

**AN INVESTIGATION  
INTO  
THE IMPACT OF PRIVATE SECURITY COMPANIES ON NATIONAL  
SECURITY IN NAMIBIA.**

**A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF THE  
REQUIREMENTS FOR THE DEGREE OF MASTER OF ARTS IN  
SECURITY AND STRATEGIC STUDIES OF THE UNIVERSITY OF  
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## **ABSTRACT**

The thesis focussed on the role of private security companies (PSCs) in Namibia. Over the last decade, there has been a substantial growth of private security services and companies both at global and national levels. In Namibia, there has been substantial increase in PSCs which are providing security services. To some extent the role being played by PSCs at times overlapped with that performed by those providing public policing. The growth of the private security sector in Namibia poses both opportunities for employment and social economic transformation, as well as challenges in security sector services regulation, control and management. The proliferation of both indigenous and multinational PSCs in Namibia would require a coordinated regulatory regime which would allow the public to enjoy the opportunities and benefits of the industry, and safeguard the state against criminal and national security threats.

The study revealed that PSCs offer a broad of range services to government and the public. The majority of private security service consumers are commercial entities whose business line is in retail trading industries. One of the major finding of the study is that there has been a steady increase in the PSC particularly in the protection of person and properties. The major challenges of PSCs role in Namibia are to do with a weak regulation regime for the control of the sector. Regulation and control of PSCs training, recruitment and operation are of paramount important for the preservation of national security. A porous regulatory regime provides the opportunity of criminal infiltration and thriving of terror groups within the ranks of PSCs. Based on the results of this study, it is recommended that there is a now need

for the enactment of Act of parliament to regulate and monitor the activities of PSCs in Namibia.

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## **DEDICATION**

This thesis is dedicated to my Wife Kahimbi Jankie-Siyauya for her love, care, understanding and unwavering support.

## DECLARATION

I, Charles Sikabongo **Siyauya** hereby declare that this is my original work and all sources have been accurately reported and acknowledged, and this document has not been submitted to this or any other university in order to obtain an academic qualification. No part of this may be reproduced, stored in any retrieval system, or transmitted in any form or any means (e.g. electronic, mechanical, photocopying, recording or otherwise) without the prior permission of the author, or The University of Namibia in that behalf.

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## ACRONYMS

PSC Private Security Companies

SAPS South African Police Service

SANDF South African National Defence Force

SESORB Security Enterprises and Security Officer Regulation Board

PMSC Private Military and Security Companies

PAT Principal Agent Theory

NAMPOL Namibia Police

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# CHAPTER ONE INTRODUCTION

## 1.0 Introduction

Globally the role of private security companies has been increasing since the end of the Cold War. The global security service market was about US\$138.8 billion in 2007 rising to US\$152.5 billion in 2009 showing positive growth even during the global financial crisis and recession of 2008/9 (Freedonia, 2008,; Abrahamsen & Williams, 2009,). The sector recorded an annual average of 7.4 % top global annual revenue of US\$218.4 billion in 2014. Though much of this growth is attributed to the US spending on security in the post September 11, 2001 the continued growth in the sector is mainly in emerging economies and post- conflict economies. The rise of private security actors can be attributed to a reconfiguration of the global security sector as Abrahamsen & Williams (2007) posit. However, proponents of the private security sector point to the staggering budgets of national governments which have failed to adequately cater for modern security needs in an increasingly crime laden environment.

Africa has also witnessed a similar rise in private security actors in the general domain of security (Gumedze, 2014; Small, 2006; Leander, 2005). In southern Africa, there has been indications that private security companies are increasing their role especially in the wake of stagnating economies which have forced governments to reduce their budgets on military and police operations.

In South Africa, for instance, there are more than 445 000 registered private security guards compared to just over 270 000 armed-statutory forces, namely the South African Police Service (SAPS) and South African National Defence Force (SANDF) (Burger, 2014).

In Namibia however, the private security sector employs over 20, 000 persons in over 100 private companies (Ministry of Industrialisation, Trade and SME development). These private security companies (PSCs) are in charge of security of individual citizens, homes, businesses and in some instances, public buildings. The sector is thought to be increasing steadily in line with world trends. In Namibia, PSCs are required to register with the Security Enterprises and Security Officer Regulation Board (SESORB), which also regulates their activities including the ownership and control of firearms. The security industry is broadly governed by the Security Enterprises and Security Officers Act of 1998 (Nakuta, Duminy & Simamuna, 2015).

The typology of private security services is wide and varied. Private military and security companies (PMSCs) form a very diverse sector. In terms of activities, this sector comprises private agencies performing a great variety of tasks ranging from supporting combat operations, guarding premises, cash transfers and even moving government files. The most common analytic division is between private security companies (PSCs) and private military companies (PMCs) (Brooks, 2000; Abrahamsen & Williams, 2007,). In many respects, this analytical scheme reproduces and mirrors the division of state security services between the police and the military. The first category, PSCs, specializes in the provision of protection services for assets and/or people.

In countries like Namibia and South Africa which democratised late in Africa, there are varied security perceptions towards PSCs. Though the majority of studies by academics and researchers like Nakuta, Duminy & Simamuna, 2015 have highlighted the complimentary role of the private security companies to state security entities, such roles are not well understood due to absence of proper regulation and monitoring regimes to document all positives. The absence of clear cut evidence of the positive role of private security companies in developing countries have led to nationalist movements to hiring PSCs to protect political

elites. This narrative may be at variance with global trends and practices in private security sector growth.

### **1.1 Statement of the problem**

Ownership of transnational security companies is predominately foreign and has a potential threat to the interest of the State especially in times of poor foreign relations with their parent countries.

The growth of the private security sector in Namibia has proffered both opportunities and challenges for security provision to the general population. Whereas it is well documented that private security companies compliment the state in providing security especially at individual citizens and corporate persons, there has been rising concerns as to challenges posed by such growth. Nakuta, Duminy and Simamuna (2015, p.121) summarised the challenges of private security companies growth in Namibia to be associated with, amongst others, poor regulation of the sector. A lack of proper regulation and enforcement of the Security Enterprises and Security Officers Act No. 19 of 1998 may potentially, results in poor control by the state especially on quality of services rendered by security companies. The current dysfunctional role of Security Enterprises and Security Officer Regulation Board (SESORB) further complicates the interaction of the private security sector with public security entities, thereby creating conditions of disharmony and unshared security resources and intelligence which may be vital in crime prevention and management. This compromises the nature and growth of public-private security partnerships in Namibia and may result in uncoordinated security services which may be costly the nation as a whole.

The current socio-economic conditions which are characterized by high inequality, unemployment and poverty coupled with uneven development (between rural and urban areas) in Namibia creates a justifiable need to develop strong partnerships in security services

and operations which would ensure crime prevention and social order. Thus it is imperative to develop full conceptualization of the current role and impact of private security companies in Namibia especially in forging critical and strategic security alliances with public security services providers.

Operational challenges of non-registration of personnel and businesses, poor training, inadequate vetting and background checks, the issuing of firearms to persons who are not competent to use them and the failure to pursue criminal or disciplinary action against security personnel who break the law are key breaches to the security of Namibia. These are all credible and legitimate reasons for improving regulation especially considering the role of multinational companies such as G4S which are large and realize revenue which is by far greater than the national revenue of Namibia.

## **1.2 Objectives of the Study**

The aim of this study is to investigate the impact of the growth of the PSCs in Namibia on national security. Towards that end, this study seeks to probe, in particular, both negative and positive impact of private security in relation to the role of the police. Specifically the study would consider the following objectives:

1. To identify the ownership structure of PSCs and its impact on national security;
2. To assess the perceptions of the public and government security organs on the presence of PSCs in Namibia;
3. To examine the interface of PSCs, national interests and security; and
4. To analyse the regulatory framework of PSCs and its implications on national security.

## **1.4 Significance of the Study**

The study on the impact of PSCs on national security in Namibia is of paramount significance. Namibia as a post conflict nation with a young democracy should always strive to maintain high levels of security for the State and its citizens. Post conflict countries are easily turned into wars and centers of political conflicts. The general perception that former military antagonists are now running PSCs unsettles the post-independence security apparatus. Without clear understanding of PSCs roles and their impact on national security, there is serious suspicion among security stakeholders which may create conditions of instability. Thus, by providing a thorough investigation on PSCs in Namibia the study would enhance national security and peace building which is key features for sustainable development. Providing an analysis of the regulatory framework for PSCs would increase confidence of the public in the security of the nation.

Moreover, theoretically there is little known information on PSCs operations in post conflict African countries particularly on their effect on national security. Most studies on the operations of private security sector are done in developed countries that have the sophistication and technical knowhow of regulating and managing PSCs. Elsewhere in the SADC region South Africa is developing a policy on PSCs which is a reflection of deep seated mistrust between the government and security companies. Thus a study on the impact of PSCs in Namibia would not only provide valuable information on national security, but may provide scholars with theoretical basis for understanding future security needs of developing countries.

To students of security studies, the study provides the basis for future interrogation of the nexus of private security companies and the state security agencies. By clearly articulating the impact of PSCs, the study provides a framework at which future students and scholars can look at the sustainability of a private security system in a developing country like Namibia.

### **1.5 Limitation of the study**

The study of Private Security Companies is by nature sensitive. This could, potentially, result in falsified responses from interviews which require strong analysis. Thus the availability of some information may be compromised. The researcher ought to be proactive and engage respondents in ways which may allow access. Limitations of this study also came about as a result of lack of cooperation among some respondents who kept on changing scheduled interview appointments. This was however overcome by rescheduling them to accommodate their busy working schedules.

### **1.6 Overview of Literature**

The commodification of security is according to all indications a rapidly growing trend in the international system (Tzifakis, 2012). The continued increase in private security industry is driven by the increased interest of both public such as states and international organizations and private actors (NGOs, MNCs and individuals) to contract out security related services (Tzifakis, 2002, p.16). He further poses the question of whether public and private actors should outsource security services and the impact of such arrangements on national security is of paramount importance. This study is informed by a conviction that the implications of private security services to private agencies are not a priori positive or negative: it depends on how the state regulates the sector to maximise the benefits of the sector.

Thus it is imperative to understand the role of public security services and when to demarcate the limits of private security companies. Luckey et al. (2010, p.7) define ‘inherently governmental functions...’ as functions that are ‘... intimately related to the public interest’. According to Tzifakis (2002, p.26) this vagueness of the definition of private security companies is not accidental but is context specific to every nation State. He further posits that each state might draw the line at a different point beyond the apparent exclusion of outsourcing such functions as war making.

To illustrate, Petersohn (2010) explains that while the US is informed by a Lockean tradition of liberalism and relies greatly on market solutions, Germany is inspired by a Rousseauian tradition of liberalism and has less confidence in market forces. In this respect, it might be futile to prescribe to states where they should stop outsourcing services. Moreover, this study does not imply that states should simply resort to the external supply of security services from private actors for every security need. Outsourcing has frequently appeared to be a not-so-optimal solution in terms of cost efficiency or effectiveness. States should, therefore, always have a clear rationale for privileging market solutions for the supply of security services. This study pays particular attention to the question of how states should contract out security services. It argues that many of the problems stemming from the outsourcing of security services are related to shortcomings in the operation of the private market for this type of service.

## **1.7 Methodological Overview**

The study utilizes mixed methods as the basis for data collection and analysis. Mixed methods are typically traced to the multi-trait, multi-method approach of Campbell and Fiske (1959, cited in Teddlie and Tashakkori, 2009, p.31), although it is considered a relatively new methodology whose key philosophical and methodological foundations and practice

standards have evolved since the early 1990s (Harwell, 2011, p.148). Johnson and Onwuegbuzie (2004, p.17-18) conceptualises mixed methods research as “the class of research where the researcher mixes or combines quantitative and qualitative research techniques, methods, approaches, concepts or language into a single study. Mixed methods research also is an attempt to legitimate the use of multiple approaches in answering research questions, rather than restricting or constraining researchers’ choices (such that, it rejects dogmatism). It is an expansive and creative form of research, not a limiting form of research. It is inclusive, pluralistic, and complementary, and it suggests that researchers take an eclectic approach to method selection and the thinking about and conduct of research”, (Harwell, M.R., 2011)

## **1.8 Research Ethics**

This study is to be guided by the ethical guidelines of the University of Namibia especially those which deals with research on human subjects. The study would subscribe to be principle of confidentiality, anonymity, and informed consent to all the respondents. All data to be retrieved would get clearance and permission from its owners. Such data would also be used for the purposes for which it was retrieved for, that is for academic purposes only. All used data from this thesis was left in the custody of University of Namibia except data in raw form which was would be destroyed after all assessment was done. The study findings would be used for academic purposes only and in the case of publications, it would be according to policies and guidelines of the University of Namibia.

## **Conclusion**

This chapter has highlighted the increasing role of private security companies in developing countries and the challenges of managing them in the era where state role in security is being rolled back due to inadequate funding. The chapter has to seek the need to understand the role of PSC in the context of a modern state like Namibia. The role of the private security sector is increasingly getting the interest of policy makers, government agencies, and security sector analysts. Private security sector development does not only provide employment to citizens but also contribute to the gross domestic product of the nation. However a number of issues have been raised concerning their continued influence on state security and their general service to the public.

## **CHAPTER 2 LITERATURE REVIEW**

### **2.0 Introduction**

This section of the study conceptualise private security services as economic goods and their theoretical underpinnings. The chapter starts by defining key concepts in security services and provides the typology of private security companies (PSCs), its role and the implications in Namibia. It further conceptualises the major contending theoretical approaches to security in a quest to understand the role and impact of the growth of the private security sector. The chapter explores neo-realism, neo-liberal institutionalism and constructivism in relation to the concept of private security. It also proffers the discourse theory as an alternative theory for security analysis to private security services. The chapter ends by providing an overview of private security regulation from experiences of Kenya and South Africa in a bid to extract key regulation issues for Namibia.

### **2.1 Definitions and Typologies of Private Security**

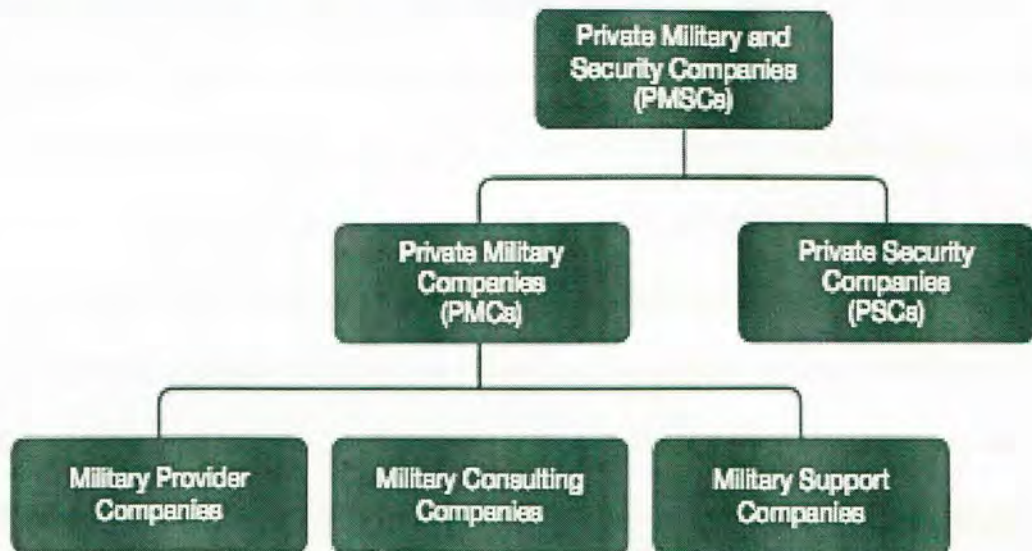
The emerging security tapestry in the aftermath of the Cold War suggests that private security providers are increasingly becoming important agents in the provision of security. This suggests that the provision of security as the prerogative of national governments has become contested and part of the broader framings of economic and political changes since the end of bipolar rivalry. Indeed, Ian Loader (2000) opines that: “We are living in the midst of a potentially far-reaching transformation in the means by which order and security are maintained in liberal democratic societies, one that is giving rise to the fragmentation and diversification of policing provision, and ushering in a plethora of agencies and agents, each with particular kinds of responsibility for the delivery of policing and security services and technologies. What we might call a shift from police to policing has seen the sovereign state-

hitherto considered focal to both provision and accountability in this field- reconfigured as bot one node of a broader, more diverse 'network of power' (2000, p 323).

Reinforcing the above, Tzifakis (2012) notes that the private security sector is constituted by diverse actors and service providers. In terms of size private, security companies "encompasses both local, small-sized enterprises and multinational giants listed on international stock exchanges" (2012, p.11). Among international security companies, G4S is a global company operating in a number of countries including Namibia and South Africa. Apart from global security companies, the private security sector is also dominated by small indigenous companies particularly in Zambia and Zimbabwe. However, it should be noted here that there is a growing trend of small security companies being bought by global companies such as G4S and Securitas.

Private security can also be conceptualised as in terms of the type and nature of services being provided by the companies. According to the researcher; Private Security Company is a business entity that protects persons and properties. PSCs provide security services to its clients. Figure 1 below provides a graphical view of the typologies of private security:

**Figure 1 A Typology of PMSCs in Terms of services**



Source: Tzifakis (2012, p.12)

As shown in Figure 1, a typology of security companies is basically bi-modal, that is private military companies (PMCs) and private security companies (PSCs). PMCs have not largely operated in Africa, except for mercenary activities of Executive Outcome in Sierra Leone, Liberia and Nigeria, but largely operating in the Middle East particularly in Afghanistan and Iraq. However, in southern Africa, PSCs dominate due the absence of armed conflicts in these post-independence states. For the purposes of this study, private security companies (PSCs) refer to private security services particularly those that offer services like the provision of protection services for assets and or people. Private security services range from guarding services, cash in transit protection services, surveillance, close body protection, etc.

Conceptualising the private security sector in southern Africa, in general, and Namibia, in particular, requires the analysis of private security as an economic good. According to South (1994) security can be construed as a public economic good. A public good has two main features: it is non-excludable and non-rival in consumption. While the public good's non-excludability implies that no-one can be denied access to its benefits, its non-rivalries mean that its use by one or more individuals and does not diminish its availability for consumption by others (Buchanan 1999). However, it should be noted that security is a multidimensional good which can take various forms thereby allowing for private service providers. As a public good such as general policing of communities, private companies can provide the services. For example, the British South African Police Service was in charge of policing in colonial Namibia despite it being a private police force. Security can further be divided into private and club goods which make them feasible to be supplied by private players, South. N.(1994) In case of security as a club good, gated communities or street neighbours may employ private security guards and companies to provide neighbourhood watch committees and community patrol groups which are paid for by the community. At the individual or firm level, security can be provided as private goods since other consumers can be excluded from benefiting from it.

Engerer (2011, p.139) further regards security as a 'tangible good' for example; police protection services will not qualify as a pure public good. Instead, it should be considered a common good. Notwithstanding police forces striving to protect all residents from threats, cannot deploy officers everywhere to instantly prevent the occurrence of crime. The fact that the concentration of police force in one location reduces the available resources for deployment elsewhere implies that police protection is a rival good. Furthermore, in contrast with state-level security, protection services at both the sub-state and individual levels are contracted out by both public (such as states, international organisations and local

governments) and private actors (such as NGOs, MNCs, local businesses and individuals). When the contracting parties are private agencies, security provision is excludable: its beneficiaries are specific groups (such as gated communities and shopping centres) or individuals. As a result, rather than being a common good, security protection can be simultaneously a club and a private good (ibid).

The development of private security services as an economic good points to a folding back of public security by state agencies and the increase of security as a common and private good. Private property of citizens and individual entities has changed the face of security from a wholly public good to private goods which may invite new players in the industry. As Engerer (2011) notes, the supply of marketable and excludable security services has expanded at the expense of the supply of non-excludable services designated to protect the entire public. This implies that the differences in security provision, according to the wish and the ability of the people to afford privately supplied services, have been accentuated (Loader 1999; Krahmman 2008) argues that the new narrative of security as a common, club and private good is not entirely positive or beneficial to consumers, but the fragmentation and individualisation of security provision (owing to its excludability) has not allowed the beneficiaries to share the cost of protection.

It is worth noting here that private security particularly by PSCs has wide merits to communities. Tzifakis (2012) stress the opportunity offered to states to make substantial cutbacks to their public expenditures, especially in the post 2009 economic recession (see also Mandel, 2001). More precisely, in times of peace, states can avoid the cost of training and maintaining large standing armies because, if they ever need extra military capabilities, they will be able to seek them directly in the private market (Fredland, 2004). This is because private security service suppliers may subcontract tasks to local (or third country) workers at lower wages than they would have paid to nationals of the contracting countries. The largest

PMSCs have indeed taken extensive advantage of labour cost differences among nationals of different countries and have assembled in most operations 'highly globalized' workforces (McCoy, 2010, p.676).

## **2.2 Private Security Companies Growth and Development**

The growth of the private security sector in southern African countries is a result of a number of factors. Singer (2001, p.193) attributes the rise of the private security companies growth to changes in global demand and supply of security provision. Globally, there has been an increase in the provision of security services particularly in countries who are experiencing insurgencies and those whose governments have collapsed due to wars such as in Afghanistan and Iraq. However, this factor cannot explain the growth of the private security industry in other stable countries like Namibia, South Africa and until recently Kenya. These countries have experienced rapid growth of PSCs in recent years. Private security providers have not only proliferate in these ostensibly stable countries, but have also grown significantly in post-conflict societies like Liberia and Sierra Leone, and failing and failed states on the continent.

Tzifakis (2012, p.14) postulates that "the collapse of state structures in many weak or failing states and the outbreak of numerous conflicts have led to multiple calls from incumbent regimes, dissidents, NGOs and even MNCs (that have, for instance, invested in the extraction of natural resources) for the dispatch of external armed contingents to different locations around the world". In this category of countries there are fragile states which are emerging from conflicts and wars in some parts of Africa where the need to enhance security may be augmented by private security companies.

Another explanation for the rise of the private security sector focuses on the transformation of the public police forces and the military in many African Countries in line with their overall

effort to reduce public expenditures. There is a growing number of African countries, for example South Africa & Namibia (Gumedze,S.2014) as well which are facing liquidity crunches especially after the 2009 global economic recession which have started to roll back public expenditure including security services expenditure. The curtailing of public expenditure has meant that there has been a gap in terms of policing which has traditionally filled by the individual companies and persons as consumers and foot the costs of such services. In fact PSCs growth is a direct result of income growth of individuals within the countries. In some countries which were colonized, the dismantling of the apartheid colonial hegemony has opened avenues of income growth especially among the majority formally oppressed black Africans. Thus the increase of income, particularly the rise of the middle class in Namibia has largely contributed to the need for guarding services to private residences, services which is generally limited to senior state officials.

Another critical reason for the rise of PSCs is the general rise to crime particularly theft and violence crime in Africa. This is particularly so in South Africa, Kenya and Namibia. The increase in crime has been largely attributed to the high unemployment rates, especially among the youth of sub Saharan African countries due to stagnating economies. The sprawling inequality in many southern African states between the rich and poor has forced many youths to pursue crime as a livelihood putting many households and business entities at risk in terms of both persons and assets security.

Loader (1999) explains that the public police forces changed their rhetoric and their practices at this time, integrating the imperatives and the vocabulary of the market (i.e. managerialism, consumerism and promotionalism). This kind of policing philosophy has led to the public policing institutions cutting back their size and operations limiting them to serious crimes only and mostly in crime investigation, which preclude crime prevention. There is a growing tendency of putting the cost burden of policing and protection to the ultimate consumers.

Abrahamsen and Williams (2009) remark that states are also beginning to place greater emphasis on the development of crime control techniques based on efficiency, surveillance and spatial design. In addition, Garland (1996) suggests that some states developed 'responsibilization strategies' (using terms such as 'activating communities', generating 'active citizens' and 'help for self-help') in order to bring about action on the part of private agencies and individuals. As a result, not only do states pass the supply of many of their police services to the private security sector, they also encouraged the expansion of the industry's activities at the level of society.

The superiority of PSCs in policing has been based on its good standing in effective service delivery than the public police forces. (Fredland, 2004) stress the opportunity offered to states to make substantial cutbacks to their public expenditures, as one the reasons for the growth in private security provision. More precisely, in times of peace, states can avoid the cost of training and maintaining large standing armies because, if they ever need extra military capabilities, they will be able to seek them directly in the private market (Fredland, 2004). The largest PMSCs have indeed taken extensive advantage of labour cost differences among nationals of different countries and have assembled in most operations 'highly globalized' workforces (McCoy, 2010, p.676).

### **2.3 Principal Agent Theory (PAT) - A theoretical Framework for the Role of Private Security Companies in Namibia**

The study on the role of PSCs in Namibia is based on the principal agent theory as both a conceptual and theoretical framework. PAT originates from the field of economics particularly in analysing performance and remuneration of various contractual agreements, at its most elementary levels: PAT is used to describe a dyadic relation between a buyer and a

seller. The buyer creates a contract with the seller and has the funds to procure the seller's service of the service. Therefore, the buyer wields the tools of funding and knowing the service they want. The seller, on the other hand, possesses more knowledge about the service they are providing than the buyer does, and can thus steer the relationship to their favour and drive up the price. Thus, asymmetry of knowledge is the seller's tool in the relationship. Depending on wording of the contract, either the buyer or seller can use this to their advantage. PAT rests on the assumption that buyer and seller do not want mutually beneficial outcomes of the relationship, but would rather pay less or charge more than what the other is offering (Rouse et al. 1998; Hessel and Murphy, 2006)

The centrality of the principal agent theory to the role of PSCs is in its ability to explore the relationships among the state, public institutions, national security agencies, citizens and the PSCs themselves. Ross (2008) argues that the relationship of agency is one of the oldest and commonest codified modes of social interaction. We argue that an agency relationship has arisen between two (or more) parties when one, designated as the agent, acts for, on behalf of, or as representative for the other, designated the principal, in a particular domain of decision problems. Examples of agency are universal. Essentially all contractual arrangements, as between employer and employee or the state and the governed, for example, contain important elements of agency.

Gibbons (2003) argues that the central idea behind the Principal-Agent model is that the Principal is too busy to do a given job and so hires the Agent, but being too busy also means that the Principal cannot monitor the Agent perfectly. This typically reveals the relationship between the State (and security agencies) who may be construed as the principal and PSCs as the agencies. It should be noted that PSCs may have various stakeholders including the private individuals and companies who consume their relationships. These various

stakeholders are basically the principals of PSCs and therefore have to be satisfied with various services and incentives.

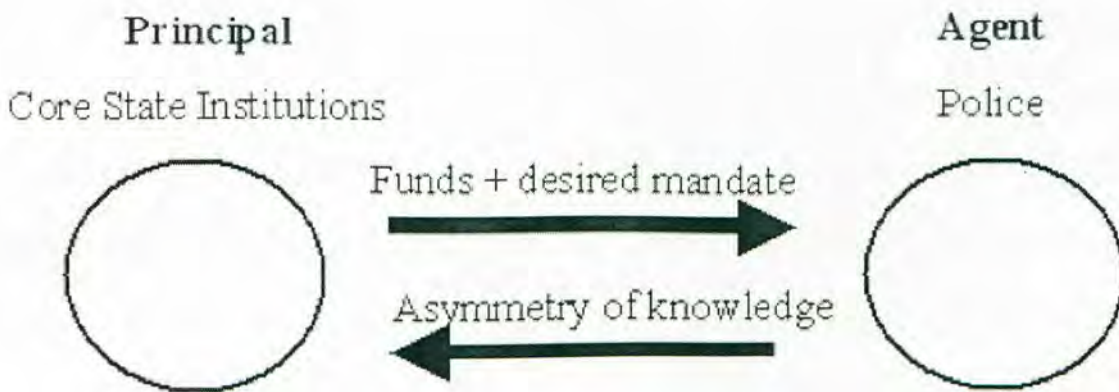
PAT has been long adapted to analyse political and security issues; its application to security analysis is relatively new. Moran and Weingast (1983) explain that in terms of political relevance the theory has been largely applied to the analyses of the US Congress and federal regulatory bodies as well to EU delegation, and the European Commission's system of governance analysis. Cohen (2009) uses the standard dyadic economic model, principal institutions within the political environment such as the legislature and executive of a government wield the agenda of the state, while the agent institutions have been delegated authority to address a specific issue. As Pollack (1999, p.99) outlines in his review of the theory, there is the possibility of 'bureaucratic drift' or 'slippage' whereby agent institutions may begin to establish their own agendas. Pollack notes that slippage "occurs when the structure of delegation itself provides perverse incentives for the agent to behave in ways inimical to the preferences of the principals". This is particularly important for this study as it critically assess the role of and problems of phenomenal growth of PSCs in Namibia. The relationship between the national police force and the PSCs is crucial to the effective service delivery by PSCs to the general public.

Though PAT narrative is predominantly economic (which in a way is in line with the profit seeking values of PSCs), normative labelling and dominate-subordinate positioning occurs, whereby a private security bureaucracy is meant to be under the auspices of central government authority. McCubbins, Noll, and Weingast (2007) give a technical account for this slippage which can be generalised as motivations suggesting why this drift can occur. There can be private or political values at stake among decision-makers in the agent institution; there can be personal career objectives among the same group; and or there can be

a general desire of aversion towards recommended policies of the principals. What is interesting to note is that McCubbins et al. (2007) attribute corruption as an element which incites slippage. Slippage in the services of PSCs is not only detrimental to security services consumers but to governments and national security agencies as well.

The relationship between principal and agent provide valuable insights to the role of PSCs in a democratic state like Namibia. Cohen (2007) depicts the PAT relationship in figure 2.2 below:

**Figure 2.2 Graphical Depiction of Principal Agent Relationship in Security Sector**



Source: Cohen (2007)

The figurative depiction by Cohen postulates a two way relationship between the core state institutions and police as agents. It is imperative to note that for the purpose of this study, principals include the police and government agencies and consumers of private security services. The agents are predominately the PSCs who offer their services and have extensive knowledge of security issues. The role of the principals in figure 2.2 is to provide funds and desirable mandate to PSCs. The funds from security services consumers are mainly from private entities and individual citizens though of late the government has offered guarding

and cash delivery contracts to PSCs. It is important to note that PSCs offer specialised and dedicated services to consumers and possesses vast asymmetry of knowledge. There is a tendency that such agents as international PSCs like G4S and Securitas have the capital base to investigate and develop cut the edge security systems and procedures to a broad clientele. Such companies may profiteer at the expense of the consumers or may engage in such activities which may endanger the state and the clients they seek to serve.

Feaver (1998, p.420) has applied the “Agency Theory” to civil-security relations. The PAT argues that civilian leaders as the “principal” know what they want done, and the PSCs as the “agent” interprets this policy goal (end) and acts with the required means, method, and use of force. The degree of compliance by the PSCs (the agent) reflects the probability of sanction from civilian leadership (the principal) as well as the degree of shared understanding and value of the outcome. According to Allan (2013) as long as the outcomes are found acceptable by the principal, the agent is retained in the relationship. Historically, ethical dilemmas in this principal-agent relationship centered on dissent; how dissent would be expressed by the agent and received by the principal. The introduction of PSCs as another actor credentialed to apply lethal force in combat on behalf of the state has changed the structure of this relationship. The challenge now is to understand whether the structure erodes the integrity of the state and republic police and by extension, could affect security stability of nations

## **2.4 Towards a regulation framework for PSCs in Namibia**

The challenges facing regulation of the PSCs in Namibia and the private security industry are similar to those in other parts of the world. Boghosian (2005) argues that although they perform a range of law enforcement-related activities, private security guards are frequently ill-trained, unsupervised, and may have criminal records. He points to the startling disclosure

of a Chicago police official who estimated that 20% of the guards working in private security at the Chicago Housing Authority in 1996 were active gang members (Hoffman, 1998). In Iraq, Isenberg (2006) notes that some PSCs there made news by operating in a heavy-handed manner and routinely disregarded Iraqi government forces, including soldiers. Isenberg (2006) adds that PSCs have not been immune from the corruption more commonly linked with their PMC brethren. In Namibia, these challenges were complicated by the fact that in the early 1990s, PSCs were generally staffed with apartheid-era personnel. As a result, Taljaard (2006, p.169) refers to "a particularly hostile relationship with the new Namibian democratic government led by SWAPO and PSCs." Thus developing a framework for regulating the workings of PSCs will enhance the security of the nation state and working environment of these security companies,

There is need for states to take a number of measures to increase the accountability of the global private security industry by taking the following measures:

- effectively regulating the activity and the operation of private military and security companies at both the national and international levels, in line with the recommendations of the UN Working Group on the Use of Mercenaries;
- reversing the climate of general impunity that prevails in several locations where the private security sector thrives (for instance, in post-conflict countries);
- Explicitly stipulating the responsibility of prime contractors for subcontractor activities (Tzifakis, 2012)

Rosky (2004, p.931) notes, while private security companies sell security, public security institutions ration it. "Private security ends up in the hands of the wealthiest customers," states Rosky, "while public security is more evenly shared." Spear (2006, p.22) has argued

that the potentially overlapping and crisscrossing activities, personnel, and relationships blur the distinction between PMCs, PSCs, mercenaries, and vigilantes. The South African government, through the provision of what constitutes "security service," attempts to put into perspective which activities PSCs operating in South Africa should undertake. To go beyond these stipulated activities is an infraction of the Act.

## **2.6 Conclusion**

It is apparent that globally the private security industry is experiencing phenomenal growth amid the rolling back of national police forces. The liquidity crunches being experienced in Sub Saharan African countries indicate that there is little room for governments to expand their police force despite the rise of crime and population. The gap which is being left by this rolling back of national security agencies has been actively filled by the private security industry. Using the principal agent theory (PAT) the study conceptualises the various principals and agents within the PSCs and Namibian state. PAT explains the interrelationships between the PSCs and their stakeholders who are their principals in trying to offer security services. Of great importance are the general problems of principal and agent relationship which allows the study to critically assess the regulatory needs of the sector. The chapter concludes by advocating for an appropriate regulatory framework for the private security industry in Namibia to enhance the role of PSCs.

## CHAPTER 3 METHODOLOGY OF THE STUDY

### 3.0 Introduction

The study on the role of PSCs in Namibia requires the utilization of multiple methods for both data collection and analysis. This is primarily due to the fact that security studies cut across issues cut across socio-economic, cultural disciplinary and methodological boundaries. Mixed methods are superior for their ability to harness the strengths of both qualitative and quantitative data methods in both collection and analysis. It is expedient to point out that the study has a bias towards qualitative methodologies as these provide a thorough analysis of epistemological issues, especially the relationships between various security agencies and PSCs in particular. The study is, therefore, hinged on qualitative methodologies such as archival research and in-depth interviews as vital research methods of data collection and analysis. Archival research particularly on classified and non-classified documents of both the state and PSCs management and patrolmen is central to probing the effectiveness of regulation frameworks for private security operations and has the potential to provide adequate policy issues particularly on enhancing the positive role of PSCs in Namibia. Interviews with key informants in government security agencies, regulatory watchdogs and PSCs staff provide relevant and critical data on the role of PSCs in Namibia. Quantitative methodology has been utilized in the analysis of data particularly from questionnaires administered to security staff.

### 3.1 Research Design

The term research design as Harwell (2011) notes is widely used in social science research, yet it takes on different meanings in different studies. Research design may reflect both the entire research process, from conceptualizing a problem to the literature review, research questions, methods, and conclusions, or only to the methodology of a study, such as data

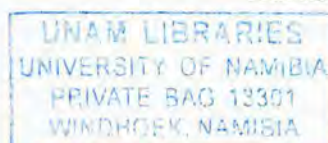
collection and analysis (Harwell, 2011, p.153). The study utilizes the latter definition of research design which emphasizes the aspects of data collection and analysis, though other scholars use these meanings interchangeably.

Trochim and Land (1982) further define research design as the glue that holds the research project together. Research design is used to structure the research, to show how all of the major parts of the research project, including the samples or groups, measures, treatments or programs, and methods of assignment and how they work together to try to address the central research problem.

Research designs are framed using key elements or features. Crotty (1998) described four key features to consider in research design. These include the ideology that informs the research such as the methods, knowledge processes and analysis instruments. The second key feature in research design is the philosophical stance underlying the methodology in question: that is whether it is post-positivism, constructivism, pragmatism, advocacy/participatory (Crotty, 1988; Morgan, 2007). This study considers pragmatism and advocacy/participatory as the philosophy of the research design. This is out of the fact that private security involves active participation on the part of entrepreneurs and or the State. The other two elements of research design are “the methodology itself, and the techniques and procedures used in the research design to collect data” (Crotty, 1988: 90).

The study utilizes mixed methods as the basis for data collection and analysis. The foundations of mixed methods are typically traced to the multi-trait, multi-method approach of Campbell and Fiske (1959, cited in Teddlie & Tashakkori, 2009, p.31), although it is considered a relatively new methodology whose key philosophical and methodological foundations and practice standards have evolved since the early 1990s (Tashakkori, 2009).

Johnson and Onwuegbuzie (2004, p.17-18) conceptualise mixed methods research as:



Whereas there is general acceptance of mixed methods in development discipline, there seem to be illusion as to what exactly is contained in mixed methods. Tashakkori, (2009, p.23) side-steps this illusion by positing that “a mixed methods study is any study with both qualitative and quantitative data, whereas other authors say a mixed methods study must have a mixed methods question, both qualitative and quantitative analyses, and integrated inferences”. It is pertinent to point out the emerging disagreement regarding various aspects of mixed methods, such as when mixing should occur, such that at the point of designing a study, during data collection, during data analyses, and/or at the point of interpretation (Denzin, 2006; Sale, Lohfeld, & Brazil, 2002; Smith & Hodkinson, 2005). However, for the purpose of this study, ‘mixing’ occurred throughout the research process.

The mixed methods approach which the study adopted utilizes qualitative and quantitative methodologies in both data collection and analysis. It is, therefore, imperative to provide and articulate these methodological disciplines. Hiatt (1986) defines qualitative research methods as focussing on discovering and understanding the experiences, perspectives, and thoughts of participants—that is, qualitative research explores meaning, purpose, or reality. As noted earlier by Lincoln and Guba (1985), the key issue of qualitative research method is the presence of multiple “truths” that are socially constructed.

A more detailed explanation of qualitative methodology is provided by Denzin and Lincoln (2005, p.3) who note that,

“It consists of a set of interpretive, material practices that make the world visible. These practices transform the world. They turn the world into a series of representations, including field notes, interviews, conversations, photographs, recordings, and memos to the self. At this level, qualitative research involves an interpretive, naturalistic approach to the world. This

means that qualitative researchers study things in their natural settings, attempting to make sense of, or interpret, phenomena in terms of the meanings people bring to them”.

Quantitative methods were also used in the mixed methods design of the study. Harwell (2011, p.130) notes that quantitative research methods “attempt to maximize objectivity, replicability, and generalibility of findings, and are typically interested in prediction. Integral to this approach is the expectation that a researcher will set aside his or her experiences, perceptions, and biases to ensure objectivity in the conduct of the study and the conclusions that are drawn.”

Quantitative methods are deductive in nature, in the sense that inferences from tests of statistical hypotheses lead to general inferences about characteristics of a population. Quantitative methods are also frequently characterized as assuming that there is a single “truth” that exists, independent of human perception (Lincoln & Guba, 1985).

### **3.2 Unit of Analysis**

The study uses individual security companies and clients as the units of analysis for research enquiry observation and analysis. This has been necessitated by the case study of a large international private security company. Responses from security staff such as patrolmen and guards of PSCs were solicited to corroborate company level responses. Also officials from government security agencies were interviewed for their responses on the role of PSCs in the security of Namibia.

### **3.3 Sampling**

The population of the study included public officials who are charged with security agencies in Namibia, security officers and management of PSCs. The population of the study also include the consumers of PSCs services. The study uses both purposive sampling and random sampling in the selection of respondents so as to adhere to the mixed methods approach of the

whole study. Purposive sampling (expert sampling) was done in the selection of respondents from government security agencies, security industry regulators and other consumer watchdogs with interest in the private security industry. Stratified random sampling was also conducted in the selection of questionnaire respondents. These were security guards and officers PSCs and security services consumers. In the case of expert sampling of security agencies interviews were held with one official with each agency or department in charge of national security or in the regulation of private security companies. Selection of respondent official was based on expert knowledge on issues of private security operations and regulations by the government. Informal discussion with security agencies were pre-arranged to check on the suitability of public officials to be interviewed.

In the case of stratified random sampling which was administered on security guards and officers of PSCs Company and consumers of services, selection was done on a random sample. A list was obtained from national database on both PSCs security staff and clients. On the staff list of PSCs every employee was selected for interview and a total of 50 staff were sampled and interviewed. Similarly, on the client lists, every tenth client was selected and total of 50 Clients were also sampled and interviewed.

### **3.4 Data Collection Instruments**

The study used closed-ended questionnaires, secondary documents and structured in-depth interviews to collect information. Structured in-depth interviews were administered to responding officials. Structured in-depth interviews were meant to gather detailed data on the relationship of PSCs and government security agencies including its envisaged role in Namibia. Secondary documents in the form of classified and non-classified reports, papers and legislation were used.

### **3.4.1 In-depth Interviews**

The study used in-depth semi-structured interviews to gather data on role of private security companies from key public officials in government security agencies. In-depth interviews utilize open-ended questions which result in detailed responses and somewhat unexpected responses. Exploring the role of private security companies in Namibia requires one to be open-minded and adaptive to unfolding truths of interviews.

In-depth interviews on role of private security companies may provide complete and holistic responses since such type of interviews allows the interviewer the opportunity to re-play the interview responses and checks the viability and reliability of the information. The study utilized in-depth interviews as they are more flexible and friendly than other data collecting instruments like questionnaires and observation.

In this regard the study conducted in-depth interviews with key public officials in security agencies. The interviews were voice recorded and transcribed using Express Sound software, which greatly enhances the transcribed interviews. The interview transcripts were then analyzed using a qualitative analytical software Atlas. Ti.

The in-depth interviews followed a schedule of questions to guide the discussions. Interview guides in the form of questions allow for a logical discussion of issues and ensures that all crucial issues which ought to be probed are sufficiently covered. The schedule of questions is tentative as follow up questions may be put across and more evidence solicited. In-depth interviews were also done for to verify information on completed questionnaires.

### 3.4.2 Questionnaires

The study uses questionnaire as a data collection tool for PSCs data and security consumers' opinions. Closed questionnaires were used in collecting data. 100 questionnaires were administered in total, with 50 to PSCs security staff and 50 to clients of PSCs who are security services consumers

A critical issue in using questionnaires as a data collection tool is the wording of the instrument. The wording of a questionnaire may influence the comprehension of the questions by the respondents and the subsequent responses which are being sought. In relation to a study on security services role of security guards and general public, the educational levels and literacy levels dictate simple language in questioning and in most cases spot-on translations to vernacular language was provided. It was therefore clear for the researcher to clearly train research assistants who were to administer the questionnaires. This allowed for critical responses to be collected without the risk of misconceptions of the questions. Besides the questionnaire wording which required personal approach, the political setting in young democratic country emerging from liberation war such as, requires clear introductions and clarity of the purpose of the questionnaires to avoid political misconceptions and violence.

The choice of questionnaires over other data collecting instruments in collecting data from security staff and its clients was necessitated by a number of merits. First questionnaires are cost effective in terms of data collection from a large scale and geographic area where standardization of questions is critical for valid and reliable responses. This standardization of questions among large scale data yields specific and comparative data which is viable

particularly in study where effective security sector regulation and monitoring strategies are to be mapped and tested.

In this study the risk of misconceptions and low response rates associated with questionnaires were heavily mitigated by the use of research assistants who interpreted the questions and to a lesser extent controlled the respondent environment. However the use of the research assistants has been fraught with challenges of costs and sometimes limits the time respondents require to reflect on questions and complete responses.

### **3.4.3 Document Reviews**

Private security companies and services does not occur in a policy vacuum, but in set of policy and regulatory frameworks which govern the operation, management, monitoring the security services. Key policy pronouncements are mostly contained in government policy documents in the form of white and green papers and in other documents such as parliamentary reports and non-state sectoral reports. The study heavily relied on documents in analyzing critical policy issues as well as consistently follows operations of PSCs.

Document review is a systematic process of data collection where secondary sources of written documents are used. Document review provides a record of events over a period of time which is significant in researching security sector operations and relations where timelines are important to be noted. This aspect of document review allowed the study to track key issues from various records which has greatly improved the validity of findings and data integrity.

Document review produced data which was specific and detailed as well as data which is uninfluenced by researcher bias. The study utilized document review due to the robustness of data and its level of accuracy as compared to human recollections of events by respondents. However it should be pointed out that the researcher has to carefully scrutinize documents for

truthfulness of data as some government documents did seem to praise issues when the reality pointed otherwise. The study has to screen for relevance as most documents from government sources were general and voluminous yet only small sections covered private security services issues in detail.

### **3.5 Data Collection Procedures and Methods**

The supremacy of a research methodology does not only lie with the choice of research methods but also in the manner in which the data is collected. Data collection procedures have the effect of improving the validity and reliability of the study especially if the process is well managed, consistent and appropriate to the research settings. The study devised procedures which were appraised of the socio-political context.

#### **3.5.1 Preliminary Procedures**

The study applied for ethical clearance from the Research and Postgraduate office in order to carry out research on human subjects. The clearance was part of the academic processes at the University of Namibia which ought to be followed by all research students.

The researcher also applied for clearance to carry out the research from Government of Namibia, through the Ministry of Information and Communications Technologies. This was done to facilitate access to government documents on private security operations. This clearance was also important in conducting interviews particularly with government officials who may have reservations in granting unsanctioned interviews. Also to protect the researcher and the assistants, proper clearances were sought from departmental heads, local leadership in carrying out the research. This allowed the research to be conducted smoothly as no confrontations with politicians of either side was experienced during the course of the data collection.

### **3.5.2 Procedures during Data Collection**

All the 10 research assistants were trained on the instruments to be used prior to their deployments. In this study, Questionnaires and Interview Guide were instruments used to collect data. Questionnaires were hand delivered by Research Assistants at the respondents' place of choice for easy communication. The completed questionnaires were collected after five days from PSCs Officials and PSCs Clients. The participants completed the questionnaires with easy and valuable data was collected. The Interview Guides were applicable to all responding government ministries and Namibian Police Force. Accurate responses were captured, more detailed useful information were collected through face-to-face in-depth interviews conducted.

### **3.6 Data Analysis**

The nature of private security services require an analysis framework which combines both epistemological and quantifiable objective data and subject it to logical interpretation and analysis of facts. The study, therefore, employed document content analysis. This was followed by a critical analysis of data from primary and secondary sources from national and governments departments.

A mixed methodology for data analysis was adopted. Constant comparative analysis was used to identify patterns, code data and categorize findings of the in-depth interviews. Tables and figures were used where appropriate. The data was complimented by that from documented primary and secondary literature sources. Data from questionnaires was statistically analysed using statistical methods that are in line with respective research questions and assumptions. Some the statistical techniques adopted include simple descriptive statistics, correlation tests and analysis of variance. This strategy gave the necessary triangulation necessary in data analysis and interpretation.

### **3.5.1 Quantitative Data Analysis**

The study produced quantitative data mainly from questionnaires and document content analysis. Quantitative data was mainly analysed using Excel Spread sheet, where each answer was coded in the spreadsheet and analysed to show relationships and causal links. Excel spread sheet provided valuable tools in the understanding of PSCs policy and related issues to security officers and clients. Critical descriptive statistics cross tabulations and inferences were conducted on the data producing valuable analysis. All the questionnaires were coded prior to their administration and all the answers were captured in the spread sheet. All the data was captured and cleaned before analysis resulting in clear and concise analysis. Interpretation of the analyzed results was conducted simultaneously.

### **3.5.2 Qualitative Data Analysis**

Data from interviews, document reviews and observations was analyzed using Atlas.ti which is qualitative analytical software. This kind of software allowed the coding of data in the form of words to be coded and linked as families and networks for closer scrutiny and analysis. The volume of documents particularly from government on private security agencies necessitated software which could harness them into single family codes so as to trace themes and issues sufficiently. The software was also appropriate to analyze interview responses on the wide, yet detailed discipline of private security services in Namibia

## **3.7 Conclusion**

The mushrooming and growth of the private security services sector in Namibia requires in-depth knowledge and cut the edge regulation frameworks which can channel the sector's role towards building a peaceful and prosperous Namibia. Such an initiative requires a rigorous methodology to gather data which reflect the true state of private security companies and put the critical issues of their role into the fora.

The study, therefore, used mixed methods to probe the security issues of PSCs in Namibia. Relying on both qualitative and quantitative methods for data collection the key issues of private security companies are captured.

## **CHAPTER 4 DATA PRESENTATION AND ANALYSIS**

### **4.1 Introduction**

This section of the study presents the findings of the study and concurrently analyses the data. A detailed discussion of the findings in relation to objectives is provided and inferences are drawn to reflect on the key theoretical underpinnings of private security issues. The section begins with the discussion on the ownership structure of PSCs in Namibia, followed by operational information of the private security companies. The successive discussions of the chapter focus on the key findings from interviews with Namibia Police (NAMPOL), snippets from the PSCs database which is kept by NAMPOL. The whole research findings are arranged into themes so as to track congruency of research findings with the study objectives.

### **4.2 Ownership Structure of PSCs in Namibia**

The study showed that 60% of private security companies operating in Namibia are owned by Namibian nationals. The remaining 40% of ownership are multinational companies operating in a number of countries. A closer analysis of the ownership structure revealed that the multinational companies are the larger companies in terms of number of employees, assets base, and market share.

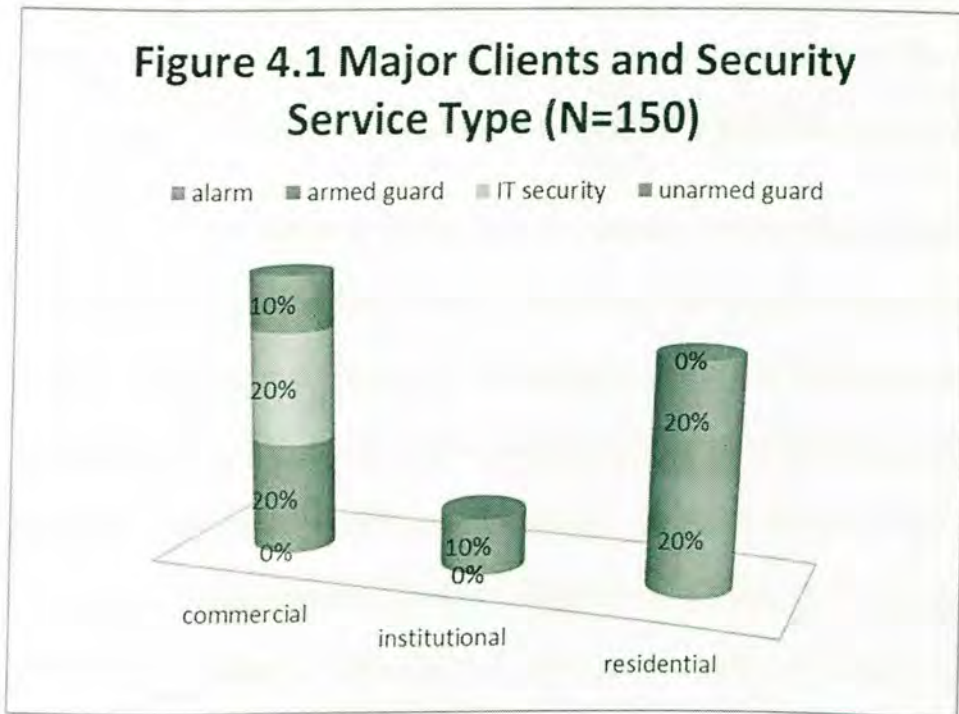
Multinational private security companies ranks commercial and retail entities as their largest clients, followed by banks and financial institutions, and embassies and international organisations. This is at variant with national private security companies whose major clients are residential, commercial and government facilities. The market share and their categorical ranking in Namibia reveal a number of issues, first that lucrative private security deals are in the commercial sector. This can be attributed to the sophistication of the security requirements of clients and the inherent risks in terms of business operations. This was clearly demonstrated in the financial services sector where company respondents indicated that 80% of their services were mainly financial assets protection and transport, which require armed security services and sophisticated financial systems.

National PSCs in Namibia dominates the retail sector and domestic security services. Of late the government has subcontracted security services at events to national PSCs. Only 12% of multinational companies have received guarding or events security services from the government.

In terms of the type of security services offered by the sector to the market; the large range reflects the growth of the industry, specialisation breadth and the size of the market. Interviews with government officials indicate that the number of PSCs operating in Namibia is around 2000. Competition among PSCs for clients would have resulted in others opting for non-traditional security services like Information and Technological protection systems. Having said that, it is clear that most security companies remain focussed on the provision of retail security services with a limited scope of exporting their services to nearby countries. There is need for service expansion particularly in terms of high technological security in financial and industrial operations by Namibian companies.

### 4.3 Public perceptions of PSCs services and role in Namibia

An assessment of public perception about the role of PSCs revealed that perceptions towards PSCs differ according to client type and security service required. Commercial clients who are small to medium firms and often in retail trading enterprises and manufacturing dominate other clients. As shown in figure 4.1, in both residential and commercial client category, armed guarding services are dominating. If the choice of service is cross tabulated with crime perceptions in Windhoek, a negative relation is identified as clients who fear crime often utilise armed guard services rather than any other security services. However 36% of residential clients indicated that they also rely on alarms installations to deter criminals. This may reflect a growing market of IT based security systems considering that only 3% of residential clients utilised this service two years ago.



Source: Fieldwork (2016)

On the professional conduct of guards, consumers of private security services view private security personnel as professionals who are able to execute their duties. 60% agreed that PSC guards are sensitive to the public, and are generally honest. Comparison of these perceptions to national security agencies like the police and intelligence show that the public rate them as equivalent and perceive PSCs as close to them than other security services. However, public perception of 2014, Afrobarometer Survey, Namibia, suggests that, Business Executives (44%) are the most corrupt in Namibia and followed by the Police (40%).

#### **4.5 Regulation Framework and Challenges in Namibia**

One of the key impediments to PSCs regulation in Namibia is the lack of a single Act of Parliament to regulate, monitor and evaluate their activities. Legislative clarity would bring normalcy to a number of issues surrounding PSCs operations and their role in providing security services to the state. According to a police respondent to the study there has only been a draft Act which is still under consideration to regulate the private security industry.

Currently the regulation of PSCs is on a voluntary basis without clearly defined oversight roles. NamPol has a database of all registered PSCs in Namibia which is managed by NamPol Deputy Commissioner. However, it should be stated that the database deals mainly with demographic statistics such as the number of companies and their employees which have voluntarily registered. NamPol has no role in the registration of PSCs as this is done by Ministry of Industrialisation, Trade and SME Development. In this regard, the registration of a security company is taken to be synonymous with any other company in Namibia irrespective of the fact that security companies are in a sensitive industry which government may want to regulate. Company registration and licencing for PSCs in Namibia is done in the same manner that an ordinary company is registered. . PSCs owners and directors are not vetted when incorporating companies and such their histories and security background is not

checked to ascertain their conformity with the industry. As Boghosian (2005) argues that although they perform a range of law enforcement-related activities, private security guards are frequently ill-trained, unsupervised, and may have criminal records. He points to the startling disclosure of a Chicago police official who estimated that 20% of the guards working in private security at the Chicago Housing Authority in 1996 were active gang members (Hoffman, 1998). In Iraq, Isenberg (2006: ) notes that some PSCs there made news by operating in a heavy-handed manner and routinely disregarded Iraqi government forces, including soldiers. Isenberg (2006) adds that PSCs have not been immune from the corruption more commonly linked with their PMC brethren.

Thus a clear basis for regulation of PSCs in Namibia would require the control of company ownership and registration. It would be desirable that the registration of security companies be not be considered solely for economic factors but also considers the security of the public and the state. This has been corroborated by one NamPol respondent who views the registration of PSCs as lax and open to abuse by foreign nationals who may have agendas alien to the Namibian state. It is, therefore, important for a security arm of the state to oversee and pre-screen prospective company's registrations so that they are run with people who have no criminal records and adhere to high standards of ethics and behaviour. What is unclear is whether partisan politics would not interfere with this process as cases of political linkages may continue to haunt the industry as in Box 4.1 above. This has been noted in literature, particularly on PSCs in Africa. Howe (2001: 222, 235; 2000) gives the examples of Alpha- and Teleservices in Angola, Saracen Kampala in Uganda, and Osleg Private, Ltd., in Congo. He states that Teleservices had many prominent Angolan government officials and security personnel among its shareholders. Alpha-5 had close ties with a South African firm, Executive Outcomes (EO), and with Angola's chief of staff Joao de Matos, who

helped found Teleservices. In Uganda, retired General Salim Saleh (President Museveni's half-brother) reportedly had "interests in a Heritage oil concession"

PSC regulation should clearly define the work of PSCs and their employees. There appears to be darkness as to what PSCs actually do. This is alluded to in literature where PSCs have any array of duties ranging from guarding services to sophisticated technology based services. In Namibia PSCs sometimes are taking roles which are presumed to be of the government police such as event security in large scale ceremonies. In such cases duties ought to be clearly defined at law rather than to depend on commercial contracts whose general motivation is to make profits. Providing clarity of security officers and security service providers enable the registration of PSCs to be tracked and understood by regulators in a standardised work. This may be done by looking at other security officers' definition in the region such as from SA. South African law defines a security officer as:

- 1. Who is employed by another person, including an organ of state, and who receives, or is entitled to receive, from such other person any remuneration, reward, fee, or benefit, or rendering one or more security services;*
- 2. Who assists in carrying on or conducting the affairs of another security service provider, and who receives, or is entitled to receive, from such other security service provider any remuneration, reward, fee, or benefit, as regards one or more security services;*
- 3. Who renders a security service under the control of another security service provider and who receives, or is entitled to receive, from any other person any remuneration, reward, fee, or benefit for such service; or*

4. *Whose services are directly or indirectly made available by another security service provider to any other person, and who receives, or is entitled to receive, from any other person any remuneration, reward, fee, or benefit for rendering one or more security services.* (Gumedze, 2014:197)

It is clear that the definition of a security officer as with South African law is wholesome and allows the regulators to compel all security personnel to be registered so long as their activities fall within the ambit of the definition. In most PSCs in Namibia, security officers are a defined grade and a linked to seniority within the company establishment. In this aspect, guards and patrolman are viewed as mere assistants to security officers despite the fact that they also provide security services if not in the majority of company employees.

Another key benefit of adopting a legal definition of security officers is to do with their remuneration. In cases where the company may go for months without paying guards and security officers, the clarity and stipulation of remuneration to guards at law protect the vulnerable guards. It is extremely important that the law protects guards and patrolmen who are often lowly paid and whose workers' rights for often trampled upon. It is of paramount important for the remuneration of guards to be defined at law as it directly affects the morale of the workforce and may encourage engagement of criminal activities.

Tied to the issue of guards remuneration and service regulation is the regulation of the working environment. It has been noted by respondents that guards often work in poor environments characterised by darkness and exposed to bad weather such as rain, excessive sunlight and cold weather. Unlike with other security services providers such as NamPol or City Police of Windhoek, PSCs guards have poor working conditions which put the life of guards and the assets they seek to protect at risks. The conditions of working environment should be defined in the Act to allow acceptable minimum conditions which are at par with

the national Constitution and other labour legislation. Issues to do with lighting and guard rooms should be clearly defined, including the normal working hours. At present the working environment is being left in the hands of workers unions whose decisions are not binding since membership to these unions is not compulsory.

PSCs regulation should also provide for training and development of guards. Training of guards and patrolmen should be tied to the nature of duties which they undertake and commensurate with best practices in the sector. The current training trends in the PSCs industry only dwells with physical fitness and exercises, which is greatly inadequate to the duties which guards sometimes are assigned to. At the moment training is not standardised and the content, duration and results are different from individual companies. It is essential that such training be set with a certifying agency to ensure that only competent guards are eventually recruited. Having a training agency which is coordinated by the police may ensure that knowledge areas and accreditation of training service providers are standardised. Standardised training ensures conformity to regulations and adherence to service protocols. An area which requires standardised training is with arms handling and use. It has been noted by respondents that guards are often given guns and ammunition for use particularly on cash in transit services without current training to the use of such firearms. Though NamPol has a database of firearms in circulation in Namibia, it does not check the pre-requisite training required in the handling and use of such. It is essential that the agency for regulating PSCs be given the legal mandate to continuously monitor the use and handling including storage of this ammunition as they can easily change hands and end up in the custody of criminals. Training in firearms use and handling to security officers of PSCs should be a continuous process, rather than a once off activity. Refresher courses of officers need to legally stipulate to guarantee adequate competency levels within the industry. Greater care should also be placed to the storage of such ammunition and control over the whole company. Training

should be in way which pre-screen officers particularly with regards to mental health state and appropriate safety procedures. However it should be noted that the PSC industry is based on competition and as such innovation and product differentiation should be encouraged to develop. Compliance with relevant training requirements should be central to registering as a security provider. Lessons should be drawn from South African' Safety and Security Sector Education and Training Authority (SASSETA) which is the sole quality assurance body for the private security industry. This is important in the sense that the provision of security is confined to ordinary guarding and involves a variety of services that are well covered in terms of the act. If the applicant is a former member of any official military, security, police, or intelligence force, or service in South Africa or elsewhere, the act requires a clearance certificate. So serious is this aspect that under the act even councilors may not be appointed without a security clearance from the National Intelligence Agency, as may be determined by the minister (Gumedze, 2014).

Monitoring and evaluation of PSCs activities should be central to its regulation and control. Current monitoring of PSCs is weak, uncoordinated and not compulsory for operators. The study noted that there is virtually no platform to engage PSCs by neither the police nor the intelligence agency as PSCs are run just as any other private company in the country. Engagement between NamPol and PSCs is minimal and depends on individual police commanders who may feel the need and importance of such. It is clear that the current monitoring and evaluation strategies for PSCs oversight are weak and may result in criminal and terrorism infiltration within the country. There is need to establish legal monitoring mechanisms to enhance security of the public and the state.

A sound monitoring mechanism for PSCs should be based on clear reporting standards to enable the performance of PSCs to be tracked and evaluated. For example it should be stipulated that PSCs report their manpower periodically to allow the country's security establishment to determine their operations. Issues to do with refresher courses should also be reported so as to understand the competence levels of PSCs companies. Reporting on firearms handling and use should also be central if violence conflict and criminal infiltration is to be curbed.

#### **4.6 Conclusion**

The study has revealed pertinent issues to do with private security companies in Namibia. The PSCs sector in Namibia is growing and is enjoying a number of business opportunities from the government, embassies and private firms themselves. The state is rolling back its security services creating a vacuum that is being filled by the security establishment. The PSCs sector in Namibia is dominated by large international corporations such as G4S as well as other indigenous companies. It has been noted that PSCs are staffed by women and men as guards who require training to deliver their duties in a responsible manner. Current challenges of the industry include poor industrial relations, unfavourable working conditions, poor training and lack of regulatory framework. The study has found that if the regulatory bottlenecks of PSCs operations are addressed, the sector could grow in a responsible manner and will greatly enhance the security of both the Namibian public and the state particularly from criminal gangs and terrorism.

## **CHAPTER 5 RECOMMENDATIONS AND CONCLUSIONS**

### **5.0 Introduction**

This section of the study looks at the conclusions and recommendations of the study. The study has revealed that PSCs are integral and central to the growth of Namibia as a nation state both in terms national security and economic development. The wide range of services offered by PSCs offer alternatives to citizens including cooperate citizens in way that is not only sustainable but also economic. However the study revealed a number of structural issues of PSCs which should be addressed that the sector not only conforms to legal and constitutional frameworks of Namibia, but also to the broader framework of international best practices in security provision and services.

The section further looks at a set of recommendations which the state and PSCs may undertake to strengthen the industry and its role in economic development of Namibia. Key to the recommendations is the need for a regulatory framework for private security industry. This should be noted in the context of international trends in security issues particularly the rise of terrorism and organised crime in the Middle East and elsewhere in Africa. These security risks call upon appropriate actions from nation states to nip in the bud any security laxes that may compromise the safety and security of the public. In this framework it may be appropriate to develop a participatory approach with the private security industry.

## 5.1 Recommendations

The study has a number of recommendations for the effective development of the private security sector. The key recommendation of the study is the enactment of Act of Parliament to regulate and monitor the activities of PSCs in Namibia. The current efforts by the government in developing a legal framework for regulating PSCs needs to be concluded at haste if the safety of the public and the state is to be enhanced, This is particularly important in the present global world where security risks are no longer limited to criminal activities but also terrorisms from religious extremists. The regulatory framework should clearly define the role and procedures of recruiting and operation security services and the reporting structure. In the case of firearms handling and use, there must be stringent measures in the training of guards in terms of their proper handling and use. The need for a reporting structure for easy coordination and monitoring by NamPol of PSCs firearms activities should be clearly be defined in the regulatory framework.

The study further recommends that PSCs adopt fair and modern labour practices which do not impoverish guards and patrolman. There is a great need for compliance to industry labour awards even to non-unionised companies. Adherence to best labour practices boost employee morale, reduces criminal infiltration and ensures the stable growth of the industry through the trust from the public. Labour laws need to be tightened to protect vulnerable workers. The state may encourage best practices by awarding contracts only to companies in good standing both in terms of regulatory compliance and labour practices.

Another recommendation of the study is the standardisation of minimum training requirements for guards assigned to various duties. Training should be directly linked to the nature of duties one may undertake and should be rigorous and ensures the safety of the trainees. Refresher courses for guards and security officers should be conducted so as to keep security practises abreast with global trends and practices. However such training should only prescribe minimum standards to ensure public safety to allow product innovation and differentiation which is the hallmark of an open market based economy.

## **5.2 Conclusion**

1. To identify the ownership structure of PSCs and its impact on national security;
2. To assess the perceptions of the public and government security organs on the presence of PSCs in Namibia;
3. To examine the interface of PSCs, national interests and security; and
4. To analyse the regulatory framework of PSCs and its implications on national security.

The study revealed that the majority of PSC in Namibia are owned by local people and only a few are owned by foreign companies. However it should be stressed that the few foreign owned PSCs control the majority share of the market and are the largest in terms of their annual turnover and number of employees. The Government of Namibia also showed willingness to support PSC by engaging them in business and awarding them tenders to provide security even to predominately government security areas. It should be also noted that security agencies sometimes have no cosy relationship with PSCs as they feel are also leading to increased criminal activities. The study further reviewed that the regulatory framework for PSCs in Namibia is in its infancy, though extensive work is underway in

parliament and government to control the sector. This may require urgent attention from legislature as most of foreign PSCs in Namibia are part of large conglomerates who have extensive networks around the world with sophisticated security systems.

The study reviewed operational issues which are pertinent to the public perceptions on PSCs in Namibia. Women continue to have a growing presence in the private security services though men remain in the majority of workers. Analysis of gender in the operations of the private security services revealed a number of pertinent issues. First female security guards were generally able to point out issues of criminal activities particularly of other guards even from the same company, which shows that women guards and security officers are more open and transparent in their operations.

Unlike men, women generally consider their training inadequate for the type of duties and responsibilities they undertake. PSCs services range from guarding and patrolling, to cash in transit services and event security which may involve mass security services.

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## APPENDICES

### Appendix A PSC Client Survey

IDENTIFICATION NUMBER

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IDENTIFICATION

City

:

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District

:

---

Street

:

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Number

:

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RESPONDENT'S IDENTIFICATION

Respondent's Name

1 

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ENUMERATOR & DATA ENTRY OPERATOR

Date of interview : 

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Name of Enumerator : \_\_\_\_\_ Empl No. 

--	--	--	--

Name of Supervisor : \_\_\_\_\_ Signature \_\_\_\_\_

Name of re-interviewer : \_\_\_\_\_ Signature \_\_\_\_\_

Name of editor : \_\_\_\_\_ Signature \_\_\_\_\_

Name of data entry operator : \_\_\_\_\_ Signature \_\_\_\_\_

CLIENT TYPE : 1=Resident(house), 2= Commercial, 3=Institutional, 4=Government/Municipality

CATEGORY : 1=Government, 2=Large Corporation, 3=Medium Cooperation, 4=Small Firm

5=Household

1. CLIENT INFORMATION

Business Activities	Number of Sectional employees	Age of Operation				How many guards required
		Year	Month			
1.						
2.						
3.						
4.						
5.						
6.						
7.						
8.						
9.						
10.						
11.						

<sup>1</sup>Number of sectional employees: 01=0-5, 02=6-10, 03=10-15, 04= +16

<sup>2</sup>Age of Operation 1=0-5yrs, 2=+5yrs

<sup>3</sup>Guards Required

01=0-5, 02=6-10, 03=10-15, 04= +16

The image shows a large, faint grid or table structure, possibly a ledger or data table. It consists of multiple rows and columns, with the content being illegible due to fading. The grid is located in the right half of the page.

2. What security services do you require from PSCs?

1=Y  
 es,  
 2=N  
 o

Armed Guarding	
Unarmed Guarding	
Guard dogs	
IT /computer security and network protection	
Armoured cars	
Armed Escort	
Unarmed Escort	
Cash-in-Transit/Money escort	
Merchandise-in-Transit	
Prisoner transfer	
Electronic Security Surveillance	
Vehicle patrol	
Alarm & security systems installation, monitoring	
Private investigation/detectives	

3. Do you think security guards have good standards of professionalism in the following areas?

1: Strongly Agree, 2: Agree, 3: Disagree, 4: Strongly Disagree

Have a lot of discretion	
Security officers are unaware of customers' needs	
Security officers are generally honest	
Security officers are well trained	
Security officers abuse their power	
Security officers abuse their power	
Security officers abuse their power	
Security officers are professionals	
Security officers are sensitive to the public	
Security officers have good planning skills	
Security officers are well educated	

4. What are your perceptions of security guards visvis police officers in the following issues?

1: Strongly Agree, 2: Agree, 3: Disagree, 4: Strongly Disagree

Should be able to use force to arrest suspects	
Face many non-criminal situations	
Spend very little time in apprehending criminals	
Security officers and police officers often work together in solving crime problems	
Difficult to distinguish security officers	

5. How do you view private security guards and their work in the following matters?

1: Strongly Agree, 2: Agree, 3: Disagree, 4: Strongly Disagree

Security officers get injured in their occupation	
Security officers act as social workers	
Perform valuable service to their organization	
Security work is dangerous	
The public generally trust security officers to protect property and lives	
Security officers help protect customers	
Security work is stressful	
Work toward making society a better place	
Security officers help reduce losses for	

## Appendix B Interview Guide

6. With regards to police work and private security work, what are your perceptions towards the following?

1: Strongly Agree, 2: Agree, 3: Disagree, 4: Strongly Disagree

Security professionals and police offices together will protect the public from criminals	
In the future, many police functions will be taken over by private security	
Suspects are more likely to be released after security officers recover stolen property	
Security departments are organized similar to police agencies	
Security work is generally structured similar to police work	
Primary role of security is to apprehend criminals	
Law violators are nearly always detected by security	

### SECTION A: PRIVATE SECURITY CURRENT TRENDS

1. What is your perception of the relationship between police and private security?
2. In your view, what factors have contributed to the growth of the private security industry in America?
3. What trends have you seen in the industry? How do you think the industry will change in the future? What do you think will be the most significant changes in the industry in the next 5-10 years?

### SECTION B: LICENSING & REGULATION

1. What is your perception of the importance of licensing private security companies?
2. What is the biggest problem you see with the current regulation of private security companies?

# Appendix B Interview Guide: Government Ministries and NamPol

## BACKGROUND INFORMATION OF RESPONDENTS

1. Name? \_\_\_\_\_

2. What is your current job and title? \_\_\_\_\_

3. How long have you been in this position? \_\_\_\_\_

4. What are your responsibilities?

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## SECTION A: PRIVATE SECURITY INDUSTRY TRENDS

1. Private security is a growth industry in Namibia, when did you first notice the increase in the number of companies?

2. In your view, what factors have contributed to the growth of the private security industry in Namibia?

3. What trends have you noticed in the private security industry in terms of the size or type of companies and their demand for firearms? For example, has there been an influx of foreign owned companies? What changes have occurred in the number and types of firearms private security companies (PSCs) have required?

## SECTION B: LICENSING & REGISTRATION

1. What is your estimate of the percentage of unlicensed private security companies (PSCs) that operate in the country?

2. What is the average processing time from the time of submission of application to the PSRA (Private Security Regulation Authority) to approval of the following?

**Type of Application to PSRA (Private Security Regulation Authority) Average duration it takes to process**

2.1. New license	
2.2. License renewal	
2.3. New registration	
2.4. Registration renewal	

4. What insurance coverage is required for PSCs to be granted a license?

5. What are the conditions for PSCs registration?

**6. SECTION C: ACQUISITION AND USE OF FIREARMS, TRAINING OF STAFF**

6. Are there restrictions on the types of weapons private security companies (PSCs) can acquire? Can they acquire prohibited or restricted weapons? If yes, what types and under what conditions?

7. What types of firearms are most often used by PSCs (e.g., hand guns, pistols, revolvers, rifles, etc.)?

8. How do PSCs acquire weapons for company use? Are they restricted to acquiring weapons from local licensed firearms dealers or brokers? Or can PSCs apply for a firearm import permit and directly import weapons for company use?

9. In reviewing license applications/renewals, does the ministry or police examine the total firearms stockpile of a company as to whether the total number and types of weapons licensed to a company is reasonable? Or is this determination left to the Firearm Licensing Authority when the PSCs apply for their Firearms Users License?

If yes [ministry or police examines firearms stockpiles], does the ministry or police have standards to guide the determination whether the firearms stockpile of the company is reasonable? What are these standards?

10. What is the total number of firearms held by PSCs licensed by the ministry or police?

11. What, if any, are the common problems you have found related to PSCs getting a license approved or renewed by the ministry or police?

12. What is the total number of private security guards registered with the ministry or police? (If you have statistics on this for the previous years we would also appreciate getting a copy.)

13. How many of the registered private security guards have completed the appropriate training.

14. What, if any, are the common problems you have found related to private security guards getting the required certification?

15. What kind of training does the ministry require for private security guards who are authorized to carry firearms in the discharge of their duties?

16. What, if any, are the common problems you have found related to armed private security guards successfully completing training in firearms management and use?

17. What, if any, are the common problems you have found related to firearms management and use by PSCs?

18. The Firearms Licensing Authority currently has a backlog of applications to process, has this backlog affected the ministry's processing of license applications and renewals of PSCs? Has it affected the processing of registrations private security guards?

18.1. If yes, please explain how are these processes (licensing and registration) affected?

18.2. What measures are being taken or are planned to mitigate the situation?

**SECTION D: GOVERNMENT MONITORING**

1. After the PSC Authority has granted a license for a PSC to operate, does the PSC Authority have a responsibility to monitor the following in relation to PSCs? If not please indicate which other governmental body, if applicable, has responsibility for monitoring:

**Responsibility for monitoring: No**

<b>Responsibility for monitoring</b>	No	Yes	How is this monitored
• Firearms deployment and use			
• Secure storage of firearms and ammunition by PSCs			
• Secure storage of firearms and			
• Discharge of firearms in the course of duty			
• Recordkeeping by PSCs			
• Revocation of firearms licenses and certificates			

- 1.1. What kinds of records are required to be kept by licensees? (Here I will ask if record keeping requirements are not apparent from responses to question #1?)
2. Can the PSC Authority make unannounced visits to inspect premises and records?
3. Are there areas where the oversight responsibilities of the PSC Authority and NamPol are closely related or overlap? How is work between the two entities coordinated?
4. Has the PSC Authority revoked licenses of PSCs? What are the most common reasons for revocation of licenses granted to PSCs?
5. How would you rate the PSC Authority's current capacity to enforce provisions of the Act? What are the current constraints faced by the PSC Authority in carrying out its mandate?
6. Do you have any recommendations on how the PSC Authority Act and supporting Regulations can be strengthened?

Thank You