

TOWARDS CAPACITY BUILDING FOR EFFECTIVE POLICING IN NAMIBIA: THE CASE OF KHOMAS REGION

A RESEARCH PAPER SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC POLICY AND
ADMINISTRATION

OF

THE UNIVERSITY OF NAMIBIA
FACULTY OF ECONOMICS AND MANAGEMENT SCIENCE
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES

AND

THE INSTITUTE OF SOCIAL STUDIES, THE HAGUE, NETHERLANDS

BY

John T. Mbenzi

Student No: 9332642

November 2006

First Supervisor : Dr. T. Chirawu (UNAM)

Second Supervisor: Prof. J. W. Björkman (ISS)

ABSTRACT

The focus of this study is on capacity-building in the Namibia Police since independence because the majority of officers who constituted the Namibian Police (at independence) were former members of the apartheid colonial system. Being so, the Namibia Police needs requisite skills and appropriate logistical means to perform effectively in democracy.

Policing in democracy is a complex undertaking requiring the police not only to respond to crimes and maintain law and order but also to respect the basic human rights and freedom of all citizens, and always act within the limits of the law. Capacity building would ensure that police officers are provided with proper knowledge and skills, equipment and support means and are taught professional methods of dealing with crime in a democratic society effectively. The study established that capacity-building policy and programmes in the statutes and official documents are adequate. What are required is the understanding, willpower and concerted efforts from those in positions of authority in the Namibian Police to transform these policies and programmes into actions for the betterment of police service delivery in Namibia.

The study thus, examined how capacity-building policies and programmes are being implemented in the Namibian Police for better performance. The study population is the police officers from Wanaheda and Windhoek Police Stations and also identified stakeholders.

Respondents to questionnaires used as data collection tools pointed out that since independence, there has been an apparent mismatch between capacity-building policies and programmes (outlined in official documents) and their implementation. This study establishes that members of the Namibian Police have chances to undergo basic police training. However, possibilities for them to attend other police courses during their serving career are very limited.

This study established further that the Namibian Police needed requisite skills and knowledge and logistical support means to perform in democracy better. Both the police members and other stakeholders that this study consulted (indicated in Chapter 4) confirmed these needs. Contrary to official pronouncements, that training and re-training will be the highest priority in the Force; findings of this study reveal that training has never been a priority in the Namibian Police since independence. To address these deficiencies, this study recommends that the Police Management should do all they can to implement capacity-building policies and programmes, to help in maintaining the trust and confidence of the public in the National Police.

TABLE OF CONTENTS

	Page
Abstract	i
Table of Contents	iv
Acknowledgements	ix
Dedication	xi
Declarations	xii
List of abbreviations	xiii

CHAPTER ONE – GENERAL INTRODUCTION

1.1	Introduction	1
1.2	Definition of Capacity-Building	4
1.3	Statement of the problem	5
1.4	Objective of study	5
1.5	Methodology	6
1.6	Significance of the study	8
1.7	Limitations	8
1.8	Chapter outline	8
1.9	Conclusion	9

CHAPTER TWO – LITERATURE REVIEW

2.1	Introduction	10
2.2	Policing	10
2.3	Policing in democracy	16
2.4	Policing and the international community	18
2.5	The rule of law and the internal arrangements	19
2.6	Conclusion	22

CHAPTER THREE – THEORETICAL FRAMEWORK

3.1	Introduction	24
3.2	The interactive model of policy implementation	25
3.3	The impact evaluation theory	26
3.4	The use of theories for the purpose of this study	27
3.5	Official goals	28
	3.5.1 Training and development	28
	3.5.2 Training budget	33
	3.5.3 Logistical support means	33
3.6	Conclusion	34

CHAPTER FOUR – DATA PRESENTATION AND ANALYSIS

4.1	Introduction	35
4.2	Primary data presentation and analysis	36
4.2.1	Questionnaire to explore the number of courses attended by the non-commissioned officers (constables, sergeants and warrant officers) from 2001-2005	36
4.2.2	Data of resource means available at Wanaheda and Windhoek Police Stations	46
4.2.3	Activities of the police during eight-hour tour of duty at the police station	49
4.2.4	Results of the interview with the Head of Training in the Khomas Region	50
4.2.5	Results of the interview with NAMPOL Literacy Programme Coordinator	51
4.2.6	Analysis of the Training Budget	51
4.2.7	Analysis of Training Institutions in the NAMPOL	53
4.2.8	Staff Development Programme (SDP)	53
4. 3	Secondary Data Presentation and Analysis	54
4.3.1	Questionnaire to explore the perceptions of the prosecutors about the effectiveness of the Namibian Police in investigating cases and preparation of case dockets	54

4.3.2	Questionnaire to explore perceptions of the public (those who have reported cases to the police from 2001-2005) about police performance	60
4.4	Operative (actual) goals	66
4.4.1	Training and development	66
4.4.2	Budget for training	68
4.4.3	Logistical support means	68
4.5	Conclusion	69
 CHAPTER FIVE – DISCUSSION OF FINDINGS, CONCLUSION AND RECOMMENDATIONS		
5.1	Introduction	71
5.2	Discussion of findings	71
5.2.1	Views from inside	71
5.2.2	Views from outside	75
5.3	Conclusion	76
5.4	Recommendations	78
5.4.1	Human resource goal	78
5.4.2	Facilities and support goal	80
5.4.3	Community policing goal	80

REFERENCES	84
Appendix A. Questionnaire to explore number of courses attended by non-commissioned officers (constables, sergeants, and warrant officers) from 2001–2005.	88
Appendix B. Questionnaire to explore perceptions of the prosecutors about the effectiveness of the Namibian Police in case investigation and preparation of case dockets	90
Appendix C. Questionnaire to explore perceptions of the public (those who have reported cases to the Police from 2001–2005) about police performance	91
Appendix D. An approved memorandum from the Office of the Inspector-General of the Police, granting permission to conduct this research study	93

ACKNOWLEDGEMENTS

Research as extensive as this cannot be carried out without assistance from a host of individuals and institutions. Among those in particular, I would like to sincerely thank Dr. T. Chirawu and Prof. J. W. Björkman, my research mentors, for their advice, guidance and support throughout this study. The University of Namibia and the Institute of Social Studies in The Hague deserve special credit for their invaluable contributions throughout this study.

Gratitude goes to the Police Management and indeed to the Inspector-General of the Namibian Police, Lt-Gen. S. H. Ndeitunga, for the opportunity he gave me to study and the permission to conduct this research. Special thanks also go to the Office of the Prosecutor-General for providing helpful, supportive and open-minded prosecutors who participated in this study. With an enormous sense of gratitude, I acknowledge the generous assistance and hospitality of the following police officers and colleagues:

Deputy Commissioner Des Shilunga, the Commandant of the Israel Patrick Iyambo Police College for helpful information about Policing in the Khomas Region.

Chief-Inspector A. Nelumbu of Wanaheda Police Station, for valuable information and helpful comments about police activities and concerns in the City of Windhoek.

Inspector P. J. Oelofse of Windhoek Police Station, for assistance in understanding the concerns with police service delivery at station level.

Special thanks to the police officers from Wanaheda and Windhoek Police Stations and the selected members of the public, for valuable time and commitment to be part of this study.

Finally, I thank my family for their encouragement and support throughout my studies. My wife, Frieda, has been always in high spirits when I returned home late. I wish to

thank her sincerely for her patience in typing and putting this manuscript in the best possible presentable shape. I further wish to thank Etuhole (my girl), for always being ready to make daddy a cup of tea. After a tiresome day, it was Natangwe (my boy), with his sense of fun, who drove away fatigue and made the work enjoyable and worthwhile. To all these people I owe my heartfelt thanks.

DEDICATION

This dissertation is graciously dedicated to my wife Frieda, and my children Tangeni, Ndahafa, Etuhole and Natangwe.

DECLARATIONS

I, John Tataleni Mbenzi, declare hereby that this study is a true reflection of my own research, and that this work, or part thereof has not been submitted for a degree in any other institution of higher education.

No part of this thesis may be reproduced, stored in any retrieval system, or transmitted in any form or by means (e.g. electronic, mechanical, photocopying, recording or otherwise) without the prior permission of the author, or The University of Namibia in that behalf.

I, John Tataleni Mbenzi, grant The University of Namibia the right to reproduce this thesis in whole or in part, in any manner or format, which The University of Namibia may deem fit, for any person or institution requiring it for study and research; providing that The University of Namibia shall waive this right if the whole thesis has been or is being published in a manner satisfactory to the University.

Signature:

Date:

LIST OF ABBREVIATIONS

ICRC	International Committee of the Red Cross
IG	Inspector General
IIPC	Israel Patrick Iyambo Police College
KSAs	Knowledge, skills and abilities
NAMPOL	Namibian Police
NPC	National Planning Commission
NPHQ	National Police Headquarters
OPTF	Ondangwa Police Training Facility
PJKTC	Pius Joseph Kaundu Training Centre
S&T	Subsistence and Traveling
SDP	Staff Development Programme
SFF	Special Field Force
SWAPO	South West Africa People's Organisation
SWAPOL	South West African Police
T&D	Training and Development
TDU	Training and Development Unit
UDHR	Universal Declaration of Human Rights
UNHRD	United Nations Human Resource Development
WB	World Bank

CHAPTER ONE – GENERAL INTRODUCTION

1.1 INTRODUCTION

It is now a decade and half since Namibia became an independent state founded upon the principles of democracy, the rule of law and justice for all (Namibia 1990 Article 1). The change, from colonialism to independence, brought about new challenges to both the Government and its people. The uniqueness of Namibia's colonial legacy, being a former colony of apartheid South Africa, exacerbated Namibia's situation. Unlike other former colonies, the Namibian Government was not only faced with the obligation to enact laws that promote democracy and enhance development, but was also required to repeal or amend a host of apartheid system discriminatory laws and policies which served to promote the interests of the minority whites at the expense of the indigenous majority.

Economically, Namibia inherited a dualistic economy based on race-space segregation. Seventy percent of the Namibians live in a 'Third World' economy, five percent (mostly whites) in 'First World' while the remaining twenty percent live in a transition economy. The unemployment rate in 2005 was 36 percent. The country's US\$ 6 180 Gross Domestic Product per capita (UN 2003) gives a distorted impression of wealth distribution in view of the systematic alienation of the black majority from the mainstream economy during the years before independence.

Poverty, unemployment and social degradation give rise to crime, which undermines national safety and security. Lack of safety and security discourages investments necessary to address these social evils. According to Conceição (2006), safety and security are public goods or services provided – produced and financed – primarily by the state.

Since its inception, the Namibian Government has realized the need to create a safer and more secure environment conducive to healthy economic and social activities, and established the Namibian Police (NAMPOL), based on Article 115 of the Constitution and the Police Act, Act No.19 of 1990 (Namibia 1990). The functions of the police as prescribed by Section 13 of the Act focus on the:

- preservation of the internal security of Namibia;
- maintenance of law and order;
- investigation of offence or alleged offence;
- prevention of crime and
- protection of life and property.

Article 2 of the same Act states that “A person who was a member of the South West African Police before the commencement of the Act, shall, with due recognition of his/her previous period of service... be deemed to have been appointed under the Act as member of the Namibian Police”. By virtue of this provision, about 2 500 members (NAMPOL 1990) of the disbanded South West African Police (SWAPOL) joined NAMPOL. These members are products of the apartheid system whose staffing norms during the colonial era reflected the apartheid system of job reservation policy, where whites held senior positions and members of other racial groups occupy junior positions. This arrangement served both the interests of the apartheid system and the colonial society better.

According to Nel and Bezuidenhout (1995), a colonial society occurs through territorial conquest and political domination of indigenous people by a foreign power. The colonial society is internally divided with sharp division between 'insiders' and 'outsiders'. The insiders comprise nationals of a foreign power who enjoy privileged access to political

rights and economic goods. The indigenous majority fill the ranks of the outsiders who are largely excluded from political and economic fruits of the country. Outsiders are thus, treated as second-class citizens with limited rights only.

Political rule in a colonial society is not based on the consent of all citizens but that of the insiders only. In this regard, the functions of the colonial police were – primarily political, to protect the interests of the insiders. Relations between the police and the indigenous majority were thus adversarial in spirit and coercive in content. The dilemma facing police during the colonial era was structural – that is to say, rooted in a political system. Even police officers with good intentions, had no choice but were bound to become victims of a system that depends on coercion for its maintenance.

To complete the formation of NAMPOL at independence, about 230 members of the South West Africa People's Organization (SWAPO) joined the Police. The majority came from the group that SWAPO sent to Tanzania in 1981 for police training. According to Deputy-Commissioner Des Shilunga (one of the Tanzanian-trained officer), their group consisted of 230 members. Of these 200 completed six-month basic police training, while 30 took a one-year officers' course. Given the demands of the liberation struggle, after training most of these members went to the 'front'; only a few had the opportunity to do policing in the rear bases or settlements of SWAPO. The induction of these members brought the official figure of the Namibian Police in 1990 to 2 731 members (NAMPOL 1990).

From 1996 to 2002, about 6 000 ex-fighters (5923, according to NAMPOL Recruitment Office Register 1990-2006) from both sides of the colonial era conflict joined the Police on the instruction of the Government to establish the Special Field Force (SFF) Division of the Namibian Police. Due to the colonial legacy, most of these members were either illiterate or semi-literate. However, they had experience in guerrilla warfare tactics, something that has nothing in common with policing in democracy. After induction, they attended a three-month crash course in policing, at either Ondangwa Airport Base

or Rooikop Base in Walvis Bay. Reportedly, some ex-fighters so inducted have not yet gone for basic police training. This study confirmed these reports. A literacy programme to upgrade the literacy skills of the 'ex- fighters' was introduced in the Police in 2001 (NAMPOL 2004/2005). Nonetheless, this study has established that this programme was not effective.

In democracy, police officers have the responsibility not only to respond to crimes but also to do all they can to prevent it, to maintain law and order and to protect the basic human rights of all citizens. The Namibian Constitution and the Police Act require the Police to act reasonably, obey the country's laws at all times but also to do everything they can to bring criminals before courts of law and to ensure that they do not escape justice by manipulating and exploiting rules designed to protect innocent citizens. "The Namibian Police wishes to carry out their responsibilities effectively and efficiently and has instituted rationalization and civilization programmes (NPC 2002)".

The background of members who constituted the NAMPOL at independence, the democratization process and the change of policing strategy suggest some shortcomings with service delivery. Therefore, it is important to investigate capacity building in the Namibian Police.

1.2 DEFINITION OF CAPACITY-BUILDING

Capacity-building is the process by which individuals, organizations and societies develop abilities to perform functions, solve problems and achieve goals premised on ownership, choice and self-esteem (WB 2005). In this definition, the emphasis is the development of abilities to solve problems based on ownership or self-reliance.

Kerrigan and Luke (1987) define capacity-building as a process that focuses on using the existing base of organizational and human resources for development. According to them, capacity-building aims particularly at building local capacity on the foundation of existing resources to stimulate, manage and produce new internal resources. This

definition is vague, because it does not indicate in detail the purpose of capacity-building which is important in understanding the meaning of this concept. Wangwe (2002), on the other hand, defines capacity-building as a process that comprises human resources and institutions that enable a country to achieve its development goals. Wangwe also puts emphasis on the use of resources to achieve goals but it is not clearly stated how these resources are used.

Capacity-building and productivity appear to be related. According to Amoah (1999), Africans can solve their productivity problems if they can develop capacity to intervene in the declined socio-economic development of their countries and give highest priority to human resources development issues. While Amoah did not define what capacity-building is, he indicated the importance of human resource development to capacity-building. This study focuses on capacity-building for effective policing democracy. The main obligation of the police is to protect and to solve problems of communities; therefore, this study uses the definition by the World Bank for solving problems and achieving goals.

1.3 STATEMENT OF THE PROBLEM

Former South West African Police (SWAPOL) members constituted 90% of the total Namibian Police Force at independence. The background and experience of these officers are unlikely to be compatible with policing in democracy, observing the rule of law and respecting human rights as prescribed by the Namibian Constitution, the Police Act and other statutory guidelines. The central question for this study is: What do the Namibian Police do to provide requisite skills and material as per the Police Act in line with the general expectations of the public in a democratic state to fulfill their mandate?

1.4 OBJECTIVE OF THE STUDY

The objective of this study is to investigate, and possibly establish, the methods and effectiveness of the Namibian Police capacity-building policies and programmes (since

independence) in the effort to ensure effective delivery of desired services in a democratic society. The study focuses on Khomas Region, which contains about 15 percent of the national population (NPC 2003) and more than 30 percent of the total police force in the country (NAMPOL 2004/2005).

1.5 METHODOLOGY

The position adopted by this study is that the Namibian Police need capacity in order to perform effectively. The study focuses on the Khomas Region with 250 262 inhabitants (NPC 2003). The survey is drawn from Windhoek, the capital city, which contains 94% of the civilian population and 97% of the Police members in the Region. Windhoek has 13 Police Stations but this study concentrates on Windhoek Police Station (which controls the business area and wealthy communities) and Wanaheda Police Station (controlling the area inhabited by the previously disadvantaged and mostly poor communities). The selection of the two Stations provides a better picture of policing in a country that emerged from the background of an apartheid colonial regime.

Data analysis focused on policies and programmes that guide capacity-building in the Namibia Police since independence by relating it to the Police Act and relevant Police Administrative Manuals and also on the budget for capacity-building in the Namibian Police from 1990-2005. Information on the budget was obtained from the Budget Office at the National Police Headquarters (NPHQ). It was anticipated that the first 10 years of independence prepared the country to accommodate changes. With this in view, the study concentrated more on the period from 2001-2005 to obtain better results.

The following instruments were used for data collection and analysis:

- Surveys, by means of closed questionnaires to collect primary data, were presented physically to respondents at their duty stations to explore the number of courses attended by the non-commissioned officers (constables, sergeants and warrant officers) and their perceptions of the importance of training in the

NAMPOL. The sample size consisted of 50 non-commissioned officers selected randomly and proportionally from Windhoek and from Wanaheda Police Stations.

- The second survey examined stakeholders' perceptions of the police performance. The sample included 15 respondents distributed as follows:
 - 5 prosecutors from the Office of the Prosecutor General – those who deal with the Case Dockets. A Senior Prosecutor was requested to identify those to be interviewed and respondents were contacted through telephones; and
 - 10 members of the public randomly selected by means of Occurrence Book at Charge Offices and Case Dockets from the population of those who have reported cases to the police at Wanaheda and Windhoek Police Stations;
 - Structured interviews to explore underlying issues about capacity building in the Khomas Region and perception about police performance were conducted with the following members (who requested anonymity) at their work places:
 - Head of Training;
 - Commanders of Windhoek and Khomas Police Stations;
 - The NAMPOL Coordinator of Literacy Programme.
- Data on availability of basic policing resource needs such as transport, communication means, computers and photocopiers were obtained from the two police stations, Wanaheda and Windhoek.
- Furthermore, information on the training budget was obtained from the Budget Office at the NPHQ and compared with that of subsistence and traveling (S&T) allowances of NPHQ staff.

1.6 SIGNIFICANCE OF THE STUDY

It is hoped that this exercise will help the policy-makers and the police management to understand the cause of concern about policing in Namibian and address it better. The findings of this study are also expected to contribute to the scientific body of academic knowledge in the sense that the final document will provide knowledge on the operations of the police in Namibia, thereby serving as a source for further research.

1.7 LIMITATIONS

There are two limitations in undertaking this study. The first is the geographical factor, which may not be well represented as the study focuses on one region – The Khomas Region – whilst the country consists of 13 regions. Being so, it is unlikely that the findings and conclusions can be elevated confidently to be a credible reflection of the policing situation in the country. The second is the profiles of the training staff at various NAMPOL training institutions that this study did not examine but was felt crucial in determining training outcomes.

1.8 CHAPTER OUTLINE

This research report consists of five chapters. Chapter 1 is the introduction, which reflects on the background of Namibia before and after independence, the adoption of democracy and the creation of the NAMPOL to deal with matters of safety and security. Chapter 2 explores the view of various authors on the study subject. Chapter 3 discusses the theoretical frameworks guiding this study. The data presentation and analysis are discussed in Chapter 4. Chapter 5 contains a discussion of the findings, conclusions and recommendations.

1.9 CONCLUSION

This chapter briefly examined the background of Namibia before and after independence briefly and also the establishment of the Namibian Police. Given the background of members that constituted the Namibian Police at independence and the challenging demands of policing in democracy, this study finds it necessary to investigate capacity-building in the Namibian Police since independence. In doing so, the study thus aims to establish what the Namibian Police do and how they do it by focusing on the Khomas Region, which is the most populous region in the country (NPC 2003). The report of this study consists of five chapters.

CHAPTER TWO – LITERATURE REVIEW

2.1 INTRODUCTION

This chapter aims to obtain a better picture of the object under investigation by consulting various literature sources. This study examined capacity-building for effective policing in Namibia – a State that has adopted the principles of democracy. Thus, literature on capacity-building, policing and policing in democracy were consulted.

For the purpose of this study, the definition of capacity-building by the World Bank (reflected in chapter one) is adequate. Thus, this chapter starts examining the meaning and parameters of other important concepts in this study, which are policing per se and policing in a democracy.

2.2 POLICING

Policing is a function derived from the word ‘police’, which originated from the Greek word *polis* (city) and the Latin word *politia* (Sullivan 1977). According to Clift (1956), the term ‘police’ was first used in about 600 AD and has its origin in the French word *policer* which means “the power of the people”.

This means that police functions from the onset serve as the extension of political authority. The ability of the police to exercise their functions is directly related to the acceptance of the legitimacy of the political system. This was the reason why, before Namibia’s independence, the police did not enjoy support from the indigenous majority. This confirms the statement that the democratization process since independence brought increased demand for police service (NPC 2002).

According to Wright (2002), policing entails the following:

- foot patrol;

- motor patrol;
- responding to individual and emergencies;
- dealing with public order;
- crime investigation;
- criminal intelligence;
- surveillance;
- crime prevention;
- real problem solving;
- community policing;
- dealing with traffic offences;
- dealing with traffic accidents;
- specialised traffic patrols;
- traffic accident investigation;
- supervising arrest, questioning and detention.

These roles are quite similar to those of the Namibian Police outlined in the Police Act. Wright further stated that a police officer may meet difficult circumstances, but the public does not lower its expectations because an officer has limited experience. The policing function in different historical periods is depicted at Figure 2.1 (Wright 2002).

Figure 2.1 Policing functions in different historical periods (Wright 2002)

PRE-MODERN CONSTRUCT (1)	MODERN POLICING CONSTRUCT (2)	LATE-MODERN MODE OF POLICING PRACTICE (3)	TRAJECTORY OF CONTEXTS OF INFLUENCE MODERNITY TO LATE MODERNITY		
			CONTROLLING (MODERN) (4)	MANAGING (LATE-MODERN) (5)	EN-ABLING (IDEAL TYPE) (6)
Anarchy	Maintaining order	Peacekeeping	Disorder	Conflict	Liberty
Sin	Crime/detection	Crime investigation	Crime in the individual	Due process	Justice
Fate	Crime/prevention	Management of risk	Crime in the aggregate	Risk and contingency	Community safety
Power	Law enforcement	Community Justice	Deviance (Individual offenders)	Reduction of offending	Community security

Columns 1 and 2 reflect the transition from pre-modern to modern policing. As shown in column 3, the modes of policing practice in late modernity included peacekeeping, crime investigation, the management of risk and the promotion of community justice. Column 4 reflects the idea that modern policing practice has mainly been concerned with controlling as its context of influence.

Modern policing, therefore, was arguably concerned with controlling disorder, controlling crime committed by individuals, controlling crime taken together and controlling deviance. In contrast, contemporary policing shows a range of other approaches to these domains. These provide ways of thinking about policing beyond the simple model of policing as control of crime and disorder.

Column 5 indicates that these modes of practice relate to more managerial notions. These include managing conflict, due process, risk and contingency and reduction of offending. The use of the term ‘managing’ in this context diverts the primary focus from the use of force as a sole defining characteristic as in modern policing to something which is no more than a reserve power. Column 6 indicates that these modes of practice are enabling concepts aimed towards the achievement of the ideals of liberty, justice, safety and security.

Such a framework is important in understanding and assessing the ways in which the plurality of police functions in Namibia are realized and articulated. It also shows how the police functions keep on changing in different historical periods, requiring police officers to have a full range of talents, skills and abilities to respond properly to the enlarged role of police responsibilities. The mode of policing practice in the late modern period of historical development (Figure 2.1) changed from that of a crime-fighter to that of a problem-solver. According to Trojanowicz and Bucqueroux (1990), this approach not only opens up the scope of the police functions, but changes the basic nature of police response from the emphasis of dealing with individual crime incidents to attacking the underlying dynamics that detract the overall quality of life in the society. Only well-trained and knowledgeable police officers are capable to discharge these complex functions efficiently, because brains are more important than brawn and bullets (Trojanowicz and Bucqueroux 1990).

While the police must sometimes use force in discharging their duties, well-educated, trained, skillful and knowledgeable police officers are most likely to generate fewer

citizen complaints because they are capable to explore other opportunities whenever possible. Storey (1995) concurs with Trojanowitz and Bucqueroux's views by saying that staff training and development is a grindstone that sharpens the tools of inborn ability – the brain capacity that in turn enables a person to perform better. According to him, the human capability and commitment distinguish successful organizations from the rest.

According to DeSimone and Harris (1998), training and development focus on the improvement of the knowledge, skills and abilities (KSAs) of individuals. They state that training involves a process of providing KSAs specific to a particular task or job. Developmental activities, in contrast, have a long term focus on preparing for future responsibilities while increasing capacities of employees to perform their current jobs. In the views of DeSimone and Harris, both training and development aim to improve the capacities and capabilities of individual members of organizations, which make them more valuable to their organizations.

Pell (1967) echoes similar sentiments stating that dressing a person in a police uniform, sewing stripes on the arm or pinning stars on the shoulder does not in itself make that person a police officer. What makes a police officer is when such a person possesses knowledge and skills on policing and is able to apply these knowledge and skills effectively. According to Pell (1967), “effective police department is like an emergency organization, which operates upon plans for expectations. Operations are most often planned just as if each emergency were to happen. In an organization with such planning there must be no deviation from prescribed action and planned cooperative effort by all involved. This requires proper training and skills”. Waddington (1986) differs with Pell's views, saying that police duties are unpredictable and police officers just cope with unpredictable contingency as they arise. However, Waddington too acknowledges that police officers need proper training, knowledge and skills in order to cope effectively with the unpredictable contingencies.

Empirical evidence the world over indicates that training and development are just as important to police officers as to other professional practitioners. Whilst so, Olowu and Adamolekun (1999) made a saddening remark about the public sector training in Africa. According to them, the impact of public sector training since independence in many African countries is showing a disappointing picture, despite considerable resources committed by the national governments and by Africa's development partners. Quantitatively, only a small percentage of African public servants are exposed to training. Qualitatively, with the exception of a few cases (e.g. Malawi Institute of Management), training as practiced does not seem to add value or to meet a range of public sector objectives, notably skills development, upgrading and cultivation of public service ethos.

Paul (1983) indicates that the most serious problems of training in Africa's public sector include the following:

- Training is often treated as a discreet event, not part of an overall programme for organisational improvement as a result.
- Trainees are selected based on bureaucratic politics and patronage rather than on the basis of greatest need.
- Competent trainers are rare, as training is itself a poorly developed profession.
- Training curricula and models are usually based on borrowed models that are rarely updated.
- Classroom-based, academic-style teaching dominates most training programmes, raising serious questions of relevance.
- Training evaluation is usually limited to assessing happiness levels rather than the impact on knowledge, attitudes, behaviors and job performance.

- Most training institutions are poorly financed and managed.

The various literatures consulted so far pointed to the need for systematic and continuous training and development as a key to effective policing in various historical periods. According to Pell (1967), human beings do not stay trained; with time, they happen to forget what they have learned. In addition, even if they do not forget, their knowledge and skills are made obsolete by improved technology and research.

Most countries are moving away from ‘modern policing construct’ to the ‘late modern mode of policing practice’ (Figure 2.1) which conforms to the demands of democracy. Upon independence in 1990, Namibia adopted democracy as a system of government; hence, it is important to examine the framework that guides policing in democracy.

2.3 Policing in Democracy

Democracy is defined as a government of the people for the people and by the people (Cloete 1992). The objective of democracy is to create a condition under which individuals will be able to achieve the greatest possible well-being. The tenets of democracy require from those in power to act fairly and reasonably and not to abuse the power entrusted to them to further their own interests or the interests of certain sections in the society or population groups. To achieve this, the machinery of the government should be organised in such a manner which allow mutual deliberation, consultation, cooperation and exercise of discipline.

In a democracy, all government functions should aim at improving the general welfare of society. The performance of government functions must not conflict with the basic requirements of democracy. This means that:

- decisions about actions and actions themselves must be transparent;
- the conduct of officials must be fair, legal, efficient, effective and empathetic;

- the general welfare of public must always remain the objective of government functions (Du Toit and Van Der Waladt 1999).

To ensure that the democratic tenets are upheld, it is necessary for individuals to have specific rights and freedom. In this sense, it is essential that everything that a public authority does should be capable of being observed, investigated and judged. Those who observed or investigated the particular activity should use their rights and freedom to express their views on the matter. Democracy allows the individuals the rights of speech, movement and association. It can thus be deduced that, in a democracy, those who are vested with authority should hold and exercise such authority in trust for the community. They should exercise their authority to satisfy only those needs which have been articulated, which are severely felt and are regarded as being so general that they have to be satisfied for the sake of general welfare (Du Toit and Van der Waladt 1999). Thus, the political office bearers and government officials can exercise their authority only to the extent and for the purposes that the citizens require.

The political change that took place in Namibian in 1990 – from colonialism to independence and democracy – requires the Namibian Police to move in the same pattern. This is necessary because of the close connection between politics and policing. The type of government in power very much shapes the philosophy and day-to-day practice of the police (Nel and Bezuidenhout 1995).

At independence in 1990, Namibia opted for democracy, with a concomitant emphasis on accountability to the rule of law and protection of the basic human rights. These rules are embodied in the Constitution, which is the basic law against which all actions of the government and its organs are to be evaluated. Under such a system, the NAMPOL, as an instrument of State – responsible for the maintenance of law and order, is obliged to conduct its business within the confines of the Constitution and other statutory prescriptions.

In addition, Article 21 of the Universal Declaration of Human Rights (UNDHR) states, “the will of the people shall be the basis of authority of government...” (ICRC 1998). This implies the need for democratic governments to have adequate representation in its composition that reflects the composition of the society. It is further stated that the existence and respect for the rule of law implies a situation where rights, freedoms, obligations and duties are laid down in law, for all the people in all equality and with guarantee that the people will be treated equally in similar circumstances.

In a democracy, it is the obligation of state to ensure that people learn about their rights and duties under the law, as well as acquire protection of the law against unlawful and/or arbitrary interference with their rights and freedom by others (ICRC 1998).

It is the duties of the Police in democratic societies to uphold the rule of law, to show respect for human rights and to treat all people equally, as demanded in the law.

2.4 POLICING AND THE INTERNATIONAL COMMUNITY

Since the end of the Second World War, the international community of nations developed a body of international laws reflecting a struggle to create a community of states governed by the rule of law (Denmark undated). According to him, milestones in this development at the global level are the following legal instruments:

- Universal Declaration of Human Rights (1948);
- International Covenant on Civil and Political Rights (1966);
- the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (1984);
- the Body of principles for the Protection of Persons under the Detention or Imprisonment (1988) and

- the establishment in 1998 of the International Criminal Court, empowered to investigate, try and punish the gravest human rights abuses (Denmark undated).

With the end of the ‘Cold War’, the world appears more united in enforcing the rule of law and respect of human rights by all nations. Therefore, government and their leaders are under obligation to ensure that the conduct of police and other security forces of their states are in line with both the national – and international laws. Today, national leaders are increasingly being held by the international community of nations to account for the way in which security forces discharge their duties. The late President of Yugoslavia, Slobodan Milosovic, and the former President of Liberia, Charles Taylor, are examples that indicate that government leaders at all levels have no choice but to take full control of what their security forces are doing. The International Criminal Tribunal underway now in Arusha, Tanzania, investigating and prosecuting many former leaders of Rwanda for their role in human rights abuses during the 1994 genocide in their country, is another testimony that the international community is committed to the rule of law and respect of universal human rights.

2.5 THE RULE OF LAW AND THE INTERNAL ARRANGEMENTS

Article 18 of the Namibian Constitution states that “administrative bodies and administrative officials shall act fairly and reasonably and comply with the requirements imposed upon such bodies and officials by common law and other relevant legislations, and persons aggrieved by the exercise of such acts and decisions shall have right to redress before the competent court”. This provision supports the commitment of the Namibian State to the rule of law, albeit in principle.

In line with their Constitutions, Governments in democratic countries consist of three independent institutions of authority: the legislative, the executive and the judiciary. This conforms with the ideas of the French philosopher, Montesquieu, who advocated that to limit the government power, its authority can be divided into three independent-

institutions: one that makes the laws , one that executes them or direct the execution of laws and the one that interprets the laws and settles disputes arising from the laws (Nel and Bezuidenhout 1995).

This division of power and, above all, the independence of courts require the police not only to be effective in their performances but also always to abide by the law. A quick look at the outcome of two court cases justifies the complexity of police duties in democracy.

In a High Court case (Case No: I 1446/04) between Francina Ndapewa Alweendo (Plaintiff) and The Minister of Home Affairs (Defendant), the Plaintiff was claiming payment of the sum of N\$ 400,000. This claim was for the damage she allegedly suffered, arising from the shooting by Constable Aaron, a police officer, on 6 January 2001 at Freedom Land's mobile police station in Katutura, Windhoek. The shooting ensued when two female constables, Aaron and Ester Amweelo, who were on duty tried to stop the fighting between the Plaintiff and Ms Helena Nakale. According to the submission, the Plaintiff was holding Nakale at the throat and the two police officers could not manage to pull her away, to stop her from choking Nakale. Constable Aaron went to fetch the firearm and shot the Plaintiff in the leg.

The Court finds the action of Constable Aaron unjustifiable because there was no evidence suggesting that the life of Nakale was in eminent danger. It was not also reasonable that the two trained police officers could not manage to pull away the Plaintiff, who was not armed. According to the facts presented, Constable Aaron had enough time to fire a warning shot first and pause to see the reaction of the Plaintiff. The Court thus ordered the Defendant to pay the Plaintiff N\$100 000 in respect of general damage, loss of amenities of life and disability.

In the other case (Case No: SA 20/2003) in the Supreme Court of Namibia between Dresselhaus Transport CC, Appellant, and the Government of the Republic of Namibia,

Respondent, the Appellant sued the Government to pay an amount of N\$134 254. This was because the police failed to prevent the looting of 3744 cases of beer by members of the public, after a vehicle had overturned 3 kilometres from the town of Tsumeb. According to records, the Namibian Police at Tsumeb were informed in time about the accident by a truck driver and that there was a crowd at the scene of the accident and that “they had come to take beer.” Despite this information, Chief Inspector Simeon and Inspector Munalisa sent only about 10 police officers, most of whom were unarmed or may have been armed with pistols. It is known that Tsumeb Police Station has batons, teargas and firearms that could fire teargas, live bullets and rubber bullets but these were not taken to the scene. It took about 45 minutes for the mob to complete the looting while the police were helplessly looking on.

On this case Judge O'Linn remarked that it is the obligation of the police to protect life and property. The Namibian Police failed to take reasonable steps to fulfill their legal duties imposed by the Namibian Constitution and the Police Act. The reasonable steps, according to the Judge “are those to be taken by members of a professional police force trained and equipped, mentally and materially for their tasks. The government cannot escape liability if it had failed to take reasonable steps to train and equip the police”. The Court establishes that the negligent omission of the Namibian Police to perform their legal duties was the direct cause of the theft of the properties of the Plaintiff and the failure to retrieve it. It ordered the Respondent to pay the Appellant the sum of N\$ 134 254 and the costs of the law suit.

These two cases justify the division of state power in Namibia, the commitment of the Government to uphold the rule of law. They also confirm that the Namibian police do not have any choice other than to act fairly, reasonably and within the limits of the law, knowing that they can be held liable for their action – as in the first case – or inaction as in the second case.

The Police Act is designed to address issues of internal security and order in Namibia and provides for the establishment, organization and administration of the Namibian Police. It regulates the powers and duties of the Police and prescribes the procedures to secure the internal security of Namibia, to maintain law and order and to regulate the discipline, appointment, promotion, and discharge of members of the police. Signed by the President on 2 November 1990, the Act gives explicit guidelines on how the police in Namibia should carry out their functions. Subsequent to the promulgation of this Act, the Apartheid laws on policing such as the South West Africa Police Act 19 of 1939, Police Act 7 of 1958, and the Police Amendment Act 20 of 1987 were repealed (Namibia 1990).

Article 13 contains the functions of the Namibian police which were considered in chapter one. Article 14 states that members of the police shall exercise powers and perform such functions as contained in this Act or any other law conferred or imposed upon such members. During the execution of their duties, police officers are expected to obey all lawful orders from their seniors. Every member shall be competent to serve or execute any summons, warrants of arrest, or other process authorised by the law or this Act.

The Police Act limits the use of excessive police powers, which during the colonial era, served as a tool to suppress the indigenous majority ruthlessly and to violate their human rights indiscriminately. It has thus laid down the legal foundation guiding the Namibian police in their performance.

2.6 CONCLUSION

This chapter looked at the literature that discusses capacity-building, policing, policing in democracy, the rule of law, the international community and the rule of law and also policing and internal arrangements. The chapter closes by looking at two court cases in which the court ordered the Namibian Police to pay for the losses sustained, because the

actions (or inactions) of the police officers were below expectations.

CHAPTER THREE – THEORETICAL FRAMEWORK

3.1. INTRODUCTION

The researcher must have a theoretical framework to conduct adequate research. According to Depoy and Gitlin (1998), theory provides conceptual clarity and capacity to connect new knowledge that is obtained through data collections to the vast body of knowledge to which it is relevant.

This study is concerned with capacity-building for effective policing in Namibia. Capacity-building (according to the definition adopted by this study in chapter one) is a process involving the development of abilities by individual and organizations to solve problems based on choice and self-esteem. These are not isolated issues but rather complex managerial questions that call for the need to prioritize on human and institutional development. This involves core management functions such as planning, organizing, leading and controlling efforts of all members of the organization and using organizational resources to achieve stated goals (Stoner and Freeman 1992). Since this involves the study of the problem in public administration, Van der Waladt and Du Toit (1997), suggest that to arrive at useful conclusions there is a need to apply a multidisciplinary theoretical approach, which is based on team efforts among social and natural scientists.

The concern about the Namibian Police performance is centered on capacity for effective policing. The study examined this relationship by situating it in a theoretical context, which helps in outlining the causal links between capacity-building on one hand and effective performance on the other.

As a point of departure, guidelines in the Police Act and in NAMPOL Administration Manuals and their implementation are examined. To arrive at useful conclusions about possible gaps between policy prescriptions and its implementation in NAMPOL, the

inter-active model of policy implementation by Grindle and Thomas (1991) was used. The study used the impact evaluation theory by Chen (1990) to analyse the policy outcome. The inter-active model and the impact evaluation theory are explained in detail in the following sections.

3.2 THE INTERACTIVE MODEL OF POLICY IMPLEMENTATION

The interactive model of policy implementation by Grindle and Thomas (1991) suggests that the decision to change existing practice will – almost always – generate opposition. The democratic transformation in Namibia, following the country's independence, requires changes in policing policy and approaches; hence, opposition is likely to occur. According to Grindle and Thomas, implementation is the most crucial aspect of the policy process and the outcome of implementation efforts is shaped significantly by actions of individuals in strategic locations to influence a particular change. The interactive model of policy implementation is a process that comprises a number of stages. The first stage is a policy agenda where issues from many sources are put forward for discussion and action. From the policy agenda, issues move to the decision stage. At this stage, some items are acted upon but many are not, often because of preferences, perceptions and concerns of policy elites and their appreciation of the economic and political environment they face (Grindle and Thomas 1991). Even issues that receive active consideration by the policy-makers are not guaranteed implementation. The authorization process may move through a number of stages of the bureaucracy where they can be confirmed or reversed back to the initial point – the agenda point. The decision process for policy implementation needs to be envisaged as a series of formal and informal stages with numerous actors who have distinct interests and concerns. Thus, the interests, concerns and stakes involved have a powerful influence on those in strategic positions to promote, alter or reverse policy implementation initiatives. These interests and concerns (of those in strategic locations of authority) have a crucial bearing on whether a policy initiative will be implemented as

intended by the policy-makers or whether the outcome will be significantly different (Grindle and Thomas 1991).

The use of the interactive model in investigating the budgeting process in NAMPOL appeared relevant because NAMPOL structure is pyramidal and it is operating according to strict hierarchical order of seniority. During the agenda stage those in position of authority consider the request for funds by various divisions and units. The decision on the amount each division/unit will receive, according to the interactive model, depends on the interest and concern of those in strategic locations of authority in the Police. As the interactive model suggests, the success or failure in allocating funds for implementing capacity-building policy and programmes would largely depend on the support or opposition by senior officers.

3.3 THE IMPACT EVALUATION THEORY

The concept of implementation implies assessment. Given the means and ends of the policy or programme, analysis cannot be confined to statement of what happens afterwards. However, tools of evaluation research should be used in order to arrive at an implementation judgment of the extent of successful implementation (Lane 1993). This study uses the impact evaluation theory by Chen (1990) to analyze these.

According to Chen, the impact evaluation is a theory-driven perspective for analyzing normative policy outcome using both the stakeholder and social science approaches. Such evaluation starts from the assumption that underlying every programme or intervention there is an assumed causal chain containing unforeseen elements that often leads to different outcomes. Because of these elements in an impact evaluation, an evaluator is cautioned to be concerned not only with assessing whether goals are achieved but also with discovering what actually happened because of the policy or programme.

The impact evaluation provides a conceptual framework for formally dealing with unintended outcomes without ignoring intended programme goals. Chen's impact evaluation theory cautions that there is often a gap between the organization's announced, official goals and its actual operative goals. According to Perow (as in Chen 1990), official goals are "the general purpose of the organization as put forth in the charter, annual reports, public statements by key executives and other authoritative pronouncement." On the other hand, operative goals are "the end sought through the actual operating policies of the organization; they tell us what the organization is actually trying to do, regardless of what the official goals say the aim is" (Perow, as cited in Chen 1990). Thus, the official goals may not reflect the realistic goals to which an organization's members are committed and may reflect only a desirable state of affairs; Perrow further argued that organizational effectiveness could be understood better by studying operative goals rather than official goals.

The case of this approach is relevant in analyzing the policy outcome in an environment consisting of actors – the NAMPOL members – with different backgrounds, experiences and cultural life worlds. It is reasonable to expect that the policy prescriptions on training and provision of materials contained in the Police Act and Administration Manuals would result in positive outcomes with respect to training opportunities by members and the effective use of knowledge and material for better service delivery. However, these need to be examined by situating them in a theoretical context.

3.4 THE USE OF THEORIES FOR THE PURPOSE OF THIS STUDY

This exploratory study used the interactive model and an impact evaluation to critically analyze and establish correlation and gaps between the official – and operative goals and how they impacted on service delivery in the Khomas Region.

The interactive model of policy implementation analyses the budgeting process in the Namibian Police by comparing the funds for training and development with those

allocated for S&T allowance of NPHQ staff during the same period. This model helped in understanding the cause of disparity (in favour of the S&T allowance) in the allocations of funds between the two votes.

The impact evaluation analysed the outcomes resulting from the implementation of capacity-building in the NAMPOL. The impact evaluation makes distinction between the official goals – put forth in official publications and other authoritative pronouncement and the operative goals – to which the organisation's members are committed. The use of the impact evaluation theory is relevant because it cautions the evaluator to not only be concerned with assessing whether the goals are achieved but also with exploring what actually happens because of the policy or programme. Thus, this theory helped in analysing what actually happened as a result of implementing the policy on training and the procurement and supply of logistical support means such as vehicles, communication means (telephone, cell phone, fax and internet) and labour and time-saving means (computers and photocopiers). The Police Act and Administration Manuals served as a main source for analyzing the official goals with regards to training and development, budget for training, procurement and provision of logistical support means. In assessing the actual (operative) goals, the study relied on the analysis of data collected through interviews and surveys.

3.5 OFFICIAL GOALS

3.5.1 Training and Development

The Police Act makes provision for training and development in the Namibian Police. Article 1(3) (2) of this Act, states that the Inspector General (IG) is mandated to establish training institutions and to determine the type of training that police members shall undergo. Further details on training and development are contained in Chapter 5 of the Administration Manuals (NAMPOL 2003). The introductory remark to this Chapter

reads as follows: “Training, in-service training and retraining are among the highest priorities in the Namibian Police Force”. This chapter further stated that:

- training and development of members shall be viewed by each officer as an important function of law enforcement to make police officers of all levels effective;
- supervisors shall be responsible for providing their subordinates with continuous on-the-job training;
- training and development courses shall be progressive, motivational and relate directly to the member’s duties and provide opportunity to develop the member's skills and knowledge.

The objectives of training and development outlined in the Chapter 5.D.3 (NAMPOL 2003) are to:

- ensure that all persons joining the Police Force for the first time as police officers are sufficiently trained to meet the needs of the community and the challenges of the Police profession;
- ensure quality products so that appointment to ranks can be made on merit;
- ensure the availability of a committed and skilled personnel of integrity whenever required for service in any division of the Police Force;
- identify and prepare those with recognized potential for future advancement to cope up with development changes at high levels of the Force management;
- ensure that the Force is committed to assist training officers in their development through trainers’ courses or taking advantage of any programmes offered.

Professional courses

Professional courses available to the NAMPOL officers (NAMPOL 2003) are divided into two groups – the generic and specialization courses. Generic courses apply to all members irrespective of their fields of specialization, for example, the investigation department. Specialized courses are those earmarked for members of specialized units/fields. This study concentrates only on generic courses because they apply to all police members. According to the Administration Manual, all NAMPOL officers are required to attend the following mandatory courses:

- **Basic Police Training.** This training course is designed for all new members (cadet constables) joining the Force. It is stated in the Administration Manual (NAMPOL 2003) that a Commanding Officer of the training institution must submit a report, including recommendations for dismissal, if a cadet constable fails to complete basic police training successfully.
- **Development course for Sergeant.** According to the same Manual, this course applies to any member promoted to sergeant's rank, due to be promoted or appointed from outside the Force into that rank. In addition, it was stated that members appointed from outside the Force have to attend a compulsory induction course.
- **Development course for Warrant Officer.** This course applies to any member promoted to a rank of warrant officer, due to be promoted or appointed from outside the Force into this rank. Also, members appointed from outside the Force have to attend a compulsory induction course.

- **Development course for Inspector.** This course is designed for any member promoted to Inspector, due to be promoted to this rank or appointed from outside the Force into this rank (NAMPOL 2003).

According to the NAMPOL rank structure, an Inspector is a commissioned officer, whose tasks are mainly to supervise and control activities of non-commissioned officers (Warrant Officers, Sergeants and Constables). Due to the nature of their duties, inspectors do not often work closely with the public (like the non-commissioned officers). Based on these, this study has concentrated only on examining courses attended by non-commissioned officers.

Staff Development Programme

In 2000, NAMPOL introduced a Staff Development Programme (SDP) with the aim to address the shortage of members with tertiary qualifications. According to a letter from IG's Office to the Ministry of Higher Education (NAMPOL 2000), the purpose of this programme is to:

- ensure that more NAMPOL members attain tertiary qualifications (according to the letter by then only less than 10% of the Force had tertiary qualifications);
- to prepare members to confidently face the challenge of policing in a democracy and
- to strive for professionalism in police service delivery.

It was reported that during the first five years (2000-2005) of this programme 79 members benefited (NAMPOL 2004/2005).

In-service training

The Field Training Officers are responsible for in-service training and developmental activities at regions, stations and units. Their key tasks are to:

- identify training needs and devise plans to remedy the deficiency;
- monitor the progress of members when posted to a region or unit after the completion of the recruit training and
- maintain records in relation to the training programme and personnel trained.

Literacy programme

This programme was introduced in 1999 to address the illiteracy problem among the ex-fighters members of the NAMPOL who joined between 1996 and 2002. A Desk under the TDU was created to coordinate this programme. It is stated that the tasks of the Literacy Programme Coordinator is to:

- develop and implement such programme in all regions;
- distribute literacy material to all stakeholders on time;
- determine the relevance of material being used and
- report to the IG the progress made in addressing illiteracy annually (NAMPOL 2003).

Training Institutions

According to the Manual (NAMPOL 2003) the Namibian Police has one main training institution – the Israel Patrick Iyambo Police College (IPIPC). The IPIPC is responsible for upgrading course for members, while Pius Joseph Kaundu Training Centre (PJKTC) and Ondangwa Police Training Facility (OPTF) deal with basic police training courses. All training institutions shall have an equal role to play in activities necessary to enable

members of the Force to acquire knowledge and skills in order to perform their duties effectively and efficiently (NAMPOL 2003).

3.5.2 Training Budget

Budgets are formal statements of funds set aside for carrying out planned activities (Stoner and Freeman 1992). The magnitude of activities that any department within an organization is able to perform is determined mainly by the amount of funds allocated. Thus, the number of courses that NAMPOL members are able to attend is determined by funds allocated for this purpose.

Both in theory and practice, resources (including funds) are always limited when compared to needs. This calls for those responsible for allocating funds to various end users to use economic principles (Cronjé et al 1987). This means choosing how scarce resources should best be used to obtain maximum benefit for the organization.

It is stated that NAMPOL will make efforts within the training vote to provide adequate funds to support training plans, proposals and studies (NAMPOL 2003). This study uses the interactive model (in Chapter 4) to examine the relevance of this statement by comparing the funds allocated for training with allocations for traveling and subsistence (S&T) allowance of NPHQ staff.

3.5.3 Logistical support means

Police need logistical support means (vehicles, communication means and, labour and time-saving equipment) to perform adequately. According to the Store Manual (NAMPOL 1992), NAMPOL will provide necessary funds within the framework of the budget to purchase equipment and maintain the necessary resource support means to enable the Force to perform effectively. This study used the impact evaluation (Chen

1990) to examine availability and use these means at Wanaheda and Windhoek Police Stations to determine whether they are sufficient and suitable to support police activities effectively.

3.6 CONCLUSION

Theories provide conceptual clarity and capacity to connect new knowledge to the vast body of knowledge to which it is relevant. This study opted to use the interactive model of policy implementation (Grindle and Thomas 1991) to examine and possibly explain why the funds allocated for S&T allowance of the NPHQ staff are more than those for training and development of the entire Police Force. The study further uses the impact evaluation theory (Chen 1990) to establish the outcome or impact of training policy and programmes implementation in the Namibian Police.

CHAPTER FOUR – DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The research report should openly discuss the pattern of relationship among collaborators, the procedure followed in designing the study, the methods adopted and understanding reached in operationalization of the research process in real life situations. From the standpoint of science, the sociology of knowledge would urge that such reporting is vital for a proper contextual understanding of the results (Norval 1984). This chapter is concerned with data presentation and analysis. The study examines how capacity-building policy and programmes for effective service delivery were implemented in the Namibian Police since independence. To arrive at better findings and conclusions requires appropriate analysis of social interaction between different actors and phenomena that have relations to the object of study. For this purpose, the study uses the qualitative mode of enquiry, which is a multi-perspective approach (utilising different qualitative techniques and data collection methods) to social interaction (Denzin and Lincoln 1994).

An exploratory approach in the form of survey questionnaires and personal interviews collects both primary and secondary data. The data so collected are presented in a form of descriptive analysis using tables, graphs and figures. The purpose is to establish the correlation between the official and actual goals (Chen 1990) during the course of NAMPOL's implementation of capacity-building policy and programmes.

4.2 PRIMARY DATA PRESENTATION AND ANALYSIS

4.2.1 Questionnaire to explore the number of courses attended by the non-commissioned officers (constable, sergeant and warrant officer) from 2001-2005

A clean copy of this questionnaire is Appendix A.

The questionnaires were distributed to 50 members and 48 responded.

SECTION A. Demographic Information

Q1. Kindly indicate your sex.

Table 4.1

Sex	Total	%
Male	30	63
Female	18	37
Total	48	100

Q2. What is your age group? 47 responded

Table 4.2

Age Group (years)	Total	%
20-30	12	26
31-40	22	47
41-50	11	23
51-60	2	4
Total	47	100

Q3. What is your highest qualification? 48 responded

Table 4.3

Qualification (Grade)	Total	%
9 and lower	3	6
10	7	15
12	26	54
12+3	12	25
Total	48	100

Q4. How many years have you served in the Namibian Police? 48 responded

Table 4.4

Years of service in NAMPOL	Total	%
1-5	13	27
6-10	20	42
11-16	15	31
Total	48	100

Q5. What is your current rank? 48 responded

Table 4.5

Rank	Total	%
Constable	29	61
Sergeant	14	29
Warrant Officer	5	10
Total	48	100

Q6. How many years have you served with a current rank? 48 responded

Table 4.6

Years	Total	%
1-5	22	45
6-10	18	38
11-16	8	17
Total	48	100

Q7. What is your current assignment? 47 responded

Table 4.7

Current Assignment	Total	%
Charge Office Duties	17	36
Investigations	7	16
Administration	10	21
Store/Logistics	3	6
Others (specify)	10	21
Total	47	100

SECTION B. Research Questions

Q8. Have you completed your Basic Police Training? 48 responded

Table 4.8

Have you completed your basic police training?	Total	%
Yes	47	98
No	1	2
Total	48	100

Q9. Besides the basic police training, how many other police courses have your attended from 2001-2005? 48 responded

Table 4.9

Other police Courses Attended from 2001-2005	Total	%
None	32	67
1-2	13	27
3-4	2	4
5-6	1	2
Total	48	100

Q10. How many in-service training courses have you attended from 2001-2005?

46 responded

Table 4.10

In-service Training Courses attended (2001-2005)	Total	%
None	39	85
1-2	7	15
Total	46	100

Q11. Does the training receive adequate attention in the NAMPOL? 47 responded

Table 4.11

Does Training receive adequate attention in the NAMPOL?	Total	%
Yes	11	13
No	36	77
Total	47	100

Q12. Do the Police officers need to attend upgrading courses? 47 responded

Table 4.12

Do the Police need upgrading courses?	Total	%
Yes	47	100
No	None	None
Total	47	100

13. Does the Namibian Police offer enough opportunities for training? 47 responded

Table 4.13

Does the NAMPOL offer enough Opportunities for Training?	TOTAL	%
Yes	6	12
No	41	88
Total	47	100

Q14. Which one of the following factors is most important to promotions in the Namibian Police? (Tick one only) 47 responded

Table 4.14

What is most important factor in promotions in the NAMPOL?	TOTAL	%
Training and qualifications	23	49
Long service	11	23
favouritism	10	22
None of the above	3	6
Total	47	100

4.2.2 Data of resource means available at Wanaheda and Windhoek Police Stations.

The data was collected through interviews with the respective station commanders who requested anonymity. To obtain a better picture these data were compared with the figures reflected in the (official) organizational structure. Where nothing is reflected in the structure, commanders were asked to indicate the minimum figure required for the station to operate optimally. These data are presented on tables 4.15 and 4.16 that follow.

Table 4.15 Comparison of available resources at Wanaheda Police Station with those reflected in the Structure (or which a commander requires to operate optimally).

Description	Actual figure (at the Station)	Official figure (as per Structure or as required)	Shortfall
Manpower	130	360	230
Vehicle	4	26	22
Telephone extensions for local calls	4	20	16
Telephone extensions for national calls	4	10	6
Cell phone	4	10	6
Fax	1	2	1
Internet	-	2	2
Computer	2	4	2
Photocopier	1	3	2

Table 4.16 Comparison of available resources at Windhoek Police Station with those reflected in the Structure (or which a commander requires to operate optimally).

Description	Actual figure (at the station)	Official figure (As per structure or as required)	Shortfall
Manpower	133	360	227
Vehicle	3	26	23
Telephone extensions for local calls	2	20	18
Telephone extensions for national calls	1	10	9
Cell phone	-	4	4
Fax	-	1	1
Internet	-	1	1
Computer	2	3	1
Photocopier	1	3	2

4.2.3 Activities of the police during eight-hour tour of duty at the police station

The interviews revealed that at both Wanaheda and Windhoek Police Stations, police operate in small groups or ‘shifts’ (as they are commonly known) consisting of about 20 members. A commander of the shift is usually a Warrant Officer or Sergeant Class 1 by rank. The study established that at Wanaheda Police Station, shift members are subdivided into smaller sections based on daily activities as follows:

- escorting suspects to courts;
- accompany sick trial awaiting suspects to hospitals or clinics;
- guarding of the detention cells of trial awaiting suspects;
- recording of members on bail conditions;
- handling applications for arms and certificate of conduct;
- administration of Pol 6 and case dockets and
- assigning investigators to charge and detain suspects.

Dividing 20 members by 7 (the total number of activities indicated above), a section will consist of 2 to 3 members.

The interviews, survey results and personal observation revealed that, the charge-office section is the busiest of all. According to the station commanders, Wanaheda Police Station handles about 80 complaints/cases per day and Winhoek Police Station 55. There are 36 investigators on the two stations and according to the statistics; each investigator handles about 400 cases at any given moment.

As the division of activities indicates, the two stations hardly send out patrols reportedly due to lack of manpower and vehicles. They concentrate on two functions – the authoritative intervention and symbolic justice. According to Bayley (1994), authoritative intervention is what the police officers do when at the Charge Office or

controlling the traffic. It is wholly reactive and rarely anticipatory. Crime is involved only occasionally or ambiguously. The purpose of authoritative intervention is to restore order and no attempt is done to correct the underlying conditions that have led to the need for police intervention.

Symbolic justice comprises the realm of what the detective, traffic officers and courts do. It is also largely reactive; it is achieved through law enforcement. Its purpose is demonstrative, to show offenders and public that a regime of law exists (Reiss 1971). The success of police in rendering symbolic justice entirely depends on the information supplied by the public, just as authoritative intervention by the officers at the Charge Office or on patrol. This is a traditional approach to policing which is reactive in nature. Evidence elsewhere has shown that it is not effective.

According to the Station Commanders, the lack of material resources coupled with the disparity of skills and knowledge among the members, make the desire for delivering effective service illusive if not impossible. For example, the four vehicles at Wanaheda Police Station are distributed for use as follows: one to take trial-awaiting suspects to courts, the other to take those who are sick to clinics and hospitals, the other to the investigators and remainder, for charge office duties and administration purposes. Considering that the station receives about 80 cases/complaints a day, this fleet is inadequate not only in attending to complaints, but also for crime investigation purposes. The 17 investigators (each of whom handles about 400 cases) have to make ends meet with one or two vehicles (in case no one of the trial awaiting prisoners is sick that day, which is reportedly rare).

4.2.4 Results of the interview with the Head of Training in the Khomas Region

The Head of Training in the Khomas Region indicated that since her appointment to head this Unit in 2004, she had conducted only two in-service training courses – a Refresher Course on driving skills and the other on POL 66 (a special form used in

accident report). According to her, these courses were poorly attended, and the majority of members who participated were those doing administration duties. Members on “shifts” did not attend. The reason given is that they were too few in number and were always very busy.

She further mentioned that the training office did not have necessary training support means such as a chalkboard, overhead projector, flap chart, computer, photocopier and books to enable it to operate effectively.

4.2.5 Results of the interview with NAMPOL Literacy Programme Coordinator

The Warrant Officer who heads this programme indicated that:

- Since the inception of this programme in 2001, no funds were allocated to support the activities of this programme. As a result, her office did not conduct a proper physical evaluation and monitoring of the progress of this programme at Regional and Unit levels.
- Currently, there are about 5 000 ex-fighters in the Force. Based on the statistics from the “ex-fighters”, who attended basic police trainings, it is believed that about 40% of these members are illiterate or semi-literate.
- About 35% ex-fighters have not yet attended the basic police training of which 734 are from the Khomas Region.
- Reports submitted to the IG’s Office (as outlined in the Manual) are done just as a matter of formality because issues raised in reports are rarely addressed.

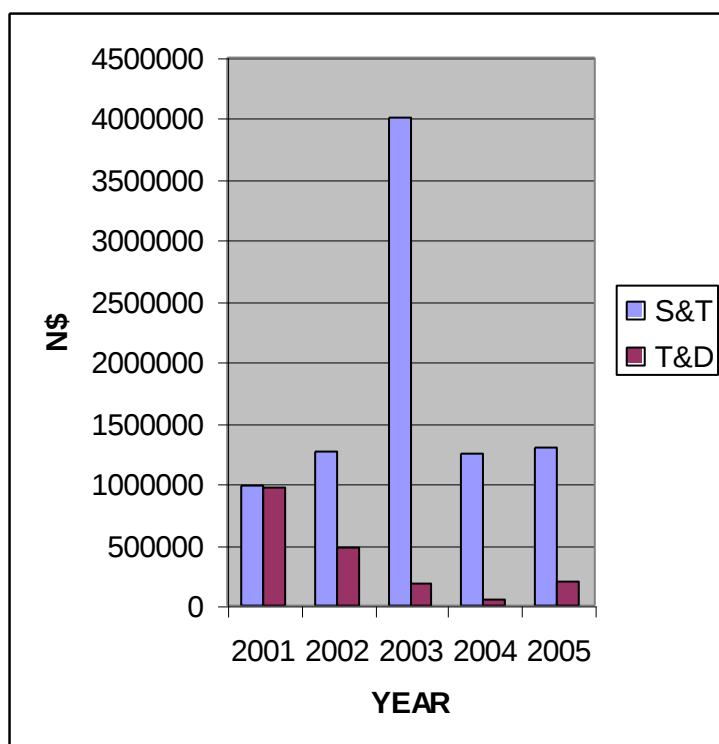
4.2.6 Analysis of the Training Budget

Funds allocated for Training and Development (T&D) during the period from 2001 to 2005 was compared with the fund allocated for subsistence and traveling allowance

(S&T) for the National Police Headquarters (NPHQ) staff during the same period. This information is presented on the table and graph below for clarity.

Figure 4.1 A table and column graph indicating the comparison of budget for training and development, and Subsistence and Traveling Allowance of National Police Headquarter Staff

YEAR	S&T	T&D
2001	987 000	976 000
2002	1 262 000	482 000
2003	4 002 000	183 000
2004	1 256 000	55 000
2005	1 293 000	190 000
TOTAL	8 800 000	1 886 000



As the graph indicates, the allocation for training and development is showing a downward slide, despite the rising cost of training and the increase of the NAMPOL

personnel strength over that period. On the other hand, the allocation for S&T allowance is showing an upward trend. This contradicts the official policy statement that “training in the NAMPOL is a highest priority” (NAMPOL 2003). Given this statement, it was reasonably expected that the budget allocation for training and development would be more than that for S&T of NPHQ staff, which unfortunately is not the case.

4.2.7 Analysis of Training Institutions in the NAMPOL

The NAMPOL has three training centers, namely Israel Patrick Iyambo Police College (IPIPC), Pius Joseph Kaundu Training Centre (PJKTC) and Ondangwa Police Training Facility (OPTF). The IPIPC offers upgrading course for members, while the two centers only offer basic courses (NAMPOL 2004/2005).

4.2.8 Staff Development Programme (SDP)

This programme was introduced in the NAMPOL in 2000 to address the shortage of members with tertiary qualifications. Since its inception, 69 members (50 males and 19 females) benefited. Of these, 24 graduated during 2003-2005, 18 in 2006, 16 in 2007 and 12 in 2008. However, out of the 24 members who graduated during 2003-2005, 12 resigned from the NAMPOL for employment opportunities elsewhere (NAMPOL 2004/2005). Those who resigned constitute 50% of the total graduates of that period. If the resignation trend is not addressed, this programme will hardly succeed in addressing the identified need – the shortage of tertiary qualified personnel (NAMPOL 2000).

4.3 SECONDARY DATA PRESENTATION AND ANALYSIS

4.3.1 Questionnaire to explore the perceptions of the prosecutors about the effectiveness of the Namibian Police in investigating cases and preparation of case dockets.

A copy of a clean questionnaire is Appendix B.

The respondents were 5 prosecutors from the Prosecutor-General's Office (Windhoek). They were contacted on the following telephone numbers: 061- 374 208, 061-374 212, 061- 374 219, 061- 374 242 and 061- 374 243.

SECTION A. Demographic information

Q1. Kindly indicate your sex.

Table 4.17

Sex	Total	%
Male	2	40
Female	3	60
Total	5	100

Q2. What is your age group?

Table 4.18

Age	Total	%
20-30	2	40
31-40	1	20
41-50	2	40
Total	5	100

Q3. What is your highest qualification?

Table 4.19

Qualification	Total	%
B-Juris	1	20
LLB	2	40
LLM	2	40
TOTAL	5	100

Q4. How many years have you served as a public prosecutor?

Table 4.20

Years of service	Total	%
4	1	20
6	1	20
8	1	20
12	1	20
17	1	20
TOTAL	5	100

SECTION B. Research Questions

Q6. How do you rate the Namibian Police Performance?

Table 4.22

How do you rate the Namibian Police performance?	Total	%
Satisfactory	4	80
Moderate	1	20
Good	None	None
TOTAL	5	100

Q7. Are the Namibian Police well-trained for their duties or do they need more training?

Table 4.23

Are the Namibian Police well-trained or do they need more training?	TOTAL	%
They are well-trained	None	None
They need more training	5	100
TOTAL	5	100

Q8. What can the NAMPOL Management do to improve the police performance?
Kindly mention two factors in order of priority.

Table 4.24

What the Police Management need to do to improve performance	TOTAL	%
Improve the training	5	100
Other factors that need Management attention:		
Service benefits	2	40
Logistical support means	2	40
Closer supervision	1	20
Total	5	100

4.3.2 Questionnaire to explore perceptions of the public (those who have reported cases to the police from 2001-2005) about police performance

A copy of a clean questionnaire is Appendix C.

The respondents were 10 members of the public contacted on the following telephone or cell phone numbers: 061-2982097, 061-220600, 061-2033118, 061-215656, 081253986, 0812746783, 0812187503, 0812062916, 081253986 and 0813091723.

SECTION A: Demographic Information

Q1. Kindly indicate your sex.

Table 4.25

Sex	Total	%
Male	5	50
Female	5	50
TOTAL	10	100

Q2. What is your age group?

Table 4.26

Years	Total	%
20-30	2	20
31-40	5	50
41-50	3	30
Total	10	100

Q3. What is your highest qualification?

Table 4.27

Qualification	Total	%
9 and lower	1	10
10	4	40
12	2	20
12 + 3 years	3	30
TOTAL	10	100

Q4. What is your occupation?**Table 4.28**

Occupation	Total	%
Self-employed	3	30
Nurse	1	10
Manager	1	10
Driver	1	10
Labourer	1	10
Bricklayer	1	10
Secretary	1	10
Waitress	1	10
Total	10	100

SECTION B. Research Questions

Q5. How many cases have you reported to the Namibian Police from 2001-2005?

Table 4.29

Number of cases reported	Total	%
1-2	8	80
3-4	2	20
5 and above	None	None
TOTAL	10	100

Q6. How do you rate the way the Namibian Police handled your case(s)?

Table 4.30

Rating of police performance	Total	%
Good	None	None
Moderate	2	20
Satisfactory	8	80
TOTAL	10	100

Q7. According to your evaluation, are the Namibian Police well-trained for the duties or do they need more training? 10 responded

Table 4.31

Are Namibian Police well-trained or do they need more training?	Total	%
They are well-trained	1	10
They need more training	9	90
No idea	None	None
TOTAL	10	100

Q8. Have you observed any improvement to better the police performance during the past five years (2001-2005)?

Table 4.32

Improvement in police to better during the period 2001-2005	TOTAL	%
Improvement observed	1	10
No improvement observed	9	90
TOTAL	10	100

4.4 OPERATIVE (ACTUAL) GOALS

As indicated in the introductory remark of this chapter, the presentation and analysis of data are aimed at assessing and discovering the actual goals of the NAMPOL during the implementation of capacity-building policies and programmes. According to Chen (1991), actual goals are the ends sought through the actual operating policies of the organization; they reveal what the organization is actually trying to do regardless of what the official goals say the aim is.

4.4.1 Training and Development

The emphasis in the official goals is that “training; in-service training and retraining are among the highest priority in the NAMPOL” (NAMPOL 2003). However, this study could not confirm this. The results of the survey in which 48 non-commissioned officers participated reveal the following:

- 67% of the respondents, whose average service record in the police is 10 years, after completing the basic police training, have not attended any other course and 85% did not participate in any in-service training during the period from 2001-2005.
- All participants agree that the Police need upgrading courses; however, 77% believe that training does not receive adequate attention in the NAMPOL.
- Regarding promotion in the Force, 49% indicated that training and qualification play a role in the promotion (but training opportunities in the Force are rare), 23% indicated long service, 22% favouritism, while 6% could not agree with any of the above factors (as relevant to promotion in the Force).

Following the interview, the Head of Training in Khomas Region indicated that from 2004 to 2005 she only arranged two in-service training courses which were ‘poorly’

attended. She further revealed that the training office has neither funds nor the necessary training support means, for example chalkboard, flipchart or a computer to mention but a few.

In addition, all prosecutors who participated in this study confirmed that the NAMPOL officers need training. Also, 90% of public members (who took part in this study) indicated that the Police are not well-trained.

Contrary to what is stated in the Manual (NAMPOL 2003), that NAMPOL officers attend mandatory courses in the following sequence, the basic police training and development courses for sergeants, warrant officers and inspectors), this study established that this is not done. Besides the basic police training which almost all the 50 respondents (except one) have attended, only 25% of them have attended any other police courses during their service career in the NAMPOL of about 10 years. Of this number, 75% have not attended any in-service training course.

The eradication of illiteracy among the ex-fighters (which comprises about 45% of the NAMPOL strength), is also not a priority. According to the NAMPOL coordinator of Literacy Programme, no funds were made available to support activities of this Programme since its inception. In the absence of material and financial support, functions of this office are reduced to submitting reports to the Office of the IG annually (as a matter of formality).

In 2000, a Staff Development Programme was instituted to address a shortage of members with tertiary qualifications in the Force. Out of 24 who graduated during 2003–2005, 12 resigned from the Force for employment opportunity elsewhere (NAMPOL 2004/5). The rate of resignation is not conducive to achieving the aim of the Programme. If the reason that causes these graduates to resign is better opportunities, it suggests that there is a concern with NAMPOL's human resource management.

The Police College (IIPC), which caters for upgrading course of members, could not offer a better solution to the training predicament either. During 2004, the College offered 42 courses, attended by 843 members (NAMPOL 2004/2005). Comparing these figures with the current Force strength of 11 000 members (NAMPOL 2004/2005), it will take the College about 13 years to avail upgrading courses to all the Force members. Such a training trend for members entrusted with the safety and security of the nation is, by all considerations, a security risk or threat deserving immediate attention and remedy.

4.4.2 Budget for training

According to Manual (NAMPOL 2003), NAMPOL shall allocate sufficient funds to support training activities and programmes. As the interactive model (Grindle and Thomas 1991) suggests the process of implementation is shaped significantly by actions of individuals in strategic locations to influence a particular change. This model provides acceptable explanations why funds allocated for S&T allowance of NPHQ Staff from 2001–2005 are 4 times more than that of training and development for the entire Force. Analysis of the budget allocations for the two votes during the period of 5 years (2001–2005) indicates a positive relationship in the allocation trend (Graph 4.1). Thus, even if the budget for NAMPOL is increased, the disparity in funds allocation between these two voted in favour of S&T allowance is likely to persist.

4.4.3 Logistical support means

The Store Manual states that necessary resource means (transport, communication means, computer, fax, photocopier etc.) will be made available to ensure effective police service delivery. The findings of this study proved the contrary. The figures of logistical support means available at the 2 stations in Khomas Region in Tables 15 and 16, show that the official goals and actual goals on provision of logistical support differ. As the table indicates, Wanaheda Police Station has only 4 vehicles as oppose to 26 in the structure (or that is required), while Windhoek Station has only 3 vehicles (against 26 in official document or required). These vehicles are not adequate to support the daily

activity effectively. As findings of this study indicate, Wanaheda Charge Office, which receives about 80 cases per day, uses only one vehicle. Equally, investigators (who each handle about 400 case dockets) have to share a vehicle. Other crucial means, as the two tables indicate, are also in short supply. The conclusion reached by this study is that there has been a great deviance from the official goals in the course of implementing capacity-building policies and programmes in NAMPOL since independence. This confirms why 90% of the prosecutors (whom this study consulted) rate police performance “satisfactory”, while 80% of the public members gave the police the similar score.

This proves Björkman (1994) right when saying it is not enough to draft a better policy or write a better law, one must attend to the routines of performance. While the study could not establish credibly the actual goals of NAMPOL in the number of cases examined, it has confidently established that the NAMPOL’s actual goals (in many instances) do not support the stated, officials’ goals. Based on the understanding that a public policy is whatever governments choose to do or not to do (Dye 1987), this study concluded that what NAMPOL fails to do, can be interpreted as its actual policy goal.

4.5 CONCLUSION

This chapter concentrated on data presentation and analysis and on determining the actual (operative) Namibian Police goals during the process of implementing capacity-building policies and programmes. To achieve its aim, data obtained through surveys and interviews were presented in the form of graphs, tables and figures for analysis, clarity and understanding.

While the official policy goals point that capacity-building in NAMPOL is a priority, the operative goals indicate the contrary. This proves why all respondents (who participated in this study) revealed that current police performances are neither in conformity with the Police Act nor with the expectations of the public in a democracy. They indicated

that police officers need comprehensive and systematic training and resource means to perform better.

CHAPTER FIVE – DISCUSSION OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter discusses the important findings of this study briefly followed by a conclusion remarks. The chapter closes with general recommendations that may help improving capacity-building efforts in NAMPOL for the betterment of policing in Namibia.

5.2 DISCUSSION OF FINDINGS

5.2.1 Views from inside

Policy and programme acquire a practical meaning once implemented. According to Lane (1993), implementation refers to the bringing out, by means of outputs or outcomes that are congruent with original intention(s). As stated in the Police Act, the overall responsibility of training and development in NAMPOL was assigned to the highest office in the organization – the office of the IG. By so doing, good outcomes were expected.

Results from surveys and interviews conducted with various stakeholders involved or having interests in capacity-building in NAMPOL revealed that little has been achieved in creating and sustaining the much needed capacity in the Namibian Police since independence. As a result, there is a growing dissatisfaction with the police service delivery in Namibia. The participants in this study revealed that not only do the police have problems to attend to reported crime in time, but they also have problems in recording and investigating cases properly. The study established that there are few opportunities for upgrading courses for the members at local training institutions and for in-service training courses. There are no funds to support training activities at the local

levels neither are there training support means to enable in-service training courses to run properly.

The budgeting process in the Police does not seem to focus on stimulating key elements necessary for better service delivery – the training and provision of logistical support means. According to Premchand (1983), the focus of budgeting is the attainment of efficiency in the allocation of resources in the public sector according to the goals. Ideally, goals are established in the light of available data, forecast on economic, political and administrative constraints. In view of the Namibian Police, this does not appear to be the overriding fact in budget allocation, utilization and control. Detailed analysis indicates serious stumbling blocks in allocating funds for training and development.

While it is stated, in the policy, that adequate funds would be provided to the Training and Development Unit to cater for approved training programmes and courses countrywide, the practice is quite different. Interviews with stakeholders indicate that the Training and Development Unit does have full access and control of training funds (allocated annually). Books for utilization and control of these funds are kept at the Finance Division. The shortcoming observed in this arrangement is that the custodians of books utilize these funds without the knowledge and consent of the Head of Training and Development Unit.

This appalling scenario proved Premchand (1983) right when he described the situation of budgeting in developing countries as inadequate, disillusioned with excessive paperwork, non-utilization of information for strengthening centralized controls, lack of adequate involvement of spending agencies, lack of hybridization of some techniques and too ambitious application.

Policing is a labour-intensive undertaking. Unlike a machine, a human being needs constant training and development courses in order to perform better. This is only

possible, provided sufficient funds are allocated for this purposes and strictly utilized and controlled to serve the intended purposes.

A well-trained police officer requires organization and sufficient logistical support means to operate effectively and efficiently. In trying to determine whether the police have enough resources to get the job done, it is critical to understand that the work they do is not always given. What the police do is not determined solely by social needs, public demands and legal requirements but is a product of managerial decisions and social needs. Therefore, how police manage what they are called upon to do is determined, largely by whether they have adequate knowledge and skills about police functions, and logistical support means.

Resources are scarce – both in theory and practice. Therefore, when decisions are made about the allocation of logistical resource means to various divisions, units and stations, each one usually fights fiercely for a bigger proportion. According to Bayley (1994), some police forces often use formulas that take into consideration differences in population, calls for services, serious crime, miles of major roads and distances to travel on the average radio dispatch (patrol car). Some leeway is left for judgments about special conditions, such as the presence of a large train terminal, a well-used park, a concentration of banks or heavy nighttime use of entertainment facilities. Bayley further states that it is important to use certain criteria in determining the allocation of resources to reduce incidents of favouritism and enhance bureaucratic convenience in resource allocation. One good part in this arrangement is that local commanders play an important role, albeit in theory, in determining the amount, nature or uses of the resources for their commands. In NAMPOL, however, real decisions about resource allocation (for example, vehicles, communications means, computers and photocopiers) are made at headquarters. Whether the decision to allocate the logistical resource means to end users, is done at the headquarters with or without the consideration of the input from the local command, the crux of the matter is that the police cannot be effective

without them. Police need vehicles to attend to a number of policing duties such as patrol, crime prevention and investigation and for administration purposes.

In Namibia, where the public transport is not so well organised as compared to that in developed countries, the police have to rely on their own transport means as a matter of necessity. Because of the colonial legacy, some communities have acute need for transport than others. This explains why the majority of population who live within the jurisdiction of Wanaheda Police Station do not have own transport while their counterparts who live within the jurisdiction of Windhoek Station have own transport. Based on this disparity, one would expect Wanaheda Police Station to have more vehicles than Windhoek Police Station. However, the difference in the vehicles available at two police stations is quite small. This paper established that Wanaheda Police Station has only 4 vehicles (while it needs 26) and Windhoek has 3 (while it needs 26). Both these Police Stations are thus crippled when it comes to mobility.

Communication means such as radios, cell phones, telephone, fax and internet enable the police to be effective in their duties. According to Bayley (as cited in Wright 2002), the success of the police in rendering symbolic justice is almost entirely dependent on information supplied by the public. Being so, it is appropriate to state that the quantity and quality of communication means available to the police at a given period would contribute significantly to the success of the police. On examining the quality and quantity of communication means available at Wanaheda and Windhoek Police Stations, the results reflected in tables 4.15 and 4.16 are disappointing. Wanaheda has only 1 fax machine and Windhoek does not have any. Both Police Station have only two computers each (understandably outdated and unreliable) and no internet connection which is a crucial source of information to manage and administer optimally in this modern era of rapid changes.

For administration activities, the police need time and labour saving means such as computers and photocopiers. In this era of technology, the police cannot be efficient

without adapting themselves to the uses of the latest technological means for supporting administration activities. The good use of computer and internet is not only a convenience but it reduces time and enhances accuracy in handling the bulk of police relevant information. The photocopier serves to duplicate documents and thereby supplement the use of computers in making administration activities effective.

5.2.2 Views from outside

The objective of establishing NAMPOL (outlined in the Police Act) is to ensure safety and security to the nation. Capacity-building, as evidence elsewhere indicates, is most likely to guarantee the achievement of the stated objective. This section presents the findings from the analysis of answers obtained from selected members of the Prosecutor General's Office, who deal with case dockets from the Police and the public (who have reported cases to the Police during the period from 2001-2005) about their perceptions on NAMPOL performance.

On the question to 'rate' the police performance according to the scale of: good, moderate and satisfactory. Four (80%) of the five participants from the Prosecutor-General's Office, rated the police performance as 'satisfactory' and one (20%), a 'moderate' score. All (100%) confirmed that the police 'are not well-trained' for their duties and that the Police Management should do more to invest in the training of its members to enable them to perform better.

Ten members of the public participated in this study, answering the question to rate the way members of the NAMPOL handle cases, according to the scale of good, moderate and satisfactory. Of this number, 80 percent rated the police performance as 'satisfactory' and 20 percent as 'moderate'. On the question whether the NAMPOL members are well-trained for their duties, 90 percent confirmed that the police 'are not well-trained' and that they (the police) need resources such as vehicles and communications means. On the question whether there has been improvement in the

police performance during the period from 2001-2005, 90 percent responded ‘no’ and only 10 percent said ‘yes’.

Judging from the profiles of prosecutors who participated in this study, (all have tertiary qualifications in a law faculty and with record of service ranging from 4 to 17 years) it is highly likely that their views represent the general perceptions of members of the law society in the country about the police. The same can also be true about the members of the public who participated in this study. They were selected randomly and 30 percent are self-employed (the official rate of unemployed in the country in 2005 was 36%). The rest represented a wider range of professions. Given this representation, the sample appears to be a credible reflection of the Namibian society. This gave credence to their views and perceptions about police performance.

The facts presented in this section indicated that both insiders and outsiders share similar views that since independence NAMPOL did not adequately implement capacity-building policies and programmes as prescribed in statutory guidelines. This caused the police to perform below expectation and to the dissatisfaction of both the police members, legal practitioners and the public.

5.3 CONCLUSION

This study explored capacity-building in the Namibian Police since independence. The interest to engage in this study emanated from the understanding that the background and experience of the majority of members who constituted the Namibian Police at independence were unlikely to be compatible with the demands of policing in a democracy. They need capacity to perform better. The study thus, attempted to analyse the content and efficacy of capacity-building policies and programmes and their implementation in NAMPOL since independence.

To achieve its aim, the study selected the Khomas Region as the unit of analyses. Khomas region contains the capital city and is the most populous region in the country.

The study concentrated on Windhoek – the capital city, which contains 15% of the National Population and 30% of the total Police Force in the country. Windhoek has 13 Police Stations. However, this study further focused on Wanaheda Police Station (which is responsible for policing the area inhabited by previously disadvantaged and mostly poor communities) and Windhoek Police Station (which controls the area mostly inhabited by the affluent sections in the City). It is hoped that the heterogeneity of the population inhabiting the areas selected would offer a better picture of policing in a country that emerged from the background of the apartheid colonial regime and thus render the findings of the study to be reliable.

The study used an exploratory approach in the form of surveys, questionnaires and personal interviews to collect information and data on the object of study, focusing on the Khomas Region. The respondents were 48 police members from Wanaheda and Windhoek Police Stations in Windhoek, 5 prosecutors and 10 members of the public. The researcher interviewed Station Commanders of Wanaheda and Windhoek Police Stations; the Head of Training in the Khomas Region, the NAMPOL Literacy Coordinator and obtained information on the budget from the Budget Office at NPHQ.

In addition, the researcher consulted policy documents and literature on the object under investigation. To arrive at useful conclusions, the study used the interactive model of policy implementation (Grindle and Thomas 1991) and impact evaluation theory (Chen 1990) to guide the data collection and analysis.

The study established that the NAMPOL capacity-building policies and programmes contained in the Acts and Official Publication are relevant and it may lead to good results, if implemented adequately. However, analysis of information and data obtained from all the participants and official publications consulted revealed that since independence the Namibian Police were not serious in implementing capacity-building policies and programmes. The lack of capacity in the NAMPOL (as the study indicates) is a cause of concern among the police officers and the communities they serve.

It is worthwhile to point out that despite useful findings and conclusions, this study had some limitations. Firstly, the study concentrated only on one region – the Khomas Region, out of the 13 regions of the country. This makes it difficult to credibly elevate the outcomes (findings and conclusions) to be a reflection of the policing situation in the country. Secondly, the study did not examine the profile of the training staff at various NAMPOL training institutions, whose role in capacity-building is felt significant. These are some of the gaps identified in this study that require further research.

As a concluding note, Björkman (1994) states that nothing is perfect; nothing can ever be perfect. Yet there is every reason to try to do better. This statement of wisdom is quite relevant to the Namibian Policing situation.

5.4 RECOMMENDATIONS

Empirical studies the world over indicate that better performing police organizations are managed based on three broad goals, namely: human resource goal, facilities and support goals and community policing goal (SARPPCO 2005). This study established that the inability of NAMPOL to adequately implement capacity-building since independence and the concern with police service delivery are because the ‘three goals’ were not used to guide NAMPOL’s activities. Thus, these goals form the basis of these recommendations.

5.4.1 Human Resource Goal

The current human resource management objectives of NAMPOL that focus primarily on increasing the physical number of personnel are counter-productive. Police officers are not robots but human beings. Human beings have certain needs – basic and learned needs that once addressed, can motivate them to perform better (Pell 1967). According to Pell, basic needs are those pertaining to food, drink, clothing, shelter and normal body functions. Learned needs may be categorized in many classes, but three are of particular importance to motivating persons. These are security, social approval and recognition.

This study established that the human resources' objective in the Namibian Police since independence has been focused on the increase of personnel as a critical element for effective policing. The findings of this study indicate that human resources needs in the Namibian Police are not given serious enough attention by the management. Because of this, the overwhelming majority of the force members have lost essential ingredients necessary for better performance, such as pride in work, sense of belonging and morale. This confirms why those with opportunities are leaving the Force at high rate (as stated in chapter 4, 50% of those who graduated under the SDP from 2003–2005 have resigned).

Thus, a major change and bold steps are needed in human resource management approach. This would require the management to shift from a preoccupation with passive or even negative roles of administering, such as increasing manpower without considering other important human resource needs (largely based on an outdated formula) to actively developing and pursuing policies for synergizing the personnel function with overall proactive strategic management within the organization (Olowu and Adamolekun 1999).

Human resource management goal for better policing in the Namibian Police should adopt a merit-based system, which is widely acknowledged as the hallmark of well-performing public administration systems. According to Olowu and Adamolekun (1999), key elements of a merit system are:

- recruitment and promotion based on merit;
- mandatory training and re-training;
- decent working environment with regard to space, tools and supportive infrastructure;
- competitive pay which takes into consideration the cost of living, inflation and specific job requirement;

- decent pension;
- political neutrality;
- security tenure or renewable contract and
- accountable performance.

5.4.2 Facilities and Support Goals

The findings obtained from the two stations in Khomas Region – Wanaheda and Windhoek – pointed out an acute shortage of logistical support means as a second cause for police inefficiency and public dissatisfaction (the first being the lack of knowledge and skills). It would not require an expert to notice this shortcoming reflected by the statistics of available logistical resource means at the two police stations (Table 4.15 and 4.16). This is indeed a management problem. Morgan (1997) stated that ability to ‘read’ and understand what is happening in one’s organization is a key managerial competence. The Namibian Police management needs to provide police with adequate and reliable vehicles, communication means, computers and photocopiers necessary for effective performance. It is important that resources allocation match defined tasks.

While the police cannot completely prevent crime, the availability of resource means would increase their reaction time. This would help to restore order, boost public confidence in the rule of law, reduce public fear of crime and increase public cooperation.

5.4.3 Community Policing Goal

The performance of the police should be judged in terms of three criteria: effectiveness, efficiency and rectitude (Bayley 1994). Effectiveness is judged in terms of whether the police are achieving the objective for which they were created. Efficiency deals with the costs of what the police do in relation to what they achieve. Rectitude cuts across the two categories and focuses attention on whether the police are treating people properly,

legally and morally, regardless of their effectiveness in preventing crime or their efficiency in reducing costs.

According to the results obtained by this study, the Namibian Police scored very poorly in all three criteria. Both the public and the police officers consulted revealed that the police are in a precarious situation with regard to service delivery. The study established that (due to shortage of manpower, transport and most probable the know-how) the Police at Wanaheda and Windhoek Police Stations hardly ever send out patrols. They concentrate mainly on two functions – the authoritative intervention and symbolic justice. These functions which are wholly reactive and rarely anticipatory are explained in detail on pages 44-45.

While the Namibian Police, in terms of the Police Act, enjoys the monopoly – as the sole state organ responsible for investigating crime and preparing case dockets, this is not a guarantee that people would always have patience and trust in the police. As now appear to be the case; the police cannot satisfy their needs. People may lose hope and attempt to take the law into their own hands. To avoid that, the Namibian Police needs to change for the better. If it is to preserve its image in this fast changing world, the Namibian Police needs to consider adopting the goal of community policing. Community policing is a philosophy that broadens the police mission from a narrow focus on crime to a mandate that encourages the police to explore creative solutions to a wider range of community concerns, including crime, fear of crime, disorder and neighborhood decay (Trojanowicz and Bucqueroux 1990).

Community policing is a development that embraces new crime-prevention strategies, shaped by three insights: first, that police cannot prevent crime without community help; second, that the police must do more than react to criminal incidents; and third, that patrolling is too passive and needs to be complemented with visible police placed at places where crime occurs or is likely to occur.

In the traditional approach to policing besides charge office duty (which one can call stationary policing), mobile patrols account for the bulk of policing activities (reportedly, this was also the case in Namibia in the early 90's when transport was adequate) but this does not reassure the public, nor do they scare off criminals. What the police needs to do instead is actively and visibly assists in creating a climate of order, security and trust in public places, especially in locations in which crime is concentrated. They can do this by regulating public behavior that is not criminal but that is unsettling, fear inducing and disturbing, such as intoxication in public, playing loud music, using obscene language, and illegal gambling (Wilson and Kelling 1982).

Community policing is a goal that can only be achieved by engaging successfully in a number of short term objectives. Thus, as a point of departure it is recommended that the Namibian Police do the following:

- Consider making training, re-training and in-service training really the highest priority as stated in the Police Manual by allocating adequate funds for training purposes, increasing the capacity of the Police College so that it may accommodate more officers for upgrading courses than it is the case now. In addition, they should make the Literacy Programme compulsory to all beneficiaries.
- Consider providing Field Training Officers with necessary training aids and material to enable them to conduct in-service training properly and to enable them to set up a flexible training programme, capable to accommodate the members working shifts at police stations.
- Ensure that training aims at achieving the objectives stated in Chapter 5.D.3 of the Administration Manual (NAMPOL 2003).
- Consider improving the provision of necessary support means (vehicles, communication means, labour and time-saving means) to police stations and units

to enable them to conduct patrols in crime prone areas and thereby help improving the trust and support of the community.

- Reduce the manpower deficiency at station level through recruitment and upgrading the existing skills and knowledge of serving members so that they participate and perform all tasks as within the limits of a rank category and
- Ensure that IIPPC is upgraded and expanded to enable it to accommodate more officers attending upgrading, advanced and refresher courses (arrangement can be made so that PJKTC and OPTF can take part in offering these courses).

It is hoped that these recommendations, once implemented, will help creating the capacity necessary for the betterment of police performance in Namibia.

REFERENCES

Amoah, S. A. 1999. **The Contribution of Ghana Institute of management and Public Administration (GIMPA) Resource to Human Development and productivity in Ghana (1961-1999).** Accra

Bayley, D. H. 1994. **Police for the Future.** New York: Oxford University Press.

Björkman, J. W. 1994. **Implementation and Public Development Policy: Large problems, Small steps.** Exerted from: Public Enterprise Vol. 14, No. 3-4 September/December 1994.

Chen, Huey-tsyh. 1990. **Theory driven evaluations.** London: Sage Publications.

Clift, R. E. 1956. **A Guide to Modern Police Thinking.** Cincinnati: Anderson.

Cloete, J. J. N. 1992. **Public Administration and Management.** Pretoria: J. L. van Schaik (Pty) Ltd.

Conceção, I. K. P. 2006. **The New Public Management.** New York: Oxford University Press.

Cronjé. G. J de J., Neuland. E. W., Van Reenen, M. J. 1987. **Inleiding tot die Bestuurwese.** Johannesburg: Southern.

Denmark, B. Undated. **Ethical Investigation: A practical Guide for Police Officers.** London: Foreign and Commonwealth Office.

Denzin, N. K., Lincoln, Y. S. 1994. **Handbook of Qualitative Research.** Thousand Oaks: Sage.

Depoy, E., Gitlin, L. 1998. **Introduction to Research: Understanding and Applying Multiple Strategies,** 2nd Edition.

DeSimone, L .L., Harris, D. M. 1998. **Human Resource Development**. Orlando: The Dryden Press.

Dresselhaus Transport CC v Government of Namibia. Republic of Namibia. 2003. Supreme Court. Case No. SA/2003.

Du Toit, D., van der Waldd, G. 1999. **Public Administration and Management – The Grassroots**. Kenwyn: Juta & Company Limited.

Dye, T. R. 1987. **Understanding Public Policy**. New Jersey: Prentice-Hall, Englewood Cliffs.

Fransina Ndapewa Alweendo v Minister of Home Affairs. Republic of Namibia. 2004. High court. Case No. I. 1446/04.

Grindle, M. S., Thomas, J. W. 1991. **Public Choices and Public Change**. John Hopkins: University Press.

[ICRC] International Committee of the Red Cross. De Rover, C. 1998. **To Serve and to Protect**. Geneva, Switzerland.

Kerrigan, G. E., Luke, J.F. 1987. **Management Training Strategies for Developing Countries**. London: Rienner Publishers.

Lane, J-E. 1993. **The Public Sector**. London: Sage Publication Ltd.

Morgan, G. 1997. **Image of Organization**. London: Sage Publication.

Namibia. 1990. **The Constitution of the Republic of Namibia**. Windhoek: Government Printer.

Namibia. Republic of Namibia. 1990. **The Police Act (Act No. 19 of 1990)**. Windhoek.

[NAMPOL] Namibian Police. Republic of Namibia. A letter from Maj-Gen. (Rtd) Nghiishililwa F. S. to the Ministry of Higher Education, Ref. 2.4.P, dated 19 September 2000.

[NAMPOL] Namibian Police. Republic of Namibia. 1990. **Recruitment Office Register. 1990–2006.** Windhoek

[NAMPOL] Namibian Police. Republic of Namibia. 2005. **Namibian Police Annual Report 2004/2005.** Windhoek: Namibian Police.

[NAMPOL] Namibian Police. Republic of Namibia. 1990. **Establishment of the Namibian Police with help of the British Advisors.** 1990. Windhoek: Namibian Police.

[NPC] National Planning Commission. Central Statistic Office. Republic of Namibia. 2003. **Population and Housing Census 2001: Basic Analysis with Highlights.** Windhoek.

[NPC] National Planning Commission. Republic of Namibia. 2002. **Second National Development Plan (NDP 2) 2001-2005:** Windhoek

Nel, F., Bezuidenhout, J. 1995. **Human Rights for the Police.** Kenwyn: Juta & Co. Ltd.

Norval, A .L. J. 1984. **Teoretiese Study van die Metodologie van Kruiskulturele Verhoudingsmeting.** Pretoria: HSRC.

Olowu, D., Adamolekun. L. 1999. **Public Administration in Africa. Main Issues and Selected Country Studies.** Colorado: Westview Press.

Paul, S. 1983. **Training for Public Administration and Management in Developing Countries – A Riview.** World Bank Working Paper. Washington DC: World Bank Publishers.

Pell, A. R. 1967. **Police Leadership.** Florida: Charles C Thomas Publishers.

Premchand, A. 1983. **Government Budgeting and Expenditure Controls: Theory and Practice.** IMF: Washington D.C.

Reiss, A. 1971. *Police and the Public*. New Haven, CT: Yale University Press.

[SARPCCO] Southern African Regional Police Chiefs Cooperation Organization. 2005. **The SARPCCO 10th Anniversary Celebration Publication**. SARPCCO Secretariat. Harare.

Stoner, A. F., Freeman, E. 1992. **Management**. New-Jersey: Prentice-Hall.

Storey, A. 1995. **New Perspective in Human Resources Management**. London: Routledge.

Sullivan, J. L. 1997. **Introduction to Police Science**. New York: McGraw-Hill.

Trojanowicz, R., Bucqueroux, B. 1990. **Community Policing**. Cincinnati: Anderson Publishing Co.

Van der Waldt, G., Du Toit, D. F. P. 1997. **Managing for Excellence in the Public Sector**. Kenwyn: Juta & Co. Ltd.

Waddington, P. A. J. 'Defining Objectives' **Policing**. 2(1):17.26.

Wangwe, S. M. 2002. **National Capacity Assessment in Tanzania**. Dar Es Salaam: Mkuki na Nyota Publishers.

APPENDIX A

**QUESTIONNAIRE TO EXPLORE NUMBER OF COURSES ATTENDED BY
NON-COMMISSIONED OFFICERS (CONSTABLES, SERGEANTS AND
WARRANT OFFICERS) FROM 2001-2005**

SECTION A. Demographic Information

1. Kindly indicate your sex. (a) Male ☐ (b) Female ☐
2. What is your age group? (a) 20-30 ☐ (b) 31-40 ☐ (c) 41-50 ☐
(d) 51-60 ☐
3. What is your highest qualification? (Tick in the appropriate box or specify):

(a) Grade 9 and lower ☐	(b) Grade 10 ☐
(c) Grade 12 ☐	(d) Grade 12 + 3 year Diploma ☐
(f) Other specify ☐	-----
4. How many years have you served in the Namibian Police?

(a) 1-5 ☐	(b) 6-10 ☐	(c) 11-16 ☐
----------------------------------	-----------------------------------	------------------------------------
5. What is your current rank?

(a) Constable ☐	(b) Sergeant ☐	(c) Warrant Officer ☐
--	---------------------------------------	--
6. How many years have you served with a current rank?

(a) 1-5 ☐	(b) 6-10 ☐	(c) 11-16 ☐
----------------------------------	-----------------------------------	------------------------------------

7. What is your current assignment?

- (a) Charge office duties ☐ (b) Investigations ☐
 (c) Administration ☐ (d) Stores/Logistics ☐
 (e) Others (specify) ☐-----

SECTION B. Research Questionnaires

8. Have you completed the basic police training? Yes ☐ No ☐

9. Besides the basic police training, how many other police courses have you

attended from 2001-2005?

- (a) None ☐ (b) 1-2 ☐ (c) 3-4 ☐ (d) 5-6 ☐

10. How many In-Service Training Courses have you attended from 2001-2005?

- (a) None ☐ (b) 1-2 ☐ (c) 3-4 ☐ (d) 5-6 ☐

11. Does training receive adequate attention in the Namibian Police? Yes ☐ No ☐

12. Do the Namibian Police officers need to attend upgrading courses? Yes ☐ No ☐

13. Does the Namibian Police offer enough training opportunities? Yes ☐ No ☐

14. Which one of the following factors is **most important** to promotions in the

Namibian police? (Tick **one** only)

- (a) Training and Qualifications ☐ (b) Long service ☐
 (c) Favouritism ☐ (d) None of the above ☐

APPENDIX B

**QUESTIONNAIRE TO EXPLORE PERCEPTIONS OF THE PROSECUTORS
ABOUT THE EFFECTIVENESS OF THE NAMIBIAN POLICE IN CASE
INVESTIGATION AND PREPARATION OF DOCKETS**

SECTION A. Demographic Information

1. Kindly indicate your sex. (a) Male ☐ (b) Female ☐
2. What is your age group? (a) 20-30 ☐ (b) 31-40 ☐ (c) 41-50 ☐
(d) 51-60 ☐
3. What is your highest qualification? (Kindly Specify):.....
4. How many years have you served as a public prosecutor?.....
5. How do you rate the Namibian police performance?

Good ☐
Moderate ☐
Satisfactory ☐
6. Are the Namibian Police well-trained for their duties or they need more training?

They are well-trained ☐
They need more training ☐
7. What can the Namibian Police Management do to improve on the police performance? Kindly mention two factors in order of priority.

APPENDIX C

**QUESTIONNAIRE TO EXPLORE THE PERCEPTIONS OF THE PUBLIC
(THOSE WHO HAVE REPORTED CASES TO THE POLICE FROM 2001-2005)
ABOUT THE POLICE PERFORMANCE**

SECTION A. Demographic Information

1. Kindly indicate your sex. (a) Male ☐ (b) Female ☐
2. What is your age group? (a) 20-30 ☐ (b) 31-40 ☐ (c) 41-50 ☐ (d) 51-60 ☐
3. What is your highest qualification? (Tick in the appropriate box or specify):

(a) Grade 9 and lower ☐	(b) Grade 10 ☐
(c) Grade 12 ☐	(d) Grade 12 + 3 year Diploma ☐
(e) Other specify ☐ -----	
4. What is your occupation?

SECTION B. Research Questionnaires

5. How many cases have you reported to the Namibian Police from 2001-2005?
6. How do you rate the way the Namibian Police handled your case(s)?

Good ☐	Moderate ☐	Satisfactory ☐
-------------------------------	-----------------------------------	---------------------------------------
7. According to your evaluation, are the Namibian Police well-trained for their duties or they need more training? They are well-trained ☐ They need more training ☐ No idea ☐

8. Have observed any improvement to better in the police performance during the past five years? Yes ¹ No ¹

APPENDIX D

MEMORANDUM

**TO: THE INSPECTOR- GENERAL OF THE NAMIBIAN POLICE,
LT-GEN. S. H. NDEITUNGA**

**THROUGH: THE HEAD OF HUMAN RESOURCES DIVISION,
COMMISSIONER N. S. ENDJALA**

**FROM: THE COMMANDER OF TRAINING AND DEVELOPMENT UNIT,
CHIEF-INSPECTOR J. T. MBENZI**

DATE: 31 JULY 2006

SUBJECT: REQUEST FOR A PERMISSION TO CONDUCT THE RESEARCH STUDY

C/ Insp Mbenzi, is currently doing a final year towards the **Degree of Master of Public Policy and Administration**, a joint Programme between The University of Namibia and the Institute of Social Studies, The Hague, Netherlands. As part of the study requirement, each student is required to conduct a research study on the topic of public interest.

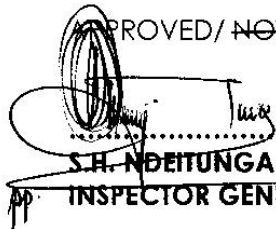
The title that will guide my research study is: **Towards Capacity-Building for Effective Policing in Namibia: The Case of the Khomas Region**. In this regard I intend focusing my study primarily on training and the provision of logistical support means necessary for effective policing; concentrating on the two stations – Wanaheda and Windhoek Police Stations.

It is hoped that this study once completed will not only contribute to the academic body of knowledge, but will also come up with scientific conclusions and recommendations that can be implemented to improve police performance country-wide.

For this study to be successful, information by means of interviews and questionnaires is required. I therefore, intend to interview relevant commissioned officers and distribute questionnaires to selected non-commissioned officers from the two stations. For this reason General Sir, permission from your esteemed office is sought.

Comment/Recommendation: The initiative is favourably
recommended and the members should
be give an opportunity thereof.

Ntongala.....COMM
 S.N. ENDJALA 2006/08/01
 COMMISSIONER: HUMAN RESOURCES

~~APPROVED/ NOT APPROVED~~

LT-GEN
 S.H. NDEITUNGA
 INSPECTOR GENERAL: NAMIBIAN POLICE

