

Declaration

I declare that the mini-dissertation entitled: *Evaluation of the re-introduced South African Police Service Railway Police Unit in the City of Tshwane Metropolitan Municipality* is my own work; and that all the sources that I have used or quoted have been referred to and acknowledged by means of complete references.

MKHACANI GODFREY MALULEKE

DATE: 06 May 2010

Dedication

This mini-dissertation is dedicated to my grandmother, *Fakazi Sophy N'wa-Salani Nabela*; her devotion to God and dedication to her grandchildren is incalculable. Her robust integrity right throughout her life has created an impeccable and lasting heritage for me to emulate.

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- ❖ Commissioner Venter, for his assistance with the motivation and assistance to conduct the research in the South African Police Service Railway Police Unit (SAPSRPU); and
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ABSTRACT

The study: *“Evaluation of the re-introduced South African Police Service Railway Police Unit in the City of Tshwane Metropolitan Municipality”* reflects on the significant developmental initiatives that have taken place in the rail environment as a result of the re-introduction of the South African Police Service Railway Police Unit (SAPSRPU). The research focused on the place and role of the SAPSRPU in the context of crime combating and prevention in the railway network of the City of Tshwane Metropolitan Municipality (CTMM).

South Africa entered a new era of transformation and democracy in the 1990s. The transformation of the security apparatus, in particular the South African Police (SAP), was aimed at creating a police service that would build a safe and secure environment for all the people in South Africa. The process of transformation in South Africa, especially the integration of the various police forces from authoritarian rule to a single integrated service, has been widely regarded as being successful and a model for other processes of security in the reform sector. However, the task of fulfilling the overall policing work has proved to be an overwhelming one, and several challenges still remain for the improvement of safety and security governance.

Up until 1986, law and order on the rail network in South Africa were provided by a special railway police, commonly known as the South African Railways Police Force (SARPF), which resorted under the control of the South African Transport Services (SATS), as it was then known. The SARPF was disbanded in 1986, and its members were integrated into the South African Police (SAP), which had a weird mandate and various roles, as its focus was to sustain the apartheid machinery.

The consequences of the decision to disband the SARPF were to have a hugely devastating effect on the rail commuters who were mainly black working class and poor citizens. Criminals from various notorious urban hotspots migrated to the rail environment; political violence also discovered a habitat in the rail commuter environment. The insecure conditions that rail commuters experienced on a daily

basis in the rail environment did not improve with the dawn of the democratic rule of the past 16 years.

The main aim of this study was to evaluate the place and role of the re-introduced SAPSRPU by analysing the impact since re-introduction of the SAPSRPU in the CTMM. The research focused on a study of the relevant legislation and transport policies in comparison to the safety and security of public components in the passenger rail environment. The research was conducted by means of the qualitative paradigm approach, with semi-structured interviews as the basis for collecting the required information on the identified research population of the elected commuter rail forum leadership and the SAPSRPU commanders in the CTMM.

Chapter 1 provides an orientation and background to the study about the railway police. Chapter 2 focuses on the place, key roles and functions, statutory frameworks and regulatory policies of the SAPSRPU. Chapter 3 focuses on the research methodology and the data analysis as regards the literature review and the roles and functions of the SAPSRPU. Chapter 4 covers the key findings of the research, while Chapter 5 covers the conclusions, limitations and recommendations made.

OPSOMMING

Die studie "Evaluation of the re-introduced South African Police Service Railway Police Unit (SAPSRPU) in the City of Tshwane Metropolitan Municipality" oorweeg die belangrike ontwikkelingsinisiatiewe op die gebied van die spoorweë as gevolg van die herinstelling van die Spoorweeenheid van die Suid-Afrikaanse Polisiediens. Die ondersoek het gekonsentreer op die plek en funksie van die SAPSRPU in die bestryding en voorkoming van misdaad in die spoorwegnetwerk van die Metropolitaanse Munisipaliteit Tshwane.

Suid-Afrika het in die 1990s 'n nuwe tydperk van transformasie en demokrasie binne gegaan. Die transformasie van die veiligheidsmag, veral van die Suid-Afrikaanse Polisie, het as doel gehad die skep van 'n polisiediens wat sou sorg vir 'n veilige en

beskermdede omgewing vir alle mense in Suid-Afrika. Die hervormingsproses in Suid-Afrika, en veral die transformasie van die verskillende polisiemagte van 'n outoritêre bewind na 'n enkele geïntegreerde diens, word alom as suksesvol en as 'n model vir ander sekuriteitsprosesse in die hervormingsektor beskou. Dit het egter geblyk dat die taak om die polisiewerk in sy totaliteit uit te voer oorweldigend was en daar bly nog verskeie uitdagings oor t.o.v. verbetering van die bestuur van veiligheid en sekerheid.

Tot 1986 het 'n spesiale spoorwegpolisiemag, algemeen bekend as die Suid-Afrikaanse Spoorwegpolisiemag, gesorg vir wet en orde op die spoorwegnetwerk in Suid-Afrika. Dit het onder die beheer van die Suid-Afrikaanse Vervoerdienste, soos dit geheet het, geval. Die Spoorweeenheid van die Suid-Afrikaanse Polisie diens is in 1986 ontbind en sy lede is by die Suid-Afrikaanse Polisie ingelyf, wat 'n ongewone opdrag en uiteenlopende funksies gehad het, aangesien dit gekonsentreer het op die instandhouding van die apartheidstelsel. Die besluit om die Suid-Afrikaanse Spoorwegpolisiemag te ontbind het 'n vernietigende uitwerking op die spoorwegpendelaars, wat hoofsaaklik swart werkerklas- en behoeftige mense was, gehad. Misdadigers van verskeie berugte stedelike probleemgebiede het na die spoorwegomgewing gemigreer en politieke geweld het ook hierheen uitgebrei. Die onveilige omstandighede wat pendelaars daagliks ervaar het in die spoorwegomgewing, het nie sedert die koms van die demokratiese bewind die afgelope 16 jaar verbeter nie.

Die hoofdoel van hierdie studie was om die plek en funksie van die heringestelde Spoorweeenheid van die Suid-Afrikaanse Polisie diens te beoordeel deur 'n ontleding van die effek van die eenheid sedert die herinstelling daarvan in die Metropolitaanse Munisipaliteit Tshwane. Die navorsing was toegespits op die bestudering van die toepaslike wetgewing en vervoerbeleid in vergelyking met die veiligheid en sekerheid van openbare komponente in die spoorwegpassasiersomgewing. Die ondersoek is gedoen deur middel van die kwalitatiewe-paradigma-benadering, met semi-gestruktureerde onderhoude as basis vir die versameling van die benodigde inligting oor die geïdentifiseerde populasie van die verkose leierskap van die spoorwegpendelaarsforum en van die

bevelvoerders van die Spoorwegeenheid van die Suid-Afrikaanse Polisie in die Metropolitaanse Munisipaliteit Tshwane.

Hoofstuk 1 verskaf 'n oriëntasie tot en agtergrond van die studie oor die spoorwegpolisie. Hoofstuk 2 spits die aandag toe op die plek, die sleutelfunksies, die statutêre raamwerk en die regulatoriese beleid van die Spoorwegeenheid van die Suid-Afrikaanse Polisie. Hoofstuk 3 konsentreer op die navorsingsmetodologie en die ontleding van data met betrekking tot die literatuuroorsig en die funksies van die Spoorwegeenheid van die Suid-Afrikaanse Polisie. In Hoofstuk 4 word die sleutelbevindings van die ondersoek gegee, terwyl Hoofstuk 5 die gevolgtrekkings, beperkings en aanbevelings dek.

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List of Acronyms

BaCSA	:	Business against Crime South Africa
BCOCC	:	Border Control Coordinating Committee
BTP	:	British Transport Police
CBD	:	Central Business District
CCTV	:	Closed Circuit Television Communication System
CJS	:	Criminal Justice System
CPF	:	Community Policing Forum
CTMM	:	City of Tshwane Metropolitan Municipality
DoT	:	Department of Transport
EUROPOL	:	European Police Office
FIFA	:	Federation Internationale de Football Association
ICT	:	International Criminal Tribunal
INTERPOL	:	International Criminal Police Organisation
IPTNs	:	Integrated Public Transport Networks
JOINTS	:	Joint Operational and Intelligence Structure
MTSF	:	Medium-Term Strategic Framework
NCCS	:	National Crime Combating Strategy
NCPS	:	National Crime Prevention Strategy
NPRP	:	National Passenger Rail Plan
NRCCF	:	National Rail Crime Combating Forum
PCASU	:	Policy and Advisory Services Unit
PRASA	:	Passenger Rail Agency of South Africa
PSIRA	:	Private Security Industry Regulatory Authority
RCAG	:	Rail Commuter Action Group
RSR	:	Railway Safety Regulator
RSA	:	Republic of South Africa
SADC	:	Southern African Development Community
SAP	:	South African Police
SAPS	:	South African Police Services
SAPSRPU	:	South African Police Services Railway Police Unit
SARCC	:	South African Rail Commuter Corporation
SARPF	:	South African Railways Police Force

SATS	:	South African Transport Services
TFR	:	Transnet Freight Rail
US	:	United States
USA	:	United States of America
UK	:	United Kingdom
VIP	:	Very Important Person
WCP	:	Western Cape Province

CHAPTER 1

ORIENTATION AND BACKGROUND

1.1. INTRODUCTION

Passenger rail services in South Africa have for decades been provided in the context of promoting the colonial supremacy, and later the apartheid spatial development planning. The apartheid spatial development planning ensured that settlements commonly known as townships, in which Black people were required to live in urban areas, were established far from urban centres where the job opportunities and other business interests were to be found (Stones, 2004:121).

The authority entrusted with the task of providing the passenger rail services was the South African Transport Services (SATS) established by the *South African Transport Services Act 65 of 1981* (De Villiers, 1986:12 – 13). This legislation provided for SATS to be managed according to business principles, whilst on the other hand providing social services in the form of the passenger rail services. The SATS Act did not provide for the definition of the meaning and application of the business principles. However, the SATS Act was enacted to provide also for the law and order within the railways through the establishment of the South African Railways Police Force (SARPF) under the control and accountability of SATS.

Until 1986 law and order on the long-distance passenger rail services and the rail commuter services was provided by special railway police, the SARPF. In 1986 the SARPF was disbanded and its members were transferred to the South African Police (SAP). The effect was that the control and accountability for law and order on the national railway network was transferred from the SATS to the SAP (De Villiers, 1986:13 - 14). The SAP did not create a dedicated unit within its approved structure and this lack of oversight and control led to the deterioration and neglect of policing on the railway network.

From 1986 to 1991 the SATS continued to operate long distance passenger rail services and rail commuter services in urban areas without proper, adequate and suitable passenger protection, safety and security provisions by the SAP (Stones, 2004:123). During 1989, and following upon the recommendation of the De Villiers Commission Report of 1986, the South African Government (hereafter called the

Government) decided to deregulate public transport services. In April 1990 Government established the South African Rail Commuter Corporation (SARCC) through the consolidation of the SATS assets, under the Department of Transport (DoT), to provide commuter rail services through the *Legal Succession to the South African Transport Services Act 9 of 1989*. The lack of adequate provision of sufficient safety and security by the SAP continued well after the creation of the SARCC.

Since the decision to incorporate the SARPF into the SAP created a vacuum in terms of the safety and security provisions, the rail environment was transformed into a haven for criminal activities, political violence and other horrendous acts of violence. These atrocious activities were perpetrated on defenceless rail passengers and continued throughout the transition period of the 1990s and into the democratic order (from 1994) (Stones, 2004:123 -124).

The country seemed to be pre-occupied by other priorities and continued to neglect the prestigious railway assets of the State which played a pivotal role in the economic wellbeing of the country and the Southern African Development Community (SADC) region.

The historic transition of the 1990s from apartheid to democratic rule, which resulted in the holding of the first democratic election in 1994, changed the way policing was perceived and executed in South Africa. However, the rail environment was to wait for a further eight years to enjoy such freedoms accorded to other sectors in terms of safety and security matters and provision. One important advancement in the safety and security environment occurred with the coming into operation of *the Interim Constitution Act 200 of 1993* on 27 April 1994.

The Interim Constitution Act 200 created the SAPS as an organ of state to protect, secure and deal with law and order in South Africa. The establishment of the SAPS resulted in the integration of the former SAP members and ten homeland police forces into single SAPS. While the Interim Constitution of 1993 formally recognised the creation of one police entity, considerable transformation work and integration initiatives had to be undertaken to bring about a fully effective and integrated police service to protect, secure and deal with law and order for all people in South Africa (Bruce and Neild, 2005:5 - 6).

The decision to re-introduce the South African Police Service Railway Police Unit (SAPSRPU) to work and deal with crime prevention in the railway environment was made possible after the High Court judgment (06 August 2001) between the Government and rail commuter groups from the Western Cape Province (WCP) was upheld by the Constitutional Court.

This case was lodged by the Rail Commuters Action Group (RCAG) on behalf of the rail commuters of the WCP (O'Regan, 2004:75). The case was held at the Constitutional Court on 17-18 August 2004 and the judgment passed on 26 November 2004. The Constitutional Court ordered that the responsibility and obligation for the provision of reasonable protection and security of rail passengers and commuters lies at all times with the Government. This obligation rests particularly with the SAPS in terms of Section 5 of the Transfer of the South African Railways Police Force to the *South African Police Act 83 of 1986* and is comprehensively endorsed in Chapter 6 of the *South African Police Service Act 68 of 1995* (O'Regan, 2004:76)

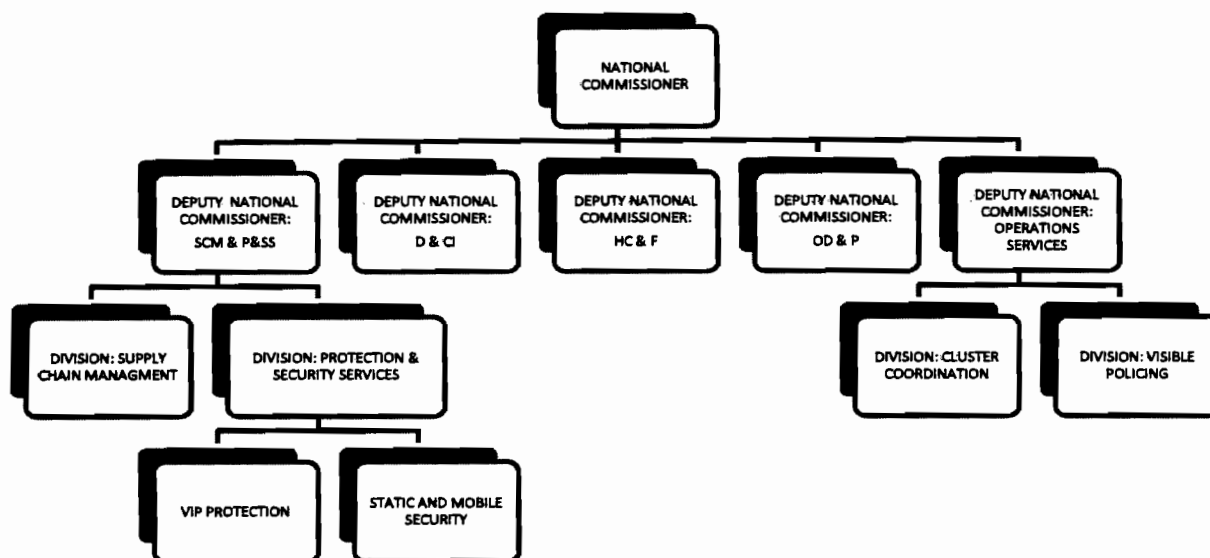
In terms of the *Constitution of the Republic of South Africa 1996* (hereafter referred to as the Constitution), the SAPS must be structured to function in the national, provincial and, where appropriate, local spheres of government. The national legislation must establish the powers and functions of the SAPS and must enable the police service to discharge its responsibilities effectively, taking into account the requirements of the Provinces. The objectives of the SAPS are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic of South Africa (RSA) and their property, and to uphold and enforce law (SAPS, 2009(b):19 - 21).

According to the SAPS (2009(a):13), the mandate of the SAPSRPU rests with the National Commissioner of the SAPS and the Unit was created in 2002 and formally rolled out by 2004. The SAPS decided to start with a pilot programme in the WCP and use the successes of the pilot programme to roll-out the SAPSRPU programme nationally. The SAPSRPU was established in response of the concerns from the rail industry, communities, and rail commuters and as a result of the judgment passed at the High Court and subsequently endorsed by the Constitutional Court. In terms of SAPS (2009(b):20), the SAPS placed the SAPSRPU in the Division: Protection

and Security Services of the SAPS. This has different roles and functions from those envisaged by the SAPSRPU in relation to policing the railway environment.

The old SAPS national structure before the creation of the SAPSRPU is indicated in Figure 1. The Division housing the SAPSRPU was responsible for the rendering of protection and security services to all identified dignitaries and Government interests. The railway environment has not been declared a Government strategic interest; however the SAPSRPU was established within the Division dealing with such responsibilities related to safety and security.

Figure 1: SAPS National Structure before SAPSRPU

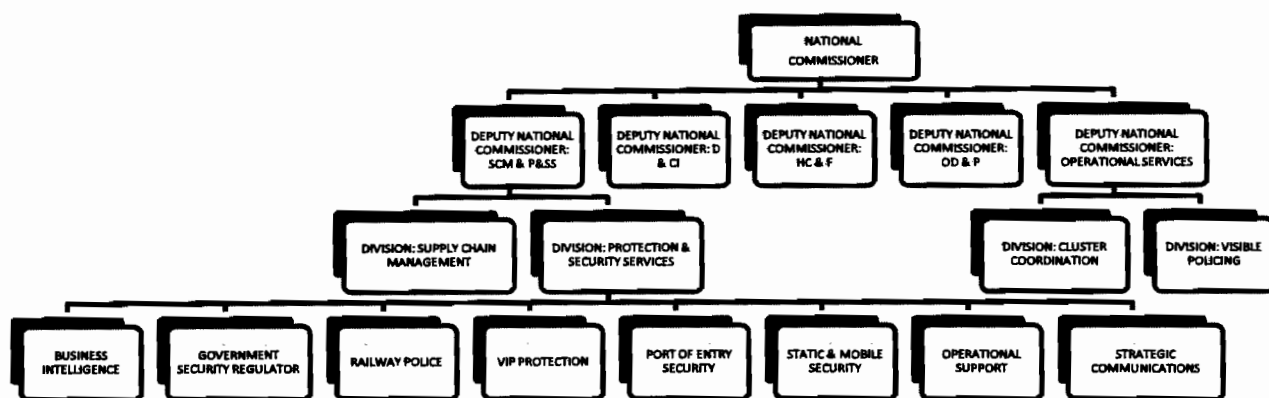


(Source: Adapted from SAPS Annual Report 2004/05, 2005:13).

The services of the SAPSRPU commenced with a pilot programme in the WCP commuter rail environment. Besides the command posts, which were largely promotional, more than 319 young people were recruited and trained (entry level constables) to be deployed in the WCP as part of the pilot programme and later the national roll-out programme. The Government, through the Passenger Rail Agency of South Africa (PRASA) invested an amount of R70 million for the provision of infrastructure and other resources for the newly established SAPSRPU. The SAPS's national structure, which incorporates the SAPSRPU as part of the division protection and security services, is depicted in Figure 2.

The SAPSRPU has the function and role of visible policing in the current operations. The division visible policing of the SAPS may perhaps be the best acceptable place where the SAPSRPU ought to be incorporated. Both Units are accountable to the SAPS and are jointly responsible for the implementation of the National Crime Prevention Strategy (NCPS).

Figure 2: SAPS National Structure with SAPSRPU



(Source: Adapted from SAPS Annual Report 2007/08, 2008:18).

The SAPS is headed by a National Commissioner, five Deputy National Commissioners and nine Provincial Commissioners. The organogram of the national SAPS (Figure 2) shows the various Divisions that constitute it. The SAPSRPU is a Unit in the Division: Protection and Security Services responsible for the protection and security services to all identified Very Important Person (VIP), that is to say, the dignitaries and all Government interests. The Unit is headed by an Assistant Commissioner (Commissioner) (SAPS, 2009(a):23). The researcher argues that the SAPS should consider reviewing the rightful place of the SAPSRPU in the SAPS - by ensuring that it be moved to the relevant division accountable for crime prevention and the visible policing of the SAPS.

1.2. PROBLEM STATEMENT

Many South African rail commuters who use the rail system as part of their daily public transport are exposed to various frightening criminal activities, such as

mugging, rape, robbery, murder and arson (O'Regan, 2004:35). These crimes can be largely attributed to the inadequate safety and security provisions. The citizens of South Africa rightly expect their Government to provide proper safety and security services within the commuter rail environment. The task of ensuring that there is law and order in the railway environment has been entrusted to the newly established SAPSRPU, a Unit of the SAPS.

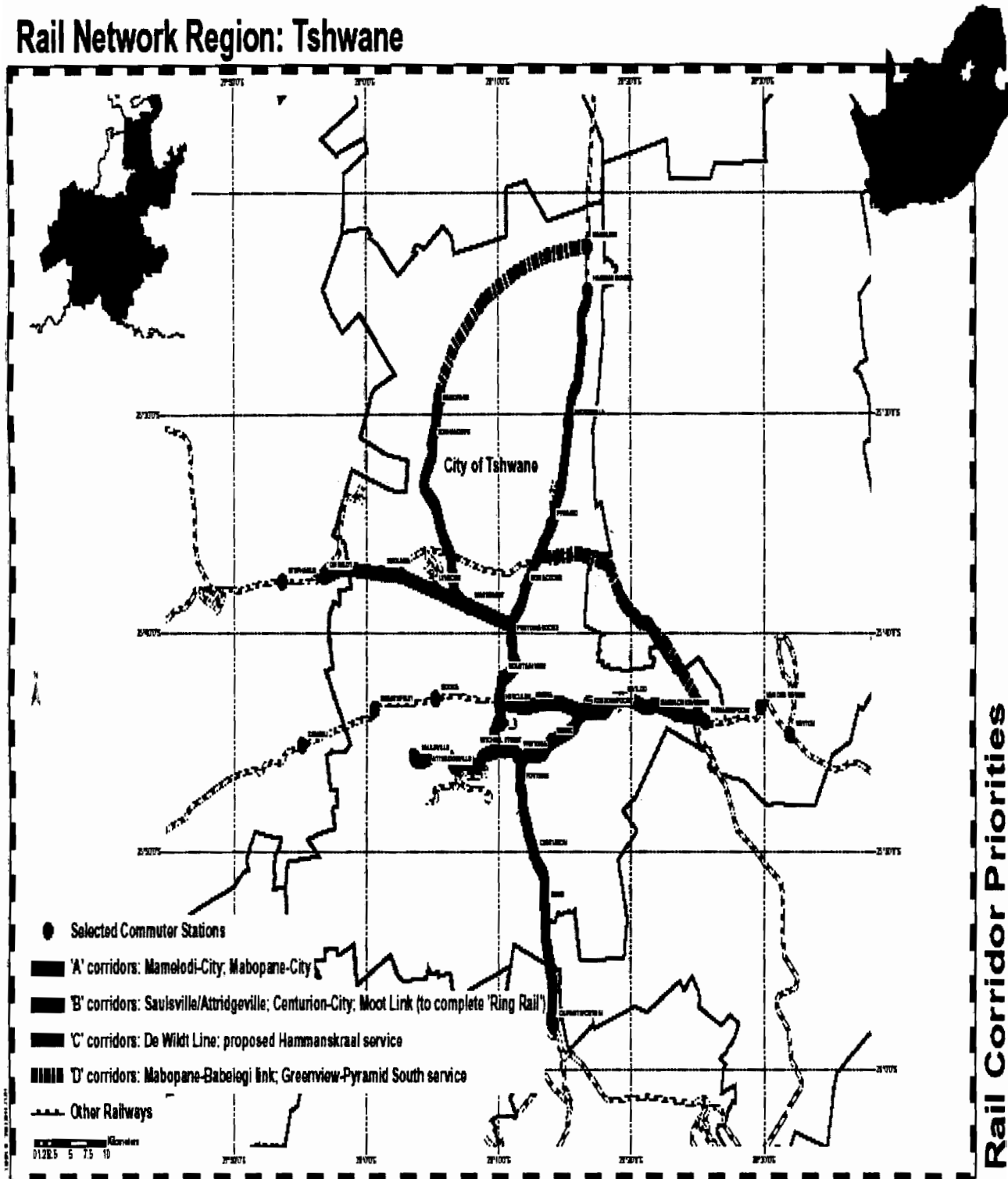
The research problem which has been researched has focused on the re-introduced SAPSRPU in the City of Tshwane Metropolitan Municipality (CTMM). It has evaluated the impact, place and role of the SAPSRPU and addressed specific lessons learnt since the re-introduction of the SAPSRPU. The study was conducted on the four main rail commuter networks in the CTMM. These are Mabopane - Central Business District (CBD), Atteridgeville - CBD, Mamelodi - CBD and Olifantsfontein - and CBD (See Figure 3 for a locality map). Olifantsfontein railway station is in Ekurhuleni Metropolitan area; however it has been included as part of CTMM network due to the Railplan corridor matrix.

The commuter rail system in the CTMM was designed like any other South African urban rail network to serve the predominantly Black townships. The network was created to provide rail commuter public transport from townships to the places of work and interest within the CTMM. It was established during the period of adversarial and retributive system of Government and the current plans in public transport provision are geared to shift to the Integrated Public Transport Networks (IPTNs) in the entire public transport system of the CTMM (DoT, 2008(b):39).

The SAPSRPU was established and structured to accommodate these restorative systems, as well as to introduce a preventive approach to safety and security issues. It is within these parameters that the SAPSRPU has ensured that all corridors within the CTMM are monitored and patrolled in terms of the policing strategy of the SAPSRPU in partnership with all the other stakeholders. The SAPSRPU, together with the DoT has established railway police stations along all the major railway stations in the main corridors. Further details are given in Chapter 2.

Figure 3: CTMM commuter rail network: National Passenger Rail Plan

Rail Network Region: Tshwane



(Source: DoT, the National Passenger Rail Plan, 2006: 2).

1.3. RESEARCH QUESTIONS

The major research question this study is going to address is to evaluate the place and role of the re-introduced SAPSRPU in the CTMM. The study further explores the various benefits this initiative by Government has brought to the communities served by the SAPSRPU. The sub-questions for the study cover issues such as the following:

- The exploration of enabling legislation in the transport industry and other interrelated policies in support of the railway industry development and its operations;
- The exploration of the place and role of the SAPSRPU in relation to the laws of the Republic of South Africa;
- The investigation of the major functions of the SAPSRPU; and
- The investigation of the functions in relation to the combating and prevention of crime.

1.4. RESEARCH OBJECTIVES

The main objective of this study is to evaluate the place and role of the re-introduced SAPSRPU. The study has further assessed how this initiative of the re-introduction of the SAPSRPU has benefited the rail commuters as regards their needs for safety and security; and those communities within the CTMM. It has established whether various investments in both infrastructure and human capital by Government (DoT and SAPS) are bearing any fruit.

The following sub-objectives have also been researched:

- To conduct a study of the relevant legislation and transport policies on railway transport policing;
- To explore the meaningful place and role of the SAPSRPU as contemplated in the *Constitution of the Republic of South Africa 1996 (herein referred as the Constitution)* and the *SAPS Act 68 of 1995*;

- To investigate the functions in relation to what the community and rail passengers make of the distinction between the SAPS and the SAPSRPU; and
- To look at the issues of combating and the prevention of crime, policing strategies and where the SAPSRPU is located within the SAPS.

1.5. RESEARCH METHOD

The researcher has focused mainly on the qualitative research method to conduct the study. He interacted with participants through semi-structured interviews to obtain facts, opinions and attitudes in relation to the study. The other method applied by the researcher was the observation of the operations of the SAPSRPU whilst deployed (on duty). This was done in order to observe and gather data on the way people perceive the SAPSRPU to be placed in various teams in the various major railway corridors. The methodology comprised the following:

- An investigation of the legislative framework, policing plans and policies in the SAPS and rail commuter environments;
- An investigation of the place and role of the SAPSRPU in its historical context and current establishment of the railway police;
- A description of the functions in relation to the historical establishment and the new policing strategy of community contribution and participation; and
- The investigation on matters of crime prevention by the re-introduced SAPSRPU.

1.6. RESEARCH DESIGN

The study was conducted within the qualitative design approach. In this study the qualitative research paradigm was used to represent the generic research approach in social research according to which research takes as its departure point the insider's perspective on social accomplishment. The primary purpose of using this approach was to describe and understand rather than to explain human behaviour. In this study, the researcher has also referred to a broad methodological approach to the study of social action. The term was used to refer to a collection of methods and techniques which share a certain set of principles or a common logic (Babbie and Mouton, 2008:270).

The qualitative research design is distinguished from others in terms of the following key features:

- Research is conducted in the natural setting of the social actors;
- The focus is on the process rather than the outcome;
- The actor's perspective (the insider) is emphasised;
- The primary aim is in-depth description and understanding of actions and events;
- The main concern is to understand social action in terms of a specific context rather than attempting to generalise to some theoretical population;
- The research process is often inductive in its approach; and
- The qualitative researcher is seen as the main instrument in the research process (Babbie and Mouton, 2008: 270 – 271).

In this study, the researcher used semi-structured interviews, participation observation and various literature review processes to investigate and reach the attributes of the research objectives deemed to be critical for interpretive social science research. The study population covered the SAPSRPU Commanders and the elected rail commuter forum representatives. In order to ensure quality, the researcher prepared specific questions that helped to give structure to the semi-structured interviews. These consisted of main questions, probes and follow-up questions where applicable (Annexure A & B).

1.7. CHAPTER LAYOUT

This mini-dissertation consists of five chapters, beginning with the orientation and introductory chapter. The core objective of the study addresses the place and role of the re-introduced SAPSRPU in the SAPS; and seeks to assess the benefits in terms of safety and security initiatives in the commuter rail environment. The study identified the lessons learned and other achievements that might have been generated as a result of this major initiative by Government, in particular the investments by the DoT and SAPS.

Chapter 1 of this study deals with the universal outline of the setting of the railways and the establishment of the railway police in South Africa. Chapter 2 is concerned with an overview of the spatial development planning that characterised the

provision of commuter rail transport and the legislative frameworks in which the railways and the SAPSRPU were established. Chapter 3 draws from Chapter 2 and focuses on the research methodology with regard to the place and role of the SAPSRPU. Additionally, it presents a synopsis of the literature study and crime analyses of the information within the SAPSRPU. Chapter 4 focuses on the findings of the study; and lastly, Chapter 5 deals with the conclusions and recommendations.

1.8. CONCLUSION

This chapter has focused on the introduction and orientation to the historical setting of the SAPSRPU and its past governing structures: their origin in terms of the racial, ethnic and cultural colonial past settlement patterns and the provision of law enforcement. It places the nature of the existence of the SAPSRPU within the context of the railways and harbours expansion and apartheid spatial development planning right up to the current democratic dispensation and the future of South Africa.

Chapter 2 sketches the relevant Government policies, the statutory and legislative frameworks that have impacted on the issues of safety and security in the SAPSRPU, as well as public transport policies that are applicable to the rail environment. The chapter will explore and propose a possible location within the SAPS, which may be the appropriate component for the SAPSRPU. The chapter will also look at the operations of the SAPSRPU in the CTMM and the investment that has been injected into the system to ensure a smooth implementation of the national strategic plans of the SAPSRPU.

CHAPTER 2

THE PLACE AND ROLE OF THE SOUTH AFRICAN POLICE SERVICE RAILWAY POLICE UNIT (SAPSRPU)

2.1. INTRODUCTION

In recent years, Government has revitalised the interventions regarding the safety and security obligations by creating the SAPSRPU to prevent and combat crime in the location of railways. The Government's efforts have become more systematic, with greater emphasis on instituting appropriate policy and strategies to combat and prevent crime on the railways. The Government has recognised that railway environment crimes pose a severe threat to the stability of the country and that they have a harmful impact on the growth of the economy and sustainable development.

This chapter focuses on the place and role of the SAPSRPU as it relates to the broader agenda of policing in South Africa. The study has been conducted in the CTMM, looking at the way the re-introduced SAPSRPU has achieved and enhanced the safety and security issues of rail commuters. According to Bruce and Neild (2005:172), the CTMM has experienced relative peace and stability in the last ten years. However, the railway environment has not enjoyed a comparative peace and stability - because of various riots resulting in the burning of stations and commuters setting trains alight (Mouton, 2004:28).

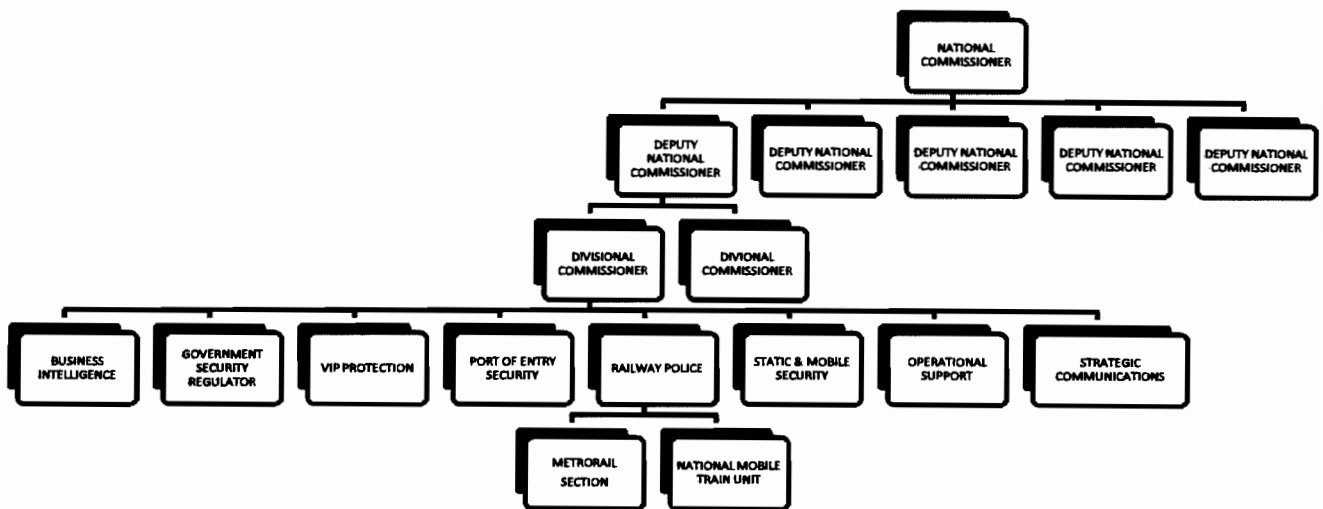
The SAPS (which is the institution that houses the SAPSRPU) is established in terms of section 205 of the Constitution. The legislation that provides for the creation of the SAPS under a National Commissioner is the *South African Police Service Act 68 of 1995*. In terms of the annual performance plan of the SAPS for the period 2009/10, the SAPS is structured to accommodate five programmes that form the core of the SAPS mandate. This mini-dissertation focuses on two programmes: Programme five, which is responsible for the protection and security services and houses the SAPSRPU; and Programme two, which is accountable for the provision of visible policing services (South Africa, 2009:2 - 4).

The SAPS had a staff complement of about 194 000 in 2009, of which the SAPSRPU accounts for 1200 personnel (all levels from Constable to Commissioner); and it is expected to grow to number nearly five thousand by 2010

(SAPS, 2008:13). The staff complement, according to the programme of the SAPSRPU beyond 2010, will be determined through normal SAPS motivational criteria and processes. The full staff balance will cover the Gautrain operations when the system runs - as from mid 2011 (SAPS, 2009(a):38).

2.2. THE LOCATION AND STRUCTURE OF THE SAPSRPU

Figure 4: The approved organisational structure of the SAPSRPU



(Source: Adapted from the SAPS Annual Report 2008/09, 2009(b):12).

The SAPSRPU is divided into two Units: The Metrorail Section, which is headed by a Section Head at the level of Director, and the National Mobile Train Unit which is also led by a Section Head at a Director level. Both Directors report directly to an Assistant Commissioner (Commissioner) who is the Head of the SAPSRPU (SAPS, 2009(b):3).

Passenger Rail Agency of South Africa (PRASA) operates rail commuter services through its division Metrorail in major urban centres throughout South Africa. It transports more than 2,7 million passengers per day in the major urban centres of the country and the major railway network of long-distance passenger rail (managed under Shosholoza Meyl brand). The network in the CTMM transports around a quarter of the overall national figure and is policed through five SAPSRPU police

stations located at major strategic stations on the main corridors of the CTMM (outlined in Figure 3). Most of the rail commuters use the network for their daily transport requirements which comprise commuting to work, school and other destinations. Many do not have a choice and are forced to use the service due to the socio-economic conditions in which they find themselves, and are encountering challenges of reliability, safety and security - with few improvements and little hope of being protected from criminal elements (DoT, 2008(a):26 -27).

According to Bezuidenhout (2008:3), the serious lack of adequate safety and security measures in the railway environment has created huge socio-economic constraints to both rail commuters and Government. The resulting neglect of the railway assets, such as rolling stock, perway and signalling systems has resulted in massive damages to state property and maintenance backlog that have amounted to billions of Rands (Stones, 2004:138). The re-introduction of the SAPSRPU in the rail network will contribute to long-term normalisation of the situation and cover the gap that has existed for a long period as a result of the withdrawal of the railway police in 1986 (Bruce et al, 2005:9).

2.3. POLICY INITIATIVES

The importance of this component of the study is to put into context the policy directives and initiatives that govern the development, operations and conduct of the SAPSRPU. Crime reduction policy in South Africa presses forward along two broad philosophical perspectives: the crime prevention approach and the law enforcement approach. The crime prevention approach is based on the notion that crime is caused by social, economic, and environmental conditions and that only by rectifying these problems can crime be addressed; while the law enforcement approach is premised on the theory that the best way to reduce crime is by arresting and convicting criminals (SAPS, 2009(a):11 -12).

In terms of transport policy, the White Paper on National Transport Policy, September 1996, clearly articulates the future of transport provision, whereby the country has committed itself to improve the safety, security, reliability, quality and speed of transporting goods and people (DoT, 1996:4). The DoT proceeded to indicate that these initiatives will improve South Africa's competitiveness through infrastructural development and efficient operations. The intention of the policy has

been to guide South Africa towards greater effectiveness and efficiency and to better meet the needs of different customer groups, both locally and globally by 2020. The process will also help in the beefing up of safety and security with regard to the Federation Internationale de Football Association (FIFA) World Cup which will be staged on African soil for the first time in the history of the FIFA World Cup; as South Africa hosts the 2010 FIFA World Cup.

The National Crime Combating Strategy (NCCS) was introduced in the year 2000 by the SAPS to address the law enforcement component of dealing with criminality. Unlike the NCPS, which was developed through a public participation exercise, the NCCS was produced in-house by the SAPS and has never been exposed to public comment (Leggett, 2003:73). The NCPS is an interdepartmental policy, while the NCCS is explicitly a security cluster matter. These differences are indicative - not only of the shift towards an overtly law enforcement approach to crime reduction - but also of the pressure to respond quickly, which partly explains the lack of consultation on the development of the NCPS by the SAPS; and the NCCS's focus on the police crime prevention and combating strategies (Leggett, 2004:41).

The NCCS has two elements. The first focuses on a selection of geographic areas with the highest recorded crime levels. Police resources are directed to these areas, largely in the form of high-density, search-and-seizure type operations. The aim is also to improve service delivery in these areas and, once crime has been stabilised, to initiate medium-term social crime prevention programmes. The second element of the NCCS focuses on organised crime and involves the investigation of syndicates by task teams of experienced detectives (Leggett, 2004:49).

In terms of the SAPS annual report 2008/09 (2009:21) the number of crime incidents was successfully stabilised during the first phase of the NCCS between the years 2000 to 2003. However, law enforcement actions have to be complemented by programmes to address the root causes, such as moral regeneration, social crime prevention and partnership development projects with communities. One of the strategies applied to complement the NCCS in the rail environment was to create the required capacity for SAPSRPU to sustain the successes achieved during the re-introduction pilot programme in the WCP. The specific railway police stations were demarcated geographically into manageable

sectors, taking into account crime administration blocks, the spatial development patterns of areas, topographical features, the communities being served, as well as types and patterns of crime prevalence in specific areas.

In addition to the two overarching crime reduction policies discussed above, many important new laws addressing specific crime problems have been developed and enacted, to deal with and contribute to the prevention of crime and victimisation. These specific laws cover areas such as organised crime, terrorism, sexual offences and domestic violence, firearm-related offences, corruption and children's rights (SAPS, 2005:17). All these pieces of legislation advocate a dual approach to safety and security, namely a reactive and a proactive approach (SAPS, 2009(b):5).

The SAPSRPU has been re-introduced in the midst of these diverse policy initiatives. The SAPSRPU decided to staff its command structures with the tried and tested personnel from the SAPS. The recruitment of these experienced women and men in blue has ensured that the SAPSRPU can now combat crime in the rail environment in a manner that is acceptable to both communities and the SAPS management. The SAPSRPU is pursuing policies that are implemented in the rail environment and other areas of society and these initiatives evolve around the national crime combating strategy, which seeks to stabilise and normalise crime prevention over a ten-year period. To supplement and support the broader crime combating strategy, the SAPS has developed focused plans that deal with specific issues that include the service delivery improvement programme, the risk management strategy, the corruption and fraud prevention plan, the information technology strategy and the murders of police officials strategies (SAPS, 2009(b):19).

The SAPS, inclusive of the SAPSRPU, is obliged to implement strategies approved by a number of strategic security clusters, namely the Joint Operational and Intelligence Structure (JOINTS), the Border Control Coordinating Committee (BCOCC), and the Policy and Advisory Services Unit (PCASU) (SAPS, 2009(a):6). All these policies form the integral policy intervention and guidelines into which the SAPSRPU operates and conducts its daily business of fighting crime in the rail environment. In its endeavours to combat crime in the railway environment, the SAPSRPU will gain a lot from the initiatives started through the partnership between

the SAPS and the Business against Crime South Africa (BaCSA). The partnership entered into in 1996 was aimed at enhancing the operational effectiveness of the SAPS in the fight against crime, through support in the form of technologies, capacity and knowledge transfer (SAPS, 2009(a):35).

2.4. STATUTORY AND REGULATORY FRAMEWORK

The SAPSRPU, as part of the SAPS, gets its full operational and functional mandates from the Constitution. According to the Longman Dictionary of Contemporary English (2005:288), a constitution is the system of basic laws and principles by which a democratic country is governed. These laws and principles cannot easily be changed by the political party in power. The Constitution is the highest authority and guide on law in South Africa.

Section 205 (of the Security Services in Chapter 11) of the Constitution states the following with regard to the establishment of the police or policing service:

- “The national police service must be structured to function in the national, provincial and, where appropriate, local spheres of government.”
- “National legislation must establish the powers and functions of the police service and must enable the police service to discharge its responsibilities effectively, taking into account the requirements of the provinces.”
- “The objects of the police service are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law.”

When the decision to re-introduce the SAPSRPU was taken in 2002, the provisions of both the Constitution and the *South African Police Service Act 68 of 1995* were taken into consideration to ensure that all the policing functions should rest with the appropriate authority and ensure proper accountability.

Most constitutional democracies throughout the globe, safe-guard certain fundamental rights by adopting in their constitutions certain rights that form a cornerstone of such democracies. South Africa has adopted the Bill of Rights in its Constitution that enshrines the rights of all people in South Africa and affirms the democratic values of human dignity, equality and freedom (South Africa, 1996:6). These values of the Bill of Rights are also applicable to the public transport

provision, and the SAPSRPU is employed to combat crime in the same environment. The railway police ensure that the people using the rail system are protected from various horrendous criminal acts.

Section 207 of the Constitution, states the following with regard to the control of the police service:

- “The President, as head of the national executive must appoint a woman or a man as the National Commissioner of the police service, to control and manage the police service.”
- “The National Commissioner must exercise control over and manage the police service in accordance with the national policing policy and the directions of the Cabinet member responsible for policing.”
- “The National Commissioner, with the concurrence of the provincial executive, must appoint a woman or a man as the provincial commissioner for that province, but if the National Commissioner and the provincial executive are unable to agree on the appointment, the Cabinet member responsible for policing must mediate between the parties.”
- “The Provincial Commissioners are responsible for policing in their respective provinces -
 - as prescribed by the national legislation; and
 - subject to the power of the National Commissioner to exercise control over and manage the police service in terms of subsection (2).”
- “The Provincial Commissioner must report to the provincial legislature annually on policing in the province, and must send a copy of the report to the National Commissioner.”
- “If the provincial commissioner has lost the confidence of the provincial executive, the executive may institute appropriate proceedings for the removal or transfer of, or disciplinary action against, that commissioner, in accordance with national legislation.”

The *South African Police Service Act 68 of 1995* deals with the establishment, organisation, regulation and control of the SAPS. The Act enabled the Government to establish the SAPSRPU within the establishment of the SAPS; and to function within the parameters and jurisdiction of the National Commissioner of the SAPS.

The preamble of the Act provides for the establishment of the police service throughout the territory of South Africa, to:

- “Ensure the safety and security of all persons and property as guaranteed by the Constitution;”
- “Uphold and safeguard the fundamental rights of every person as enshrined in the Constitution;”
- “Ensure co-operation between the service and the communities it serves in the combating of crime;”
- “Reflect respect for the victims of crime and an understanding of their needs; and”
- “Ensure effective civilian supervision over the service.”

It is the researcher's view that the SAPSRPU has adequate policy provisions and strategies at their disposal to combat and conduct crime prevention operations in the railway environment. However, the crime wave which has manifested itself in the railway environment in the 1990s and into the new democratic dispensation requires diverse operational strategies and more mobile manpower. In the long run the SAPSRPU has to apply other globally recognised crime combating strategies, such as new technologies of closed circuit television (CCTV) and closed railway systems as part of contemporary crime-prevention methods.

2.5. THE PLACE AND ROLE OF THE SAPSRPU

When the SAPSRPU was re-introduced as a pilot project in the WCP in 2004, the initiative was lauded as a positive step in the right direction, towards the restoration of the pride in the country's treasured rail network and the valuable railway transport related assets. The National Commissioner of the SAPS decided to locate the new SAPSRPU within a division dealing with the protection and security services, under the command of the Divisional Commissioner at national level and the Provincial Commissioner of the WCP (SAPS, 2007:26).

The DoT, through its railway entity SARCC (PRASA as from March 2009), invested more than R70 million to provide the required logistical support for the new unit and the provision of facilities (railway police stations) to accommodate the new SAPSRPU at strategic railway stations along the major rail network in the Cape

region (SARCC, 2006:25). The partnership between the DoT and the SAPS was to comply with the Constitutional Court order and also to guarantee the safety and security of rail commuters and to protect the infrastructure and other related assets of the SARCC, which are managed by Intersite Property Management (SARCC, 2006:27).

According to the SARCC (2007:23), the pilot project was reviewed and rolled out to other areas of the country after it was established that it reduced crime incidents by reasonable margins on the rail network and has brought back many rail commuters, especially women. The Metrorail operations also recorded a huge improvement in the form of fare revenue generated through the sales of tickets, while the visibility of the SAPSRPU resulted in fewer incidents of fare evasions. The SAPSRPU now has a national footprint and this study will focus on the operations of the Unit within the CTMM under the Metrorail Section of the SAPSRPU. This is commanded by a Director assisted by various commanders at provincial and railway police station level (SAPS, 2009(b):31).

2.5.1. INVESTMENT BY GOVERNMENT (DoT AND SAPS)

In terms of the DoT (2008(b):14 -16), the success of the pilot project in the WCP has provided the Government with an appropriate motivation to proceed with the roll-out of the SAPSRPU nationally. The DoT provided dedicated funding, through its delivery entity PRASA, and provided the SAPSRPU with well-equipped railway police stations and other operational facilities in all the provinces where rail commuter services are provided. According to DoT (2008(b):17), it provided more than R200 million to build railway police stations and offices countrywide. The DoT built four railway police stations in the WCP at the Cape Town, Retreat, Phillipi and Bellville railway stations. In KwaZulu-Natal the railway police stations were built at the stations in Durban, Re-Union, KwaMashu, Escombe and railway Cavendish (DoT, 2008(b):16).

In the Eastern Cape Province the railway police stations were built at East London, Mt. Ruth, Port Elizabeth and Swartkops railway stations. In Gauteng railway police stations were built at the following strategic railway stations: Johannesburg Park station, Germiston, New Canada, Springs, Kempton Park, Krugersdorp, Stretford and those identified and explained in this chapter dealing with the CTMM. In

addition to the above-mentioned railway police stations, the investment also included the building of provincial railway police offices to house the provincial command personnel in CTMM.

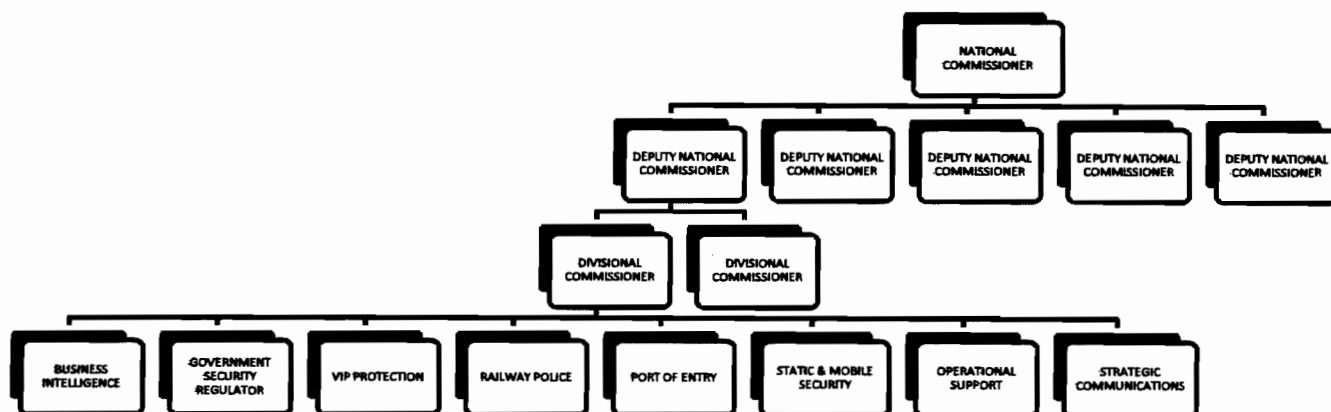
The SAPS provided the SAPSRPU with the required training programmes, equipment, vehicles, uniforms and other logistical requirements. The detail investment values and other budgetary provisions for the SAPSRPU were not provided to the researcher by the SAPS at the time of the finalisation of this mini-dissertation.

2.5.2. DIVISION: PROTECTION AND SECURITY SERVICES

The purpose of the Division: Protection and Security Services of the SAPS is to provide protection and security services to all identified dignitaries and Government interests. The objectives of the division are to minimise security violations by protecting foreign and locally prominent people and securing strategic interests (SAPS, 2009(a):4). The division's structure consists of six sub-programmes:

- VIP protection services that provide for the protection of the President, Deputy President, former Presidents, and their spouses and other identified VIPs;
- Static and mobile security that provide for the protection of other local and foreign VIPs, the places in which all VIPs, including persons related to the President and Deputy President are present, and valuable Government cargo;
- Ports of entry and exit security systems provide for security at ports of entry and exit, such as border posts, airports and harbours;
- The railway police provides for security in the railway environment; and
- The government security regulator provides for security regulations, evaluations and the administration of national key points and strategic installations.

Figure 5: Organisational structure of the SAPS Division: Protection and Security Services



(Source: SAPS Annual Performance Plan 2009/10, 2009(a):11).

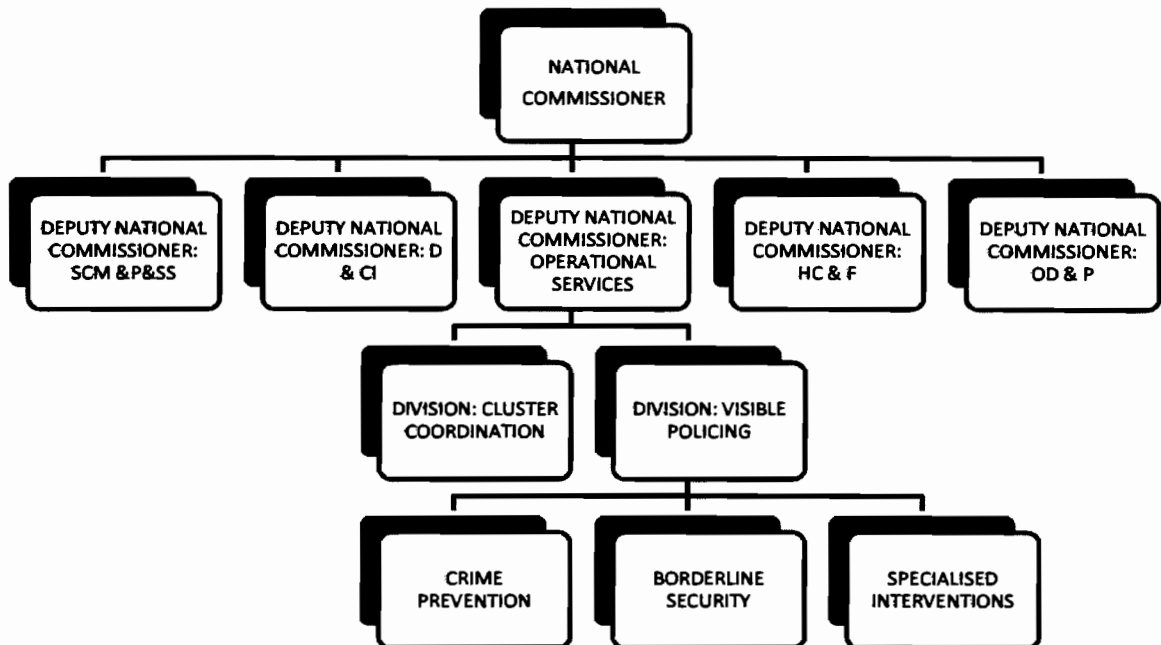
The SAPSRPU understands the provision of security within the rail environment as dealing with crime combating and prevention, patrolling the identified hotspots, providing visible policing on both the passenger and commuter trains and other strategic areas on the rail transport networks and railway stations. The SAPSRPU deals with reported crime incidents and their personnel are deployed in various areas identified through the crime intelligence analysis and geographic mapping exercises. The SAPSRPU does not work or operate as security personnel deployed to guard the railway assets. Such functions are still reserved to be conducted by private security companies which are contracted by Metrorail (SAPS, 2009(a):24 - 25).

2.5.3. DIVISION: VISIBLE POLICING

The purpose of the Division: Visible Policing (Figure 6) is to enable police stations to institute and preserve safety and security, and provide for specialised interventions and the policing of South Africa's borders. The objectives are to discourage all crimes by providing a proactive and responsive policing service that will reduce the levels of priority crimes (SAPS, 2009(a):3). The visible policing programme comprises the following sub-programmes:

- Crime prevention that provides for basic crime prevention and visible policing services rendered at police stations, including those required at community centres;
- Borderline security that provides for the policing of borderlines; and
- Specialised interventions that comprise the air wing, the special task force and the crime combating capacity, amongst others.

Figure 6: Organisational structure of the Division: Visible Policing



(Source: SAPS Annual Report 2008/09, 2009(a):12).

2.5.4. CRIME COMBATING AND PREVENTION IN THE CTMM

According to the strategic plan of the SAPS (2009(a):21), the SAPSRPU has been re-introduced to provide security services in the rail environment in South Africa. However the functions and the way the SAPSRPU conduct their operations indicate that they are instead doing crime combating and prevention, which are dedicated functions of the visible policing component of the SAPS. The SAPS defines crime combating and crime prevention as two complex concepts that deal with the nature of preventing something and predicting its occurrence, and to intervene and stop it from happening. Predicting criminal activities is intricate and influenced by numerous, contested theories (SAPS, 2008:24).

Internationally, there is a move from reactive policing towards a more proactive policing approach to crime. This can be done by increasing the involvement of communities and other Government agencies in sustainable partnership relationships. The SAPSRPU has a primary responsibility for applying crime combating and prevention; and its approach should be characterised by a number of national, strategic initiatives that constitute a multifaceted approach to implementing crime combating and prevention in South Africa (Lumina, 2006:92).

There are six SAPS community services centres in the CTMM that are serving the communities next to the railway stations. These community police centres are not attending to complaints from rail commuters and do not act on any matter related to rail transport in the vicinity of the railway stations. In the past and also since early 1990s, rail cases that were reported by rail commuters were ignored by the community centre police officers, and in some instances, people were shown away without their cases registered. In many instances the SAPS personnel would indicate that they were not responsible for the railways and such cases fall outside their jurisdiction (Marks and Fleming, 2007:16).

With the re-introduction of the SAPSRPU in all major centres of the urban environment where Metrorail is providing rail commuter services, the SAPS management and SAPSRPU were strained due to internal arrangements within the SAPS, to establish stand-alone railway police stations for the SAPSRPU (DoT, 2008(a):31). In the CTMM area the SAPSRPU has decided to construct five fully fledged railway police stations for the main purpose of serving the stakeholders in the rail environment. The stations are strategically located to cover the major corridors in the CTMM. Compared with the community centres in terms of the staff complement of these railway police stations, the SAPSRPU in the CTMM has a relatively low staff complement to population ratio of the rail commuters. The commuter rail network in the CTMM transports an average of seven million commuters per month (DoT, 2008(b):23).

The SAPSRPU uses various contact numbers to interact with rail commuters and the matters of reporting crime are dealt through the following toll-free numbers:

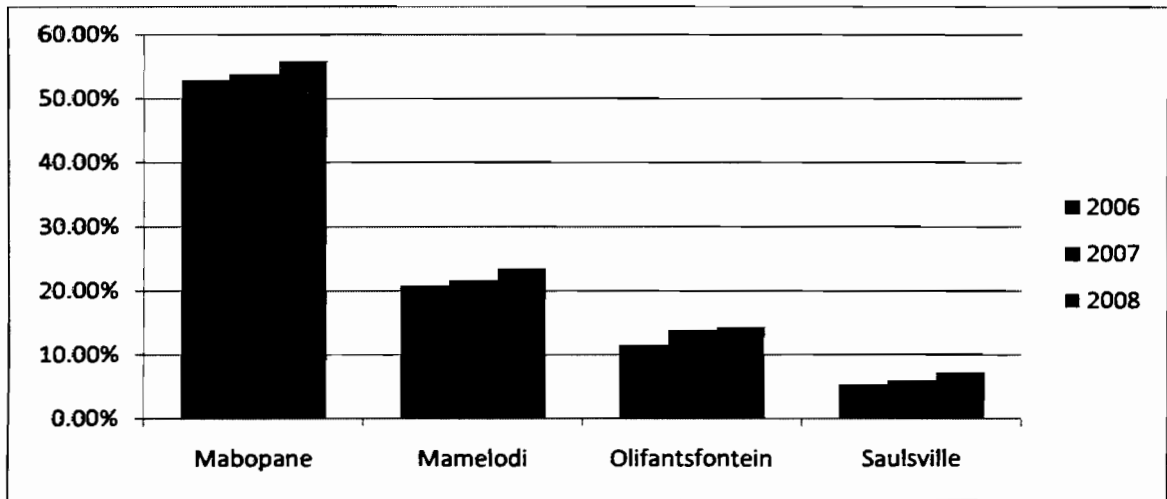
- Reporting suspicious behaviour or information relevant to the safety of the Metrorail 24 hour toll-free number for CTMM: 0800 12 70 70;

- Reporting of cable theft to Transnet Freight Rail (TFR): 0800 117 997;
- Reporting of criminal activities: SAPS Crime Stop at: 08600 10111; and
- Railway Police Stations: rail commuters and stakeholders also make use of telephone numbers at the various railway police stations located at the various stations in CTMM (PRASA: 2009: 22).

The SAPSRPU, with the financial assistance of the DoT, constructed railway police stations in the CTMM at a total cost of more than R53 million. This figure includes the Provincial Command Offices located at the Pretoria Station (DoT, 2008(a):41). The SAPSRPU moved quickly to implement specific policy and strategic initiatives by appointing permanent officers as Station Commanders, Sector Commanders and sector policing teams as part of the NCCS. Each sector within the SAPSRPU is responsible for visibility, crime deterrence, rapid response to crime and problem solving projects. This strategy of sector policing has been successfully implemented at the majority of the community police stations in South Africa and these police stations are under the guiding command of the visible policing division of the SAPS (SAPS, 2009(a):83).

According to Bezuidenhout (2008:14) the SAPSRPU shows some signs of ability to bring crime under control, and this positive observation stems from the fact that the SAPSRPU has adapted very well to the SAPS and security cluster transformation brought about by the political development and the policy interventions of the Government. Another indication of positive adaptation is the fact that many of the SAPSRPU Commanders and Station Managers are from different Units of the SAPS with very credible experiences in the policing environment. The system is able to transport rail commuters of more than 7 699 678 million passenger trips per month and the figures for a three year period are depicted in Figure 7.

Figure 7: CTMM passenger trips for the period 2006 to 2008

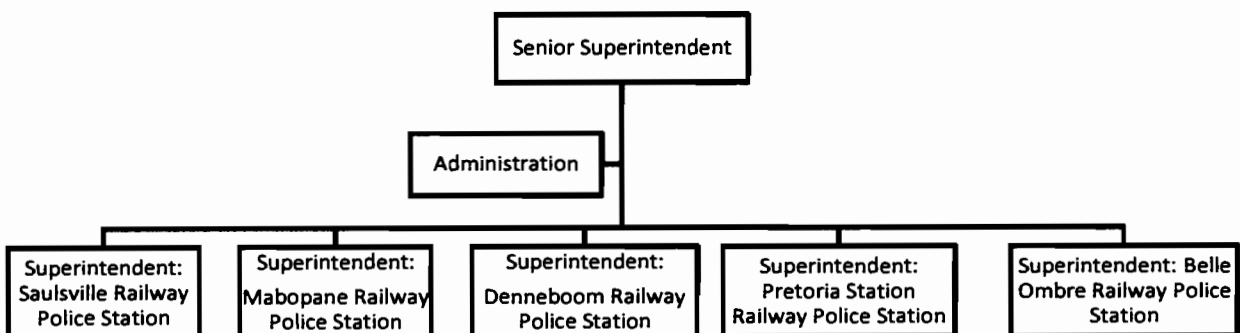


(Source: Adapted from PRASA Annual report for 2008/09, 2009:17).

The Mabopane rail network - which also covers the line to Ga-Rankuwa - carries the largest numbers of rail commuters with just more than 60% of the total. It is followed by the Mamelodi corridor with an average of about 20%, the Olifantsfontein corridor with 10% and the Saulsville corridor with about 5% of the total passengers on the CTMM network.

The various SAPSRPU police stations in the CTMM are commanded by officers with the rank of Superintendent. The structure of the SAPSRPU in the CTMM is depicted in Figure 8.

Figure 8: The approved structure of the SAPSRPU in the CTMM



(Source: Adapted from the SAPS Annual Performance Plan 2009/10, 2009:18).

The railway police stations were built in the following strategic railway stations in the CTMM:

- **Mabopane railway station**

It is the second biggest station in South Africa after Park station in Johannesburg. The station was constructed in 1983 when the then Government extended commuter rail services to the north of Pretoria to cater mainly for working people living in the Bophuthatswana Bantustan and other neighbouring areas. The railway station has a police station on the concourse. Because of neglect by the previous Government and border disputes during the current democratic era; the police station ended in the hands of the traders and has not been successfully secured (DoT, 2008(a):26).

There are two community service centres, these being Loatle Community Police station which is about two kilometres away and the Rietgat Community Police station which is less than one hundred metres away from Mabopane railway station. They were both built to further the aims of the pre 1994 regimes. These two centres continued, even after the consolidation of the border disputes, to neglect to attend to complaints in the railway environment. The SAPSRPU made assessments of all the facilities and security related considerations at the railway station; and decided to build a new railway police station which cost about R8 million (DoT, 2008(a):26).

- **Saulsville railway station**

The railway station is located on one of the major corridors in CTMM and is one of the busiest stations in the corridor. The railway police station was decided upon due to the strategic location of the station, as this is a major departure and destination for most of the rail commuters in the area of Saulsville and Pelindaba. The railway police station cost about R10 million (DoT, 2008(a):27).

- **Belle Ombre railway station**

It is one of the two major stations in the Central Business District (CBD) of Pretoria and serves as a transport interchange for public transport operations in

the CBD and the areas in the northern suburbs. The railway police station was built at a cost of about R8 million (DoT, 2009:31).

- **Pretoria railway station**

This is the main railway station within the CBD of Pretoria and serves as the core transport interchange for the CTMM and other main centres to Johannesburg, Mamelodi and Saulsville. Most of the rail commuters from the other centres in the CTMM use the station for changing trains to various destinations and to work in the CBD. The railway police station is one of the few commanded by a female officer at the level of Superintendent with a staff complement of about sixty. The station will also police the Gautrain operations once the system starts to run in around 2011 as the Gautrain station is built adjacent to the current Metrorail station. The railway police station and the provincial command offices were built at a total cost of about R18 million (DoT, 2009:31).

- **Denneboom railway station**

Denneboom station is the busiest station in the Mamelodi corridor and is located at the centre of Mamelodi Township. In 2005/06, the Government budgeted huge sums of money to renovate the station into a transport interchange and multimodal facility for the surrounding areas of Mamelodi. The railway police station cost about R8.4 million (DoT, 2008(a):26).

The functions of the SAPSRPU, from the point of view of the researcher, are closely aligned to the role and functions as performed by the Division: Visible Policing of the SAPS and in particular the sub-programme responsible for crime prevention and visible policing. The SAPSRPU is no longer providing the services as listed in its strategic objectives according to the strategic plan of the SAPS for the period 2009/10, which stipulates that the SAPSRPU is to provide for security services in the railway environment. It is however functioning as a Unit for the visible policing in its quest to combat crime and its prevention. The SAPSRPU is very much liked by the stakeholders and rail commuters, as the visibility of its members in the rail environment has brought criminal activities to reasonably low levels. Many rail

commuters (both males and females) now feel safer as a result of these interventions (SAPS, 2009(a):46).

Metrorail, a division of PRASA, continues to contract private security firms to provide security on the rail network in the CTMM and other areas of its jurisdiction. The Metrorail network in the CTMM is very complex - to the extent that it dictates for the partnership that requires the integrated approach and collaboration of all the policing agencies that incorporate the SAPSRPU, Metro Police, Crime Intelligence and the private security firms. No single agency can successfully manage to secure the entire network without the co-operation of the other including the sharing of the information and intelligence with other stakeholders. This phenomenon is similar in all the various operations of PRASA and its major associated rail operator Transnet Freight Rail (TFR).

The SAPSRPU seem to have realised the complex challenge in time and has succeeded in bringing on board all the stakeholders through the establishment of the National Rail Crime Combating Forum (NRCCF). The NRCCF, which is chaired by the Commissioner of the SAPSRPU (Head of Railway Police at SAPS), brings all stakeholders within the rail environment together under a single command and coordinates all efforts in fighting crime in the rail environment through the SAPSRPU (SAPS, 2009(a):47). This structure provides appropriate and consolidated information to the crime intelligence division for crime analysis and mapping purposes to ensure that the SAPSRPU is adequately empowered to combat crime within the rail environment with its limited resources. The interventions by the SAPSRPU have come at an opportune time as South Africa will be hosting the FIFA World Cup in 2010 and every-one expects the security establishments to be ready to police all aspects of public transportation including the commuter rail operations under Metrorail.

2.6. CONCLUSION

The Government has since 1994 actually asserted itself on the running of the country's security apparatus, inclusive of the SAPS, through the establishment of firm control over the policing agenda. The control mechanisms have ensured that transformational policies, legislation and regulatory frameworks are all implemented without any unnecessary delay. The SAPSRPU, as one of the key components of

the SAPS, is not an exception to this phenomenon and its re-introduction into the rail environment will ensure a long-term quality rail service and sustainable provision of railway safety and security in South Africa.

The next chapter describes and outlines the literature review - with an overview of international benchmarking and crime analysis. The purpose and standards set for the crime analysis, prerequisites and the key issues of the crime analysis process, as related to rail crime analysis conducted, interpreted and analysed by authorities such as the Railway Safety Regulator (RSR) and SAPSRPU crime data analysis, will also be examined.

CHAPTER 3

LITERATURE REVIEW, CRIME AND DATA ANALYSIS

3.1. INTRODUCTION

The researcher embarked on a review of the literature on the SAPSRPU, and encountered a range of perspectives on whether the studies conducted through academic institutions have any real meaning and or influence on the ground in relation to changing the organisational culture of the SAPS. Others expressed concerns about the whereabouts of the SAPSRPU as some had not even heard of its existence. Aside from these concerns, it became necessary to proceed with this study owing to the researcher's conviction that the re-introduction and place of the SAPSRPU should be studied – in order to determine its impact and the optimum location of the unit within the confines of the SAPS.

An accurate review of the crime trend and its prevention in South Africa should begin with a review of what other countries with similar crime patterns, socio-economic, political and historical inequalities, poverty and unemployment have done to deal with their crime challenges. One of the challenges facing the Government since 1994 was the arduous task of aligning the country's laws with the values and principles enunciated in the Constitution. All the role-players in South Africa agreed that some of the top priorities were to develop comprehensive and effective crime prevention strategies for the country. The SAPS reviewed other countries, their situations and what they have implemented and crafted. Then SAPS adopted guidelines that are suited to the nature and diverse profile of the South African situation.

Nations' are able to deal with the challenges they face by learning and adopting the best practices suited to their environments. South Africa has, for the past fifteen years, tried to learn from other countries that have faced revolutions and other transformational changes in relation to their policing. The SAPS adopted the NCPS in 1996 after a long process of consultation with the various communities, community organisations and stakeholders. The NCPS has been reviewed and the NCCS was permitted in 2009 to deal with the challenges of the current Medium Term Strategic Framework (MTSF) and the strategic direction of the newly

established SAPS Department of Police (former Department of Safety and Security) (SAPS, 2009(a):13 -14).

According to Bayley (2006:24), crime reduction strategies and approaches are developed and adopted in view of what other nations globally are going through and how they have attempted to deal with such challenges to create better living conditions. The SAPS has done well in the past decade by learning and adopting a variety of models to fight and combat crime in this diversified nation. South Africa learned and adopted strategies adopted in a variety of nations with developing trends, as well as those developed in relation to safety and security matters (Bruce and Neild, 2005:27).

3.2. INTERNATIONAL PERSPECTIVES

The policing systems in the world vary from one country to another. Based on the characteristics of the police systems in various countries, policing organisations such as the International Criminal Police Organisation (INTERPOL) and the International Criminal Tribunal (ICT) have categorised police systems into three distinct models: the fragmented model, the centralised model and the integrated model. The fragmented model is characterised by its extremely localised organisational structure. Police agencies are organised locally and are accountable to local authorities. The centralised model is characterised by a single police force that is directly under the control of the central government. The national government is then held accountable for the success or failure of law enforcement. The characteristics of the integrated model, referred to as a combined system, are based on the organisation and administration of the police as a shared responsibility of the central government - as well as the other spheres of government (Bayley, 2006:75 -77).

In this study the researcher argues for the importance of an international comparative perspective in terms of the establishment of the SAPSRPU and the analysis and response to crime in the railway network in South Africa. This is particularly important in view of the fact that South Africa is a young constitutional democracy. Many other countries in the global environment achieved formal democracy several time ago. However, they are still plagued by high levels of criminality in the rail environment and society in general.

An international perspective enables the researcher to understand how the SAPS arrived at the model of creating the SAPSRPU where it is currently located in the division responsible for protection and security services - and also understanding the impact of such a decision in the fight against criminal activities in the railway environment. Examining other societies that have experienced the process of railway challenges and acted by creating mechanisms for safety and security will assist South Africa in dealing with crime and the consolidation of democracy (Bruce and Neild, 2005:38).

Many developed and developing nations have adopted the Goldstein model, which originated in the United States of America (USA); and they have adapted the model to suit their local environments and country's demographics. The model has been adopted by many developed and emerging economies. These include Sweden, the United Kingdom (UK), Brazil, India and Norway, as well as Israel in the Middle East. The methods applicable to most nations are those of learning from others and attempting to extract elements that can work for the environment of such nations (Bayley, 2006:26).

The key elements of the system of policing in the Goldstein model are based on six criteria, which are centred on the effective and active participation of the communities. These elements are: attentiveness, reliability, responsiveness, competence, manners and fairness. They are viewed as core aspects of policing and constitute what is regarded as policing for the people. According to Bayley (2006:28-29), these criteria can be summarised as follows:

- **Attentiveness:** is the first element of policing for the people. The rationale is for the police to be always around and to be nearer to where any action is happening, and to pay attention to the needs and safety issues of the community they serve;
- **Reliability:** is the second element of policing for the people. Communities expect a degree of predictability in what the police do. They require service that is timely and free of errors;
- **Responsiveness:** the police are expected to focus on client centred service and what the people want then becomes the core business;

- **Competence:** the public expect the police to be competent in their work and always to get the job done. The police are judged by the public in terms of tangible results which they can readily observe;
- **Manners:** an essential element of quality service is having proper manners and the people expect the police to behave in a manner which is acceptable to specific community values and norms; and
- **Fairness:** it is particularly important for the public officials - whose special trust is to apply a wide range of powers - to enforce these laws and to maintain the peace.

These core elements of community policing strategies have been adopted and refined by various developed and developing countries to accommodate their local (country's) needs. In many of such mentioned countries, the success of these initiatives popularised the model to such an extent that every policing agency in the world is tempted to model its policing strategy around the identified six criteria. These benchmarks need to be incorporated into the SAPS where applicable, without losing any local and specific national content and context (Bayley, 2006:28). Such policing mechanisms are associated with respectful policing, where the community views are taken into account, and it balances demands for peaceful, democratic and legal policing action (Hanniman, 2008:276).

The SAPSRPU were re-established and refined along the model of the British Transport Police (BTP), the Swedish - and to a lesser extent - the US community - based system. However, the South African environment and Government systems could not fully actualise the ideal model of the SAPSRPU. There are numerous constraints, ranging from socio-political considerations, capacity, training and development, working conditions, past experiences of the SARPF and funding arrangements that led to the SAPSRPU being implemented as it is currently being rolled out, and with some elements being left out of the original model (Benit-Gbaffou, 2006:17 -18).

Many nations that have experienced the transition from authoritarian to democratic rule, as was the case with South Africa, have experienced a rapid escalation in crime rates, including violent crime (Benit-Gbaffou, 2006:23). In South Africa these

criminal elements found their home in the rail environment - as a result of poor management and neglect by the SAPS. The re-introduction of the SAPSRPU in the last few years has brought back the dignity and pride of the South African railways and has galvanised the spirit of the concept of social cohesion and social capital within the rail environment. In order to reduce the levels of violence and crime in the rail environment, the South African people, led by the various authorities (inclusive of the SAPSRPU), should focus on the transformation of the ways in which citizens relate to one another as part of the diverse South African rainbow nation (Kohn, 2005:272).

However, in post-colonial societies in general with similar challenges to those faced by South Africa, this notion of good citizens who police themselves in terms of a commonly held set of norms and values runs aground. Frequently, such countries have historically been characterised by multiple-overlapping systems of social influence and normative regimes (Du Plessis and Louw, 2005:18). These experiences are manifested by indirect rule, which creates multiple spaces of rights and obligations and ethical conduct that is not necessarily with the juridical rights and obligations normatively articulated in various statutory documents such as the Constitution (Bezuidenhout, 2008:39). It is in this context that the researcher views the impact of the re-introduced SAPSRPU as possessing a unifying and nation-building role. It should be seen in a positive way as moving towards addressing crime and violent challenges in the short-to-medium term for the stakeholders and communities that the SAPSRPU are serving.

According to Kohn (2005:269 - 271), the establishment of the SAPSRPU seems to have been marred by the need to quickly form a dedicated Unit within the SAPS rather than the creation of a working solution for the rail environment and the country. The literature review found no proper studies that determined the level or areas where the SAPSRPU could be appropriately established to function in a manner in which it would adequately support its core objectives. However, because the SAPS adopted the community-based policing model, as articulated in the Goldstein model, it would seem as if a similar approach should be taken in modelling the SAPSRPU along this route: hence the BTP system (Albrecht, 2008:39).

In terms of Kohn (2005:273), and their fifteen years into democracy, several South Africans still show some reluctance to co-operate and work fully with the SAPS - due to the past role of the SAP, and the way communities were treated by security forces. The steady relationship that is being accomplished within the various communities with the SAPS through inter alia the Community Policing Forums (CPFs) may also be an appropriate route to take in dealing with the rail environment, although it may take some time to accomplish.

In the long run the system of CPFs may produce positive feedback and rewards in the rail environment. Currently, there are very few independent studies showing that the SAPSRPU is exploring such strategies in the quest to reduce crime in the rail environment. The situation is conflicted by the fact that the SAPSRPU now after six years is still in the process of finding itself and the fact that there still are inadequate statistical information on the crimes and incidents on the rail environment. The various authorities have not yet embraced the presence of the SAPSRPU; and many seem to still question the capacity of the Unit to handle the railway environment crimes (Kohn, 2005:277).

It has been noted in this study that South Africa in the post democratic era, decided to adopt a community-based policing strategy, as clearly articulated in the NCCS and NCPS of the SAPS. These strategies have provided positive results in some specific communities, but have not necessarily been successful throughout the country (Du Plessis and Louw, 2005:22). Some of the challenges are related to the scarcity of resources and human capital.

It still remains to be established throughout the roll-out of the SAPSRPU whether the full implementation of the NCCS and NCPS in the rail environment will yield positive results (Leggett, 2004:37). The community policing strategy compels the community and the SAPS to establish partnerships to deal with crime problems. It is however, not yet clearly established and defined on how these processes will unfold in the railway environment; and whether the SAPSRPU has adapted to co-operate with all the rail environment stakeholders through the NRCCF (SAPS, 2009(b):17 - 18).

3.3. CRIME ANALYSIS WITHIN THE RAIL ENVIRONMENT

The SAPSRPU has been established within the SAPS to provide for security in the rail environment (both freight and passenger rail services). The SAPSRPU received its funding capital requirements mainly from DoT, which expects such funding resources to be provided for in the passenger rail environment. The reported crime statistics and incidents, as recorded by the SAPS, indicate that the passenger rail services component of the rail environment receives much better policing provisions from the SAPSRPU than the freight rail network belonging to the TFR (SAPS, 2009(a):148).

The SAPSRPU interacts with various rail stakeholders at the NRCCF and through this interaction the SAPSRPU is able to conduct a proper railway crime analysis to plan and implement various operations within the rail environment. Crime analysis, according to the SAPS (2009(a):51), has been internationally recognised and implemented by various law enforcement agencies as a meaningful and effective crime-combating supportive tool during the past few decades. Lumina (2006:96) describes crime analysis as the integration and interpretation of data. The SAPSRPU, in support of this view, defines crime analysis as a detailed examination of the elements or structure of a subject, the connection between them and an account of the results (SAPS, 2009(a):53).

According to Leggett (2004:43), crime analysis is the compilation, reviewing and articulation of the conclusions drawn from crime incidents' data for the purpose of optimal police deployment to prevent any future crime and criminal detection. Within the last fifteen years of democratic rule in South Africa, the role and effectiveness of crime analysis in the SAPS, inclusive of the global law enforcement community, has fundamentally taken a diverse character and made transformational changes (Leggett, 2004:36). The SAPSRPU utilises the crime analysis process to depict and plan for various operations within the rail environment in its efforts to curb the terrifying crimes (SAPS, 2009(a):11).

In the last decade, there were more than a dozen countries that fulfilled their responsibilities as the forerunners and promoters of the practice (crime analysis standards), but more and more countries have matured and are part of the global village in the collective effort to implement analytical techniques within the policing

agencies. Even international organisations, such as the INTERPOL, European Police Office (EUROPOL) and ICT employ analytical techniques to fulfil the vital functions of crime combating and prevention (Lumina, 2006:98 - 99).

Crime Analysis as a discipline is an evolving profession that has changed from basic statistics gathering to an analytical position, where information is analysed and projections made as to the expected criminal activities within the rail environment. The SAPSRPU, as a component of the SAPS, has moved with time and speed to ensure that the process of analysing crime is integrated to ensure the effective utilisation of resources and accountability. In terms of the SAPS (2009(b):42), the SAPSRPU uses crime analysis as a preliminary task for the purpose of assisting in:

- dealing more effectively with various threats and/or potential threats to the rail environment;
- providing timely warning of threats and supporting operational activities in the rail environment; and
- supporting crime-prevention strategies and detection efforts.

According to Lumina (2006:99), crime analysis is the law enforcement function that involves systematic analysis for identifying and analysing patterns and trends in crime and disorder. Information on such patterns helps the SAPS to deploy its resources in a more effective manner, and to assist detectives in identifying and apprehending suspects. In terms of the SAPS (2009(a):43), crime analysis also plays a role in devising solutions to crime problems, and formulating crime-prevention strategies. Crime analysis in the rail environment occurs at various levels, including operational, tactical and strategic. The SAPS personnel study crime reports, arrests reports, and police calls for service - in order to identify emerging patterns, series and trends as quickly as possible (SAPS, 2009(a):44).

The researcher has established that there are specific standards of data and intelligence analysis within the SAPS that are being applied to enhance and ensure formality, effectiveness, efficiency and professionalism. However, these standards could not be reflected in this study due to the sensitivity around their publication, as well as their use in other forms, without proper authorisation from the relevant component of the SAPS (Crime Prevention and Intelligence). The researcher has

established through interaction with the SAPSRPU that crime analysis has become an increasingly important part of policing and crime prevention. According to DoT (2009:24), the SAPS is dedicating both financial and human resources to ensure that the staff employed as crime analysts are equipped with the latest best practices' methods to deal with criminal activities.

The SAPS makes use of two main types of crime analysis methods: tactical crime analysis and strategic crime analysis. The SAPS crime analysts are able to use their training and skills to predict crime, forecast future crime trends and make predictions using statistics and geographical information systems to assist the SAPS in decision-making, proactive enforcement and determining how future risks and harm to various communities can be managed (SAPS, 2009(a):45).

The SAPS has also confirmed through its interaction with the researcher, that the process of crime analysis within the SAPS employs a whole host of tools and skills, including: data mining, crime mapping, statistics and research methods and a clear understanding and profiling of criminal behaviour. The researcher can only demonstrate that within the crime analysis and crime intelligence environment, which assist the SAPSRPU through the NRCCF, in processing data, processes exist, differing in name only, which may refer to the crime analysis process and the crime intelligence process. However, by analysis, it would appear that the two processes are actually similar in terms of the collection, collation, analysis, dissemination and evaluation of crime information.

The SAPSRPU makes use of a technique which is commonly known as geographic crime analysis mapping SAPS. The SAPS (2004:9) describes crime-mapping as the spatial distribution of crime within a given geographical area. This view is supported by Leggett (2004:84) who states that geographic analysis indicates where crimes are committed within a specific geographical area. It is an integral part of the process known as tactical crime analysis. According to the SAPS (2009(b):36), the geographic mapping system which the SAPS has rolled out in the railway environment has improved computerised processes regarding the analysis of crime hotspots; and it supports the key processes of crime prevention and analysis that include:

- Responding and directing police for service, and information collection;

- Supporting the briefing of operational police officers by identifying crimes and incidents that have recently occurred in a specific area they have patrolled - or are soon to patrol - and what may happen in the future;
- Identifying hotspots becomes crucial for the targeting, deployment and managing of responses; and
- Monitoring the impact of operational initiatives and evaluation is pivotal.

According to the SAPS (2008:19), the current performance strategy of the SAPSRPU is based on a sound understanding of the existing perceptions, the roll-out of the full complement of the railway police and its resources. These are then tailored according to the requirements of the NCCS. The SAPSRPU has also adopted a strategy to give attention to working with other entities that influence public opinion - such as the media, Government departments and rail entities (SAPS, 2009(b):38). There is a need to expand and diversify scope for the SAPSRPU to work with civil society organisations (rail commuter and community organisations) involved in the fight against crime and the promotion of safe public transport and mobility.

3.4. THE IMPORTANCE OF SAPSRPU LEGITIMACY

Discussions of legitimacy tend to be intricate. The term is used in many different ways, to refer to very diverse situations. In this study legitimacy is defined as a property of an authority or institution that leads people to feel that the authority or institution is entitled to be deferred to and obeyed (Hinds, 2008:56). The SAPSRPU should act in a manner that will satisfy people's expectations for safety and security and in return receive acceptable public support and positive perceptions from the people (both railway employees and rail commuters). The public support initiatives have direct implications for the effectiveness of the SAPSRPU in its work to control crime via the allocation of resources to policing tasks (Lumina, 2006:96).

In terms of Hinds (2008:57), legitimacy is an entitlement that is voluntarily conferred by the public - and in this case it should be conferred to the SAPSRPU. This power which leads people to feel an obligation to comply with the SAPSRPU authority and directives will make or break the Unit's ability to fight and combat crime in the rail environment. The extent to which people may co-operate and support the

SAPSRPU by passing on information about railway crimes and suspicious people may be dependent on the link to judgements about police legitimacy in general (Lumina, 2006:97).

Legitimacy, as alluded above, is often interpreted in a normative or a positive way. In a normative sense, legitimacy gets greater attention as it is a constituent of moral values. A status conferred by the people on Government officials, such as the Police, various Acts, and institutions through their belief that the Government's actions are an appropriate use of power by a legally constituted governmental authority following correct decisions in making policies (Hinds, 2008:59). Generally speaking, police legitimacy is linked to a number of factors, including demographic characteristics, such as age, education, race, crime rates and economic disadvantages, as well as the characteristics of police officials themselves (Lumina, 2006:99). In addition to the above, the SAPSRPU is going to be treated the same as the past police and role of the old SAP in relation to perceptions about how well police perform their job and whether they use fair procedures when dealing with the public (Marks and Fleming, 2007:14).

Police legitimacy is particularly very important in South Africa as it is one of the many countries in the world with diverse cultural backgrounds and a huge backlog to address inequalities, poverty alleviation and change the lives of many disadvantaged communities (Lumina, 2006:98). Many in the CTMM mistrust the SAPS due to the higher levels of crime and disorder, including violent crime, lower reporting rates and people's lack of involvement in crime-reduction measures. According to Henning (2004:311), many communities in the urban centres of South Africa, inclusive of the CTMM, have co-operated with the SAPS after realising that the police are genuinely apprehending suspects and bringing them to justice.

According to Stones (2004:129), South Africans have developed varying norms and values throughout the period of authoritarian rule and during the past fifteen years since the early 1990s. In many instances, due to the organic nature of SAPS legitimacy, people have a tendency to comply with the police requests – even when they perceive police treatment to be unfair and disrespectful. Norms are people's basic beliefs or ideas and deal with beliefs on what is right or wrong behaviour (Lumina, 2006:99). Many people have learnt these norms during the socialisation

processes encountered in their education from childhood to adulthood. While legitimacy is a general or global characteristic of policing, it is conferred by the extent to which people are willing to accept the authority of individual SAPS officers and, in particular, the SAPSRPU personnel (Lumina, 2006:101).

In terms of Marks and Fleming (2007:93), there are three forms of legitimacy that most police authorities, institutions and other human societies across the history of mankind, have been based upon:

- **Charismatic authority:** legitimacy based on the charisma of the leader, often partly based on the perception that this leader has certain extra or supernatural attributes;
- **Traditional authority:** legitimacy based on tradition: people accept Government for the simple reason that it has been around for so long and is based on popular customs and language usages; and
- **Rational/legal authority:** legitimacy based on the perception that a Government's powers are derived from set procedures, principles, and laws which are often complex and are written down as part of the Constitution.

The SAPSRPU finds itself re-introduced into the South African society and its numerous communities that have to embrace constitutionalism and constitutional democracy. These are modern concepts that demand from every citizen that political order be governed through the laws and regulations, as adopted by South Africa (Lumina, 2006:102). The current order stands for the supremacy of the law and not of the individuals. Most senior SAPSRPU personnel served the previous authoritarian regime. It imbibes the principles of patriotism, democracy and the limited use of force by the Government. This form of legitimacy within which the SAPSRPU finds itself operating and serving, is related to democracy as the justification for these constitutional measures are agreed upon by popular consent (Marks and Fleming, 2009:94). According to Bruce and Neild (2005:7), democracy is often perceived as the most popular form of government. The most common source of legitimacy today is the perception that a government is operating under democratic principles and is subject to the will of the people.

3.5. RECORDED STATISTICAL BREAKDOWN

According to Hinds (2008:62), statistics are very important to people in their daily interaction with the environment. Statistics involve the collecting, organising, analysing, summarising and presenting of information. In terms of Albrecht (2008:51), the word 'statistics' is used to mean a set of rules that simplifies or reduces large amounts of data so that it can be understood. However, according to Bayley (2006:83), it is the mathematical manipulation of data. Bayley (2006:87) identifies four reasons why statistics are important:

- Statistics are used to help people to come to or make reasonable conclusions about a large number of people or things by studying a small number of people;
- Statistics encourage people to think about and question information and problems;
- Statistics often provide useful guidelines and procedures to use when one needs more information; and
- Social scientists use statistics to understand and predict people's behaviours.

According to Lumina (2006:99), historically, the police and private security personnel did not enjoy good relationships. However, the current trends and recent developments in South Africa suggest some improvement. The SAPS has come to the realisation that they cannot wish away the private security firms, as they perform various security functions in both the private and public sectors and are playing a pivotal role in the economic development of the country (Henning, 2004:314). The presence, development and acceptance of the private security sector - as part of the daily security provision in South Africa and other countries is an indication of how the security industry has transformed and evolved over the years, in particular the recognition of the role that private security is playing in the post-colonial and democratic era in South Africa (Bruce and Neild, 2005:13).

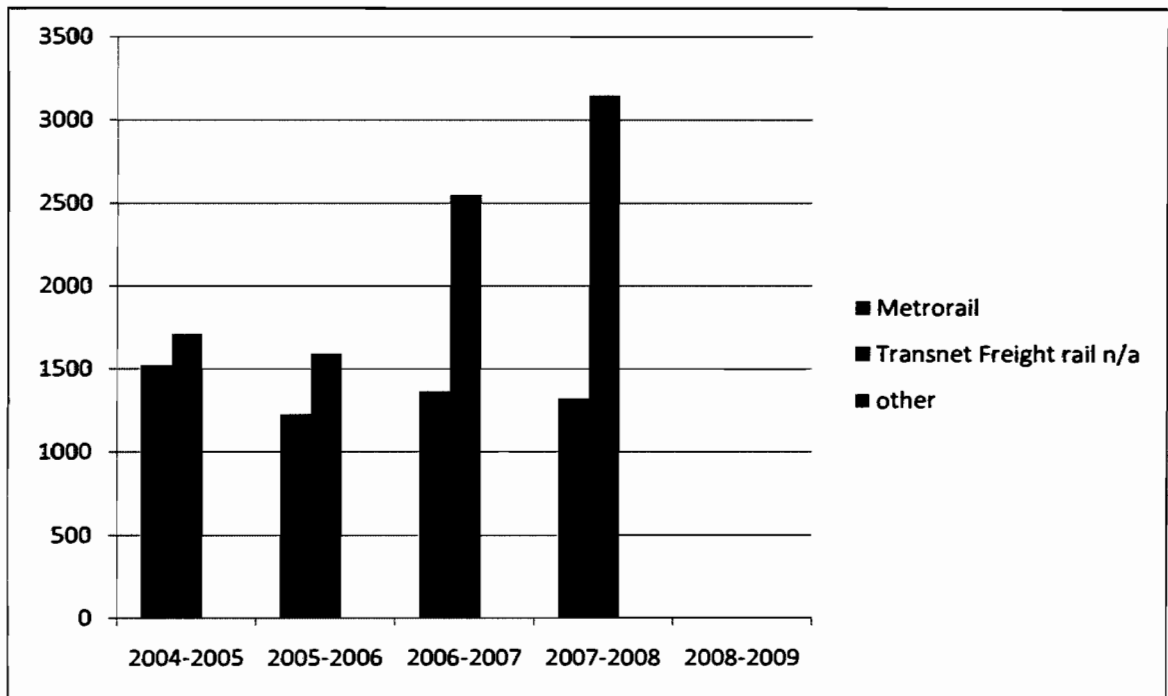
It has been realised, within the railway environment, that the role played by the private security firms, cannot be underestimated. The private security firms form part of the core strategy of the Metrorail operations and are utilised in other railway network under TFR for security measures. The Government has moved with speed

and has over the years, since 1994, made efforts to regulate the industry through Private Security Industry Regulation Authority (PSIRA) to ensure that it is able to integrate private security operations within the control of the State security apparatus. PRASA has through the assistance of the SAPSRPU, embarked on a process to enforce stringent control measures over the security companies they appoint. This measure will secure the railway assets and ensure that there is strong oversight by the SAPSRPU over the security companies appointed to work within the Metrorail environment. The future strategy is to ensure that Metrorail creates the capacity to employ its own security personnel with the full involvement of the SAPSRPU (PRASA, 2009:29 -31).

The primary objective of both PRASA and the SAPSRPU appears to be similar and aimed at a common goal, that is, to provide safety and security to the rail commuters and their assets. The presence of a large number of private security personnel creates both opportunities for greater contact and interaction with the SAPSRPU, but also great risks for public law enforcement. However, historically, the relationship between the two sectors has been fraught with mistrust and a lack of co-operation (Financial Mail, 2009:17). The relationship has improved however and today the private security sector provides security services to most Government premises, including SAPS buildings and other private holdings.

The SAPSRPU has not yet been fully rolled-out to assume a full service complement to address all the challenges in the rail network. The working relationship with the private security companies appointed by Metrorail is crucial to the success of the SAPSRPU and the support of the visible policing from community stations and centres is crucial. It would be encouraging to be able to state that the relationship between the two (SAPSRPU & Metrorail security) in the Metrorail environment is one of supportive engagement and co-operation. The railway environment has been plagued by various forms of criminal activities; and since the re-introduction of the SAPSRPU there have been some co-ordinated efforts to deal with such occurrences and to bring the perpetrators to justice.

Figure 9: Statistics recorded by the Railway Safety Regulator (RSR)



(Source: Adapted from RSR Annual Report 2006/07, 2007:39).

The RSR has been established in terms of the *National Railway Safety Regulator Act 16 of 2002*, as amended. Its mandate is to oversee the safety of railway transport, promote safety improvements and ensure compliance with regulations and laws in South Africa. The RSR's reported statistics as indicated in Figure 9, has demonstrated that the general state of railway safety and security in the country has not improved over the last three to four years (2004/05 to 2007/08). The report further stipulates that there is a very serious need for improvement and interventions with regards to general safety matters which are related to security (RSR, 2009:7 -8).

The report by the RSR (2009:8) further indicates that the costs associated with incidents were seen to be very high and remain a concern for both the TFR and PRASA. These expenses impact heavily on the costs of doing business and the reliability of the railway operations in South Africa. From 2004/05 to 2007/08, the combined security incidents' costs for both the TFR and PRASA amounted to over R2.4 billion (direct costs) - excluding indirect costs, such as the cost of business

interruptions (cable theft) and other vandalism-related occurrences. A major concern is the high number of incidents of equipment theft, arson, vandalism of operational assets and generally high levels of crime.

The report by RSR noted that there is a general improvement in terms of the levels of personal safety in passenger trains and at railway stations. The improvement is generally attributed to the ongoing successful roll-out of the SAPSRPU. It is believed that the improvement will go a long way in addressing the most serious concern amongst the commuting public regarding personal safety and security trains and railway stations (RSR, 2009:9).

However, the researcher has observed that within the reported data by RSR (2009:7 - 9) the incidence of crimes within the TFR environment continues to increase; and this may be attributed to the fact that the SAPSRPU is focusing much of its operations and resources within the passenger rail network. This trend may be due to the fact that since its inception, the SAPSRPU has been receiving funds from the DoT. The DoT expects the SAPSRPU to utilise such resources in the passenger rail environment, as the funding sources come from the Public Transport Infrastructure and Systems (PTIS) and may not be used for another purpose other than for which these resources were designated (DoT, 2009:39).

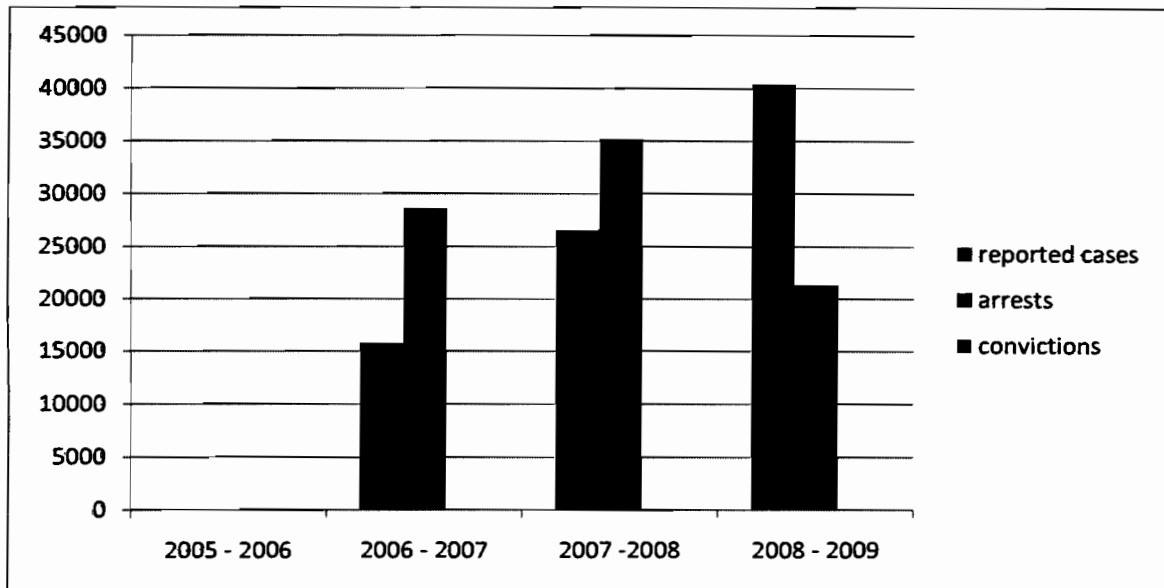
3.5.1. SAPSRPU RECORDED OPERATIONAL DATA

As reported in Chapter 1, the SAPSRPU was re-introduced in the WCP through a pilot project. The pilot project was conducted to ensure that proper establishment measures are put in place to assist the SAPS and other stakeholders in integrating their resources and implementing the unit nationally with success. The SAPSRPU was deployed in the WCP during the second last quarter of the 2004/05 financial year and the successes of the pilot project were used to roll-out the SAPSRPU in other provinces in South Africa where rail commuter services and long-distance passenger rail services are provided.

The SAPSRPU uses the same systems as those of the SAPS to record and map crime statistics in the rail environment. It is also not known to the researcher why during the 2005/06 financial year the crime statistics in the rail environment were not recorded and the researcher could not get a proper explanation and reasons

from the SAPS. However, it seems from the observations of the researcher, that the SAPSRPU was focusing its resources and human capital to build railway police stations and to recruit personnel. Another view may be that all railway statistics were recorded in the general SAPS system without specifying where it comes from, for example rail environment.

Figure 10: Statistical records of the SAPSRPU since re-introduction



(Source: Adapted from SAPS Annual Performance Plan 2009/10, 2009:17).

- The information in Figure 10 indicates that the SAPSRPU did not compile separate statistical records for the 2005/06 financial year. This may be as a result of the focus on the recruitment of the national command leadership and other provincial structures of the SAPSRPU and the building of the railway police stations after the success of the pilot project in the 2004/05 financial year. According to the SAPS records, the railway environment crimes used to be reported like any other general SAPS reporting and recording. The establishment of the SAPSRPU necessitated a change in the way the SAPS recorded railway environment cases.
- The SAPSRPU in 2006/07 and onwards was fully operational and had a national footprint. They were housed in temporary facilities, police stations and community centres while their permanent accommodation was being constructed in various strategic railway stations, as identified by the collective

leadership of the SAPSRPU, DoT and PRASA. The reported cases and the number of arrests executed by the SAPSRPU indicate that the SAPSRPU was able to conduct various successful operations and was able to catch most of the perpetrators. The lower rate of recorded cases may be attributed to a lack of proper information from the public about the presence of this re-introduction of the SAPSRPU and or may be attributed to the mentioned operations.

- By the year 2007/08, the SAPSRPU was known throughout the country and there were intensive campaigns by the rail stakeholders to make the SAPSRPU visible. The SAPSRPU is staffed by both new and experienced officers recruited from other SAPS units and from the community. The reported cases and the number of arrests show clearly that the presence, visibility and determination of the SAPSRPU were felt in many areas where the rail network transcends the country landscape. The accomplishment in strategic hotspots, dedicated patrols and operations yielded positive results for the SAPSRPU and those responsible for the investment in both infrastructure and equipment of the SAPSRPU.
- The SAPSRPU recorded an increase in the number of reported cases in the 2008/09 financial year. This is attributed to awareness by the public to report all the incidents to the SAPSRPU. However, another possibility may be attributed to criminals having been able to use other modus operandi to execute their criminal activities, as they are aware of the presence of the SAPSRPU.

Another contributing factor to the sudden increase in reported cases may be the result of various completed railway police stations which are currently more visible and closely located at strategic points next to major rail stations. Many rail commuters are able to access these facilities to report their complaints with ease. During previous years there were limited facilities to report such cases and police community centres were at very remote points. Rail commuters who wanted to report cases to these community centres risked being turned away, as many of these centres regarded their operations as servicing the adjacent communities and not the entire railway environment.

- The number of convictions cannot be indicated, since there were no concrete figures from the SAPS to indicate the numbers of successful arrests. However, PRASA has recorded a slight improvement in the generation of revenue through

higher ticket sales; and these increases were generally attributed to the role being played by the SAPSRPU. There has been a slight increase in the number of women passengers and school children as a result of the presence and visibility of the SAPSRPU.

- In terms of convictions, it is difficult to obtain the appropriate data from the SAPS on specific rail-related cases. The other constraint is the fact that the SAPSRPU was not measured according to the convictions and arrests they had made. Instead, they were measured with regard to the reduced number of crime cases reported when compared to the previous financial year. However, the SAPS has indicated that general convictions on most priority crimes have improved by 31% in 2008/09 from the previous years in 2006/07 (24%) and 26% in 2007/08 (SAPS, 2009(b): 8).

3.6. CONCLUSION

Crime combating and prevention in the rail environment has undergone a radical strategic intervention in standing and operations during the past four years. This has been evident due to the re-introduction of the SAPSRPU nationally with increasing prominence being placed on establishing community level partnerships, developing the concept of community-based policing. The building of railway police stations and progressing social crime prevention strategies as key component of the national approach to crime combating and prevention in the railway sector have yielded some tangible positive feedback.

The SAPSRPU seems determined - in terms of its endeavours - to fight railway crime. However, it is under no false impression that the levels of organised cable theft and serious and violent crimes in the rail environment will not be reduced immediately, as these crimes remain unacceptably high and inadequate security measures. The strategies in the SAPS and the Criminal Justice System (CJS) that have been put in place to deal with railway crimes are proving to be effective and will be pursued. It is the thinking of the SAPSRPU to work with other public sector institutions to promote the adopted progressive programmes aimed at addressing socio-economic inequalities in the CTMM to ensure the sustainability of the programmes to alleviate the social burden (Du Plessis and Louw, 2005:41).

The purpose of this chapter has been to explore the literature, as well as the SAPSRPU quest to fulfil the mandate of crime prevention and combating in the rail environment. Using the international experiences and the benchmarking from other countries this chapter has shown that these research matters are not unique or static. The safety and security issues evolve as South Africa matures into fully established democratic culture. Some of these issues may need to be dealt with over time. Furthermore, this chapter has given a learning opportunity and comfort to the study on the particular field that caters for the SAPSRPU and the experiences in the railway environment in the CTMM.

The following chapter will present the main findings of the investigation. This has been done by analysing the findings of the fieldwork conducted through the semi-structured interviews with the SAPSRPU in the identified railway police stations and the rail commuters' forum in the CTMM.

CHAPTER 4

RESEARCH METHODOLOGY AND FINDINGS

4.1. INTRODUCTION

The significance of this research lies in the fact that it has aimed to look intently at evaluating the impact of the reintroduced SAPSRPU in the context of the national fight against crime, in particular in the rail environment. The approach was chosen to stimulate a holistic execution method to ensure that the criminal elements terrifying the rail passengers are eliminated in an attempt to create a more safe and secure railway environment. Concerns for the safety and security on the commuter trains (in particular) in South Africa have increased across the country over the past decade. The nature and direction of these concerns vary widely depending on the authority and environment involved and the type of area in which the trains operate.

Of the many activities being undertaken by the SAPSRPU to provide crime prevention operations in the railway environment, some of the most important, and often the mostly liked interventions, is the deployment of the uniformed Police and the other security personnel deployed under the control of Metrorail. The railway environment is unique and many police personnel were not necessarily trained to specifically work or operate in the rail environment. They had received training and development as general SAPS officers.

The provision of effective safety and security thus requires a consideration of issues not encountered in any other policing contexts and this also poses huge responsibilities and challenges for the SAPSRPU. In this chapter the research findings obtained from interviews conducted in the five railway police stations and from the rail commuter forum in the CTMM will be presented, discussed and summarised. The interviews were conducted with respondents who are elected representatives of the rail commuters in the major main rail corridors and the SAPSRPU employees at the levels of Inspector and Captain. The interviews were transcribed literally and analysed by the researcher. In this chapter the research methodology is acknowledged, and a clear presentation of the results within the context of the approved topic is also discussed.

4.2. RESEARCH METHODOLOGY

In this study the researcher adopted a qualitative research approach. A number of diverse approaches can be taken in qualitative research and the roles of researcher and participants are much less narrowly prescribed than they are in quantitative research projects. Qualitative studies are seen as having much to offer - both in terms of guiding practice and identifying the areas to be explored in future studies (Struwig and Stead, 2007:65). The data used in this study were gathered in the CTMM, one of the metropolitan municipalities in South Africa, to determine which attributes are significant for the successful positioning of the SAPSRPU.

According to Hinds (2008:57), the development of a sound research methodology is critical to the success of any investigation. In this study - in particular when trying to propose a research methodology that will attain the set objectives - both secondary data and primary data were collected from the SAPSRPU and the forum leadership in the CTMM for consideration.

4.2.1. Motivation

In this study qualitative research is referred to as the process of research which is universally undertaken by means of interviews and observation in the location of the participants (Hinds, 2008:27). The researcher made use of semi-structured interview questions. The two dominant paradigms in qualitative research were used in this study and include: the interpretive paradigm and the critical paradigm. These two paradigms focus on a clear understanding of the issues and rules: the observer's role and participation in the study situation. Another consideration covers the observation through the data collection process coupled with informal or formal interviews (Hinds, 2008:35).

There are two essential methods used in the study that belong to the qualitative research paradigm, namely:

- **Interviews:** the researcher made use of semi-structured interviews to gather relevant data. This method allowed the participants and the researcher to diverge to pursue an idea in more detail without prejudicing anyone in the process; and

- **Observation:** the researcher also made use of the observation approach to compare between stated and actual actions in the rail environment. It assisted the researcher to identify issues that were not picked during semi-structured interviews with the participants.

4.2.2. Literature review

According to Dellinger (2005:46), a literature review is a body of text that aims to review the critical points of current knowledge and or methodological approaches on a particular topic. The literature review is to a research project what the foundations are to a house (Wilkinson, 2004:26). It is an effective evaluation of selected documents on a research topic and may form an essential part of the research process - or may constitute a research project in itself. The literature review comprises a secondary source and it reports on and synthesises the data revealed in such research. Its ultimate goal is to bring the reader up to date with current literature on a topic; and it forms the basis for another goal, such as future research that may be needed in the researched area (Dellinger and Leech, 2007:314).

In terms of Dellinger and Leech (2007:326 - 327), the purposes of a literature review are:

- “Distinguishing what has been done from what needs to be done;”
- “Discovering important variables relevant to the topic;”
- “Synthesising these secondary data and gaining a new perspective;”
- “Identifying relationships between ideas and practice;”
- “Establishing the context of the topic or problem;”
- “Rationalising the significance of the problem;”
- “Enhancing and acquiring the subject vocabulary;”
- “Understanding the structure of the subject;”
- “Relating ideas and theory to applications;”
- “Identifying methodologies and techniques that have been used; and”

- “Placing the research in a historical context to show familiarity with state-of-the-art developments.”

The researcher did not rank the above-mentioned purposes in order of preference and importance. However, the researcher conducted a comprehensive literature review on the available recent literature relevant to the study topic that complements the identified purposes. The literature review confirms that a lot has been done within the safety and security environment in terms of research. However, there is a need for dedicated efforts to conduct research with regards to the railway police as most research done in the past has now become outdated. There is a need for research in the field of the SAPSRPU in both the passenger rail services and the movement of goods.

4.2.3. Research design

According to Dellinger and Leech (2007:323), research design can be thought of as the structure of research that holds all of the elements in a research project together. Research design provides the bond that holds the study project together. A design is used to structure the research and to show how all of the major parts of the research project, the samples of groups, measures, treatments or programmes and methods of assignment work together in an endeavour to address the fundamental research questions. In this study, a qualitative research method was followed to allow for the flexibility of the diverse experimental techniques.

4.2.4. Data collection

The researcher has taken efforts to ensure that the critical issues of data collection are taken into consideration. According to Lumina (2006:102) a questionnaire is defined as a set of questions used to gather data from the respondents and is designed specifically to attain the research objectives. In this study the data collection method used was the one which used semi-structured face-to-face interviews with the participants. The researcher sought permission from the Commissioner who is the head of the SAPSRPU, and also obtained consent from the forum leadership. In terms of this study, three ethical principles underpinning data collection were considered in the entire process of data collection: autonomy, anonymity/confidentiality and informed consent.

According to Hinds (2008:56), the semi-structured interview is a combination of the structured and unstructured interviews. Predetermined questions are put to each participant in a systematic and consistent manner. However, the participants are also given opportunity to discuss issues beyond the questions' confines. This technique enables the researcher to obtain multiple responses to set questions and allows for detailed responses (Lumina, 2006:95). The researcher used a set of well crafted questions and probing and follow-ups were done in some instances to obtain further information on the specific questions.

The researcher preferred to write other information on separate pages and to not include personal and biographical details with the questions. This was done to ensure that the participants would feel free to participate and not focus on whether the information might be used in future to punish or discipline them. A total of fifty interviews were conducted, through the identified semi-structured, private sitting arrangements, face-to-face and in-person interviews. The researcher guaranteed the confidentiality and anonymity of the participants before the process of interviewing started.

The researcher made use of a digital recording device to record the data-collection process and used a notebook to capture some of the information which required observation from the researcher, such as the gender and other demographical data of the participants. The researcher took note of the key decisions that underpin data collection, namely the degree of the structure for the interviews and observation, the timing, the number of participants to be interviewed and the various locations where the interviews actually took place. All the decisions were taken by the researcher in the context of the aims and objectives of the study.

4.2.5. Sampling

According to Hinds (2008:59), sampling is defined as a subset of the larger population. In this study sampling means the act, process, or technique of selecting a suitable and representative subset of a population for the purpose of determining the characteristics of the whole population. The meaning of the population in this study is the set of all items that could be sampled. However, according to Lumina (2006:99), the population of any research is defined as the total group of people from whom the information is drawn.

The target population for this study consisted of the personnel of the SAPSRPU who are working in various newly constructed railway police stations in the CTMM and the elected rail commuter forum leaders. In general, with regard to the SAPSRPU, the study involved Officers at the levels of Inspector, Captain and Superintendent. The data required regarding the respondents is contained in the questionnaire.

The sampling method targeted by the researcher was the non-probability sampling technique, as the probability of selecting population elements was unknown (Hinds, 2008:63). Respondents were therefore chosen in a non-random manner. This study used unrestricted non-probability samples called convenience samples as the main sampling method. The population sampled comprised chosen participants in terms of their availability and convenience by reference to their positions and being part of the forum leadership in the case of the commuter rail forum.

The above-mentioned sampling method was the most practical given the study's objectives and the nature of the target population. This design was more convenient to carry out, but created limitations in terms of its reliability and bias. The sample size of this study was large enough so that it was able to support the desired analysis that is qualitative analysis. The target sample size for this study was fifty semi-structured interviews, as the interviews conducted were short in length and consisted of ten questions on each group. The researcher made appointments with all the selected participants and provided questions to the participants ten days before the interviews.

4.2.6. Data analysis

According to Struwig and Stead (2007:169), data analysis in qualitative research is a process of gathering, modelling and transforming data with the goal of highlighting useful information, suggesting conclusions and supporting decision-making. Data analysis has multiple facets and approaches, encompassing diverse techniques under a variety of names, in wide-ranging business, science and social science domains. The researcher has observed a central tenet of qualitative research in data analysis and has used the method in the study to analyse the information from the early stages while the process was in motion. In terms of this study the overlapping was allowed to ensure that the researcher would be able to amend the

identified issues in the theoretical and grounded instruments of observation in order to align and explore emerging content.

The researcher made use of triangulation and used the procedure of themes to organise the data. The thematic analysis focuses on identifiable patterns or themes of living behaviour that are observed in the collected data (Hinds, 2008:66). Firstly, the data obtained in the interview guide were read more than three times in order to list the patterns that emerged, and the researcher then listed and re-listed the recorded data and recorded any patterns or themes that emerged. Data were then classified according to the identified themes, which were subsequently expounded on. The transcribed data from the interviews were divided into meaningful analytical units and sorted into appropriate categories to synthesise the data effectively and create a comprehensive narrative.

4.2.7. Limitations

The initial sample consisted of individuals from the SAPS, Metrorail and commuter forum members. However, the researcher experienced difficulties in securing permission to interview Metrorail employees within the CTMM and had to cancel those planned interviews. The refusal by PRASA to grant the researcher the platform to interact with the Metrorail employees directly working with the SAPSRPU in the CTMM made it impossible for the research to get the full picture of the impact of the re-introduced SAPSRPU in the CTMM.

The researcher also experienced challenges with regard to the commuter forum leadership, especially those who reside in the Mamelodi areas, due to PRASA having cancelled the train services going to Pienaarspoort - as a result of criminal activities and hostilities against Metrorail employees. It was clearly not going to be easy to get proper sober responses from angry rail commuters. The researcher decided to leave out the sample for the Mamelodi rail commuter corridor and only focus on the other corridors that were not affected by the suspension of train services.

The SAPSRPU is being rolled out within the CTMM and has not been provided with its full personnel complement to ensure the execution of its mandate. The shortage implies that the SAPSRPU has to spread out throughout the corridors with minimal

personnel and is expected to fully deal with all the challenges with which the rail environment is faced on a daily basis as regards criminal activities.

4.3. FINDINGS OF INTERVIEWS CONDUCTED WITH THE SAPSRPU

4.3.1. Biographical Information of the SAPSRPU

The SAPSRPU respondents were selected based on their direct involvement as unit/ commanders and policing the railway environment in the CTMM. They work in various shifts (12 hours each shift) of between eight to twelve members. Unit/ commanders are at the level of Captain and some are at Inspectors' level.

Table 1: Profiles of the SAPSRPU in the CTMM

Gender	Area in CTMM	Average Period in the Rail environment	Race	Leadership
7 males	Belle Ombre, Mabopane, Pretoria & Olifantsfontein	3-5 years	5 African, 1 Indian & 1 White	3 Captains & 4 Inspectors
5 females	Belle Ombre, Mabopane, Pretoria & Olifantsfontein	3-5 years	African	1 Captain & 4 Inspectors
6 females	Denneboom & Saulsville	3-5 years	African	Inspectors
7 males	Denneboom & Saulsville	3-5 years	African	3 Captains & 4 Inspectors

4.3.2. Findings of interviews conducted with the SAPSRPU (based on the questions in Annexure A)

- **Experiences of participants since working in the railway environment based on the responses on question 1**

Most participants indicated that they had experienced a different client in the rail environment from that which they were accustomed to seeing before joining the SAPSRPU. The SAPSRPU commanders constantly witness huge numbers of people travelling in overcrowded trains, especially during peak periods. The

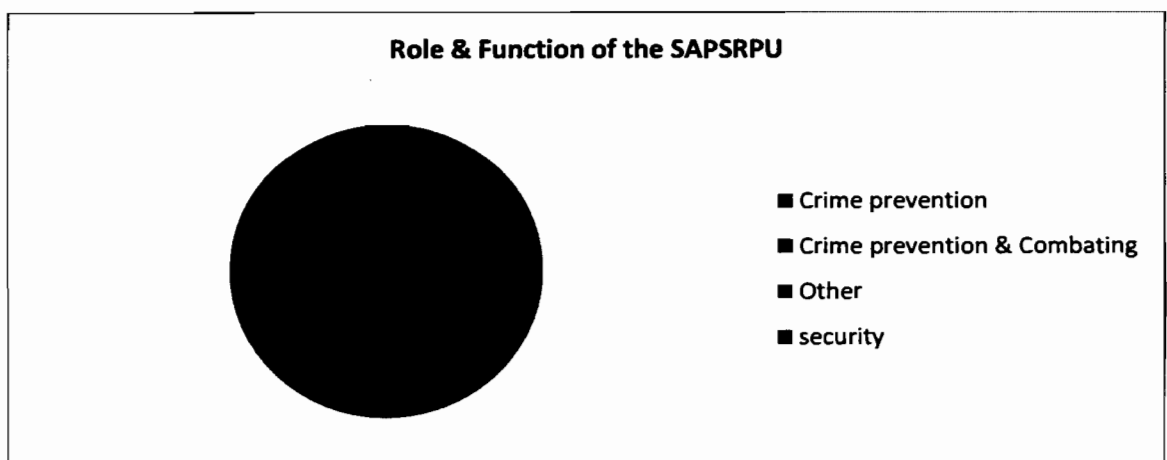
young and the old have to squeeze through small gate openings and doors for comfortable seats and space inside the trains.

Overcrowding always poses threats with regard to the combating of crime and operations conducted by the railway police. It also places them at risk of being attacked and mugged, especially with regard to firearm safety. The overcrowding condition of trains in the commuter rail environment continuously disadvantages school children and people with special needs. The situation of the people with disabilities and special needs can frequently find them competing for the best seats with able-bodied people.

The railway police have expressed serious concerns regarding the restrictions placed on them by Metrorail management and the general employees with regard to access to the railway network and other critical areas of the rail environment that the railway police think should be policed. Many of the officers have indicated that they are constantly reminded that they are working at the invitation of Metrorail and should focus their work on those areas where they are instructed to patrol and work. Such treatment is common in all the CTMM areas where Metrorail is providing rail commuter services and is an indication that the Metrorail personnel are eager to continue and sustain the old order which has been found not to work and not in the best interest of the rail commuters and the country.

- **The role and functions of the SAPSRPU based on question 2 and 3**

Figure 11: The role and functions of the SAPSRPU



Almost all the participants agreed that the role and functions of the SAPSRPU are to combat crime and to attend to its prevention. These functions are related to the functions under the visible policing units which are based at general police station level (community police stations). Many officers were previously working in the visible policing environment before gaining promotion at the SAPSRPU.

- **The relationship with Metrorail personnel and contracted security based on question 5**

All the participants have indicated that there is no formal relationship that exists between them and the Metrorail personnel. They are only recognised when Metrorail experiences problems and their services are urgently required. When things are going well, there is less need for police services. This makes them work together and even establish issues of mutual relationship that will ensure the co-operation of the two on a regular basis.

- **Issues in relation to policing plan based on question 6**

There was also concern on the lack of integration between various government authorities in terms of the co-ordination of policing plans and the conducting of operations. Usually, each authority conducts its own planning and operations, no communication channels are maintained and these occurrences create gaps which are sometimes exploited by criminals who take advantage of the lack of integrated planning for the policing of the railway environment. There is also a concern amongst officers that Metrorail fails to consider the importance of others when there are emergency matters to be resolved or attended to, such as the controlling of the crowds and when there are problems with train operations.

- **Major challenges facing the SAPSRPU based on question 8**

The major challenges expressed by participants are the inadequate distribution of relevant equipment for the railway environment, the re-skilling of the railway police to fully understand the railway environment and the importance of addressing the issues of jurisdiction and the restrictions imposed on the railway police.

- **The link with visible policing based on question 9**

The link with the visible policing component of the SAPS is that both Units (Visible and SAPSRPU) perform similar job functions. They both assist each other when the other's environment is experiencing problems. The two Units of the SAPS (the SAPSRPU and Division: Visible Policing) share manpower and other important resources all the time. However, the SAPSRPU seems to be the one mostly dependent on the visible policing - due to the fact that the visible policing have been long established and are better equipped and resourced.

- **Proposals to improve the work of the SAPSRPU based on question 10**

Most participants indicated that the SAPSRPU should consider looking at transforming the matter of chain command and try to make it more effective and efficient. The issue of making the relationship between SAPSRPU and Metrorail to work in the best interests of the rail commuters and the public at large should be looked at very urgently. Members should be provided with transport to and from work, as the current arrangement of using the trains exposes them to serious safety and security risks.

4.3.3. Summary of the key findings as a result of the interviews with the SAPSRPU

Most participants indicated that government is handling the issue of safety and security and fighting crime well within the railway environment. The participants have shared positive views with regards to the future position in terms of the way the crime is handled in the area of the study. The issue most stressed by all participants is for the requirement for all SAPS Units to work towards integration of various programmes and operations. The other issue is for the SAPS to transform the way information is disseminated to ensure more effective and efficient communications.

The explanation indicates that the SAPSRPU were not received by both arms by various stakeholders within the rail environment when they were initially deployed and they did not expect the rocky reception. Restrictions are being imposed at the Unit on a daily basis by Metrorail officials as if the SAPSRPU is not eligible to be part of the solution to rid the rail environment of its problems. The next result indicates that the SAPSRPU are performing same functions as that performed by

the community centres police under the division visible policing. The relationship with the contracted security is not improving and is developing apart at a faster rate and the challenges make it impossible for the SAPSRPU to combat crime.

4.4. FINDINGS OF INTERVIEWS CONDUCTED WITH THE FORUM LEADERSHIP

4.4.1. Biographical Information on the forum leaders

The respondents amongst the rail commuters were selected due to their elected positions in the forum and taking into consideration the fact that they are continuously using the trains as a form of transport. Furthermore, they represent rail commuters on all issues pertaining to the operations and challenges facing train services. The research study targeted twenty-five respondents. The researcher established that the different forums were expected to have nine executive members in each corridor and the total came to thirty-six members. The thirty-six members were to come together to elect the five members needed to serve on the CTMM Regional Executive Forum.

Table 2: Profiles of the forum leadership in the CTMM

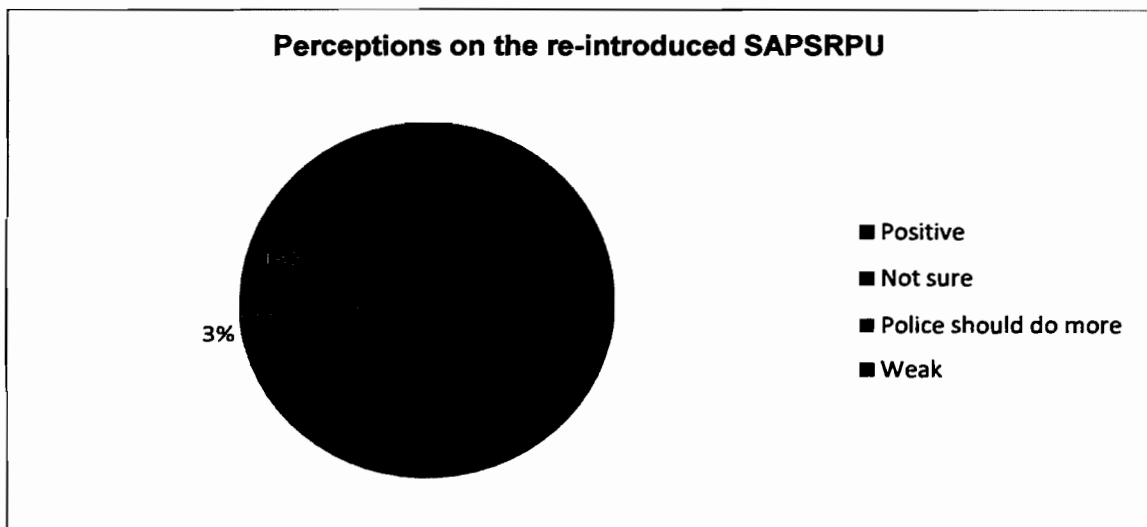
Gender	Place/Corridor	Average Years using trains	Race	Status at the forum leadership
4 males	Mabopane	5 -10 years	African	Current executive member
6 females	Mabopane	6 -9 Years	African	Current executive member
5 females	Saulsville	5 -8 Years	African	Current executive member
4 males	Saulsville	6 -9 Years	African	Current executive member
3 males	Olifantsfontein	5 -8 Years	African	Current executive member
3 females	Olifantsfontein	5 – 8 Years	African	Current executive member
-	Mamelodi	-	-	-
-	Mamelodi	-	-	-

The researcher was able to reach the target of twenty-five participants from the study population of commuter rail forum members within the CTMM. During the interviews with the forum leadership it was determined by the researcher that all of them were adults and working citizens in various capacities in firms and government offices within the CTMM. The respondents were working in a variety of organisations within the CTMM and made use of the train services for their transport requirements to their working environments. The majority of the members had been using the train services for more than five years commuting to work and most had been selected to serve in the structures of the rail commuters within CTMM for a period of between three years.

During the course of the field study for this research, there was violent activities in the Mamelodi corridor, which affected part of the train services to Pienaarspoort. The challenges led the authorities under PRASA to suspend the commuter rail services. Due to unco-operative behaviour by the selected target group in the affected section of the study area, the researcher decided not to include the selected participants as part of this study.

4.4.2. Findings of interviews conducted with the forum leaders (based on questions in Annexure B)

Figure 12: Perceptions on the re-introduced SAPSRPU

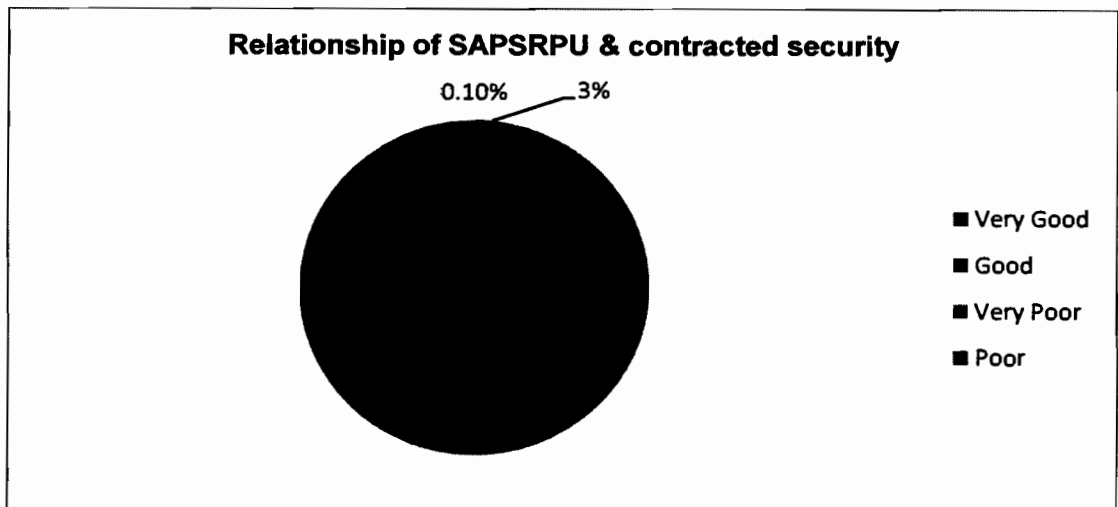


- **The perceptions of commuters on the re-introduced SAPSRPU based on question 1**

The participants expressed full confidence with this Government initiative of re-introducing the SAPSRPU. Almost all the participants agree that the initiative is proof that the Government is doing something to improve the safety and security of commuters. Approximately 70% expressed frank positive results for the future and they were elated that more police were either in training or would be recruited to strengthen the current staff. Approximately 27% thought that the SAPSRPU had a lot to do to convince them that they were doing anything to improve the situation of crime in the rail environment and 3% not sure.

- **The perceptions in terms of the relationship with the security contracted by PRASA based on question 5**

Figure 13: Perceptions with regard to the relationship of the SAPSRPU and the contracted security firms



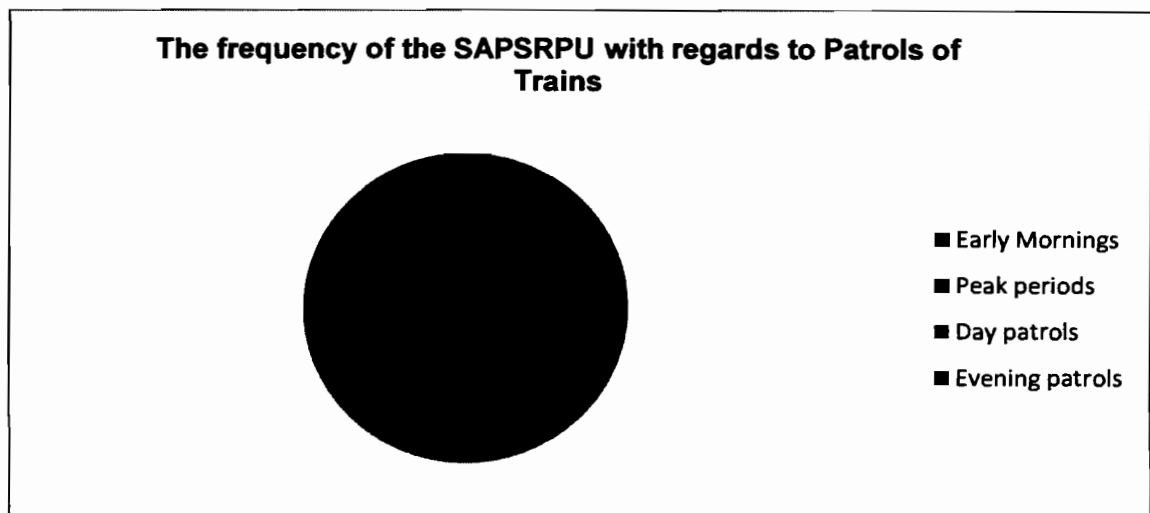
About 88% of the participants expressed serious concerns that the relationship between SAPSRPU and the contracted security personnel was at its lowest level and there was a need for much broader initiatives that will stabilise the situation to acceptable levels. There is a perception amongst the rail commuters that the private security personnel were not working in the best interests of the

Government initiatives and were one way or another involved in the system's failure and the escalation of criminal activities in the rail environment.

- **The perceptions on safety and security of commuters based on question 6 and 7**

The SAPSRPU seem to have no particular programme and strategy to follow when handling the operations on the CTMM rail network. The method applied seems to be based on methods applied in general police stations and community centres. This new rail environment has also brought some challenges for the SAPSRPU personnel as it is unique and not related to any environment some of the senior members have worked or operated in before joining the SAPSRPU.

Figure 14: Frequency of patrols and visibility of the SAPSRPU



The participants felt that the majority of the patrols by the SAPSRPU were conducted during the day when there were fewer activities - as most train commuters use trains during the early hours and at peak periods. It has been established that the SAPSRPU cannot fulfil their duties during these times due to overcrowding and the hectic situations of the peak periods and early morning trains. The participants expressed serious concerns that the early morning and night trains are not patrolled; and there are chances of being mugged or valuables taken from them when using such trains. These opinions were strongly expressed by women participants who informed the researcher that only very

modest improvements had been achieved in this regard since the deployment of the SAPSRPU.

- **Proposals about the improvement of the current safety and security situation based on question 9**

Most of the participants expressed a number of diverse views, on how to improve the situation of security within the commuter rail system. They suggested that there should be some serious self-introspection on the part of both PRASA and the SAPSRPU. The major and common proposals were:

- **The closed infrastructure and security system:** The issue of considering having a closed passenger (commuter) rail system to ensure that safety and security measures could be co-ordinated clearly and on a collaborative platform between both authorities (contracted security and SAPSRPU). According to Bezuidenhout (2008:67), the application of closed rail systems has been promoted internationally, as being effective, efficient and easy to manage in relation to safety and security matters. The Close Circuit Television Communication System (CCTV) is one of the most well-known forms of surveillance and information-gathering in the world that supports and compliments the closed systems of rail network.
- **The recruitment and training of police officers:** it has been established that the police are unable to monitor and patrol all the trains due to shortages of personnel and inadequate expertise and experience by the deployed officers. The proposals are that more police officers specifically trained to work in such hostile environments should be recruited, educated and trained accordingly.
- **The creation of formal forums with commuters:** many participants proposed that the SAPSRPU should consider partnerships with the rail commuters in order to forge formal ways of co-operating together to fight general crime and corruption within the railway environment.

4.4.3. Summary of key findings as a result of interviews with the forum leaders

The participants support the re-introduction of the SAPSRPU and are willing to work with the SAPSRPU to get better results with regards to safety and security in the trains. The installation of CCTV is one the most common proposals that the participants felt strongly that it should be prioritised. Most railway stations and strategic spots adjacent to the railway stations are not secured and fenced. The most effective way in the current technology is to install CCTV cameras in all areas to ensure that the security system monitors all movements of people and personnel within the railway reserve. These systems may assist the police and security personnel to effectively police the railway environment and reduce crime. According to Bezuidenhout (2008:59), the closed infrastructure and security system would assist in the prevention of fare evasion, access control improvements and the proper management of railway stations.

4.5. CONCLUSION

The study has established that the role and functions of the SAPSRPU are very similar to those performed at the community centres. The SAPS may save a lot of resources and improve service delivery by streamlining the services of its components. This integration may render various programmes aimed at reducing crime more effective and cut the process that is currently derailing the effective functioning and implementation of the special crime-combating and security initiatives.

The SAPSRPU would require serious intensive interventions and leadership to implement integrated law enforcement operations with other units of the SAPS. It should work towards a strategy to police the railway environment in partnership with those linking with communities and the private security industry - in particular those that work directly with PRASA. The focus should be on a number of priority crime-combating and prevention areas to address the incidence of contact-related crimes in the rail environment, rail property-related crimes and other railway crimes dependent on the police action.

The interaction with the participants and the researcher also establishes a need for the development of the information security policy for the railway environment,

especially the passenger rail component to complement the crime prevention strategies being championed by the SAPS. In essence, the information security policy is documented to explain the need for information security and its concepts to all of the organisation's information resources users. According to the Financial Mail (2009:12), PRASA is working towards providing adequate and competent security resources that are world class and professional, and to implement integrated technological systems to enhance the security of operational capabilities.

The study has established that the Minister of Police has a direct regulatory function over the private security industry through the PSIRA, which is established by the *Private Security Industry Regulation Act 56 of 2001*, as amended. Although the private security industry is being regulated through the PSIRA, the relationship between the private securities contracted by Metrorail with the SAPSRPU leaves much to be desired. The private security sector in the Metrorail environment views the SAPSRPU as a threat to their lucrative contracts and there are a variety of negative efforts perpetrated by Metrorail personnel and these contracted security to discredit the good work of the SAPSRPU.

The SAPSRPU should use the regulatory framework available at their disposal to forge strong co-operation, enforce legitimacy and collaboration between them and the private security. These initiatives should embrace all security working under contracts and those employed by Metrorail. The collaborations by all stakeholders will enhance the work of the SAPSRPU in relation to crime intelligence operations, gathering and analysis. The initiatives will further facilitate in the analysis of data and related initiatives which will be driven and commanded at SAPS level to improve the levels of communication to fight crime in the rail environment.

There were strong views voiced by the forum participants that the SAPSRPU should consider establishing formal relationships and partnerships with them. These initiatives will assist the SAPSRPU to share information with the rail commuters and engage in various working sessions that will help the police to understand the dynamics of the rail environment. According to the SAPS (2008:50), crime prevention in South Africa is based on the principles of community policing, which involves forging of strong relationships between the communities and the SAPS. The visible policing component of the SAPS has successfully forged good working

relations with the communities they serve and established sustainable and visible community policing forums. The SAPSRPU should utilise these existing strategies and move decisively to establish formal working relationships with the commuters.

It has been established in this study that Metrorail employees have not yet fully embraced the SAPSRPU as a component of the Government to work with them to improve the safety and security in the rail environment. Both SAPSRPU and Metrorail personnel are part of the Government machinery and they should work together to close the gap that exist between them and fight one common enemy - crime. The sooner such relationship is established, the better for the rail commuters and the railway environment as a whole.

Chapter 5 of this study will provide a summarised account of the study and advance some recommendations on its findings. It ends by highlighting areas for further research, which owing to its limited scope, could not be covered by this study.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1. INTRODUCTION

In this chapter, conclusions are drawn regarding the findings obtained from the various themes in this study. The limitations of, and recommendations for the SAPSRPU, SAPS and PRASA are outlined. The recommendations are concluded by an outline for possible future research themes.

5.2. CONCLUSIONS

The research study: *“Evaluation of the re-introduced South African Police Service Railway Police Unit in the City of Tshwane Metropolitan Municipality”*, is an in-depth study conducted in the CTMM. The main objectives of this study were to evaluate the place and role of the SAPSRPU and assess the impact of how this initiative by Government has benefited communities and rail commuters (public transport users) in terms of their safety and the provision of security.

Chapter 1 introduced the background and history of the SATS establishment and the former SARPF. The chapter outlined the various transformations and other decisions that had led to the serious desertion of the critical role and service delivery by the SARPF in the railway environment over a number of decades. The role played by commuter rail organisations to force the Government to reconsider its position on the policing of the railway environment – in order to save lives and protect the Government’s assets.

Chapter 2 dealt with the role and place of the SAPSRPU by focusing on the statutory frameworks, policy initiatives and interventions and strategies undertaken by Government. The chapter explored and proposed a possible place and role for the SAPSRPU.

Chapter 3 introduced the literature review, which had been the theoretical framework of the study, to learn about other international trends and bring the findings into the context of this research study. It outlined issues of crime and data analysis, as adopted by international police bodies such as INTERPOL, EUROPOL and ICT.

Chapter 4 introduced and brought the results of the findings of the research into focus. In the same chapter the research methodology used in the research was introduced and discussed. The research has been qualitative in its approach and the researcher used semi-structured questions to gather information from the identified research population. The meanings of the statistical findings were explored and graphically represented in order to interpret and apply the findings. The researcher's views were stated and a final conclusion, based on the findings of the research has been outlined.

The final chapter, Chapter 5 has provided recommendations based on the findings of the research, as well as giving a final conclusion to the study. The objectives of the study, as outlined in Chapter 1 were revisited and answered, and recommendations for further research studies, like conducting a detailed broader study were additionally proposed.

5.3. RECOMMENDATIONS

For the purpose of making clear recommendations to avoid confusion with regard to the research, the researcher decided to outline separate recommendations for both SAPS and PRASA, and to allow for positive synergy - and where applicable, the consideration of integrated approaches to remedy the identified situations.

5.3.1. Recommendations for the SAPSRPU and SAPS

The importance of this study was that it aimed to evaluate the re-introduced SAPSRPU and highlight findings which may be used to improve in the roll-out of the Unit going forward. The following recommendations are suggested for the SAPSRPU and SAPS:

- **Law and order:** The SAPSRPU should act more decisively on the issues of integration, change perceptions and legitimacy to build positive confidence amongst the rail commuters.
- **Respectful Policing:** There is a need for the SAPSRPU to apply respectful policing and enforce legitimacy in their daily operations and activities.

- **The regulation of private security:** The SAPSRPU should consider tapping into the regulatory provision to foster co-operation and work more closely with the private security industry to improve security in the railway environment.
- **Relationships and Partnerships:** crime prevention in South Africa is based on the principles of community policing, which involves partnerships between the community and the SAPS. It is recommended that the SAPSRPU should consider establishing sustainable relationships with the rail commuters and other civil society organisations.
- **Equipment:** The SAPSRPU should consider the equitable allocation of resources to all railway police stations to ensure that members have adequate equipment to assist them in discharging their core responsibilities more effectively.

5.3.2. Recommendations for PRASA

The SAPSRPU are a Unit established within the SAPS and work to fight crime in the rail environment. They work with various stakeholders including the DoT and PRASA. The researcher has come up with the following recommendations for PRASA:

- **Batho Pele (people first) Principles:** PRASA should embrace *Batho Pele* as part of the entities of the Government of South Africa.
- **Drafting and maintaining an information security policy:** the entity should consider fast tracking the drafting of such a policy.
- **Stakeholder Relations and Management:** the entity should constantly maintain interaction, communications and dialogue with its clients.
- **Protection and Security Management:** PRASA should establish its own security unit which will have a proper statutory link with the SAPSRPU.
- **Collecting, maintaining and monitoring:** the entity should consider putting up a system that will record the collection, maintaining and monitoring of all incidents of crime in and around the railway environment.

- **Defining the SAPSRPU jurisdiction:** PRASA should ensure that it provides leadership by outlining every aspect of the railway environment to the SAPSRPU.

5.3.3. Recommendations for future research

Despite the range of limitations outlined in this study, the findings may present exceptionally significant and fascinating implications for future research. It is therefore recommended that additional studies be carried out in the rail commuter environment on the various urban regions of South Africa. It is suggested that a more objective, representative and detailed analysis of all the stakeholders be carried out to ensure balanced views and data analysis.

5.4. CONCLUSION

Whilst the SAPSRPU takes pride in the successes and achievement of the manner in which Government managed the re-introduction process, the fight against crime in the railway environment can never be considered to have been won, since numerous challenges still exist. The contributing challenges, including poverty and social, economic and educational disparities are substantial, and extend across the broad spectrum of South African society. The SAPSRPU should consider an integrated approach in dealing with criminal elements in the railway environment to ensure that the scourge of railway crimes and violence are reduced to workable and manageable levels.

In addition to an integrated approach and the enforcement of legitimacy, the SAPSRPU should consider working on a strategy to be part of the community they serve. The main focus should not only be to change behaviour of the rail commuters and vandals; but also to deal with the way of addressing challenges of social ills of the past, inequalities and positive way of living towards a better future for all the people.

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**INTERVIEW QUESTIONNAIRE WITH THE SOUTH AFRICAN POLICE RAILWAY
POLICE UNIT (SAPSRPU) CITY OF TSHWANE METROPOLITAN MUNICIPALITY
(CTMM)**

1. What has been your experience since working in the railway environment as part of the SAPSRPU?
2. What do you think the roles and functions of the SAPSRPU are in the context (perspective) of policing the railway environment?
3. What other policing functions do you believe should be carried out by the SAPSRPU, which are not being carried out currently?
4. What function do you believe could not be carried out by anyone other than specially trained railway police?
5. What is the relationship between the Railway Police and the security of Metrorail? Is there anything that you would like to suggest to improve this relationship?
6. Does the current policing plan in the railway environment represent value-for-money for the industry and society?
7. Do you think the safety and security needs of the travelling public and railway staff are satisfied by the current policing arrangements?
8. What in your own view are the major challenges of the railway police?
9. How do you link with the other Units such as visible policing?
10. Are there other issues that you think should be considered to make the work of the railway police more effective?

INTERVIEW QUESTIONNAIRE WITH THE CITY OF TSHWANE RAIL COMMUTER FORUMS

1. What has been your experience (safety & security) since witnessing the re-introduction of the South African Police Services Railway Police Unit (SAPSRPU)?
2. What do you think are the roles and functions of the SAPSRPU in the context (perspective) of policing the railway environment?
3. What other policing functions do you believe should be carried out by the SAPSRPU, which are not being carried out currently?
4. What function do you believe could not be carried out by anyone other than specially trained railway police?
5. What is the relationship between the Railway Police and the security personnel of Metrorail? Is there anything that you may suggest to improve the relationship?
6. Do you feel safe and secure when you board a train?
7. Do you think the safety and security needs of the travelling public and railway staff are satisfied by the current policing arrangements?
8. What in your own view are the major challenges of the railway police to meet your safety and security needs?
9. What are your proposals to improve the safety and security of commuters?
10. Do you have any other proposals to make the work of the railway police more effective?

