation, create good governance and achieve sustainability. The steps can be summarised as: accurate problem identification/ analysis; development of a sustainable integrated strategy (institutional, managerial, leadership and organisational capacity issues are addressed); development of new policies that supports the transformation process; re-engineering of organisational systems to support the transformation; integration of technology as support system; governance network approach: inclusion of other stakeholders, e.g. unions; monitoring, feedback and evaluation.

Against such a background, sustainability was achieved. The process was integrated, dealing with various aspects of the organisation. Over a period of time the organisation should be in a position to assess the impact of the transformation in terms of capacity to

render the required service, while at the same time continuously improving such services.

5.3 Linking culture, integration and technology with good governance and sustainability

Metropolitan policing services, as indicated previously, have the advantage of building new police organisations against a background of lessons learned by other similar departments, both at the international and national level. Accordingly, it is argued that South African Metropolitan Police Departments do not necessarily have to repeat the mistakes of their counterparts. They have the opportunity to become more pro-active in their approach to building the foundations for sustainability in such organisations.

Culture

Chapter 2 places emphasis on key aspects that directly or indirectly influence our response to facilitating transformation according to problem identification. Firstly, culture as a specific perspective, creates the basis to understand how the organisation and individuals respond; how they go about dealing with their daily responsibilities; what patterns, beliefs, traditions or specific ways of doing things are being followed; how the organisation is structured and the openness or readiness to embrace change. Secondly, within the cultural perspective is the challenge of institutional, managerial and leadership sustainability. It sets the trend for high performance organisations.

The authors Robbins and Barnwell (2002, p. 382) have stressed that culture

> *… requires that an organisation's…, strategy, environment and technology be aligned to meet the organisation's goals. The successful organisation will achieve a good external fit – its culture will conform to its strategy and environment … and internal fit, with culture properly matched to technology.*

The case study dealing with the Directorate: City Police Services in South Africa presents a culture defined by a high division of labour (various forms of specialisation exist and there is a high level of fragmentation). The sub-culture weakens the capacity of

the organisation to respond effectively to integration. A high level of formalisation exists (different procedures; an environment regulated by procedures, rules and regulations).

There is also the level of compliance in terms of executing the constitutional mandate concerning the attitude and behaviour of members in execution of their functions, how members are being perceived by the community they serve and the capacity to render the required service. The organisation's established business plan (strategy), the existing culture and the lack of specific technological support do not provide the "fit" mentioned by Robbins and Barnwell (2002, p. 382).

The NYPD case study again serves as a benchmark for how to change towards a sustainable culture. In dealing with the managerial and leadership challenge, the NYPD focused on improving supervision at specific levels within the organisation. They also improved the recruitment and selection process, by raising the admission standards. This step was understood to ensure that the right person was appointed for the 'right' position.

The aspects of managerial and leadership sustainability becomes important for achieving durability. The definition of managerial sustainability, as argued by Cloete, (2004, p. 118), is relevant in this assessment. The author emphasises that managerial sustainability means strong and committed leadership and includes effective and efficient policy implementation, monitoring, review and a strong value system.

Cloete (2004, p. 401) provides a very clear interpretation of sustainable leadership, stating that it also means that a public manager must be able to recognise the special responsibilities of leadership. The same author emphasises that certain leadership principles exist, in particular in relation to complex organisations and that flexibility and adaptability are prerequisites for sustainable leadership. It is in assessing the Directorate City Police Services that one can argue that there is a need to strengthen the managerial and leadership capacity.

The case study also suggests that the value–system of the organisation needs to be revisited; policy implementation improved through better monitoring at middle management level. The FDLE case study facilitates understanding of a sustainable value system. It emphasises service, integrity, respect and quality. The NYPD case study also supports the notion of building sustainability through implementation of value systems. The focus was on the values of integrity and respect as the foundation of the transformation towards the desired state.

New Governance relationship

The new governance relationship as defined by Cloete (2004, p. 455) (illustrated in Figure 1.2) has relevance for metropolitan police organisations in a local government environment. It requires continuous interaction with the external and internal environments. The interconnectedness will result in metropolitan police organisations giving due consideration to their interaction with the South African Police Services (SAPS), the Department of Safety and Security at provincial level, the Department of Transport at provincial level, et cetera. These departments represent the national sphere of the State and their policies, strategies and available resources to support policing, forms an integral part of what shapes the outputs of metropolitan policing.

Integration

The theory referred to in Chapter 2 and the case studies recorded in Chapter 3 leads to understanding that integration involves people, processes, systems and technology. There is a clear interconnectedness; integration of one should include integration of the other. It is also within the context of integration, in the integrating link between people, process, systems and technology that co-ordination finds a foothold.

People, process, systems and strategy

Firstly, Integration will call for an intense analysis of the capacity. Batley and Larbi (2004, pp. 18-20) have described capacity as "the ability to perform appropriate functions effectively, efficiently and sustainably. Capacity is the factor that explains human performance within a given organisational framework and institutional environment". They (2004, p. 18) classify three levels of analysis as capacity, firstly *internal organisation*:

- human resources, skills and incentive systems;

- organisational and administrative arrangement including decision making and control structures, procedures, authority relations, the distribution of functions and responsibilities, management style and leadership;

- the organisation's equipment, capital and financial resources.

Secondly, the authors identify the *internal co-ordination* arrangements "within the network of organisations that together perform a task: are their roles, the flow of decisions and finance clear or contradictory?" (Batley & Larbi, 2004, p. 18). Thirdly, the authors emphasise that the "wider *institutional environment* and how it affects (enables or constrains) the mobilisation and deployment of personnel and organisational capacity." The authors included the

> *…immediate institutional context, such as civil service rules and regulations and the way political control is exercised over public administration; the broader context: the state of macro-economy, the strength of civil society and the private sector, the stability of the political system, technological change, the legal framework and its enforcement.* (Batley & Larbi, 2004, pp. 18-19)

It is clear that these authors focus on the fact that capacity has a major impact on sustainability. They argue that the department will "have to adopt organizational arrangements and skills to changing institutional environments, for example "technologies". The authors refer to this aspect as 'adaptive capacity'. The capacity analysis indicated below is an important aspect for preparation towards the implementation of sustainable governance.

The implication of the above-mentioned analysis (Figure 5.1) for metropolitan police organisations is that people-orientated approaches to building sustainability should be followed. It has interconnectedness to policy processes and broader institutional arrangements.

The NYPD experience captures the essence of integration through linking people, policy, systems and technology. They formulated skills development opportunities to facilitate the transformation process; new policies were adopted in accordance with the re-organisation; human resource management systems were set up to improve the management of discipline; and technological support was implemented to facilitate the co-ordination, monitoring and review and create a stronger sense of accountability. It is this type of repositioning that may assist the Directorate City Police Services (now Cape Town Metropolitan Police Department) to improve the internal organisation. The diagram in Figure 5.1 emphasises the elements of a capacity framework and the relevance thereof to organisations.

Figure 5.1: A Framework for analysing capacity

Figure 1.1 A framework for analyzing capacity
*Source*: Larbi, 1998a:164.
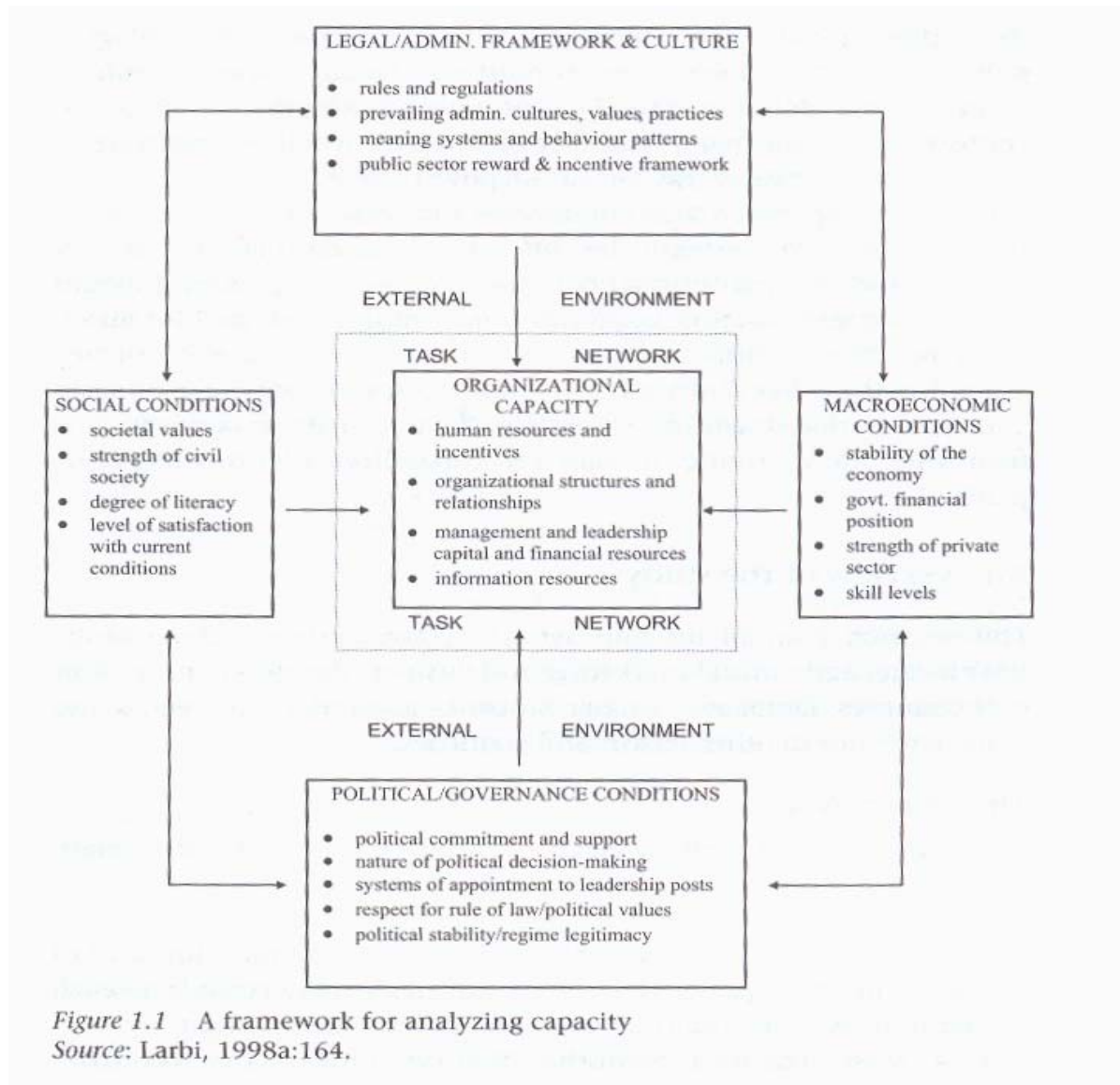
Source: Batley, R. & Larbi, G. (2004, p. 19).

The *integrated policy process* establishes the basis for facilitating integration. The diagram below (Figure 2.3) and case study references in Chapter 2 and Chapter 3 form the basis. The best representation is found in the NYPD case study. The transformation process embarked upon in New York captures elements of an integrated policy management process. This is found in the steps that were followed, namely gathering of information through a cultural diagnostic tool; problem identification; development of a

sustainable strategy with clearly defined objectives; integration of a value-system, human resource aspects, technology, specific organisational systems, sustainable leadership and sustainable management; implementation and monitoring and review. The integrated policy management process (Figure 2.3) will also assist metropolitan police departments to establish a strong basis in formulating policy. It will assist in the integration of operational activities between different policing services or the formulation of an operational policy approach to address specific issues.

Figure 2.3:   Integrated Policy Management Process
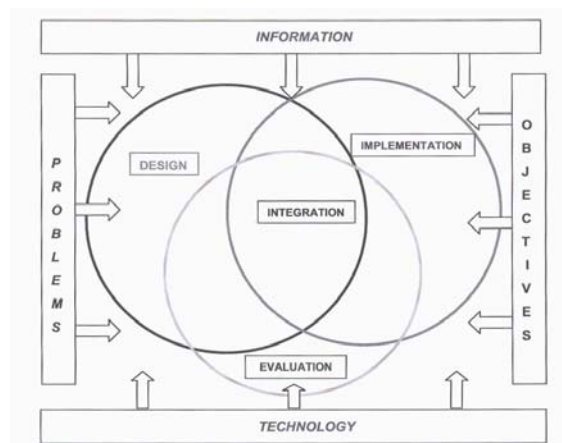
Source: Cloete, F. (2003, p. 21).

Technology

Technology features as a consistent theme throughout the theory and case studies in Chapters 2, 3 and 4. Cloete & Needlam (2002, p. 5) argue that, in theory, "with the press of a button, you can print the map and other relevant information…". This viewpoint provides a simplistic understanding, firstly, of the relevance of technology as support tool and secondly of the impact thereof on daily activities. It is indeed, as previously stated, this type of support that police organisations need for working smarter.

All the international case studies have the consistent theme of technological support. It is portrayed in each case study within a different context, providing the researcher with an immediate link. In the FDLE case study, technology is applied to sustain the operating

culture of the core function of the department, namely crime prevention. The department faced the key challenge of combating drug transportation and distribution into the United States of America. The manner in which they portrayed the technological support is based on *co-ordination.* The latter is sustained through support of a "web-based database compatible with web-based technology and a shared network that serves as a communication mechanism to over 600 criminal justice sites". (Schanick, 2001. Draft Internal Information note. Official visit: Western Cape delegation: 17 March 2001 to 27 March 2001: USA: Tallahassee, Miami, Washington DC, New York).

It is this technology that improved the capacity of police to render a specific required service over a period of time.

The Tallahassee Police Department has a history of more than a century in policing. Their focus is on improving 'quality of life' and applying a problem-solving approach to neighbourhood problems. Technology supports and ensures sustainability of service delivery, through a geographical information system (GIS). There is a similarity with the South African case study, namely that the Tallahassee Police Department also used manual 'pin-mapping', but moved away to technology support.

The Tallahassee Police Department also applied technology as a control measure, to improve service delivery and supervision. The technology ensures that an automated vehicle locator identifies operational units according to location and time. It is a system that supports both the internal organisational aspects and the external focus. In the South African case study, where vehicle log-books have not been properly kept, the operating culture can change and become more sustainable through the use of technological support, This means that the department will improve service delivery over a period of time when able to respond more effectively, as reported incidents will be channelled to the vehicle in closest proximity to the incident. Accountability will improve with a better control system in place and it will also be more cost-effective.

The Chinese case study sets the standard for integrated functions (supported by technology) whereby different sections of a police department function under centralised command. Integration of systems and functions are co-ordinated through a control room

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supported by highly modernised technology. This case study succeeds to integrate people (three different sections), processes, systems and technology. The latter serves as co-ordinating mechanism.

It is the application of the China case study in terms of the co-ordinating mechanism that is of relevance to the South African experience. Such a system will provide sustainability. Sustainability can be achieved through integration of the different functions of the different uniformed services, linking similarities in the functions and clear identification of specialisation and where such belong; identification of the legislative mandate linked to specific functions and who the primary stakeholder is; aligning resource deployment according to a sustainable deployment strategy; application of the control-room concept supported by technology that enhances implementation of functional integration; centralised supervision at control-room level (similar to the China concept, a single authority to co-ordinate and supervise all three uniformed sections).

Dalal-Clayton and Bass (2002, p. 49**),** also argue the importance of a support mechanism to facilitate co-ordination. They stress the importance of ongoing support for continuous improvement.

5.4 Towards a preferred model for sustainable governance

The study clearly emphasises the critical importance of applying technology to achieve sustainability. However, it remains relevant that the study also stresses the importance of the link between the three crucial factors in any organisation: people, technology and process. The interconnectedness is obvious and organisational sustainability cannot be achieved without embracing these three factors.

An organisation cannot implement co-ordination processes, integration of functions, et cetera, if other factors like the strategic sustainability aspects of vision, mission and objectives, complemented by the guiding integrated HR strategy and a technology plan are not defined. Effective and efficient co-ordination is subject to integration. The emphasis is on a holistic approach, not integration of a few systems or functions or processes, but integration of people, process and systems.

To this end, a preferred model for metropolitan policing should consist of the elements presented in the following figure:

Figure 5.2:   A Sustainable Governance model for metropolitan policing
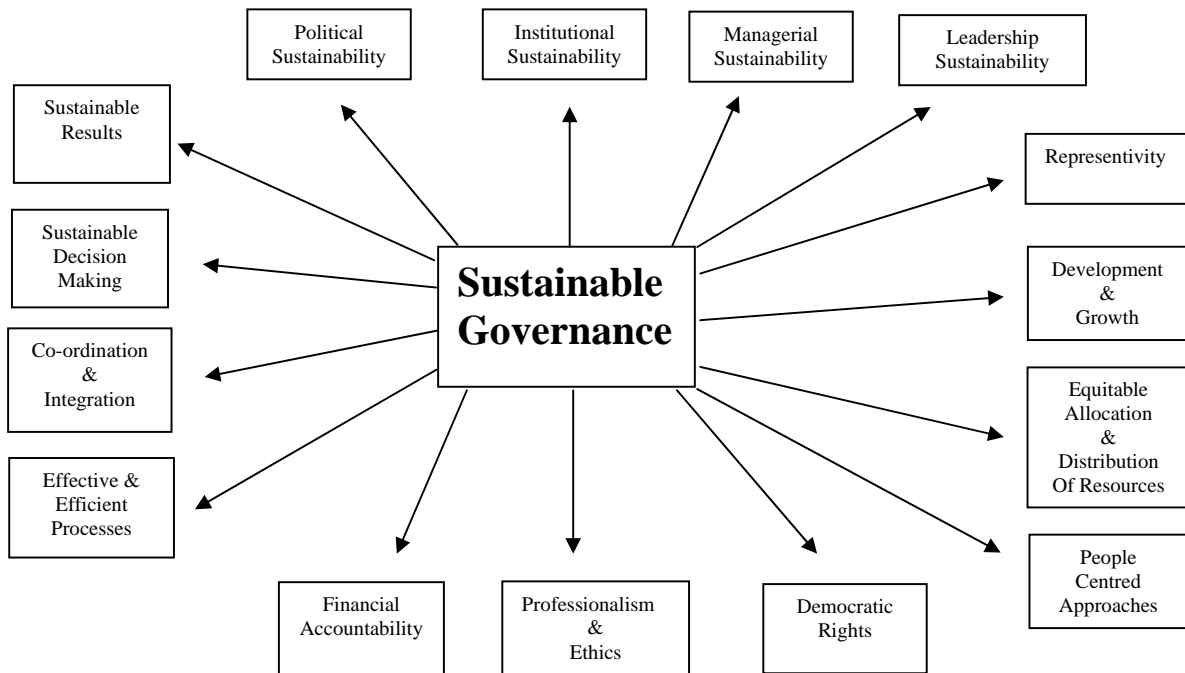
5.4.1   Practical implications of the sustainable governance model

The researcher believes that the preferred model can serve as a response to the research problem. The model includes key aspects which are all interconnected. It is this interconnectedness that paves the way towards a more integrated and co-ordinated approach.

The impact of such a model should be that metropolitan police organisations benefit in terms of transformation towards a high performance organisation in touch with modern-day challenges; in terms of the capacity to render the required service now and in future (improving continuously) and ensuring quality of life to the community they serve;

effective and efficient co-ordination of people, in terms of processes and systems through an integrated approach by means of technology; achieving good governance by building on the foundation of strong value-systems; and in terms of achieving sustainable results through monitoring and evaluation and encouraging accountability.

The link between metropolitan police organisations in terms of compliance to national policing standards by implication requires that consideration is given to the relations with the national police service. The importance of sustainable relations between networks becomes imperative.

5.4. 2 Dimensions for sustainable governance

The research and theory clearly emphasise the necessity for organisations to respond as a whole to the sustainability and good governance challenge. Integration and co-ordination become central aspects in the consolidation of activities, policies and strategies of an organisation. This breaks down fragmented or old traditional approaches to modern-day challenges. To achieve sustainable governance requires repositioning of the organisation as a whole, while taking cognisance of the following:

- The organisational vision, mission and value system that gives substance to sustainability and good governance;
- A code of conduct for police organisations;
- Sustainable strategy to achieve high performance;
- Objectives and targets that meet sustainable requirements;
- Sustainable leadership; understanding of how to lead in complex systems, having a clear vision of where the organisation is to be in future;
- A sustainable human resource management strategy to ensure that the organisation's objectives are met;
- An information technology plan that is linked to the institutional plan to ensure sustainable transformation;
- Performance management.

5.4.3 Sustainable integrated human resource strategy

The importance of a sustainable resource strategy as a response to 21st century challenges in police organisations is seen in the act that it has become a cornerstone of organisational prosperity. The emphasis is on the reality that integration and co-ordination should take place under circumstances where organisations have a sustainable, integrated human resource management strategy. Such a strategy will facilitate the organisation's readiness towards transformation and enhance the implementation process.

According to Grobler et al. (2002, p. 633), an integrated human resource strategy, *inter alia*, involve the key aspects of employee demographics; employee skills levels; productivity; the potential of employees; contentment of employees; management competence; employee levels; organisational climate/culture; organisational structure; quality of work life; absenteeism trends; turnover levels; job analysis and job design; cost-benefit of human resource programmes; and evaluation of management.

The integrated human resource strategy, again according to Grobler et al. (2002, p. 633), links the corporate mission, external environment, internal environment, human resource management function, other organisational functions, strategic human resource planning, alternative human resource strategies, corporate strategies, alternative competitive strategies, strategic financial planning, functional areas, functional strategies, business units, strength and weaknesses, control, evaluation and review.

The implication of such a strategy for metropolitan police departments will be that the organisation is placed in a position of strength when transformation is embarked on to address issues such as integration. The strategy is inclusive of key areas relevant to the re-organisation of systems and people. Metropolitan police departments are not necessarily adequately positioned to respond to transformation effectively, due either to the absence of sustainable human resource strategies or because available strategies do not enhance the particular policing environment and are more applicable to a civilian section.

5.4.4 Sustainable strategic decision-making

Dalal-Clayton and Bass (2002, pp. 253-254) emphasise the importance of strategic decision making. The need is for a sustainable strategic approach defined within the context of "strategic vision, strategic objectives, targets, triggers ('commitments to take action at a specific future date'), action plans and institutional plan" to becomes the basis for achieving any level of policy integration and co-ordination.

Metropolitan police organisations should ensure that vision - and mission statements, as well as value-systems – become the strategic foundation on which organisations are operating. Any policy, framework, sustainable strategies, strategic objectives, targets and future planning are set against the vision and mission statement and value-system.

The decisions taken should be of such a nature that not only immediate benefits, but also future impact can be achieved. Future generations should benefit from a decision, if not, such a decision is not sustainable. Accordingly, the support of technology to assist and facilitate processes that will enhance decision making should not be under estimated.

5.4.5 Developmental aspects

The relevance of people-centred approaches within a developmental framework remains an aspect of utmost importance for policing agencies operating in the third sphere of government. Service-delivery approaches that result from a participative, consultative and people-friendly basis are a legislative requirement for Municipalities. The Local Government Systems Act (Act No. 32 of 2000) sets the scene for municipal responses to good government principles and processes.

5.4.6 Sustainable relations networks

The relationship between the SAPS and metropolitan police services still presents a challenge. It is this relationship that may directly and indirectly influence aspects of sustainable governance; the relationship impacts directly on integration and co-ordination, due to the legislative requirements of policing standards.

 It is argued that interaction between metropolitan police and the national police services should be based on elements of sustainable governance. Key factors to consider include: legitimacy – there has to be a legal base as foundation for the relationship; there must be a mechanism to address conflict; management of complexity; achieving sustainability; a consultative approach; integration of functions; co-ordination of activities; consolidation of governance approaches through accountability, predictability, transparency, participation, sustainable leadership, adaptability, and operational effectiveness.

This means that, if the metropolitan police department implements integration and co-ordination through the support mechanism of a control-room, the national police service becomes a stakeholder. The power relationship firstly will have to be understood (requiring analysis), responded to (managed) and dealt with in a co-operative manner.

The vision of metropolitan police integration and co-ordination of the Western Cape's MEC for Community Safety is based on "full integration of metropolitan police structure, command and control within the national police service". Co-ordination becomes the pillar to consolidate the integration process.

The MEC for Community Safety of the Western Cape emphasizes a model for Metropolitan Policing that integrates holism of services: formation of a single policing model with centralised command and control from National to Provincial, with local needs and priorities included. Among key features of such a single policing model for integrating the Metropolitan Police functions into the National Police should be the necessity to maintain the degree of specialisation, namely the function of traffic policing.

Integrated deployment whereby clear lines of responsibility are emphasized should be another key priority of such a model. Analysis of the area of deployment is critical for co-ordination purposes as it poses the question of how integration will take place. Should it comprise the same challenge to create one public service whereby it does not become necessary for one sphere of government to have members resigning to take up a position in another sphere of government? There is a need for some degree of deployment within the context of one public service.

The Western Cape MEC for Community Safety further argues that co-ordination must be led at national level; command and control led by the Provincial Commissioner. Analysis of personnel deployment in areas, appropriate location of managers and appropriate skills should be explored. An assessment of the state of readiness for an integrated model should be undertaken to determine its feasibility with regard to delivering a required service.

The challenge within the context of integration and co-ordination remains the aspect of relationship management. This involves how to manage the transition, identification of role players within such a transition and, from both the SAPS and the Metropolitan Police, an understanding of what the agenda is. Integration means services seen as 'one'.

(Scharnick, (2005). [Unstructured interview with Minister L Ramatlakane, MEC for Community Safety: Western Cape].19 September 2005).

Levy and Tapscott (2001, p. 258) emphasise the Constitutional aspects of each sphere of government, namely:

"*distinctive* – one sphere distinguishable from the other in powers … and in their execution. Particular public interests are best served by the respective spheres; *interdependent* - the degree to which one sphere depends upon another for proper fulfillment of constitutional functions;

interrelated:- the duty of each sphere to 'co-operate with one another in mutual trust and good faith' for the greater good of the country as a whole".

The intergovernmental relationship between the Metropolitan Police and the SAPS remains a challenging aspect in the midst of dramatic future changes for the country's law enforcement agencies as the review of the South African Police Services Act (Act No. 68 of 1995) is currently taking place.

5.5 Conclusion

Sustainability and good governance remain concepts that play a pivotal role in how organisations shape themselves and how service delivery is dealt with. Through the concept of good governance, emphasis is placed on the principle of service delivery. The characteristics of good governance principles for sustainability are of utmost importance to improve quality of life for all. The key elements from the literature study are found in the concepts of sustainability and good governance, consolidated through the interconnectedness between the two concepts. It is within the interpretation of sustainability that emphasis is given to very important theories, inclusive of co-ordination and integration.

Police organisations have the exceptional responsibility to instil respect for the rule of law within a democratic society. Van der Molen, van Rooyen and Van Wyk, (2004, pp. 156-157) emphasise that

> *the greatest management challenge for police managers in the 21st century is to develop extraordinary organisations… they need to create learning organisations that thrive on change … . The police manager of the 21st century will have to handle … centralised political control and oversight against the extreme decentralising of service delivery.*

The proposed sustainable governance model guides metropolitan police departments towards crucial elements that will assist in growing the organisation into a high performance organisation. The following elements provide the basis for sustainable governance:

- *Financial accountability:* prior to the establishment of metropolitan police departments, municipalities have to ensure that adequate financial support is available to sustain the services in terms of future capital and operating costs. After establishment, metropolitan police departments must ensure that proper

processes and systems are in place to enhance financial management, accountability and compliance to legislative requirements;

- *Political sustainability:* Metropolitan police departments operate in an environment that is very close to the body politic, therefore there is constant exposure to the dynamics of the political environment at local government level and the legislative area of operation in terms of policing. A good governance approach will require metropolitan police departments to develop an understanding of the political environment and how it may impact on the strategic approach of the department. Secondly, the departments should have a clear understanding of the scope of their legislative mandate and authority (where does it start and where does it end). Thirdly, they need to be able to exercise the policing mandate within their constitutional and legislative ambit. Fourthly, interaction with the required committees at municipal level on a basis of mutual respect and understanding of the boundaries that requires regulation is necessary.

- *Institutional Sustainability:* Develop a learning organisation where people can benefit from lessons learnt and from best practices. Develop a good governance culture: vision, mission, values, policies, systems; achieving results by design; technology should facilitate the development of a strong, positive culture in the work environment. The strategy and structure of the department is important and is linked to the capacity of the department.

- *Managerial Sustainability*: policy implementation, monitoring and review; what outcomes are achieved and how it "improves the quality of life and addresses the needs of the community"; problem-solving techniques; ethical systems; performance management; communication on both internal and external levels – what are the perceptions and beliefs held by the community about the organisation – what are the "perceptions and beliefs of the employees?"; management of stakeholder relations. It is all about keeping the organisation together and ensuring that desired outcomes are achieved in a manner that will benefit the future generations.

- *Leadership Sustainability:* This is a focus on the leadership activities, understanding that leadership is present "in all levels of the organisation". It requires understanding of the organisation, the people within the organisation and those outside of the organisation. What type of leadership will be required? How will leadership be exercised in times of complexity? What decisions needs to be taken? How will the decisions be taken? How will the decisions be communicated and implemented? Will the manner in which the leadership is exercised inspire and create support towards the "organisational vision", facilitate implementation and achieve the desired outcomes? Will future generations benefit from the manner in which leadership was exercised? Will the organisation be sustainable?

- *Representivity*: Questions asked in this regard include: *Does the* profile of the *organisation reflect the changing society*? How is diversity managed? How does the organisation embrace the aspects of multiculturalism? Are the organisation's policies and service delivery approaches representative of the broader needs from gender, cultural and other perspectives? How inclusive is representivity in the various spheres of the organisation?

- *Development and Growth*: Due to the nature of the work, police organisations are dependent on, firstly, the continuous development of personnel and, secondly, the growth of the organisation. An integrated human resource strategy should form the basis for achieving development and growth.

- *Equitable allocation and distribution of resources:* This is one of the crucial challenges that municipal police organisations face on a daily basis. It is necessary to define the strategy and decide questions such as; What should be the informants for equitable allocation and distribution of resources at municipal policing level? How will equitable allocation and distribution of resources improve the "quality of life and address the needs of the community"? What are the external needs and expectations of the community; how can the organisation meet the service delivery requirement? What are the legislative requirements? What are the stakeholder requirements (what inputs will the South African Police Services make as the leading policing authority? What informants will facilitate

their inputs? Crime statistics, current policing deployment and other resources in a particular area all form part of the key informants). Have technological problem-solving approaches been applied to provide a simulation of the proposed equitable allocation and distribution of resources? This should not be a decision made at random by a particular person of influence at a particular moment.

- *People-Centred Approaches*: The integrated human resource strategy and Information Technology plan should form part of the organisational strategy. This will ensure that the internal elements are linked. A service delivery charter should be considered to facilitate both internal and external understanding of the commitment to render a people-centred service. From an internal perspective, the needs of the personnel are most important, e.g.: Do they feel valued? What are their needs? Secondly, the needs of the organisation must be considered (Are the vision, mission and values properly understood and owned by all in the organization?). Thirdly, it must be decided how the employee and organisational needs are integrated into a people-centred approach. Steps to be followed are as follows: Step 1: Gather information (diagnostic tool); Step 2: Problem identification; Step 3: Define the approach that will be followed based on the problem identification; Step 4: Set objectives; Step 5: Technology support; Step 6: Integration of the different approaches identified; Step 7: Implementation; Step 8: Monitoring and Review.

- *Democratic Rights, Professionalism and Ethics:* Policing in a democracy requires that those who exercise such powers do so within the ambit of the constitution and the relevant legislation. Such powers are to be exercised with integrity. Firstly, implementation of specific programmes to enhance the skills of members is very important. Secondly, the internal organisational policies and systems should facilitate and uphold the process (What systems exist to render support? What incentives are available? What systems exist to monitor problem areas? How is the discipline managed and what systems are available?). The community must also be considered and questions to be asked include: What role does the community play? Is the organisation accessible to those who want to report non-compliance? Does it meet the needs of the community? How is the organisation perceived? Do the uniform and other equipment e.g. vehicles

provide for professional image and what is the level of service delivery that is rendered?

- *Effective and Efficient Processes:* A proper policy process should be followed. To this end the integrated policy process (Figure 2.3), the continuous improvement approach (Figure 2.5), the integrated performance management process (Figure 2.7), human resource strategy and policy (Figure 2.10), framework for an implementation support facility (Figure 2.11), aspects of capacity (Table 2.1) and elements of a sustainable strategy (Table 2.2) serve as a basis to develop, implement and monitor the policy cycle.

- *Co-ordination and Integration*: The framework for an implementation support facility (Figure 2.11) serves as a guide to implement co-ordination and integration.

- *Sustainable Decision-making:* Stead and Stead (2004, pp. 130-141) emphasise the importance of quality in strategic decision making and argue that it should improve "quality of service, quality of work, quality of life". When decisions are taken, it should be to the benefit of the present and the future generation. Therefore it is important that technology support be utilised to provide adequate information to facilitate sustainable decision making.

- *Sustainable Results:* This can only be obtained by design, which means that a proper policy process should be followed to achieve the desired results. All the other facets of the sustainable governance framework contribute in one way or the other towards achieving sustainable results. It becomes evidence-based results. It implies that the results achieved through effective and efficient policy implementation, et cetera, can be sustained over a period of time. Both present and future generations will benefit.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

The research was conducted, firstly, to provide an understanding of what a sustainable governance model in metropolitan policing would entail; secondly, how functional integration can contribute towards such a model. The findings of the research confirmed that a sustainable governance model consists of various processes; each one interconnected to the other and not able to exist independently. Secondly the findings indicated that functional integration can contribute towards a sustainable governance model; that integration of functions will result in integration of people, process and systems, with technology support as the foundation; and that integration requires a co-ordinating mechanism to ensure continuous improvement, monitoring, evaluation and review. Technology support plays an important role.

6.1.2 Linking the research

Chapter 1 defined the scope of research for the proposed model for sustainable governance, which related to institutional sustainability, managerial and leadership sustainability, development and growth, people-centred approaches, co-ordination and integration, in relation to the research problem.

Chapter 2 linked process, people, technology and systems. The importance of non-financial values was re-emphasised. Sustainability and good governance requires a link between the vision, mission, value systems, organisational strategy, management, leadership, the human resources management processes and policies, implementation and evaluation. This informs the need to develop sustainable strategies. It is this need that also emphasises that transformation through integration and co-ordination links people, process and technology.

Chapter 3 emphasised the implementation process of good governance, through integration and co-ordination, with a strong commitment towards values and organisational systems to transform culture. The focus was on the role of technology in day-to-day policing. Modern organisations will have to embrace technology as a tool to improve responses in the quest to ensure quality of life. The interconnectedness between technology, people and the organisation is an aspect researched by many. It requires, from metropolitan police services, to shape organisational responses around the application of technology. The application of technology to enhance management decisions is a key to achieving sustainable outcomes. It requires an open-minded approach towards challenges that require modern-day solutions.

Technology remains the vehicle that can ensure that integration and co-ordination lead to sustainability. Technology remains a vital tool in preparing organisations to move towards sustainable governance. The necessity to ensure that capacity needs are linked to technological applications and dealt with in an integrated process is a reality. A simple example is that it has become necessary that computer literacy becomes an essential requirement for every police official, from constable to senior police manager.

To this end the link between people, process and technology requires transformation of the organisational culture. This instils values that sustain good governance practices.

Chapter 4 provided background to the challenges faced in metropolitan policing that impact on sustainability, namely the lack of adequate funding, relevant support systems, policies and practices. The emphasis shifts again to the need for integration and co-ordination of people, systems, process and technology to achieve good governance and sustainability.

Chapter 5 focused on the arguments drawn from Cloete, (2004, pp241-242) as proposed sustainable governance model for metropolitan policing, which stressed: political sustainability; institutional sustainability; managerial sustainability; leadership sustainability; representivity; development and growth; equitable allocation and distribution of resources; people-centred approaches; democratic rights; professionalism and ethics; financial accountability; effective and efficient processes; co-ordination and integration; sustainable decision making and sustainable results. This proposed model

serves as an over-arching framework to link people, process, systems and technology, which form the golden thread running through the research study to achieve sustainable good governance. This golden thread running through all the chapters is the reality of integration and co-ordination linking people, process, systems and technology for purposes of sustainable governance, as illustrated in Figure 6.1, below.

Figure 6.1:   The continuous cycle between people, process, systems and technology
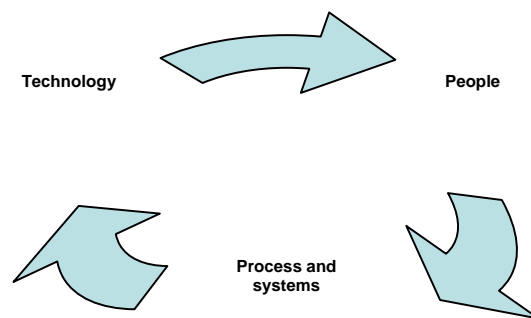
6.1.3   The implications of current national development: the issue of 'integration' versus 'command and control'

The South African public is confronted with the possibility of the integration of the Metropolitan Police Departments into the South African Police Services. Given that an amendment to the South African Police Act has to take place, it is also understood that such a step can either lead to 'full integration' or to 'command and control'. Both measures have implications for the proposed model.

Full integration would require integration of people, processes and systems, and technology. This means that the Metropolitan Police may have to adopt existing systems, processes and policies of the SAPS. The proposed model would not necessarily serve as a framework, as current SAPS frameworks would form the basis for consolidating integration.   However, to prepare for the transition into the SAPS, the

proposed model could become a vehicle to facilitate such a process. There is a need for a 'support facility' to strengthen integration and co-ordination processes. The proposed sustainable governance framework can serve such purpose.

The implication of 'command and control' by the SAPS may be that *operational* activities of the metropolitan police are being directed by the SAPS as the accountable body. It is argued that such a step will require delegation of powers from the National Commissioner to the provincial commissioners, to enable effective and efficient implementation of the 'command and control' principle. The *operational activities* of the metropolitan police will be directed, co-ordinated and evaluated by the SAPS, providing the latter more oversight and decision-making power on the operationalisation of metropolitan police organisations.

Implementation of the proposed framework can take place even if the SAPS exercise 'command and control' over metropolitan police. However, the following elements will require careful consideration, namely sustainable decision-making, effective and efficient processes, institutional sustainability, leadership sustainability, equitable allocation and distribution of resources, financial accountability. These elements of sustainable governance will have to be implemented in co-operation with key strategic aspects of the SAPS framework for 'command and control' to ensure that operational effectiveness is achieved. A simplistic example will be the element of financial sustainability. If 'command and control' resorts with the SAPS, the budget for operational expenditure will need to be discussed and agreed upon; clear parameters would have to be set and joint operational planning linked to financial implications be considered. Members of the Metropolitan police perform their functions under a different set of labour agreements than do those of the SAPS and the budget allocation is set by the municipality.

The elements of co-ordination and integration will be the foundation upon which the principle of 'command and control' is implemented and sustained. This could become the 'support mechanism' to hold, monitor, evaluate and review progress of the 'command and control' principle to ensure sustainability. This element is also crucial to support implementation of equitable allocation and distribution of resources, which will be one of the contentious issues that both SAPS and metropolitan police will face if a 'command and control' principle is implemented. Current resource allocation and

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distribution within a precinct, station area or sector will have to be re-evaluated and new measures taken to ensure that operational resources are deployed within the framework of the 'command and control principle. Given that the policy framework for how the SAPS will implement 'integration' or 'command and control' of the metropolitan police is not known, it is assumed that the principle of 'command and control' may facilitate improved service delivery, increase police visibility and response times and ensure sustainability over a period of time. The latter will impact directly on the quality of life of all people in South Africa and also upon their perception of public safety. To achieve this, the SAPS will have to be very precise in the policy framework for establishing the parameters for such a step.

6.2 Recommendations

Against the background presented in the preceding chapters, the following recommendation is made, namely that implementation of the preferred sustainable governance model be considered in metropolitan policing in the context of the elements of: financial accountability, institutional sustainability, managerial sustainability, leadership sustainability, representivity, development and growth, equitable allocation and distribution of resources, people centred approaches, democratic rights, professionalism and ethics, effective and efficient processes, co-ordination and integration, sustainable decision making, sustainable results and political sustainability.

And furthermore, that the *process* to facilitate the implementation of the preferred sustainable governance model be based on the following:

- Developing the strategic framework (Figure 2.8);
- Application of an integrated policy management process, which links people, process, systems and technology (Figure 2.3.);
- Application of the framework to analyse capacity (Figure 5.1);
- Development of an integrated human resource strategy and policies (Figure 2.10);
- Implementation of an integrated performance management process (Figure 2.7);

- Implementation of a support facility (Figure 2.11) to enhance integration and co-ordination;
- Continuous monitoring of improvement as defined in Figure 2.5.

And that, if the proposed model is tested against implementation of the concept 'command and control' principle, Paragraph 6.1.3 *supra* be taken into consideration.

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